

**CHARTER**

**ORGANIZED CRIME DRUG ENFORCEMENT  
TASK FORCE**

**FUSION CENTER**



*March 9, 2004*

# **ORGANIZED CRIME DRUG ENFORCEMENT TASK FORCE FUSION CENTER**

## **CHARTER**

This Charter, dated March 9, 2004, governs the cooperation among participating agencies in the establishment and administration of the Organized Crime Drug Enforcement Task Force (OCDETF) Fusion Center.

### **I. STATEMENT OF INTENT**

Mutually bound by professional responsibility and a desire to share information and intelligence relative to drug trafficking and related money laundering activity, and recognizing that the maintenance of a multi-source law enforcement intelligence component requires substantial cooperation among agencies, the undersigned agree to cooperate fully in support of the OCDETF Fusion Center mission and to actively work to implement the letter and spirit of this Charter.

### **II. BACKGROUND**

The Attorney General, the Secretary of Homeland Security, and the Secretary of the Treasury recognize the substantial threat to the security of the United States posed by the major drug trafficking organizations responsible for introducing large quantities of illegal drugs into our communities, and by the money laundering organizations that support the activities of these and other criminal organizations, including international and domestic terrorists and terrorist organizations. To counter these threats, U.S. law enforcement and other agencies must share information related to the major criminal organizations affecting the United States. The Departments of Justice, Homeland Security, and Treasury, therefore, have agreed to join together and establish, through the OCDETF Program, a multi-agency drug and financial intelligence fusion center.

The OCDETF Program was established in 1982 as a multi-agency partnership among federal, state, and local law enforcement officers and prosecutors to target sophisticated national and international drug trafficking organizations. Today, the OCDETF Program includes participation from law enforcement agencies of the Departments of Justice, Homeland Security, and Treasury; the 93 United States Attorneys' Offices; the Justice Department's Criminal and Tax Divisions; and more than 50,000 state and local officers nationwide. The law enforcement agencies include the Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF), the Drug Enforcement Administration (DEA), the Federal Bureau of Investigation (FBI), the Internal Revenue Service (IRS), the U.S. Coast Guard (USCG), U.S. Immigration and Customs Enforcement (ICE), and the U.S. Marshals Service (USMS). The Attorney General has made OCDETF the cornerstone of the Department of Justice's strategy to reduce the drug supply available in the United States. OCDETF's mission is to reduce the drug supply by identifying, disrupting and dismantling the most significant international and domestic drug supply organizations

and their related money laundering operations. To help focus its resources on this mission, OCDETF in 2002, adopted new guidelines mandating that all OCDETF investigations include a financial component in order to enhance the program's capacity to dismantle the entire infrastructure of a drug or money laundering organization. OCDETF also oversaw the establishment of the Attorney General's Consolidated Priority Organization Target (CPOT) List, a multi-agency list of the international "command and control" organizations most responsible for the domestic drug supply. OCDETF seeks to direct limited program resources on coordinated, nationwide investigations that have the greatest potential to disrupt and dismantle these organizations.

Information sharing is a key to success for the OCDETF Program. OCDETF, therefore, established a goal of providing a single entity for the compilation, storage and analysis of drug and related financial investigative information for the purpose of developing coordinated, multi-jurisdictional investigations targeting all the related components of the drug trafficking enterprises operating nationwide. This fusion system will utilize human analysis enhanced by sophisticated link analysis tools to conduct comprehensive analysis of the available information, produce investigative leads for investigators in the field, and support the coordination of multi-agency, multi-jurisdictional investigations targeting the most significant drug trafficking organizations threatening the United States. In addition, the system will offer a means to identify the most effective and efficient use of limited federal drug investigative and intelligence resources, both foreign and domestic, against these organizations. (b)(7)(F)

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### **III. MISSION**

The OCDETF Fusion Center (OFC) will gather, store, and analyze all-source drug and related financial investigative information and intelligence to support coordinated, multi-jurisdictional investigations focused on the disruption and dismantlement of the most significant drug trafficking and money laundering enterprises.

### **IV. GOALS**

1. Provide a mechanism to share all relevant, accessible law enforcement data of the OCDETF member agencies and other OFC participating agencies, consistent with the principles and general guidelines to be developed by the Attorney General's Law Enforcement Information Sharing (LEIS) initiative.
2. Provide intelligence support to assist in the initiation and development of multi-agency and multi-jurisdictional OCDETF investigations and prosecutions targeting drug trafficking and related money laundering organizations, including in particular those linked to CPOTs, in an effort to reduce the supply and availability of illegal drugs in the United States.
3. Provide intelligence support to enhance the de-confliction and coordination of drug and related financial investigations and prosecutions to increase OCDETF's effectiveness in disrupting and dismantling targeted organizations.
4. Provide intelligence support to enhance the identification of links between disparate components of drug trafficking and money laundering organizations operating internationally, nationally, regionally, and locally, and to enhance the identification of links between these organizations and international and domestic terrorists and terrorist organizations.
5. Provide intelligence support to assist in the production of strategic intelligence products to enhance the identification of national and regional drug trafficking and money laundering threats.

### **V. FUNCTIONS**

The OFC will have the following primary functions: an information technology function focused on the development and maintenance of an information technology system to support the work of agents and analysts assigned to the OFC by making available all relevant data sources and analytical tools; an analysis function to produce intelligence products of operational value to the field in investigating and prosecuting drug and money laundering organizations, and to assist in the production of strategic drug-related threat assessments; and a dissemination and coordination function to support the de-confliction and coordination of investigations and prosecutions. The OFC will fulfill these functions by doing the following:

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**VI. MANAGEMENT PRINCIPLES**

1. The OFC will operate under the general principles and guidelines utilized for law enforcement task forces.
2. The OFC Director will be named by the Deputy Attorney General, as Chair of the OCDETF Executive Committee. The OFC Director will be responsible for all decisions relating to the daily operations of the OFC. As with other OFC personnel, the OFC Director will remain subject to the supervision, policies, procedures and regulations of the Director's parent agency.

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**VII. MEMBERSHIP**

1. **Principal Member:** All federal OCDETF member agencies that directly support the mission and goals of the OFC by furnishing data and personnel to the OFC, in accordance with the terms of each agency's Memorandum of Understanding with OCDETF, shall be deemed a Principal Member of the OFC. FinCEN and NDIC, as participants in the original design and planning of the OFC, will also be deemed Principal Members. Each Principal Member

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2. **Associate Member:** Any federal agency that directly supports the mission and goals of the OFC by providing personnel and/or data, resources, or other support, but is not eligible to serve as a Principal Member, shall be eligible to be an Associate Member, unless prohibited by statute or policy. Associate

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3. Agencies which directly support the mission and goals of the OFC through cooperation or resources, but which are not eligible to serve as either a

Principal or Associate Member, are recognized as vital to the success of the  
OFC. (b)(7)(E)

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#### VIII. STAFFING

1. Staffing of the OFC will be multi-agency. All Principal or Associate Member agencies, with the concurrence of the OFC Director, shall assign personnel to the OFC, in accordance with the needs of the OFC, the resources of the agency, and any applicable statutes or policies. Staffing will consist of highly

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3. To accomplish the goals and needs of the OFC, Principal and Associate Member agencies agree to assign personnel to the OFC for a specified length of time, as agreed upon in writing. During this period of assignment, the assigned personnel will be under the direct supervision and control of the OFC Director and supervisory personnel assigned to the OFC.
4. Personnel assigned to the OFC shall adhere to OFC policies and procedures. Failure to adhere to OFC policies and procedures may be grounds for dismissal from the OFC. Personnel assigned to the OFC also shall remain subject to the policies, procedures, and regulations of their parent agency. The OFC Director or designee and the appropriate official(s) of the parent agency shall resolve any conflict between OFC policies and procedures and those of the parent agency.
5. During the period of assignment to the OFC, the parent agency will remain responsible for determining the appropriate salary and benefits, including any appropriate adjustments to the same, of the detailed personnel, and all payments due them in this regard, including overtime, and will remain responsible for any non OFC-related expenses incurred by those employees. Permanent change of station costs will not be the responsibility of the OFC. Each Member agency with personnel assigned on-site to the OFC will designate an agency representative to address personnel issues specific to that agency, with appropriate notification to and in consultation with the OFC Director.
6. Subject to the availability of appropriated funds, OCDETF will provide necessary funds and equipment to support the activities of the OFC and the personnel assigned to the OFC. This support will include: office space and supplies; funds for travel in support of the OFC mission; analytical and technical tools; and training and support items. All decisions relative to the OFC budget and facilities will be the responsibility of the OFC Director, in consultation, as appropriate, with the OCDETF Director.

#### **IX. POLICIES/PROTOCOLS**

OFC management shall establish appropriate policies and protocols to address the daily operations of the OFC. These policies and protocols shall include the following:

1. The OFC will ensure that each agency's data is handled in accordance with the policy and procedures of the participating agencies to be defined in a Memorandum of Understanding with each agency. The OFC will develop strict guidelines to ensure the protection of each agency's data, and will operate under the "third-party rule", protecting any information provided to the OFC by the same means and methods used by the providing agency.



2. An agency's data, when provided to the OFC, will be determined as releasable within the Center to all appropriately cleared personnel of the Principal and Associate Member Agencies, without prior approval. Release of agency data outside the Center, except under established OFC protocols, will require prior approval of the agency owning the data.
3. All investigative leads and operational intelligence products containing investigative information will be disseminated to OFC participating agencies through SOD, according to SOD's Standard Operating Procedures and protocols.
4. All strategic intelligence products produced with the participation of the OFC will be coordinated and reviewed by the OFC Director and by either NDIC or FinCEN, as appropriate, prior to distribution to the requesting government official or to the individual Agency Headquarters for distribution to field elements.
5. All investigative leads relative to links between drug trafficking and/or money laundering organizations and international and domestic terrorists and terrorist organizations shall be disseminated by the OFC through SOD's Special Coordination Unit to appropriate elements of the FBI, the Departments of Homeland Security and Treasury, and the Intelligence Community.
6. The OFC will not have contact with the field directly. It shall be the responsibility of SOD to regularly communicate to OFC personnel the results of action taken on OFC-produced intelligence products, including investigative leads.
7. The OFC will establish and maintain strong relationships with other appropriate law enforcement and intelligence components as necessary to achieve effective coordination and cooperation.
8. Any conflict or differences among participating agencies shall be resolved promptly at the lowest practical level.

X. AMENDMENTS

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3. All amendments to this Charter shall be provided in writing to each Principal and Associate Member.

**XI. EFFECTIVE DATE**

The effective date of this Charter shall be March 9, 2004. By signature, each Principal Member accepts the mission, goals, functions, policies and protocols, as described in this Charter.

**U.S. DEPARTMENT OF JUSTICE:**

  
James B. Comey, Deputy Attorney General

  
Catherine M. O'Neil, Director, Organized Crime Drug Enforcement Task Force

  
Christopher A. Wray, Assistant Attorney General, Criminal Division

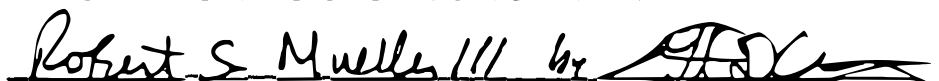
**BUREAU OF ALCOHOL, TOBACCO, FIREARMS AND EXPLOSIVES:**

  
Edgar A. Domenech, Acting Director

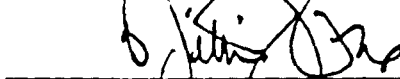
**DRUG ENFORCEMENT ADMINISTRATION:**

  
Karen P. Tandy, Administrator

**FEDERAL BUREAU OF INVESTIGATION:**

  
Robert S. Mueller, III, Director

**FINANCIAL CRIMES ENFORCEMENT NETWORK:**

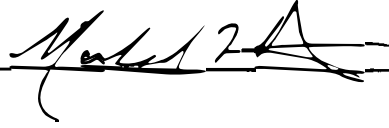
  
William J. Fox, Director

**INTERNAL REVENUE SERVICE:**

  
Nancy J. Jardini, Chief, Criminal Investigation

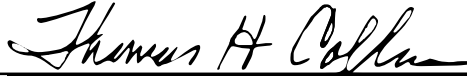
**NATIONAL DRUG INTELLIGENCE CENTER:**

\_\_\_\_\_  
**Michael T. Horn, Director**



**UNITED STATES COAST GUARD:**

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**Admiral Thomas H. Collins, Commandant**



**UNITED STATES IMMIGRATION AND CUSTOMS ENFORCEMENT:**

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**Michael J. Garcia, Assistant Secretary**

**UNITED STATES MARSHALS SERVICE:**

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**Benigno G. Reyna, Director**

