

DEPARTMENT OF JUSTICE

Organized Crime Drug Enforcement Task Forces (OCDETF)
Fusion Center (OFC)

OFC STRATEGIC PLAN



One Mission, One Team

Fiscal Years 2012 – 2015

~ 2013 Update ~

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DIRECTOR'S MESSAGE

I began my law enforcement career more than 35 years ago. During these years, I have had the privilege to work with extraordinary men and women who have given much, sacrificed much, and helped to keep our nation safe from those who want to bring harm to America. Today, as Director of the Organized Crime Drug Enforcement Task Force (OCDETF) Fusion Center (OFC), I continue to see that commitment from my fellow colleagues working here in the OFC.



Since its establishment in 2004, the OFC has proven itself to be a model for interagency cooperation, and is now the centerpiece of the OCDETF programs intelligence driven strategy. This strategy has evolved to meet the changing needs of law enforcement intelligence sharing. The OFC, as a multi-agency information- and intelligence-sharing operation, has already taken significant strides in developing and delivering to the field *actionable* intelligence products. These products are derived from fused data sourced from domestic, international, and commercial entities. The OFC leverages technology and the analytical abilities of its workforce to provide operational human and financial intelligence products for immediate application in investigations. Collectively, through de-confliction and coordination, these products enable field investigators to focus on disruption, dismantlement, and prosecution of significant targets, many identified through the Consolidated Priority Organization Target (CPOT) process.

This *OFC Strategic Plan* provides a road map for our future. It outlines key steps the OFC will implement to improve core business practices and operations. Effective OFC resource management is critical for ensuring successful delivery of operational intelligence products to the field, and the OFC has implemented both internal management practices and professional staff development as OFC priorities for the months ahead. These steps enable our workforce to be a top-flight professional cadre focused on both meeting the needs of the field, and developing new products and services responsive to evolving law enforcement trends. After all, the OFC was created to support the field.

The *Strategic Plan* is guided by the mandate of the OCDETF Program in its role as a linchpin of the Attorney General's counter-narcotics and transnational organized crime strategies. The *Strategic Plan* provides comprehensive direction for decision-making and prioritization of resources and efforts – enabling our staff to succeed at reducing illegal drug trafficking, money laundering, violent crime, and other emerging threats.

It is with great pride that in 2013, the OFC accepted the “Award for Excellence” of an International Organization” from the International Association of Law Enforcement Intelligence Analysts (IALEIA). Only one award is given each year for an International Organization making the most significant progress utilizing intelligence analytical techniques to support agency objectives.

Stephen E. Murphy
Director
OCDETF Fusion Center (OFC)

EXECUTIVE SUMMARY

The Organized Crime Drug Enforcement Task Forces (OCDETF) Program launched the OCDETF Fusion Center (OFC) in response to the overall shift in national policy toward enhanced law enforcement and inter-agency information- and intelligence-sharing post-9/11. The OCDETF Program brings together federal, state, and local law enforcement agencies and prosecutors to target sophisticated drug trafficking organizations and money laundering operations. OCDETF forms prosecutor-led, multi-agency task forces to conduct intelligence-driven, coordinated investigations and prosecutions.

The OFC Strategic Plan outlines how the organization will further enhance its information-sharing capability to be effective and responsive to the future needs and challenges of law enforcement.

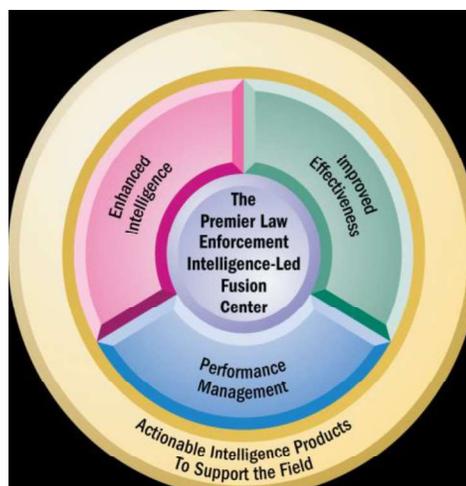
The OFC is the multi-agency operational intelligence center that leverages multiple human and financial data sources from OCDETF member agencies and non-OCDETF partners to generate actionable intelligence for investigators in the field. This unique information-sharing capability accelerates the identification, disruption, dismantlement, and prosecution of criminal organizations posing the most significant threats to the United States.

The *OFC Strategic Plan* outlines how the organization will further enhance its information sharing capability to be effective and responsive to the future needs and challenges of law enforcement. The *Plan* sets forth the necessary evolution of OFC services to meet the changing needs of field investigators and prosecutors, so that law enforcement can successfully combat the threat posed by sophisticated, nimble criminal organizations. The evolution of OFC services includes the development and production of a combination of proactive and actionable intelligence products which can help de-conflict and support field investigations with data not easily accessible prior to the OFC's emergence.

Additionally, this *Plan* supports the OFC's work on Consolidated Priority Organization Targets (CPOTs)¹ to ensure that current intelligence on the most significant drug traffickers reaches field investigators and prosecutors timely and efficiently. Further, this expansion of services will include development of the OFC's ability to leverage both unclassified and classified information to help member agencies combat criminal activity; this is especially important during a period of significant budgetary constraints when resources must be maximized to achieve strategic priorities and demonstrate public value.

Three Strategic Goals reflect the key enhancements the OFC is making over the three-year timeframe

Figure 1: Strategic Plan Architecture



¹ The list of CPOTs is a multi-agency target list of “command and control” elements of the most prolific international drug trafficking and money laundering organizations. The list is coordinated by OCDETF.

covered by this *Plan*, allowing the OFC to evolve into an internationally recognized leader for intelligence-driven law enforcement. The Goals are designed to deliver three primary outcomes:

- The highest caliber of professional service to the field
- A work environment enabling optimum personnel productivity and growth
- Maximum business results in terms of quality work and resource deployment

Outlined in this *Plan* are Objectives and Initiatives which address the various dimensions of change required to accomplish these outcomes, including people, processes, management practices, strategic planning, performance, and resource allocation.

The strategic planning process and subsequent implementation efforts will engage all OFC stakeholders based on respective roles and responsibilities, such that entities and individuals with a stake in the future productivity of the OFC can remain engaged and help shape the organization to meet tomorrow's challenges. The OFC is building an operating model that includes an institutional learning capability to anticipate the needs of the law enforcement community and adapt to better serve its members and partners.

OFC OVERVIEW

The Organized Crime Drug Enforcement Task Forces (OCDETF) Program, the foundation of the Attorney General's counter-narcotics strategy, launched the OCDETF Fusion Center (OFC) in 2004. Since that time, the OFC has played an increasingly important role in the Attorney General's strategy to disrupt and dismantle the criminal organizations engaged in drug trafficking, organized crime, and money laundering that pose the most significant security threats to the United States.



The OFC provides an exceptional and unique capability to the law enforcement community: the ability to deliver to the field *actionable* intelligence derived from *fused* data sourced from domestic and international law enforcement agencies (as well as open source and commercial entities). Analysis of combined datasets through a single system (the OFC's "Compass" database) enables the OFC to yield timely, high-quality intelligence that the field can immediately put to use in investigations.

Complementing these focused actionable intelligence products is the more comprehensive intelligence picture represented by the Consolidated Priority Organization Targets (CPOTs), which enable law enforcement officers and prosecutors to focus on the "command and control" centers of the most significant drug trafficking organizations. These intelligence capabilities differentiate the OFC as a premier facilitator of cross-agency and cross-jurisdictional coordination and information-sharing, enabling the OFC to support a wide range of drug and organized crime cases for law enforcement. Actionable intelligence products accelerate the disruption, dismantlement, and prosecution of criminal organizations posing significant threats.

OFC Background

The OFC emerged in the post-9/11 environment, when national leaders and policymakers concluded that national security was greatly enhanced by inter-agency information and intelligence sharing. Information sharing in the aftermath of 9/11 cannot be limited to the blending of multiple data sources, but must be practiced as the conversion of data into intelligence information that proves timely, accurate, and relevant to those needing to act. Information and intelligence sharing is a business built on trust and operational impact.

The OFC, with its unique intelligence capabilities supporting field operations, has established itself as a model for the efficient and effective achievement of federal information-sharing. The OFC model is not only effective, but is capable of *evolving* to meet the needs of the field, to adapt to changes in threat.

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OCDETF Background

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, OCDETF is the cornerstone of the DOJ strategy to reduce the drug supply available in the United States, and to dismantle and disrupt sophisticated money laundering operations. OCDETF partners with law enforcement agencies of the Departments of Justice, Homeland Security, and Treasury, the 94 United States Attorneys' Offices, the DOJ's Criminal and Tax Divisions, and more than 50,000 state and local officers nationwide⁴ to accomplish its mandate.

The OFC is critical to OCDETF's operational intelligence strategy, conducting cross-agency and cross-jurisdictional analysis of integrated drug and financial information. OFC products provide field investigators with intelligence information sourced from multiple member agency datasets, providing significant leads on criminal activities conducted by organizations and individuals. Such cross-agency intelligence generation is particularly useful for complex investigations, which necessitate information-sharing among law enforcement agencies to disrupt or dismantle major criminal entities.

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⁴ The law enforcement agencies include the Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF), Drug Enforcement Administration (DEA), Federal Bureau of Investigation (FBI), Internal Revenue Service (IRS), U.S. Coast Guard (USCG), U.S. Immigration and Customs Enforcement (ICE), and U.S. Marshals Service (USMS).

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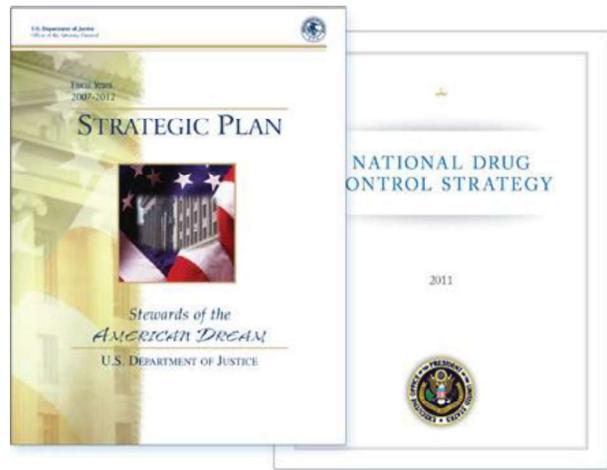
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Planning Approach

In developing the *OFC Strategic Plan*, the OFC reviewed its planning process to verify that the approach and resulting strategy would be compliant with existing DOJ performance-based management direction and legislative reporting requirements.

Alignment with National Strategy

The *OFC Strategic Plan* is prepared pursuant to the requirements of the Government Performance and Results Act (GPRA) of 1993. In addition, it aligns with Chapter 5 of the President’s National Drug Control Strategy (2011), specifically the call for nationwide intensified intelligence exchange, information sharing, and coordination with respect to actionable intelligence and information. As the OFC launched its strategic planning effort, the OFC also reviewed



the DOJ Strategic Plan (FY 2012-2016), particularly Strategic Objective 2.3, which speaks to the need for law enforcement to identify drug and money laundering entities posing the greatest threats; target their financial infrastructure; and disrupt their operations with the goal of ultimate dismantlement.

This direction significantly shapes the formulation of the *OFC Strategic Plan*. The delineation of major issues and trends for combating domestic and international drug trafficking and money laundering in the OCADETF Strategic Plan (FY 2009-2013) was factored into defining priority areas for enhancing OFC operations.

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Development Process

The strategic planning process was designed to be collaborative and iterative. The OFC sought input and perspectives from a wide variety of staff and roles within the organization, through a series of interviews spanning from analysts to administrators and senior leadership. These interviews provided valuable insight into OFC strengths and areas for improvement. Additionally, OCDETF Executive Office input was sought and additional stakeholders were engaged during the initial phase of the strategic planning effort to help shape the Strategic Goals and improvement priorities. As the Strategic Goals and priorities were established, there was a concerted effort to balance the respective needs of member agencies and the OFC's primary customers: investigators in the field.

This *Strategic Plan* will be reviewed on an annual basis and adjusted, as needed, to reflect organizational progress against sequenced priorities, performance targets, and annual results, as well as environmental developments affecting the OFC. The outputs of integrated budget and performance functions will inform annual strategic plan reviews, and the strategic planning process will be repeated as the third year of this *Plan* concludes.

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OFC MISSION, VISION, AND CORE VALUES

Mission

To Provide Actionable Intelligence Products to Support the Field

Vision

To be the Premier Law Enforcement Intelligence Fusion Center

Core Values

Our Core Values underlie our work and inform our Strategic Goals:

TRUST

Trust is the element that allows the OFC to successfully achieve information sharing among its member organizations. Trust is the basis for information-sharing. The OFC mission is feasible because of our reliance on trust.

RESPECT

We treat each other and those we serve with fairness, dignity, and compassion. We value differences in people and ideas. We are committed to the well-being of each employee and to providing opportunities for individual growth and development.

ACCOUNTABILITY

We adhere to the highest standards of legal and ethical behavior, cognizant that as custodians of the public trust our motives and actions must be beyond reproach. We seek to provide the highest levels of service to the American people, and to our partners and constituent agencies.

Guiding Principles

In support of the Core Values, the OFC has developed guiding principles that translate our values into statements about how we interact with each other and our partners; how we demonstrate professional excellence; and how we work to create a collaborative environment conducive to maximizing the abilities and talents of staff:

- We are a community of many partner organizations that respect and value diversity of experience and expertise.
- We are professionals who execute our responsibilities and duties to the best of our abilities to demonstrate optimal performance in all we do.
- We are building an enduring capability that supports law enforcement in the long-term future while also being responsive to operational needs.
- We value flexibility to evolve and respond to a changing environment, and continuously work toward enhancing institutional learning and our capacity to adapt.
- We collaborate to support national security interests, sharing knowledge and information because our collective contributions better support the field and overall mission than any one individual or singular organization can. We put the mission first, and we achieve it through teamwork.

STRATEGIC GOALS AND OBJECTIVES

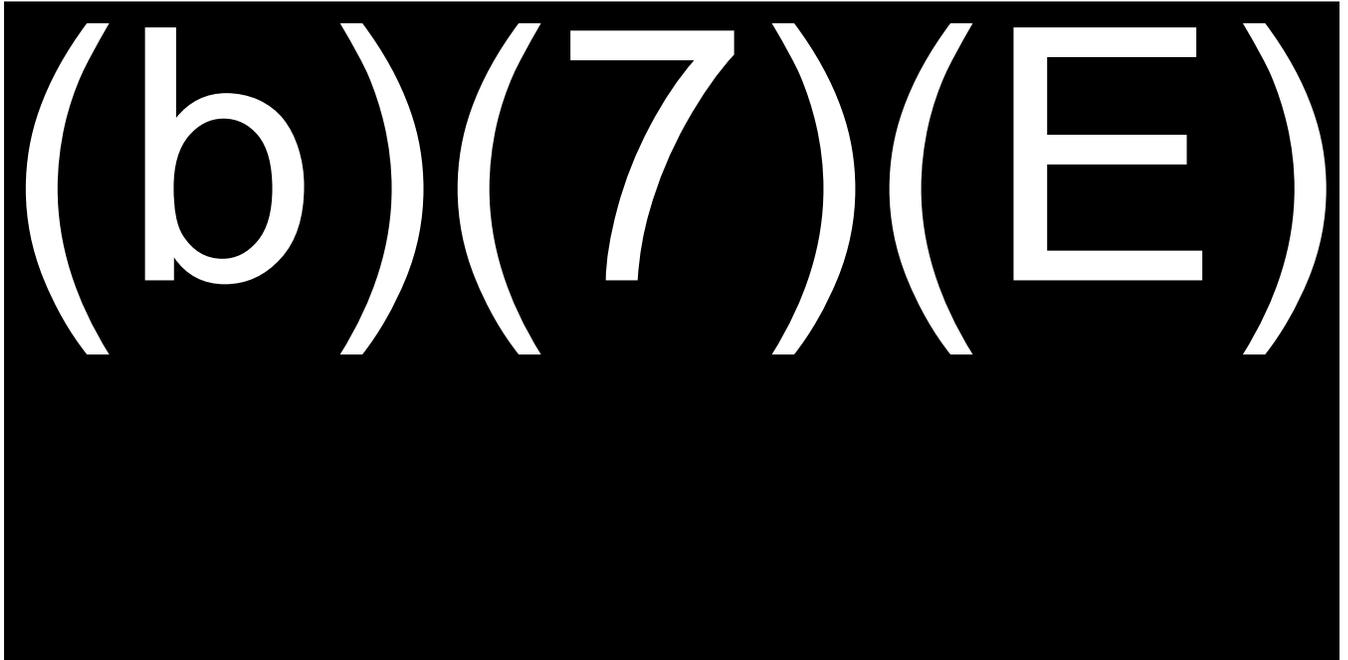
The Strategic Goals and Objectives described herein are aligned with the priorities of DOJ and OCDEF. The Goals and Objectives respond to changing demands based on the increasing complexity of criminal networks – CPOTs in particular. The growing role of intelligence-driven law enforcement in the disruption and dismantlement of criminal networks requires that the OFC strategically enhance its operations to better serve the field.

Strategic Goal 1 focuses on getting actionable intelligence to the field to further law enforcement criminal investigations. Goal 1 prepares the OFC to take a proactive approach to generating products based on new information that regularly comes into the OFC, making updated and current intelligence available to investigators as quickly as possible. It also supports further augmenting the OFC's critical work on CPOTs, so that the OFC can provide the field with information more efficiently.

Goals 2 and 3 focus on building the OFC's internal operational and management practices to deliver actionable intelligence products to the field more effectively and efficiently. This is particularly important in the context of the OFC expanding its service offerings to the field and projected budget constraints in coming fiscal years.

Strategic Goal 1:

Enhance the OFC's intelligence capability to meet the field's needs



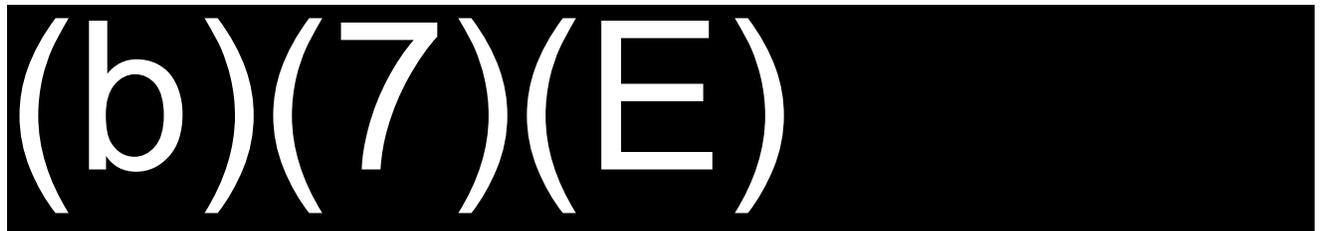
Strategic Goal 2:

Improve organizational effectiveness and efficiency to maximize intelligence-driven analysis and production



Strategic Goal 3:

Implement performance-based management and accountability



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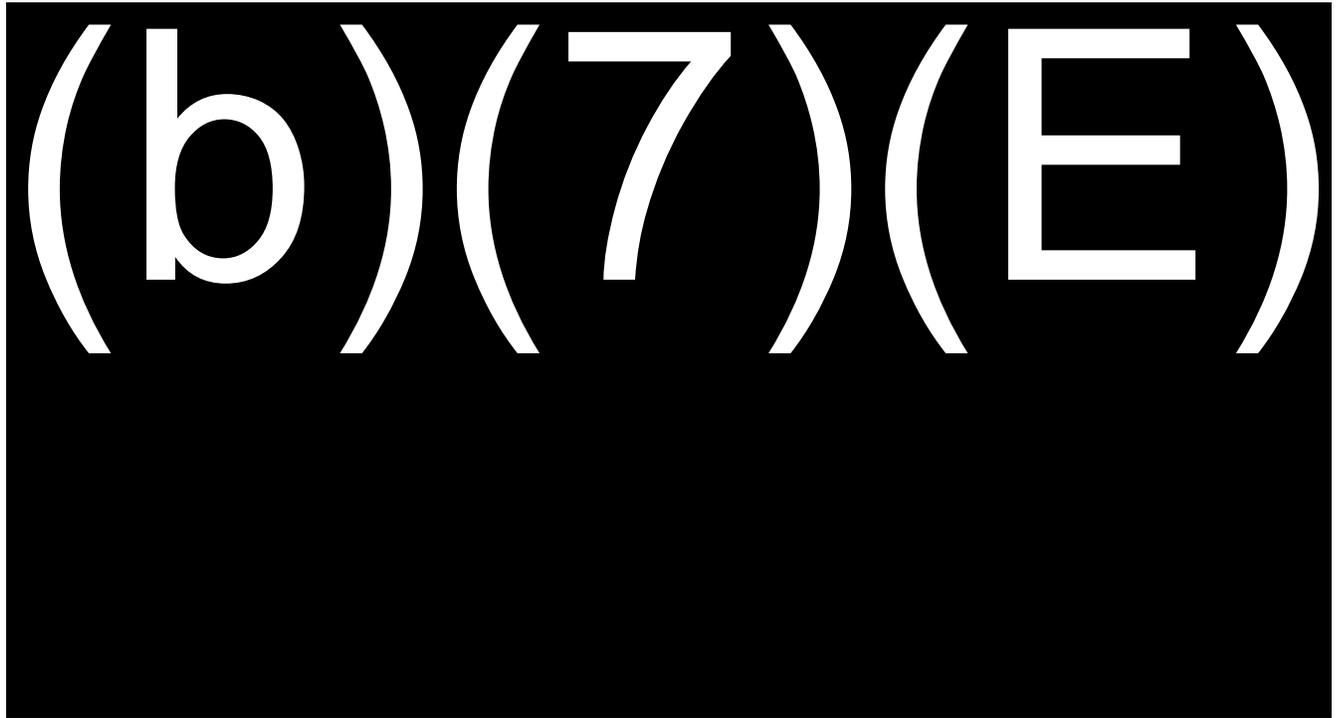
IMPLEMENTING THE OFC STRATEGIC PLAN

An extensive, iterative review process yielded the *OFC Strategic Plan* – the road map for the OFC to achieve desired outcomes for its customer base and stakeholders. The *Strategic Plan* is a living document designed to evolve along with the needs of the OFC. This section describes roles and responsibilities within the OFC, and the ways in which stakeholders are involved in the management systems for implementing the *Strategic Plan*.

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The OCDETF Program has a strong history of collaboration and coordination among stakeholder groups, particularly at the operational level. Implementing and sustaining the Initiatives set forth in this

Strategic Plan, however, requires coordination among an expanding set of partners and an associated range of issues and challenges.



OFC Personnel

Essential to OFC service delivery are the personnel who generate OFC products. The analytical and agent staff members who are responsible for top-quality, efficient product development, de-confliction, and dissemination are critical to meeting the growing demand for intelligence, which in turn is crucial to advancing investigations and enabling prosecutions. All OFC personnel are duty-



bound to produce timely, complete, and relevant intelligence as members of the federal law enforcement community mitigating national security threats. This includes communication with the field, with each other as team members, and with management concerning satisfying product demand and enhancing product quality. In addition, those in support roles who enable the training, technology, and other administrative functions for the analyst and agent corps are essential to enabling the workforce to stay focused on mission-centric tasks. The OFC will continue exploring ways to provide the field with proactive, content-rich, and valued intelligence.

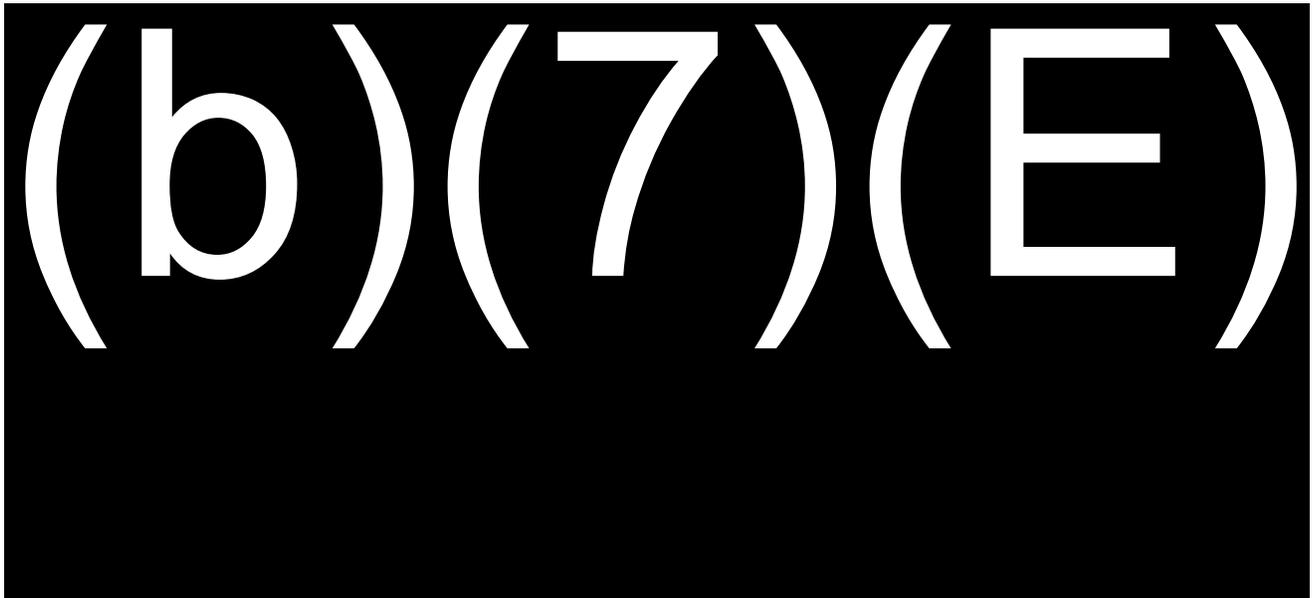
OCDETF Executive Office

The OCDETF Program is responsible for ensuring that the OFC fulfills its responsibilities to its members pursuant to DOJ policy; that the OFC effectively delivers on its mission; and that the OFC is properly funded and equipped to meet its mandates. OCDETF plays an important oversight role in setting strategy and in linking the OFC with other integral components of the DOJ, other federal departments and agencies, and partners across the law enforcement community.

OFC Governance

OFC stakeholders must collaborate through a series of coordinating mechanisms and processes to implement and sustain the *Strategic Plan*. The OFC will engage the aforementioned stakeholders, based on their respective roles and responsibilities, through implementation of the *OFC Strategic Plan*. In general, OFC personnel will oversee and provide progress updates on operational improvements, working through a variety of management and working groups. Oversight will include action plans on how the Initiatives will be accomplished, performance reporting and reviews, and communications with other stakeholder groups. The work of OFC personnel will take into consideration feedback received from member agencies and field representatives. Such feedback will be solicited from, but not restricted to, forums such as the FAC, which can provide experiential data about the impact of OFC improvements to the field. These feedback mechanisms will also enable executive governance teams, including senior OFC leadership and the OCDETF Executive Office, to make key decisions related to the alignment of actual OFC performance and resources against targets and desired outcomes.

Stakeholders engaged in governance bodies will function within a larger management system that provides processes and procedures for ensuring that the *OFC Strategic Plan* remains relevant and responsive to the current and future environment.



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Anticipated Challenges to Implementation

Potential challenges that the OFC may face in realizing its Vision are outlined in the table below, along with accompanying mitigation strategies.

Challenge	Potential Impact	Mitigation Strategy
Expanding Scope of OFC Products and Cases	<ul style="list-style-type: none"> • May require a refocusing of limited resources to priority areas using a new set of approaches and processes • May result in budget and staffing constraints as workload increases and additional staff are needed 	<ul style="list-style-type: none"> • Conduct preliminary contingency planning and forecasting • Use risk management methods and tools to inform planning • Consistently communicate with external stakeholders regarding OFC scope
Limited Resources	<ul style="list-style-type: none"> • Available resources limit scale and number of Initiatives that can be undertaken simultaneously 	<ul style="list-style-type: none"> • Establish persuasive business cases for additional resources, substantiated by performance data • Initiate a cross-utilization staff development approach to maximize limited resources • Implement business process improvement initiatives to maximize resource efficiency • Engage key federal partners in meeting their respective mandates through support to the OFC
Technology Constraints	<ul style="list-style-type: none"> • Implementation of new technology may be disruptive to normal operations • Learning curve of new technology may impact processing time initially 	<ul style="list-style-type: none"> • Leverage partner resources to assist with upgrades • Investigate opportunities outside the OFC for flexible resource-sharing arrangements
Resistance to Change	<ul style="list-style-type: none"> • Transition may cause delays, work stoppages, and temporary disruption of program operations • Declining employee morale, change fatigue, and/or change paralysis may be exhibited 	<ul style="list-style-type: none"> • Provide staff with the knowledge, skills, and tools to adapt and adopt new policies, processes, and procedures • Develop robust communication plans • Leverage governance structures and working groups / committees to support change • Build additional time into schedules to accommodate for acclimation to new ways of doing business • Reward employees who demonstrate leadership in realizing needed organizational changes

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