



U.S. Department of Justice  
Office of Justice Programs  
Bureau of Justice Assistance



## PROGRAM BRIEF

# Organized Crime/Narcotics Program

PREPARED IN CONNECTION WITH  
RECOMMENDATIONS AND EVALUATING THE  
STATE AND LOCAL LAW  
ENFORCEMENT COSTS AND BENEFITS  
OF THE

118767

MAY 1987

**PROGRAM BRIEF****Information Guide for Police Administrators  
and Planners****ORGANIZED CRIME NARCOTICS TRAFFICKING ENFORCEMENT PROGRAM  
(OCN)**

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U.S. Department of Justice  
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## **I. Introduction**

The Organized Crime Narcotics Trafficking Enforcement Program is an effort that provides support to law enforcement and prosecution agencies which develop multiagency projects to investigate and prosecute major narcotics trafficking conspiracies and offenders. The program is intended to develop successful cases against these multijurisdictional offenses, which require unique, time consuming investigative techniques and where coordination among agencies is essential.

Drug trafficking is a major cause of crime and violence in our nation. The diffusion of responsibility among local, state, and federal law enforcement jurisdictions works to the advantage of criminal groups. Major criminal conspiracies almost invariably span jurisdictional boundaries to the extent that two or more local or state jurisdictions may be required to respond to the same offense or offenders.

In order to avoid a fragmented, duplicative, or less than adequate response to these serious problems, the Organized Crime Narcotics Trafficking

Enforcement Program formalizes joint operations by law enforcement agencies which share their crime-fighting resources and capabilities. A control group of all participating agencies must unanimously approve investigative plans and the allocation of resources. Operational case management entails a shared management decisionmaking process on specific investigative matters by agencies involved in a particular investigation. Increased prosecutions are anticipated, along with the prosecution of higher level conspirators and offenders.

## II. Goal and Objectives

### PROGRAM GOAL

The goal of the Organized Crime Narcotics Trafficking Enforcement Program is to enhance, through jointly controlled operations, the ability of federal, state, and local criminal justice agencies to remove specifically targeted major organized crime narcotics trafficking conspiracies and offenders through investigation, arrest, prosecution, and conviction. The Program will formally structure and jointly coordinate multijurisdictional activities, resources, and functions of law enforcement and prosecution agencies in the successful investigation and

prosecution of complex multijurisdictional crimes and their perpetrators.

#### OBJECTIVES

- A. Investigation, prosecution, and conviction of major multijurisdictional narcotics conspirators.
- B. Reduction of fractional and duplicative investigations and prosecutions.
- C. Enhanced recovery of criminal assets (e.g., assets acquired with funds traceable to criminal activity; assets used in the commission of crime; contraband and stolen property).
- D. Increased use of civil remedies.

### III. Critical Elements

#### SHARED ENFORCEMENT RESOURCES

- A. Critical to the success of this program is a management system of shared enforcement resources which includes the following elements:
  - 1) Establishment of criteria to identify, select, and prioritize investigative targets.
  - 2) Assignment of cases for initiation of investigation and subsequent prosecution.
  - 3) A formal mechanism for identification,

acquisition, and assignment of resources and skills required in the investigative and prosecutorial process throughout the duration of the case.

- 4) Coordination and monitoring of the cases to ensure proper timing of investigative and prosecutorial activities, and facilitate decisionmaking concerning case continuance, referrals, refocusing, and closure.

#### PARTICIPATING AGENCIES

- B. Each project will be composed of participating agencies. The senior agency administrators of the participating agencies will each sign a formal intergovernmental agreement affirming their intent to fully participate in the management and operations of the project. At a minimum, the participating agencies must include a federal agency and a state and/or local agency. One of the state/local participating agencies will serve as the applicant agency, which accepts responsibility for project administrative and financial matters. Each case that is approved for investigative funding by the project control group will be managed and staffed as appropriate by two or more participating agencies involved in the case.

The proposed case investigative plan should specify the expected staffing required, as well as which case agency will be the "lead" agency for purposes of designating agency procedures to be followed and administration of case funds and compliance with case reporting procedures. It is anticipated that some case investigations will lead to cooperation with and possible inclusion into the control group of additional law enforcement agencies. This cooperation and expansion of participating agencies is an allowable action as part of this program. Such inclusion of other participating agencies should be approved by the control group.

#### CONTROL GROUP

- C. Each project must have a control group that is composed of a representative from each agency participating in the project. The control group will establish policies to: select cases to be investigated; allocate, focus, and manage project resources; and provide oversight of project investigations. The control group will meet regularly to establish investigative plans and resource commitments. Members of the group will have an equal vote on all matters before the group.

- D. Each project must provide a formal mechanism for joint review and coordination of target selection, allocation of resources, investigations, and prosecutions among participating agencies as the basis upon which to initiate and conduct project case investigations.
- E. Each project must be capable of conducting coordinated investigations and prosecution of selected targets in a timely and thorough manner.
- F. All enforcement operations initiated under the project must be based upon a formal investigative/prosecutive plan which includes objectives, resources, specific activities of the enforcement actions to be taken and those agencies conducting the activities, and a prosecutive strategy.
- G. There must be state and/or local agency participation in each project case.
- H. There must be federal agency participation in each project case.
- I. Unanimous consent of the control group is required to initiate funding of project investigations.



#### IV. Implementation

It is expected that successful implementation of the Organized Crime Narcotics Trafficking Enforcement Program (OCN) will incorporate the following:

- A. Development of an overall enforcement strategy which includes identification/selection of priority major narcotics trafficking conspiracies for enforcement action, all human and technical resources required to pursue the investigation and prosecution of individuals involved in those conspiracies, and agencies necessary to pursue those conspiracies.
- B. Selection of a management system for the shared coordination and direction of personnel, financial, equipment, and technical resources for the investigation and prosecution of targeted conspirators in support of the strategy. The establishment of a successful OCN project results from thorough planning and coordination. It is estimated that most projects will need a three month implementation period before becoming fully operational. Participating agencies must establish a control group, agree upon and adopt operating procedures.

## V. Program Experience

The concept of the Organized Crime Narcotics Trafficking Enforcement Program evolved from both the widespread expansion of drug trafficking and related crimes throughout the U.S., and the realization that complex criminal conspiracies often span jurisdictional boundaries to the extent that two or more law enforcement agencies may be required to respond to the same offense, resulting in a fragmented, duplicative, and less than adequate response.

Previous efforts to address multijurisdictional crime include such projects as the Joint Organized Crime Investigations Project in Dade County, Florida, the New England Organized Crime Strike Force, and the seven state Leviticus Coal Fraud Project, among others.

Results of these similar efforts have established the benefits of joint multiagency investigative and coordinated prosecutive operations. The OCN Program is based on these favorable results and builds on their experiences toward the goal of implementing an effective program to develop successful cases

through sharing of crimefighting resources and capabilities.

## **VI. Sources for Further Information and Assistance**

### **A. Selected Bibliography**

- "Joint Organized Crime Investigations Project - Dade County, Florida - Evaluation Report - 1982"; Institute for Intergovernmental Research, 1982.

- "National Evaluation of the Office of Justice Assistance, Research, and Statistics Leviticus Project - Evaluation Report and Case Study Description - 1983"; Institute for Intergovernmental Research, 1983.

"Organized Crime - Report of the Task Force on Organized Crime"; National Advisory Commission on Criminal Justice Standards and Goals, 1976.

"Task Force Report: Organized Crime"; President's Commission on Law Enforcement and Administration of Justice, 1967.  
"Rackets Bureaus: Investigation and Prosecution of Organized Crime"; LEAA, 1978.

Organized Crime Drug Enforcement Task Forces: Status and Observations"; U.S. General Accounting Office, 1983.

"Investigations of Major Drug Trafficking Organizations"; U.S. General Accounting Office, 1984.

### **B. Sources for Technical Assistance**

Institute for Intergovernmental Research  
P.O. Box 12729  
Tallahassee, FL 32317  
(904) 893-3227

Joint Organized Crime Investigations Project  
(JOCI)  
Dade County State Attorney's Office  
1351 N.W. 12th Street  
Miami, FL 33125

**C. Federal Program Contacts**

Law Enforcement Branch  
Discretionary Grants Program Division  
Bureau of Justice Assistance  
U.S. Department of Justice  
633 Indiana Avenue, N.W.  
Washington, D.C. 20531  
(202) 272-6838

Institute for Intergovernmental Research  
P.O. Box 12729  
Tallahassee, FL 32317  
(904) 893-3227

**VII. Performance Indicators**

During implementation of the program described in this Program Brief, participating agencies will be required to track and maintain certain program information in order to provide some indication of program performance. While basic in nature, this information will not only provide an indication of program progress and performance, but will also serve as a benchmark for continued program implementation and allow for comparison with similar program efforts in other jurisdictions. Attached is a suggested reporting form listing several performance indicators which should be helpful in tracking program performance. Those listed are required at a minimum; other performance indicators are currently under development.

## PERFORMANCE INDICATORS

Program Category: Organized Crime Narcotics Trafficking  
Enforcement Program (OCN)

Project: \_\_\_\_\_

Applicant Agency: \_\_\_\_\_

Address \_\_\_\_\_

Report Date: \_\_\_\_/\_\_\_\_/\_\_\_\_

Period Covered: \_\_\_\_/\_\_\_\_/\_\_\_\_ through \_\_\_\_/\_\_\_\_/\_\_\_\_

Performance Indicators: In order to gather basic information regarding project implementation, please provide responses to the following performance indicators.

- (1) Number of criminal subjects identified:
- (2) Number of instances of interagency information exchange:
- (3) Numbers of criminal activity under investigation, by type:
- (4) Number of arrests:
- (5) Number of subjects charged:
- (6) Number of convictions:
- (7) Lengths of sentences:
- (8) Amount of fines and restitution ordered:
- (9) Additional comments/information: