

## **Section E: Analytic Personnel Development and Training**

### ***Introduction***

This section of the General Counterdrug Intelligence Plan (GCIP) brings necessary attention to analytic personnel development and training. The action items delineated below will strengthen the drug law enforcement community's intelligence structure and enhance the abilities of law enforcement drug intelligence analysts and staff. At the same time, better understanding of the legitimate differences in philosophies and policies of Federal law enforcement and Intelligence Community agencies will enable them to perform as a true community and to deliver fully coordinated drug intelligence. The analyst function within law enforcement agencies—designed primarily to support on-going investigations and prosecutions—will be more clearly defined, with a structured career path.

This section, consisting of five issue areas and 20 action items, will advance Federal law enforcement efforts to enhance their analytic capabilities in partnership with the Intelligence Community and with the state and local law enforcement communities. This Plan recognizes that Federal, state, and local law enforcement agencies have similar drug intelligence analyst training and education needs. It highlights the need for an interagency, agreed-upon, exportable core drug intelligence curriculum to serve those needs. It proposes a leadership role for the Justice Training Center (JTC) to develop those exportable courses. It recognizes that some introductory, intermediate, and special advanced law enforcement intelligence analyst training courses might be more efficiently delivered through a centralized academy, the requirements for which warrant thorough, interagency review.

### ***Developing staffing plans and establishing standardized hiring criteria***

**E-1. Federal Analytic Staff:** For the FY 2002 budget, the Departments of Justice (DOJ), Transportation, and Treasury should have in place a three-year staffing plan that supports initiatives encompassed by the GCIP and actively recruits for existing vacancies. This presupposes—and encourages—that agencies support current initiatives by actively recruiting for existing vacancies and meeting obligations to detail staff to national centers.

**E-2. State and Local Support:** The Department of Justice, in conjunction with Federal law enforcement agencies and the Counterdrug Intelligence Executive Secretariat (CDX), will explore additional ways to deploy drug intelligence assistance—analytic and technological—in support of state and local agencies. This should include a thorough assessment to determine if existing programs such as the Community Oriented Policing Services (COPS) and Making Officer Redeployment Effective (MORE) may be

leveraged. If DOJ finds this to be a viable course, appropriate statutes should be modified to allow for an expansion of COPS/MORE into intelligence support.

**E-3. Standardized Minimum Intelligence Analyst Hiring Criteria:** To better ensure recruitment of intelligence analysts with top skills and expertise, Federal law enforcement agencies may require a Bachelor's degree or equivalent combination of experience or training, when supported by a valid job analysis.

### *Professionalizing of Federal law enforcement drug Intelligence Analysts*

**E-4. Establishment of Career Ladder for Federal Law Enforcement Intelligence Analysts:** Each Federal law enforcement agency should create uniform career ladders for its drug intelligence analysts that include minimum selection criteria, basic, intermediate, and advanced training opportunities, and standardized promotion guidelines. The training opportunities should include not only those of the parent enforcement agency, but also those offered by other law enforcement agencies, the military, and the Intelligence Community. Specialized training should be provided for intelligence analysts assigned overseas. Analysts will be given expanded opportunities for advancement into management or specialized support areas. Supervisory intelligence analyst positions will be created in the field as well as at headquarters to assure professional analytic management of intelligence support to enforcement agents and to provide greater analytic expertise and subject matter continuity in mentoring less experienced analysts. Interagency assignments will be encouraged to enhance analysts' knowledge of other agencies' operations and systems, facilitate information sharing, and establish an *esprit de corps* among fellow professionals.

**E-5. Management and Leadership Training Programs:** Each Federal law enforcement agency will develop a one-year Career Management Training Program for drug intelligence analysts with demonstrated management and leadership potential. During this year, the analysts will serve a period of months in the agency's key divisions and will be required to complete at least one 4- to 8-week special assignment outside the agency.

**E-6. Leadership Program Opportunities:** Federal law enforcement agencies will arrange for select intelligence analysts at the GS-13 to -15 levels to compete for senior management and leadership programs, such as those offered at Harvard's JFK School of Government, the National War College, the Joint Military Intelligence College, the Foreign Service Institute, and Intelligence Community agencies.

**E-7. Development of a Master's Degree in Law Enforcement Intelligence:** The JTC will plan to contract with universities in the Washington, D.C., area and in two or three other U.S. cities to design a certified Master's Degree program in law enforcement intelligence. This should be a one- to two-year program covering areas of criminal justice, intelligence, foreign affairs, technology, and national security.

**E-8. Justice-Treasury Drug Intelligence Fellowship:** The Attorney General and the Secretary of the Treasury should consider sponsoring a Justice-Treasury Drug Intelligence Fellowship, a one-year program for post-graduates and mid-career professionals inside and outside government. Working closely with Federal enforcement agencies, the Fellows will research leading drug intelligence issues of interest to the Departments—for example, commercial and trade intelligence, money laundering, technology, international cooperation, cyber-finance, and cyber-crime.

**E-9. Expansion of Federal Law Enforcement Intelligence Programs:** Federal law enforcement agencies should continue to design their intelligence career programs to place supervisory intelligence analysts in each field office. In the field and at headquarters, the first-line supervision of intelligence analysts should be a Supervisory Intelligence Research Specialist.

**E-10. Expansion of Federal Law Enforcement Drug Intelligence Analyst Rotational Tours:** Within one year, Federal law enforcement agencies should develop a plan to expand their numbers of drug analysts and Special Agents serving in rotational or exchange tours at headquarters and field sites in other Federal law enforcement and intelligence agencies, or in multicomponent national centers such as the National Drug Intelligence Center (NDIC), the El Paso Intelligence Center (EPIC), and the Financial Crimes Enforcement Network (FinCEN).

**E-11. Drug Intelligence Issue Experts:** Federal law enforcement agencies should designate certain non-supervisory GS-14 and GS-15 positions as key drug intelligence issue experts. This is especially important for agencies such as the FBI and U.S. Customs Service, which have jurisdiction for multiple violations, in order to avoid diverting drug intelligence expertise to other mission areas. These analysts, because of their skill and expertise, also should be used extensively in training and as mentors to junior analysts.

### *Training and education*

**E-12. National Training Center for Drug Intelligence:** The JTC will become the principal national center for Federal drug law enforcement intelligence training and education. The JTC will not supplant the authorities of other Federal agencies and departments involved in drug intelligence training and education. The DOJ is considering, in close collaboration with NDIC and other appropriate centers, an interagency process to develop national standards to further professionalize drug intelligence analyst training and education. Other Federal training and education centers should continue to offer drug intelligence analysts courses that are specific to their Departments' missions. The Intelligence Community, military, and state and local drug law enforcement analysts will also benefit from JTC drug intelligence training and education. For the JTC to be able to serve the interests of all agencies involved in the counterdrug effort, staffing and resources must be identified.

**E-13. Standardized Training and Education:** The JTC will develop a comprehensive drug intelligence training and education curriculum for analysts and other personnel, from entry- to supervisory-level, including management and leadership training, for Federal, state, and local law enforcement agencies. The JTC should consider offering drug intelligence education and training programs to Federal, state, and local law enforcement analysts and other personnel. Law enforcement agencies with drug support missions will include drug intelligence courses as part of their entry-level specialist training curricula. Training for Special Agents should also include a module on the drug intelligence and analytic services that intelligence analysts provide. The JTC will develop innovative ideas concerning the fusion of law enforcement and Intelligence Community training approaches and perspectives.

**E-14. National Training Centers Coordination:** JTC should work closely with other Federal Training Centers, particularly NDIC and Treasury's Federal Law Enforcement Training Center (FLETC), located at Glynco, Georgia, to develop an interagency-approved, exportable core drug intelligence curriculum for use by Federal, state, and local law enforcement and analytic personnel. JTC should draw intelligence instructors from all agencies with drug intelligence expertise, including intelligence, military, and Federal, state, and local law enforcement. This should include the use of instructors and expertise from FLETC and its Financial Fraud Institute, NDIC, and other national centers. JTC will take advantage of various training sites around the country, with particular emphasis placed on the use of long-distance, distributed learning, to include video teleconference training.

**E-15. Interagency Task Force:** The DOJ will create an interagency task force to examine the requirements, concept, and justification for an academy for criminal and drug intelligence at the JTC in Quantico, Virginia. It is imperative that such an examination has senior executive support of the law enforcement, intelligence, and military communities. DOJ, the Central Intelligence Agency (CIA), the Office of Personnel Management (OPM), and the Defense, Transportation, and Treasury Departments will support this task force effort.

**E-16. Five-Year Plan:** To ensure the requisite interagency support for this academy, if recommended, the JTC will prepare a comprehensive five-year plan that addresses the program's interagency staffing requirements, curricula, funding, and plans to interface with or engage various other national training centers.

**E-17. Coordination of Training and Education Initiatives:** The Counterdrug Intelligence Coordinating Group (CDICG) will work closely with each of the participating departmental and agency training facilities that provide drug analysis training and education courses in order to promote better coordination, standardization, and consistency of drug analytic methodologies and operating procedures. Principal coordination will be conducted with the JTC, NDIC, FLETC, the High Intensity Drug Trafficking Area (HIDTA) Assistance Center, the Joint Military Intelligence Training Center, and the interagency Training for Intelligence and Law Enforcement (TILE)

program, which seeks to promote coordination and cross-training opportunities for drug specialists in law enforcement agencies and in the Intelligence Community.

***Establishing a cadre of intelligence analysts to produce timely sanitized reports for the counterdrug community***

**E-18. Resource and Training Requirements for “Reports Analyst” Function:** To enable Federal law enforcement agencies to produce sanitized reports of current investigative information to share with other law enforcement components and the Intelligence Community (see Action Item C-2) will require additional training. FY 2000 resources are not programmed to provide this cadre.

- (1) Federal drug law enforcement agencies, particularly DEA, FBI, and U.S. Customs Service, will ensure adequate numbers of analysts are at both the headquarters and field levels. Analytic staffing enhancements necessary to perform this function will be identified in each agency’s staffing plans; and,
- (2) The JTC will oversee the development of the needed training courses. Intelligence personnel at both the headquarters and field levels will be trained to apply procedures to extract and disseminate the information from one agency to another while protecting sensitive undercover and legally restricted law enforcement sources, information, and techniques.

***Decreasing reliance on military intelligence analyst support***

**E-19. Analysts’ Job Focus:** Professionalizing the intelligence analytic cadre at Federal law enforcement agencies (see Action Items E-3 through E-8) requires that intelligence analysts will no longer perform data-entry tasks and other nonanalytic-related tasks such as technical or graphics support, but rather focus on the job for which they were hired—research and analysis. FY 2000 support staffing levels do not permit this. Agencies should establish staffing modules for the appropriate ratios of Special Agents, analysts, and support personnel.

**E-20. Decreased Reliance on the Military:** Over the past decade, law enforcement agencies have increasingly come to rely upon military detailees (National Guard, active duty, and reservists) to provide analytic support to domestic and foreign activities. Law enforcement reliance on military analytic support to domestic field offices can and should be significantly reduced. Military support should then be required only in special cases, because these law enforcement agencies will have strengthened their own cadre of intelligence analyst and associated support capabilities. In the foreign arena, law enforcement agencies will also seek to ensure adequate numbers of analysts are at U.S. Missions in key drug-producing or transit countries, thereby decreasing their reliance on the military analytic support overseas for other than highly specialized support.