



# **THE DRUG ENFORCEMENT ADMINISTRATION'S USE OF INTELLIGENCE ANALYSTS**

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# THE DRUG ENFORCEMENT ADMINISTRATION'S USE OF INTELLIGENCE ANALYSTS

## EXECUTIVE SUMMARY

The gathering and use of intelligence is an important element in the Drug Enforcement Administration's (DEA) efforts to identify and disrupt illegal drug trafficking. Accurate and up-to-date intelligence is needed to assess the operations and vulnerabilities of criminal drug networks, to systematically interdict illegal contraband, and to evaluate the impact of illegal drug activities. Intelligence is also needed to identify new methods of illegal drug trafficking and to establish long-range enforcement strategies. DEA management also uses intelligence for operational decision-making, resource deployment, and policy planning. The DEA also shares information and expertise with other members of the intelligence community, as well as other federal, state, and local law enforcement agencies, to help identify and disrupt illegal drug trafficking.

The collection of drug related information is primarily the responsibility of DEA's Special Agents, while the collation and analysis of this information for the purpose of producing and disseminating meaningful intelligence is primarily the responsibility of the DEA Intelligence Program. The DEA employs intelligence research specialists, also known as intelligence analysts, to produce intelligence from drug related information collected from various sources.<sup>1</sup> The number of DEA intelligence analysts has grown from 11 since the DEA's inception in 1973 to 710 stationed around the world as of March 15, 2008.

DEA intelligence analysts synthesize information on illicit drug trafficking from a variety of sources, including DEA investigations, seized documents, surveillance reports, informants, confidential sources, and court-ordered wiretaps. Intelligence analysts assess and summarize this information and provide it to DEA Special Agents; supervisory DEA personnel; United States Attorneys; grand juries; federal, state, local, and foreign law enforcement agencies; and other intelligence agencies. In addition to its intelligence analysts, the DEA currently has four contract reports officers working in the DEA Policy and Liaison Section. Reports officers review incoming DEA reports of investigation that have a foreign nexus and develop reports, known as reports officer cables, for the intelligence community.

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<sup>1</sup> Because the term "intelligence analyst" is commonly used within the DEA, the Federal Bureau of Investigation (FBI), and the intelligence community, we have also used it in this report to refer to intelligence research specialists.

## **OIG Audit Approach**

The Department of Justice (DOJ) Office of the Inspector General (OIG) conducted this audit to assess: (1) how effectively the DEA recruits, trains, and retains its intelligence analysts, and (2) the quality, usefulness, and effectiveness of the intelligence reports and related products produced by intelligence analysts and reports officers.

During this audit, we interviewed officials from the DEA's Intelligence Division, Office of National Security Intelligence, Human Resources Division, Office of Finance, Office of Inspections at DEA headquarters, and the Office of Training at the DEA Training Academy. In addition, we interviewed DEA intelligence analysts, Special Agents, group supervisors, field intelligence managers, Special Agents-in-Charge (SACs), and Assistant SACs. We performed audit work at the El Paso Intelligence Center and in DEA field offices in Dallas, Houston, Los Angeles, Miami, San Diego, and New York City. We also interviewed officials from intelligence community agencies that use the DEA's intelligence products. Those agencies included the Central Intelligence Agency (CIA), the Department of State, the Defense Intelligence Agency (DIA), and the Office of the Director of National Intelligence (ODNI).

We developed two survey questionnaires that were sent to 675 DEA intelligence analysts and 4,843 DEA Special Agents. The survey questionnaire for intelligence analysts contained 69 questions designed to gather information regarding their education and work background, job satisfaction, and perceptions of their role in fulfilling the DEA's mission. We received 487 responses (72 percent) to this survey. The survey questionnaire for Special Agents contained 14 questions designed to ascertain their views on the effectiveness of intelligence analysts and their products. We received 1,700 responses (35 percent) to the Special Agent survey.

In addition, we reviewed and analyzed DEA intelligence reports, closed case files, and other documents regarding the work of intelligence analysts.

## **OIG Results in Brief**

During this audit, we evaluated DEA's recruiting and hiring, training, and retention of intelligence analysts. We also tested DEA compliance with DOJ Employment Security Regulations and the timeliness and quality of DEA intelligence products. We had findings in each of these areas.

Specifically, we determined that for fiscal years (FY) 2004 through 2007, the DEA's onboard number of intelligence analysts increased by

8 percent. However, the DEA's allocated staffing level for intelligence analysts had increased by 15 percent over the same time period.<sup>2</sup> As a result, as of September 2007, the DEA had 138 fewer intelligence analysts onboard than the number of intelligence analysts allocated by the DEA, and 22 fewer intelligence analysts than the DEA's stated hiring goal. According to the DEA's Chief Financial Officer (CFO), the reasons for not being able to hire additional intelligence analysts was because, for FYs 2004 through 2007, the DEA absorbed \$210 million in unfunded salary increases, congressionally mandated rescissions, streamlining initiatives that did not save money, and new Administration mandates.

The DEA has maintained a pool of pre-screened intelligence analyst applicants from which it can hire when positions are approved. As of September 2007, the hiring pool of applicants had declined from 268 to 95. We are concerned that the DEA does not currently have enough applicants in the pool to meet its current needs. The DEA plans to hire approximately 80 intelligence analysts in FY 2008 to replace intelligence analysts who retired, quit, or transferred, and new hires for the Diversion Control Program. In addition, the DEA plans to replace the intelligence analysts who transferred into the Diversion Control Program from other duties.<sup>3</sup> However, the DEA estimates that for every intelligence analyst it hires, it needs three applicants in the hiring pool. Using this ratio, the DEA would need about 240 applicants in the intelligence analyst hiring pool.

The DEA has implemented a combination of training for intelligence analysts, including Basic Intelligence Research Specialists training, Advanced Intelligence Training, a mentoring program, and specific training tailored to individual needs. We reviewed analysts' evaluations of the basic training, which generally indicated a high satisfaction level. However, several intelligence analysts and supervisors we interviewed at field offices believe

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<sup>2</sup> According to the DEA CFO, allocated positions are those the DEA has allocated to individual offices, based on congressionally authorized levels. The database where information about allocated positions is maintained is called the Table of Organization, which shows where DEA's congressionally authorized positions have been allocated, by office location. Historically, all of the authorized positions the DEA had were allocated to office locations. However, in recent years, a small number of the authorized positions were not allocated in order for those positions to be held at DEA headquarters to quickly meet emerging needs for personnel.

<sup>3</sup> The Diversion Control Fee Account funds the Diversion Control Program through registration and application fees relating to the manufacture, distribution, and dispensing of controlled substances and chemicals. The Diversion Control Program seeks to prevent, detect, and investigate the redirection of controlled pharmaceuticals from legitimate channels.

that the new 14-week BIRS training would be too long.<sup>4</sup> They believe that some of the courses are not related to the core work of an intelligence analyst. We share the concern that the expanded Basic Intelligence Research Specialists training program includes training that could be better provided through other means, such as web-based training or training at an intelligence analyst's assigned location.

We found that the DEA's intelligence analyst workforce has a low attrition rate, ranging from 3.5 percent to 2.6 percent between FYs 2004 and 2007. This compares favorably to the attrition rate for intelligence analysts at other agencies, such as that of the FBI where the attrition rate ranged from 9.5 to 4 percent between FYs 2004 and 2007.

In our survey, we asked DEA intelligence analysts several questions designed to gauge job satisfaction. Overall, their responses indicated their job satisfaction to be good. For the 487 intelligence analysts who responded, 64 percent said they found their work intellectually challenging and 77 percent rated their contribution to the DEA's mission as somewhat to very high. Our survey also asked intelligence analysts to report the likelihood they will remain with the DEA for the next 5 years. Of the 487 intelligence analysts who responded to our survey, 395 (81 percent) stated that they plan on staying with the DEA for the next 5 years. This also compares favorably to similar questions we asked of FBI intelligence analysts. In a May 2005 survey we conducted in the FBI, 64 percent of intelligence analysts responded that they planned on staying with the FBI for 5 years.

With respect to security clearances, the DEA has designated all intelligence analyst positions as "special sensitive." Special sensitive positions within the DOJ are those positions that involve the highest degree of trust and require access, or afford ready opportunity to gain access, to Top Secret National Security Information and material as described in Executive Order 12356. Therefore, according to the DEA Deputy Chief of Intelligence, DEA intelligence analysts require Top Secret security clearances.

DOJ Employment Security Regulations require that a Special Background Investigation be completed for employees occupying special sensitive positions.<sup>5</sup> These employees are also required to undergo a reinvestigation 5 years after their appointment and at least once each succeeding 5 years.

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<sup>4</sup> From 1974 to 2001, the BIRS training program ranged from 2 to 10 weeks in length. From 2002 to 2006, the course was 9 weeks. However, as of July 2007 the course was expanded to 14 weeks.

<sup>5</sup> DOJ Order 2610.2A, Employment Security Regulations, §7.d

Our audit found that the DEA did not have documentation demonstrating that all intelligence analysts had either a Top Secret security clearance or a reinvestigation within the last 5 years. As of September 30, 2007, we determined that 82 of 699 intelligence analysts did not have Top Secret clearances or a reinvestigation within the last 5 years, including 19 who had Secret instead of Top Secret clearances, 62 who had Top Secret clearances but did not have a reinvestigation within the last 5 years, and 1 with no clearance.

We also assessed the quality, usefulness, and effectiveness of intelligence analysts' work. Our surveys and interviews indicated that both internal and external users generally were satisfied with DEA intelligence analysts' work.

However, some Special Agents we surveyed raised concerns related to how intelligence analysts were utilized and their excessive caseloads, as well as the timeliness of the information received. For example, some Special Agents stated that intelligence analysts did not conduct enough analysis, focused too much on data entry, lacked knowledge to produce useful intelligence, provided intelligence that the Special Agents could obtain on their own, or did not provide timely intelligence. In addition, some Special Agents suggested that intelligence analysts could not perform their work in a satisfactory manner because of case overload. However, none of the intelligence analysts we interviewed in field offices indicated that they were overwhelmed by their workload.

We also found significant delays in the issuance of intelligence reports. Prior to dissemination of its intelligence reports, the DEA performs a lengthy review to ensure the accuracy of the information. We tested 16 strategic reports and found they were published on average about 21 months after the source information was first observed by the DEA.

The DEA's four reports officers review DEA investigative reports that have a foreign nexus and develop cables that contain intelligence information for dissemination outside the DEA. The DEA Chief of Intelligence told us that when reports officers receive information related to terrorism, weapons, or a foreign country's military, the cable must be prepared and disseminated to the intelligence community within 24 to 48 hours of receipt. Of the 4,500 cables prepared since June 2004, we tested 81 cables for timeliness of dissemination. Our testing showed that cables are transmitted on average 34 days from the date the original information was received by the DEA. Three of the 81 cables we tested were related to terrorism and met the criteria for expedited processing. However, these 3 cables were not transmitted until 39, 44, and 76 days after initial receipt of the information.

We interviewed representatives from four external intelligence community organizations that use DEA strategic intelligence reports and reports officer cables: the CIA, the Department of State, the Defense Intelligence Agency, and the Office of the Director of National Intelligence. The representatives from all four organizations reported that they believe the DEA information they receive is invaluable. These users also told us that the DEA's intelligence reports are logical, of good quality, and are useful to analyze threats and opportunities. They stated that because DEA agents are on the street identifying connections between drugs and crime, the intelligence provided by DEA's reports officers is invaluable.

However, two external users noted DEA's intelligence products would be more valuable if issued in a more timely manner. The CIA official we interviewed commented that there is a significant delay in receiving information, which can negatively impact operations.

In our report, we make nine recommendations to help the DEA to improve the use of its intelligence analysts including that the DEA strengthen its process for maintaining and reviewing security clearances, and develop a process to ensure the timely transmission of terrorist-related intelligence.

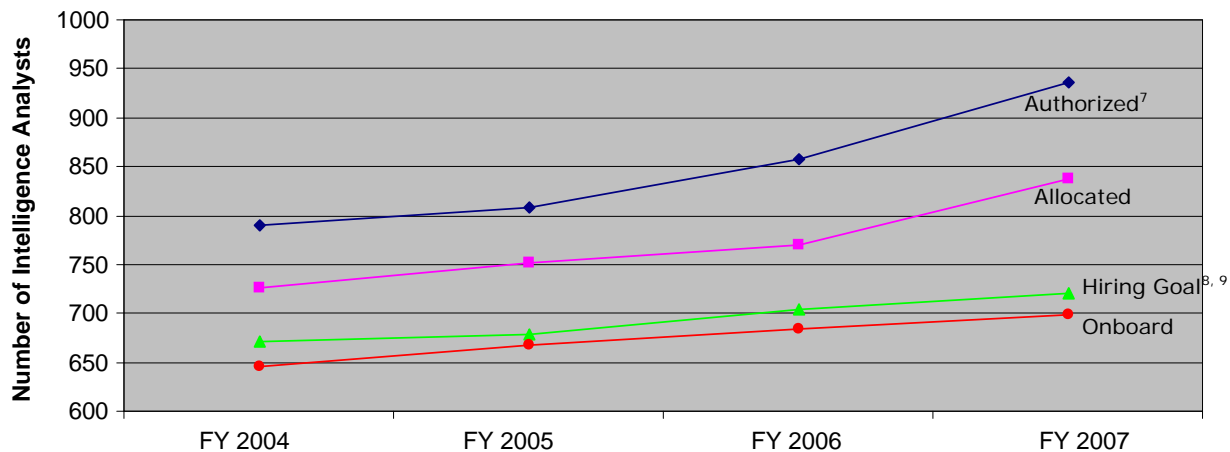
Our report contains detailed information on the full results of our review of DEA intelligence analysts. The remaining sections of this Executive Summary describe in more detail our audit findings.



## Recruiting and Hiring

To analyze the DEA's hiring efforts, we obtained the actual number of intelligence analysts onboard for each quarter of FYs 2004 through 2007 and compared those numbers to the number of FTEs authorized, allocated and the DEA's hiring goal for those years.<sup>6</sup>

**Intelligence Analyst Staffing by Category**



Source: OIG summary analysis of data provided by the DEA Finance Office, Office of Resource Management

<sup>6</sup> Throughout this audit, the DEA's reported number of intelligence analysts onboard fluctuated. As a result, our analysis was based on the number of intelligence analysts onboard as reported by the DEA at the stated time of the report. In addition, we used a conservative approach for our hiring analysis. For allocated FTEs, we used the lowest number of FTEs that the DEA allocated in each fiscal year, because this number also fluctuated throughout each year.

<sup>7</sup> Authorized FTEs represent the congressional ceiling for intelligence analysts contained in the DEA's appropriation. Because this ceiling is typically not fully funded, our hiring analysis did not assess the DEA's efforts with respect to reaching its authorized level of intelligence analysts.

<sup>8</sup> According to the DEA CFO, the hiring goal is derived by multiplying the non-agent staffing percentage by the authorized numbers. Base payroll funds from the salaries and expenses portion of the DEA's annual appropriation are set aside each year to maintain this level of non-agent staffing. Intelligence analysts are considered part of this group. In FY 2004, the DEA did not have a hiring goal for non-agents, and used the funding level made available for non-agent hiring for that year as the hiring goal for intelligence analysts.

<sup>9</sup> The DEA only had two hiring goals, one for special agents and another for non-special agents. Intelligence analysts are included in the second hiring goal, and for the remainder of this report, we will refer to this hiring goal as the intelligence analyst hiring goal.

As detailed in the chart above, the DEA did not reach the number of intelligence analysts it allocated or its hiring goal at any time during our 4-year review period. For the allocated level of intelligence analysts, the hiring gap ranged from 81 in the first and fourth quarters of 2004 to 161 in the first quarter of FY 2007. By the end of FY 2007, the hiring gap stood at 138. A comparison between the hiring goal and the number of intelligence analysts onboard shows a much smaller gap, which ranged from a low of 11 intelligence analysts during FY 2005 to a high of 27 intelligence analysts in FY 2004. At the end of FY 2007, the gap between onboard and the hiring goal was 22 intelligence analysts.

We asked DEA officials why they have been unable to hire additional intelligence analysts. The DEA CFO told us that for FYs 2004 through 2007 the DEA absorbed \$210 million in unfunded salary increases, congressionally mandated rescissions, streamlining initiatives that did not save money, and new Administration mandates. In addition, because DEA staffing represents approximately 50 percent of its entire budget, the DEA has lowered its agency wide staffing levels in order to pay mandatory obligations and support ongoing operations. As a result, according to the CFO, DEA's salary and expense account has been subject to a DEA-wide hiring freeze since August 2006. The DEA reported that the hiring freeze officially ended when the FY 2008 appropriation bill was signed in December 2007. DEA senior management told the OIG that the exact number of intelligence analysts to be hired will be determined after the DEA has completed its FY 2008 financial planning process.

The Chief of Intelligence told us the Intelligence Division is less affected by this hiring freeze than other divisions within the DEA because it receives funding from other sources, including reimbursable agreements and the Diversion Control Fee Account. In response to an increased need for intelligence analyst support for the Diversion Control Program, in March 2007 the DEA developed a plan to address the Diversion Intelligence Initiative. One of the goals of this initiative is to place one intelligence analyst in every field division with a diversion group.

The DEA told us that, based upon its experience, it seeks three applicants in its hiring pool for every intelligence analyst position it fills. The DEA maintains a hiring pool even when there are no positions available, and applicants are selected from the pool as new positions are approved for hire. The DEA reported that it needs a large applicant hiring pool for several reasons: (1) not all applicants are still interested when positions become available; (2) the length of time it takes to complete background investigations; and (3) some applicants accept other employment before the background investigation is completed.

According to the DEA Section Chief of Management and Production Support, the DEA does not currently have enough intelligence analyst applicants in its hiring pool to meet its current hiring needs based on its own internal calculations. The DEA plans to hire approximately 80 intelligence analysts in FY 2008 to replace those who retired, quit, or transferred, to hire new intelligence analysts for the Diversion Control Program, and to replace intelligence analysts who transferred from within DEA to this program. The DEA will then need about 240 applicants in the hiring pool to meet the required ratio of 3 applicants per position to be filled for its FY 2008 needs. Since December 2006 the hiring pool ranged from a high of 268 applicants to a low of 95 in September 2007. The hiring pool was depleted for a number of reasons, including the fact that the DEA was able to hire 27 intelligence analysts in FY 2007 and the first 2 months of FY 2008 using the Diversion Control Fee Account.

## **Training**

The DEA has established a combination of training for its intelligence analysts through the Basic Intelligence Research Specialist (BIRS) training, the Advanced Intelligence Training, an online Master's degree program for GS-14 and -15 intelligence analyst employees, and the opportunity for non-supervisory employees who are GS-13 or below to take two training classes related to their current assignment. As of 2003, all new intelligence analysts must participate in a mentoring program — a 6-month program of structured coaching by experienced analysts at the GS-12 or higher grade level.

### *Basic Intelligence Research Specialist Training*

The DEA provides BIRS training to newly hired intelligence analysts at the DEA Training Academy in Quantico, Virginia. DEA officials at the Office of Training told us that the BIRS course curriculum emphasizes the development of analytical skills, use of computerized tools, and a broad range of academic subjects critical to providing mission-oriented intelligence, both on a national and international scale. The training is conducted by members of the intelligence staff, retired analysts, guests, Special Agents, and private instructors. Students must pass BIRS training with a score of 80 percent or higher in order to become an intelligence analyst. According to the DEA Office of Training Section Chief, all intelligence analysts who have completed the training have passed.

We reviewed the BIRS course descriptions and class schedules. We also evaluated a judgmental sample of BIRS lesson plans and found them to

be detailed and comprehensive. We reviewed past student evaluations, which generally indicated a high satisfaction level with the BIRS training.<sup>10</sup>

The responses to our survey also indicated that intelligence analysts who received training generally were satisfied with the training, although concerns were expressed by a minority of respondents. We sent the survey questions related to BIRS training to 487 intelligence analysts. Of the 487 intelligence analysts, 139 had been hired and attended BIRS in the last 6 years. Of these 139 respondents, 104 (75 percent) said that the BIRS training met or exceeded their expectations. The remaining 35 respondents (25 percent) felt that BIRS did not meet their expectations.<sup>11</sup>

In addition, we asked Special Agents if the overall work force of intelligence analysts had the knowledge and experience needed to produce useful intelligence products to support drug enforcement cases or programs. Of the 1,378 who responded to this question, 1,163 (84 percent) attributed a moderate to high level of DEA's intelligence analyst workforce with the knowledge and experience needed to produce intelligence products.

We also interviewed 24 intelligence analysts and supervisors, 2 SACs, and 3 ASACs at DEA field offices in San Diego and New York about the training. Many of the intelligence analysts and supervisors stated that they believed the new 14-week BIRS training would be too long and that some of the courses were unnecessary. For example, they believed classes such as Defensive Driving, Firearms Safety, and Government and Financial Planning were not related to the core work of an intelligence analyst and could be removed from the curriculum. We share their concern that the expanded BIRS training program includes training that could be better provided through other means, such as web-based training or training conducted at the intelligence analyst's assigned office.

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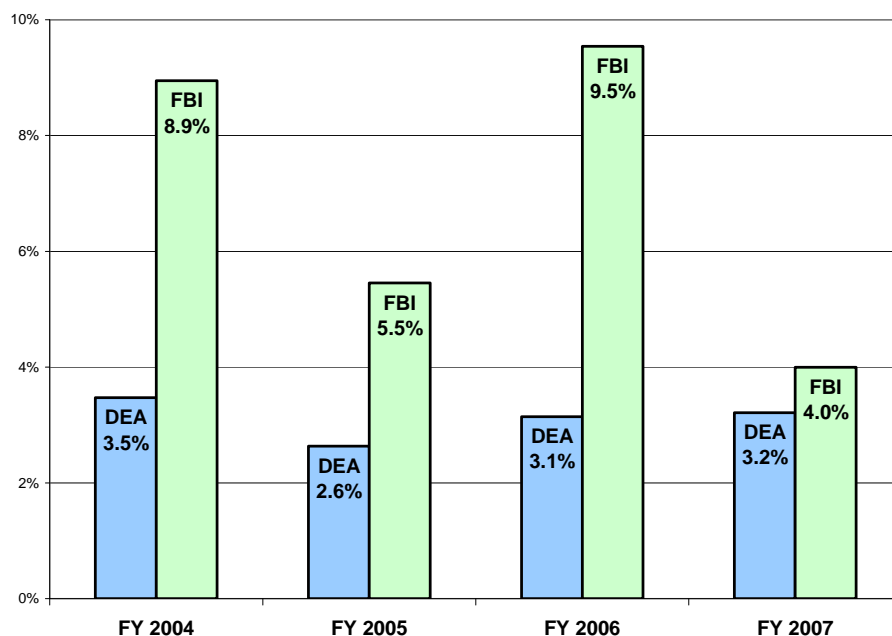
<sup>10</sup> DEA officials told us that the Office of Training currently uses two levels of evaluation for BIRS. The first level is based on student course evaluations and measures how students respond to the training. The second level is a learning measurement, which is usually in the form of the results of individual graded tests, exercises, and practical applications. In the future, the DEA plans to conduct a third-level evaluation 12 to 18 months after a student graduates from BIRS. However, DEA officials told us that the evaluation instrument for the third level has not yet been developed.

<sup>11</sup> Among the reasons the 35 respondents gave for why they believed the training was inadequate, the comments fell into the following categories: (1) the training lacked practical exercises; (2) the training included too many unnecessary classes; (3) the training did not prepare them to work in the field; (4) the instructors lacked skill and relied too much on canned material; and (5) intelligence analysts learned more from on-the-job training than from BIRS.

## Retention

DEA intelligence analysts have a low attrition rate. From FYs 2004 through 2007 the attrition rates for intelligence analysts were 3.5 percent, 2.6 percent, 3.1 percent, and 3.2 percent, respectively. Because the FBI employs the largest number of intelligence analysts within DOJ, we obtained data from the Office of Personnel Management's Central Personnel Data File to compare the DEA and FBI intelligence analyst attrition rates. We found that the FBI's intelligence analyst average attrition rate for FYs 2004 to 2006 was more than twice that of DEA intelligence analysts for the same period. The following chart compares the annual attrition rates for DEA and FBI intelligence analysts for FYs 2004 to 2007.

**DEA AND FBI INTELLIGENCE ANALYSTS ATTRITION RATES  
FY 2004 – FY 2007\***



Source: OIG analysis of Office of Personnel Management Central Personnel Data File

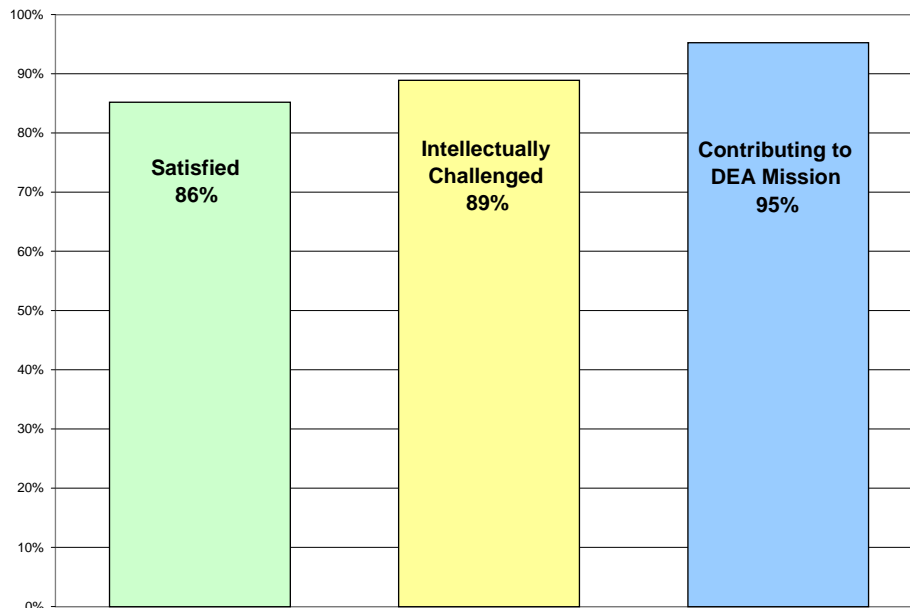
\*Central Personnel Data File accuracy may be affected by omissions, duplications, and invalid and miscoded data. FY 2007 is through June 2007.

In our survey, we also asked intelligence analysts several questions designed to gauge job satisfaction, such as:

- level of contribution to the DEA's mission;
- level of satisfaction as a DEA intelligence analyst; and
- level of intellectual challenge they receive from their work.

The following chart shows that DEA intelligence analysts generally reported they were satisfied in their positions, found their work to be intellectually challenging, and were contributing to DEA's mission.

### OVERALL DEA INTELLIGENCE ANALYSTS' PERCEPTIONS



Source: OIG survey of DEA intelligence analysts

### Security Clearances

The DEA has designated all intelligence analyst positions as "special sensitive." DOJ Employment Security Regulations require that a Special Background Investigation be completed before an employee occupies a special sensitive position. Incumbents are also required to undergo a reinvestigation 5 years after their appointment and at least once each succeeding 5 years. However, we found that the DEA did not have records showing that each intelligence analyst had a Top Secret security clearance or a reinvestigation within the last 5 years.

In September 2007, we asked the Office of Security Programs to provide a list of intelligence analyst security clearances. We received results for 699 intelligence analysts. We performed limited testing from this list by assessing from a judgmental sample if the DEA had met the requirements of DOJ Employment Security Regulations. Of the 699 intelligence analysts, we identified 82 instances in which intelligence analysts did not have a properly recorded Top Secret clearance or a reinvestigation completed within the last 5 years. These instances included 19 intelligence analysts who had Secret instead of Top Secret clearances, 62 intelligence analysts with Top Secret

clearances who did not have a reinvestigation within the last 5 years, and 1 intelligence analyst with no clearance.<sup>12</sup>

In addition, we believe that the information maintained by the DEA's Office of Security Programs related to security clearances was not reliable. Our testing identified the following issues with the data used by the DEA to monitor security clearances:

- inconsistent dates between the manually updated DEA database for security clearance information, Eagle Eye; the file records; and the information provided by the Office of Security Programs;<sup>13</sup>
- blank data fields within Eagle Eye such as Initial Clearance, Last Reinvestigation Date, and Next Reinvestigation Date;
- documents within the file records were not maintained consistently from one file to another; and
- no internal controls to ensure dates were manually input correctly into Eagle Eye.

We discussed our findings with the DEA Associate Deputy Chief Inspector of Security Programs. She told us that in FY 2000, a decision was made within the DEA to downgrade intelligence analyst's security clearances from top secret to secret as a cost savings measure. She said that since that time, the decision to downgrade security clearances has been changed and all intelligence analysts affected by this decision will be upgraded to the Top Secret level at the time of their next reinvestigation or when required by a new assignment. She said that the Office of Security Programs was aware of these Secret clearances and has been attempting to address the clearance issues with the resources they have available.

The Associate Deputy Chief Inspector also told us that the Office of Security Programs can reduce the number of intelligence analysts without a current investigation by conducting a detailed research of Eagle Eye, the file records, and OPM's e-QIP system. In our judgment this is impractical. The DEA should have one centralized reliable source for information related to the security clearances of their personnel that is accurate and up-to-date. Because our testing showed approximately 12 percent of DEA's intelligence

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<sup>12</sup> The intelligence analyst with no clearance is assigned to the El Paso Intelligence Center. We learned during our testing that this individual's security file could not be located. We were told the DEA has since initiated a new background investigation.

<sup>13</sup> Eagle Eye is the DEA's database used for maintaining security clearance information on its 20,000 employees and contractors.

analysts security clearances did not meet the DEA's security requirements, we are concerned that similar deficiencies may exist in the approximately 19,300 clearances that we did not review.

## **Quality and Effectiveness of Intelligence Reports**

The DEA divides drug intelligence into three broad categories: tactical, investigative, and strategic. Tactical intelligence is information on which immediate enforcement action — such as arrests, seizures, and interdictions — can be based. Tactical intelligence is perishable and time sensitive, and it requires immediate action. Investigative intelligence is analytical information that provides support to investigations and prosecutions. Investigative intelligence can be used to dismantle criminal organizations and confiscate drug trafficking assets. Investigative intelligence is an accumulation of detailed information over time. Strategic intelligence is information that focuses on the broad picture of drug trafficking from cultivation to distribution. The DEA's strategic intelligence is usually published in intelligence reports that are distributed to users in the intelligence community and other law enforcement agencies. Another mechanism for sharing DEA information is reports officer cables that contain raw, unevaluated, confidential source data that can contribute to a better understanding of the drug traffic. While this raw reporting can be used to develop or support strategic assessments, it is not strategic intelligence.

### *Tactical and Investigative Intelligence*

Intelligence analysts are not typically assigned to a DEA investigative case at the beginning of the case. Because the DEA has a caseload larger than the number of intelligence analysts at each field office, an intelligence analyst is usually assigned to a case when it is designated by the DEA as a Priority Target Organization case.

To assess the value of the tactical and investigative intelligence developed by intelligence analysts, we reviewed a judgmental sample of 26 Priority Target Organization case files closed from October 1, 2005, through January 31, 2007, at the Dallas, Los Angeles, and Miami field offices. As part of the 26 closed case files tested, we examined the associated Reports of Investigation in each of these cases. However, we found that the closed case files did not contain enough tactical or investigative intelligence to reach a conclusion as to quality, usefulness, and effectiveness of the intelligence analysts' work.

Therefore, we also assessed responses from the survey of Special Agents to determine the quality, usefulness, and effectiveness of intelligence analyst products. In addition, we conducted follow-up interviews with 24



intelligence analysts and supervisors at the San Diego and New York field offices.

Overall, the majority of Special Agents in our survey responded positively to questions related to the accuracy, effectiveness, and timeliness of intelligence analyst products used to support drug enforcement cases. However, in some areas, significant numbers of Special Agents expressed concern about the intelligence analysts' intelligence products and quality of work. For example, some special agents informed us that the quality of intelligence analysts' work was affected by poor supervision, not prioritizing their work, or not being sure of their role.

We asked Special Agents if they were aware of any backlog of intelligence data to be processed or analyzed by an intelligence analyst. Twenty-seven percent responded "yes" and generally indicated that a backlog existed because intelligence analysts were overworked. However, none of the intelligence analysts we interviewed in San Diego or New York indicated that they were overwhelmed by their workload.

### *Strategic Intelligence*

The DEA's Office of Strategic Intelligence is responsible for preparing reports that focus on broad issues of drug trafficking from cultivation to distribution. The role of intelligence analysts in this office is to review DEA reporting, in combination with other law enforcement, intelligence community, and open source information, and develop long-term analyses and trends to assist drug law enforcement authorities and policymakers.

Officials from four external organizations who we interviewed — the CIA, the Department of State, the DIA, and the ODNI — told us that the DEA's strategic intelligence reports they received were valuable and useful.

However, after testing 16 strategic reports, we are concerned about the timeliness of the DEA's reports. According to the DEA, intelligence reports are verified for accuracy through a lengthy review process prior to dissemination. We learned that all of the strategic intelligence reports we tested were published, on average, about 21 months after the source information was first observed by the DEA.

During discussions with the Section Chief of Domestic Strategic Intelligence, she stated that the DEA's review process is necessary to ensure the intelligence it produces is factual. Although we recognize the importance of the review process, we are concerned about the length of time it takes to publish these reports. Such reports, and the factual information in them, may prove less useful if they are not available in a timely manner. We

believe it is important for the DEA to further evaluate the methods used to produce and review strategic intelligence reports to ensure their timeliness.

### **Reports Officer Cables Untimely**

The DEA's four reports officers review incoming DEA investigation reports with a foreign nexus and develop cables for dissemination outside the DEA, including to members of the intelligence community. These cables are prepared each day by the reports officers after they review new DEA Reports of Investigation retrieved from the DEA Communications Center.

Reports officer cables are generally written within 24 hours of receipt of the incoming DEA Report of Investigation and are forwarded to the Policy and Liaison Section Chief for review, who then forwards the cable to various departments within the DEA for review and approval. According to the Section Chief, most reports officer cables should be reviewed and disseminated within 3 to 6 weeks. However, the Chief of Intelligence told us that when reports officers receive information related to terrorism, weapons, or a foreign country's military, the cable must be prepared and disseminated to the intelligence community within 24 to 48 hours of receipt.

Of the 4,500 cables prepared since June 2004, we selected a judgmental sample of 81 to review. Our testing showed that cables are transmitted on average in 34 days from the date the original information was received by the DEA. Three of the 81 cables we tested were related to terrorism and met the criteria for expedited processing.<sup>14</sup> However, none of the three terrorism-related cables were transmitted to the appropriate agencies within the goal of the 24- to 48-hour timeframe. Instead, these 3 reports officer cables were not transmitted until 39, 44, and 76 days after preparation. We discussed this with the DEA Chief of Intelligence, who stated that although the cables were not transmitted timely, this information was nevertheless immediately passed informally to the appropriate agencies. However, in our judgment, this informal method of passing along crucial information does not provide assurance that all responsible parties were notified, that sufficient details were provided, or that the information was disseminated appropriately.

This lack of timeliness was also noted by the external users who receive these cables. For example, the Director of the CIA Crime and Narcotics Center believes the intelligence provided by the DEA is invaluable, and the CIA shares this information with its agents stationed around the

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<sup>14</sup> One cable was related to Stinger missiles and other heavy arms for sale through a terrorist group with the intention of harming coalition forces. The other two cables were related to Taliban activity involving drug trafficking to finance terrorist activities and the identification of significant terrorist cell training and operations in a specific district of Afghanistan.

world. However, this official also said that there is a consistent, significant delay in receiving information from the DEA, and as a result some CIA operations have been negatively impacted.

## **Recommendations**

Our report makes nine recommendations to help improve the use of DEA intelligence analysts. The recommendations include developing a plan to hire additional intelligence analysts; maintaining an adequate intelligence analyst applicant hiring pool; establishing an adequate system to monitor the status of the security clearances of intelligence analysts; ensuring that all intelligence analysts have required Top Secret clearances and are reinvestigated every 5 years; and developing a process for reviewing and transmitting terrorist-related cables to the intelligence community in a more timely manner.

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# THE DRUG ENFORCEMENT ADMINISTRATION'S INTELLIGENCE RESEARCH SPECIALISTS

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# THE DRUG ENFORCEMENT ADMINISTRATION'S USE OF INTELLIGENCE ANALYSTS

## INTRODUCTION

Timely and accurate intelligence is used to assess the operations and vulnerabilities of criminal networks, to systematically interdict illegal contraband, and to evaluate the impact of illegal activities. Intelligence is also needed to identify new methods of illegal drug trafficking and to establish long-range enforcement strategies. DEA management also uses intelligence for operational decision-making, resource deployment, and policy planning.

The Drug Enforcement Administration's (DEA) stated mission is to enforce controlled substances laws and regulations by investigating members of organizations involved in the growing, manufacture, or distribution of controlled substances appearing in or destined for illicit traffic in the United States. Further, the DEA also recommends and supports non-enforcement programs aimed at reducing the availability of illicit controlled substances in domestic and international markets. Since terrorist groups frequently participate in or receive funds from drug trafficking to further their agendas, the DEA also may develop intelligence relevant to terrorist organizations during drug investigations and intelligence collection.

The DEA shares information with the intelligence community in furtherance of its mission to identify and disrupt illegal drug trafficking.<sup>15</sup> This partnership was formalized in February 2006 when the Attorney General and the Director of National Intelligence signed a joint memorandum designating an element of the DEA's Office of Intelligence – the Office of National Security Intelligence – as a member of the intelligence community. While mostly formalizing an existing partnership, this link between the DEA and the intelligence community was designed to ensure that the DEA shares intelligence with other intelligence community members and law enforcement agencies.

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<sup>15</sup> The intelligence community consists of 18 members, such as the Central Intelligence Agency, the Department of State, the FBI, the National Security Administration, the Department of Defense, the Office of the Director of National Intelligence, and others, conducting intelligence activities on behalf of the United States.

## **Intelligence Division**

According to the DEA, the Intelligence Division performs analysis in the development of investigations targeting major drug trafficking organizations, strengthens ongoing investigations and subsequent prosecutions, develops information that leads to seizures and arrests, and provides policymakers with drug-trend information upon which programmatic decisions can be based.

Intelligence Division employees include intelligence research specialists, also known as intelligence analysts.<sup>16</sup> The number of DEA intelligence analysts has grown from 11 since the DEA's inception in 1973 to 710 intelligence analysts stationed around the world as of March 15, 2008.<sup>17</sup>

## **Role of Intelligence Analysts and Report Officers**

DEA intelligence analysts synthesize information on illicit drug trafficking from a variety of sources, including DEA investigations, seized documents, surveillance reports, informants, confidential sources, and court-ordered wiretaps. Intelligence analysts assess and summarize this information and provide it to DEA Special Agents; supervisory DEA personnel; United States Attorneys; grand juries; federal, state, local, and foreign law enforcement agencies; and other intelligence agencies. In addition to its intelligence analysts, the DEA currently has four contract reports officers working in the DEA's Policy and Liaison Section.

Within DEA headquarters, intelligence analysts are assigned to the offices of Strategic Intelligence, Investigative Intelligence, Special Intelligence, and the Office of Intelligence Policy and Management. Intelligence analysts are also assigned to several DEA field support organizations:

- Organized Crime Drug Enforcement Task Forces which were created to identify, disrupt, and dismantle the most serious drug trafficking and money laundering organizations;
- the El Paso Intelligence Center, which serves as the principal national tactical intelligence center for drug law enforcement; and

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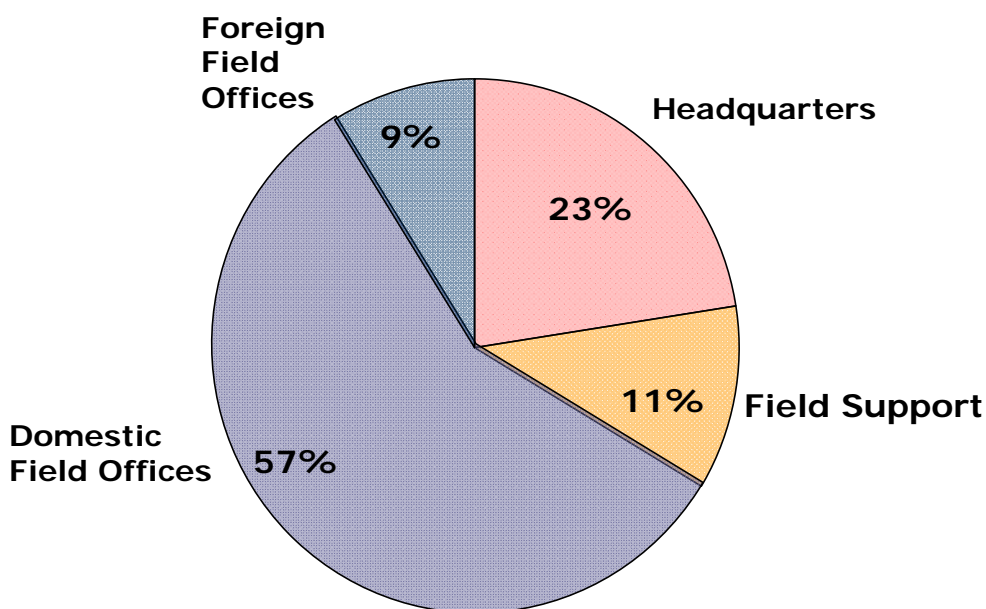
<sup>16</sup> Because the term "intelligence analyst" is commonly used within the DEA, the FBI, and the intelligence community, we have also used it in this report to refer to intelligence research specialists.

<sup>17</sup> The DEA's domestic and foreign field office locations are described in Appendix III and Appendix V, respectively.

- the Office of Aviation Operations, which provides aviation support to DEA domestic offices throughout the United States for High Intensity Drug Trafficking Areas, Special Enforcement Operations, Mobile Enforcement Teams, the Southwest Border Initiative, and the National Marijuana Eradication Strategy.

The DEA has 86 foreign offices in 62 countries worldwide. As of July 2007, the DEA had intelligence analysts in 39 foreign offices. However, 91 percent of the DEA's intelligence analysts are assigned to one of the DEA's 103 headquarters, field support, or domestic field offices. The chart below illustrates the percentages of intelligence analysts' assignments by location.

**INTELLIGENCE ANALYSTS ASSIGNED BY LOCATION<sup>18</sup>**



Source: OIG analysis of DEA data from the Intelligence Division, Management and Production Support Section

<sup>18</sup> The distribution of intelligence analysts for field support is as follows: Organized Crime Drug Enforcement Task Force (31), El Paso Intelligence Center (41), and the Office of Aviation Operations (5).

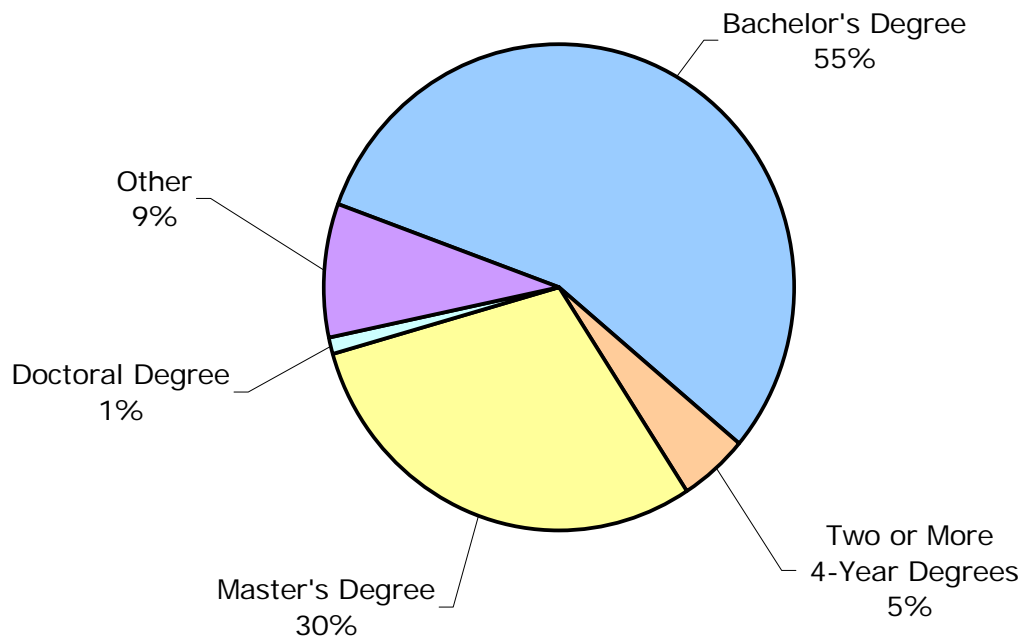


## Characteristics of Intelligence Analysts

We developed two survey questionnaires that we sent to 675 DEA intelligence analysts and 4,843 DEA Special Agents. The survey questionnaire for intelligence analysts contained 69 questions designed to gather information regarding their education level and work background, job satisfaction, and perceptions of their role in fulfilling the DEA's mission.

The following chart shows intelligence analysts' responses to the question on their education level when they began work at the DEA.

**INTELLIGENCE ANALYSTS' EDUCATION LEVELS**



Source: OIG survey of DEA intelligence analysts

As shown in the following table, the grade level of DEA intelligence analysts ranges from GS-9 to the Senior Executive Service level.<sup>19</sup> The average grade level of an intelligence analyst is GS-13.

<sup>19</sup> The federal government uses the General Schedule, which consists of 15 grades (GS-1 being the lowest and GS-15 being the highest), each broadly defined in terms of work difficulty, responsibility, and qualifications required for performance. The Senior Executive Service covers most managerial, supervisory, and policy positions in the Executive branch that are classified above the GS-15 level.

**INTELLIGENCE ANALYSTS WORKFORCE BY GRADE  
as of June 2007**

General Schedule (GS)							Senior Executive Service	Total
On Board	GS-9	GS-11	GS-12	GS-13	GS-14	GS-15		
<b>Number</b>	22	31	104	412	99	16	3	687
<b>Percent of Total</b>	3.2 %	4.6 %	15.1%	60.0%	14.4%	2.3%	0.4%	100%

Source: OIG analysis of DEA Intelligence Division data

*Reports Officers*

Along with intelligence analysts, the DEA currently has four contract reports officers working in DEA's Policy and Liaison Section. These reports officers review incoming DEA Reports of Investigation with a foreign nexus and develop reports, known as reports officer cables, for the intelligence community. Because the reports officers are contract employees, the DEA does not have a role in recruiting and only a limited role training reports officers.

**Budget Structure**

For fiscal year (FY) 2004, the budget for the DEA's Intelligence Division was 7 percent of the DEA's total budget allocation<sup>20</sup> For FYs 2005 through 2007, the budget for the DEA's Intelligence Division was 8 percent of the DEA's total budget allocation.<sup>21</sup> The DEA's total budget has risen by an average of 5.8 percent per year from FY 2004 to FY 2007. However, the DEA Intelligence Division's total budget decreased by about \$700,000 between FY 2006 and FY 2007.

The table below shows the DEA's total appropriated budget and the budget allocation for DEA's Intelligence Division for FYs 2004 through 2007.

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<sup>20</sup> Total appropriated budget is the total amount of money the DEA was authorized by Congress to obligate each year and is the amount approved by Congress in its appropriation bills. The authorized budget is the amount of money DEA set aside from the total obligation authority for the Intelligence Division and related programs. The authorized budget is further broken down into smaller portions for recruiting, hiring, training, and retention within the Intelligence Division.

<sup>21</sup> Numbers for each fiscal year have been rounded: FY 2004 - \$146,714,905 divided by \$2,212,517,222 equals 7 percent; FY 2005 – \$185,218,258 divided by \$2,329,958,345 equals 8 percent; FY 2006 – \$198,717,058 divided by \$2,398,012,099 equals 8 percent; FY 2007 – \$198,039,440 divided by \$2,596,308,249 equals 8 percent.

**DRUG ENFORCEMENT ADMINISTRATION BUDGET  
FY 2004 – FY 2007**

	FY 2004	FY 2005	FY 2006	FY 2007
<b>Total Appropriated Budget</b>	\$2,212,517,222	\$2,329,958,345	\$2,398,012,099	\$2,596,308,249
<b>Intelligence Division Total Budget Allocation</b>	\$146,714,905	\$185,218,258	\$198,717,058	\$198,039,440

Source: DEA Budget and Finance, Office of Resource Management

The DEA's office of Drug Diversion Control is responsible for investigating the diversion, distribution, manufacture, and abuse of legitimate pharmaceuticals and the diversion of controlled chemicals. The Diversion Control Fee Account funds the Diversion Control Program through registration and application fees relating to the manufacture, distribution, and dispensing of controlled substances and chemicals. In response to an increased need for intelligence analyst support for the Diversion Control Program, in March 2007 the DEA developed a plan to address the Diversion Intelligence Initiative and 36 positions have been filled as of November 2007. One of the goals of this initiative is to place one intelligence analyst in every DEA field division with a diversion group.

**OIG Audit Approach**

The Department of Justice (DOJ) Office of the Inspector General (OIG) conducted this audit to assess: (1) how effectively the DEA recruits, trains, and retains its intelligence analysts, and (2) the quality, usefulness, and effectiveness of the intelligence reports and related products produced by the intelligence analysts and report officers.

In performing this audit, we interviewed officials from the DEA's Intelligence Division, Office of National Security Intelligence, Human Resources Division, Office of Finance, Office of Inspections at DEA headquarters, and the Office of Training at the DEA Training Academy. We also interviewed officials from agencies that use the DEA's intelligence products. Those agencies include: the Central Intelligence Agency (CIA), the Department of State, the Defense Intelligence Agency (DIA), and the Office of the Director of National Intelligence (ODNI). In addition, we interviewed DEA intelligence analysts, Special Agents, group supervisors, field intelligence managers, Special Agents-in-Charge (SACs), and Assistant SACs. We performed audit work at the El Paso Intelligence Center and in

DEA field offices in Dallas, Houston, Los Angeles, Miami, San Diego, and New York City.

We developed two survey questionnaires that were sent to 675 intelligence analysts and 4,843 Special Agents in the DEA.<sup>22</sup> The intelligence analyst survey questionnaire contained 69 questions designed to gather information regarding intelligence analysts' education and work background, job satisfaction, and perceptions of their role in fulfilling the DEA's mission. We received 487 responses (72 percent) to this survey. The Special Agent survey questionnaire contained 14 questions that were designed to ascertain Special Agents' views on the effectiveness of intelligence analysts and their intelligence products. We received 1,700 responses (35 percent) to the Special Agent survey.

In addition, we reviewed and analyzed the DEA's intelligence reports, closed case files, and other documents regarding the work of intelligence analysts. More information on our objectives, scope, and methodology can be found in Appendix I.

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<sup>22</sup> Throughout this audit, the number of intelligence analysts onboard as reported by the DEA fluctuated. As a result, our analysis is based on the number of intelligence analysts onboard as reported by the DEA at the stated time.

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## FINDINGS AND RECOMMENDATIONS

### 1. Recruiting, Training, and Retention

From FYs 2004 through 2007, the number of DEA intelligence analysts onboard increased by 8 percent. However, the DEA's allocated number of intelligence analysts increased by 15 percent. As a result, as of September 2007, the DEA had 138 fewer intelligence analysts onboard than the number of intelligence analysts allocated by the DEA and 22 fewer intelligence analysts than its stated hiring goal. The DEA attributes this shortfall in its intelligence analysts staffing level to \$210 million in unfunded salary increases, congressionally mandated rescissions, streamlining initiatives that did not save money, and new Administration mandates.

With respect to training, our review found that the DEA has implemented a combination of training for intelligence analysts, including Basic Intelligence Research Specialists training, Advanced Intelligence Training, a mentoring program, and specific training tailored to individual needs. We reviewed analysts' evaluations of the basic training, which generally indicated a high satisfaction level.

We also found that the DEA's intelligence analyst workforce has a low attrition rate that has generally remained consistent at approximately 3 percent from FY 2004 to FY 2007. This compares favorably to the attrition rate for intelligence analysts at other agencies, such as that of the FBI, where the attrition rate ranged from 9.5 to 4 percent between FYs 2004 and 2007. We also found that overall, DEA intelligence analysts are satisfied in their positions, believe they contribute to DEA's mission, and find their work intellectually challenging.

However, we identified inaccuracies and inconsistencies in the DEA's security clearance database and records for intelligence analysts. The records indicated that a significant number of intelligence analysts did not have a Top Secret clearance as required by the DEA, and that some intelligence analysts with Top Secret clearances did not have a reinvestigation within the last 5 years, as required by DOJ Order 2610.2A.

## **Recruiting and Hiring**

The DEA's recruiting efforts are centralized at DEA headquarters, and the Intelligence Division maintains a hiring pool of pre-screened applicants from which it can hire when positions are approved. From December 2006 through September 2007, the hiring pool ranged from a high of 268 to a low of 95 applicants. The Deputy Chief of Intelligence and the Section Chief of Management and Production Support for Intelligence told us that the DEA has an ongoing effort to recruit and screen qualified applicants in order to maintain an adequate number of candidates in the hiring pool. The DEA said it seeks applicants who demonstrate the ability to analyze information, identify significant factors, gather pertinent data, plan and organize work, and communicate effectively. According to the Section Chief, the Intelligence Division actively recruits applicants by participating at job fairs and by advertising on the DEA website. The DEA also receives and responds to phone inquiries, unsolicited resumes, and referrals.

The Section Chief told us that based upon its experience, the DEA needs three applicants in its hiring pool for every intelligence analyst position it seeks to fill. The DEA continues to maintain the hiring pool even when there are no positions available. Applicants are selected from the hiring pool as new positions are approved for hire. The DEA states that it needs a large applicant hiring pool for several reasons: (1) not all applicants are still interested when positions become available; (2) the length of time it takes to complete background investigations; (3) some applicants accept employment elsewhere before the background investigation is completed; and (4) some applicants do not want to relocate to where the DEA needs them, such as in Los Angeles and Washington, D.C.

### *Hiring Efforts*

The DEA receives funding for intelligence analysts from congressional appropriations each fiscal year and from other sources, such as the Diversion Control Program. The table on the following page details FTE and funding data for FYs 2004 to 2007.

## DEA INTELLIGENCE ANALYST FTES AND BUDGET

Fiscal Year	Authorized <sup>23</sup>	Allocated <sup>24</sup>	Hiring Goal <sup>25</sup>	On-board	Salaries and Expenses for Intelligence Analysts <sup>26</sup>
2004	790	726	672	645	\$63,063,621
2005	808	751	679	668	\$66,693,178
2006	858	769	704	684	\$72,492,381
2007	936	837**	721	699	\$75,853,068

Source: DEA Budget and Finance, Office of Resource Management

\*\* Includes 73 Diversion Control Fee Account positions allocated in June 2007.

As detailed in the table above, from FYs 2004 through 2007, the DEA's authorized FTEs increased by 146 positions, its allocated FTEs increased by 111 positions, and its hiring goal increased by 49 intelligence analyst positions. Further, the number of intelligence analysts onboard increased by 54, and its appropriated funding level for intelligence analysts' salaries and expenses increased by almost \$13 million. In percentage terms, over the same time period authorized FTEs increased by 18 percent, allocated FTEs increased by 15 percent, the hiring goal increased by 7 percent, the onboard positions increased by 8 percent, and salaries and expenses increased by 20 percent.

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<sup>23</sup> The term "authorized" refers to the maximum number of congressionally authorized positions for intelligence analysts. Typically, this number represents a ceiling, and appropriated funds are not always provided to allow agencies to hire up to this level.

<sup>24</sup> According to the DEA CFO, the term "allocated" refers to the number of positions the DEA has allocated to individual offices, based on congressionally authorized levels. The DEA refers to this allocated number of positions as its "Table of Organization." This number is usually adjusted throughout the year. For FYs 2004 through 2007, the adjusted numbers were always equal to or exceeded the number at the beginning of the year.

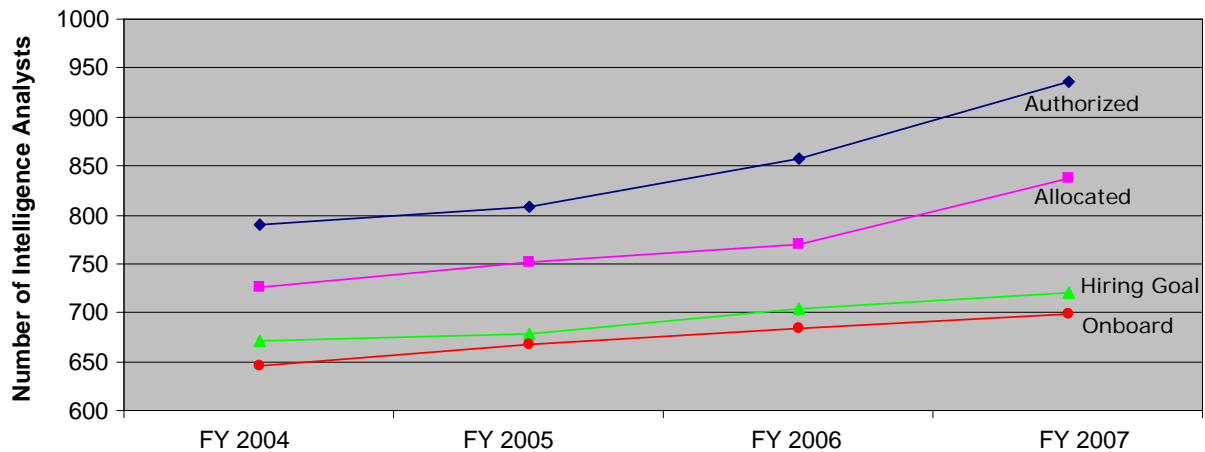
<sup>25</sup> According to the DEA CFO, the hiring goal is derived by multiplying a percentage staffing level by the authorized ceiling. The percentage is developed by the DEA's Office of Resource Management, after the budget appropriations are signed each year, and approved by the Administrator. The percentages were: 84 percent for FY 2005, 82 percent for FY 2006, and 77 percent for FY 2007. The CFO also told us that in FY 2004 the DEA did not have a hiring goal for non-special agents. We used the funding level made available for non-special agent hiring for that year, which was 85 percent.

<sup>26</sup> The salaries and expense amounts for intelligence analysts includes funding from the Diversion Control Fee Account, the Violent Crime Reduction Program, and reimbursable programs. In addition, these amounts include salaries and expenses for four reports officers.



In order to analyze the DEA's hiring efforts, we obtained the actual number of intelligence analysts onboard for each quarter of FYs 2004 through 2007, and compared these numbers to the number of FTEs allocated as well as the hiring goals for those years. The results appear in the following chart.

**Intelligence Analyst Staffing by Category**



Source: OIG summary analysis of data provided by the DEA Finance Office, Office of Resource Management

As detailed above, the DEA did not reach its allocated number of intelligence analysts, or its hiring goal with respect to intelligence analysts at any time during our 4-year review period. Although DEA's allocated FTEs for intelligence analysts increased by 15 percent from FY 2004 to 2007, the actual number of intelligence analysts onboard only increased by 8 percent for this same period. For the allocated level of intelligence analysts, the hiring gap ranged from 81 in the first and fourth quarters of FY 2004 to 161 in the first quarter of FY 2007, and was 138 at the end of FY 2007. A comparison between DEA's hiring goal and the number onboard shows a much smaller gap, which ranged from a low of 11 intelligence analysts during FY 2005 to a high of 27 intelligence analysts in FY 2004. At the end of FY 2007, the gap between onboard and the hiring goal was 22 intelligence analysts. The reasons for the shortfall are discussed in the next section.

### *Not Maintaining Allocated or Hiring Goal Staffing Levels*

In our survey, we asked Special Agents if the current number of intelligence analysts was adequate to provide for Special Agents' research and analytical needs. Eighty percent responded that the current number of intelligence analysts was not adequate, and 87 percent responded that the current ratio of 10 Special Agents for every intelligence analyst should be lower.

As discussed above, the DEA had not hired up to its allocated staffing level, or to its hiring goal for intelligence analysts. The DEA CFO stated that the DEA did not reach its authorized staffing levels for FYs 2004 through 2007 because it had to absorb \$210 million in unfunded salary increases, congressionally mandated rescissions, streamlining initiatives that did not save money, and new Administration mandates that cut the DEA's budget in specific areas such as rent, travel, and money available for permanent change of station moves. The administration also mandated cuts to the DEA's base budget, and noted that crosscutting savings may exist in areas such as consolidation of facilities, communications networks, human resource management, fleet management, and procurement management. In addition, because DEA staffing represents approximately 50 percent of the DEA's entire budget, the DEA has lowered its onboard staffing levels in order to pay mandatory obligations and support ongoing operations. As a result, the DEA implemented an agency-wide hiring freeze. Specifically, the DEA's salary and expense account was subject to a component-wide hiring freeze from August 2006 until January 2008. Another DEA management official told the OIG that the DEA also experiences problems in hiring analysts in locations where there is a need, such as Washington, D.C. and Los Angeles.

The DEA reported that the hiring freeze officially ended when the FY 2008 appropriations bill was signed in December 2007. DEA senior management told the OIG that the exact number of intelligence analysts to be hired for all programs other than the Diversion Control Program will be determined after the DEA has completed its FY 2008 financial planning process. The Chief of Intelligence told us the Intelligence Division is less affected by this hiring freeze than other divisions within the DEA because it receives funding from other sources, including reimbursable agreements and the Diversion Control Fee Account.

The Section Chief of Management and Production Support for Intelligence told us that as of March 2007 the DEA was in the process of hiring 73 intelligence analysts using funds from the Diversion Control Fee Account. As of November 2007, 29 existing DEA intelligence analysts were transferred to diversion positions and 7 new intelligence analysts were hired

for additional diversion positions. The Section Chief said that the Chief of Intelligence requested each domestic division Special Agent-in-Charge to identify specific field offices where new intelligence analysts would be assigned. SACs also were to identify qualified, experienced intelligence analysts to fill some of the new Diversion Control Program positions. These new Diversion Control Program positions are funded through the Diversion Control Fee Account rather than the congressionally appropriated salary and expense account.

We are concerned that the number of on board intelligence analysts continues to lag behind both the number of FTEs the DEA allocated to its offices and to its hiring goals based on appropriated funding for intelligence analysts. We are also concerned that there are currently not enough applicants in the hiring pool to meet the DEA's projected FY 2008 hiring needs. Since December 2006, the hiring pool ranged from a high of 268 applicants to a low of 95 in September 2007. The hiring pool was depleted for a number of reasons, including that the DEA has hired 27 new intelligence analysts and other applicants were no longer available or interested in relocating to duty stations such as Los Angeles or Washington, D.C. Applying the DEA's ratio of three applicants in the pool for every analyst position it fills, the DEA will need about 240 applicants in the hiring pool to hire the approximately 80 intelligence analysts projected in FY 2008 to replace those who retired, quit, or transferred, to hire new intelligence analysts for the Diversion Control Program and to replace intelligence analysts that transferred to this program from other duties.

Finally, we believe that the DEA's process for determining how many intelligence analysts it can hire was hindered because the DEA did not have a specific hiring goal for intelligence analysts. As described previously, the DEA establishes two hiring goals, one for special agents, and another for all non-special agents, which includes intelligence analysts. We believe that the DEA could more effectively manage its intelligence analysts if it established a separate hiring goal that specifically considered its intelligence analyst needs. According to the DEA CFO, starting in FY 2008, the DEA will establish separate hiring goals for various types of employees, including intelligence analysts.

## **Training**

The DEA has implemented a combination of training for its intelligence analysts. As discussed below, all intelligence analysts are required to take Basic Intelligence Research Specialists (BIRS) training and Advanced Intelligence Training. The DEA also offers intelligence analysts a variety of other training that is specifically tailored to intelligence analysts' needs.

Additionally, since 2003 all new intelligence analysts must participate in a mentoring program.

### *Basic Intelligence Research Specialist Training*

The DEA provides BIRS training to newly hired intelligence analysts at the DEA Training Academy in Quantico, Virginia.<sup>27</sup> DEA officials at the Office of Training told us that the BIRS course curriculum emphasizes the development of analytical skills, use of computerized tools, and a broad range of academic subjects critical to providing mission-oriented intelligence, both on a national and international scale. The training is conducted by members of the intelligence staff, retired analysts, guests, Special Agents, and private instructors. Students must pass BIRS training with a score of 80 percent or higher. According to the DEA Office of Training Section Chief, all intelligence analysts who have completed the course have passed.

We reviewed the BIRS course descriptions and class schedules that were contained in the curriculum developed to teach all intelligence analysts. The curriculum included classes such as Basic Law Enforcement Report Writing, National Security Information Handling, Telephone Tolls Analysis, Internet Telecommunication Exploitation Program, Terrorism Financing Activities and Techniques. We also evaluated a judgmental sample of BIRS lesson plans and found them to be comprehensive.

We reviewed past student evaluations, which generally indicated a high satisfaction level with the BIRS training.<sup>28</sup> For our survey questions related to BIRS training, we considered the 139 respondents who completed the training within the past 6 years to obtain more recent feedback. Of these 139 respondents, 104 (75 percent) said that the BIRS training met or exceeded their expectations. The remaining 35 respondents (25 percent) felt that BIRS did not meet their expectations.<sup>29</sup>

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<sup>27</sup> From 1974 to 2001, the BIRS training program ranged from 2 to 10 weeks in length. From 2002 to 2006, the course length was 9 weeks. However, as of July 2007, the course was expanded to 14 weeks.

<sup>28</sup> DEA officials told us that the Office of Training currently uses two levels of evaluation for BIRS. The first level is based on student course evaluations and measures how students respond to the training. The second level is a learning measurement, which is usually in the form of the results of individual graded tests, exercises, and practical applications. In the future, DEA official said they plan to conduct a third-level evaluation 12 to 18 months after a student graduates from BIRS. However, DEA officials told us that the evaluation instrument for the third level has not yet been developed.

<sup>29</sup> Among the reasons given by these 35 respondents why they believed the training was inadequate, the explanations fell into the following categories: (1) the training lacked practical exercises; (2) the training included too many unnecessary classes; (3) the training did not

In addition, we asked Special Agents if the overall work force of intelligence analysts had the knowledge and experience needed to produce useful intelligence products that support drug enforcement cases or programs. Of the 1,378 Special Agents who responded to this question, 1,163 (84 percent) attributed a high or moderate level of DEA's intelligence analyst workforce with the knowledge and experience necessary to produce useful intelligence products.

We also interviewed 24 intelligence analysts and supervisors, 2 SACs and 3 ASACs at field offices in San Diego and New York about the training. Many of these intelligence analysts and supervisors stated that they believed the new 14-week BIRS training would be too long and that some of the courses were unnecessary. They believed classes such as Defensive Driving and Firearms Safety were not related to the core work of an intelligence analyst and could be removed from the curriculum. We also share their concern that the expanded BIRS training program includes curriculum that may be unnecessary or potentially available to intelligence analysts through other means. Training such as Government and Financial Planning and the Employee Assistance Program orientation may be more efficiently taught through web-based training or orientation at the intelligence analyst's duty location.

When we asked DEA training officials about this issue, they stated that the BIRS 14-week class is a pilot and changes might be warranted as the need arises.

### *Other Training Opportunities*

The DEA Office of Training provides Advanced Intelligence Training for GS-12 and GS-13 intelligence analysts. The Office of Training received funding for Advanced Intelligence Training and conducted classes in July, September, and November 2007. We were told by DEA management that "future AITs will be scheduled in 2008 to ensure that all GS-13s and below have received the training."

Of the 487 intelligence analysts who responded to the survey, 29 had attended Advanced Intelligence Training in their first 2-year cycle. Of the 29 respondents, 24 (83 percent) reported it was beneficial in performing their jobs. The other five respondents said they did not find Advanced

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prepare them to work in the field; (4) the instructors lacked skill and relied too much on canned material; and (5) intelligence analysts learned more from on-the-job training than from BIRS.

Intelligence Training beneficial because they thought nothing new was taught or presented.

Additionally, 25 of the 29 respondents (86 percent) had attended intelligence-related training in addition to BIRS and Advanced Intelligence Training. All of these respondents reported that the training was made available to them within 1 year of their request and that the training enhanced their skill level.

The DEA offers additional intelligence training to all intelligence analysts, for example the DEA has an on-line Master's degree program for GS-14 and -15 intelligence analyst employees. The DEA also offers non-supervisory employees who are GS-13 or below the opportunity to take two training classes related to an employee's current assignment and additional training to meet agency needs from commercial vendors.

Of the 487 intelligence analysts who responded to the survey, 345 respondents (71 percent) believe that training beyond BIRS and Advanced Intelligence Training is necessary for intelligence analysts to do their jobs more effectively and to enhance their skills.

### *Mentoring Program*

In addition to the training offered through the Office of Training, the Intelligence Division implemented a mentoring program in January 2003. The DEA intelligence analyst mentoring program is a 6-month program of structured coaching for new intelligence analysts. Mentors are experienced intelligence analysts at the GS-12 or higher grade levels who have completed a 1-week certified training program offered by the Office of Training. Mentors are assigned in the role of teacher or coach to new intelligence analysts who enter on duty at their assigned office after completion of BIRS training.

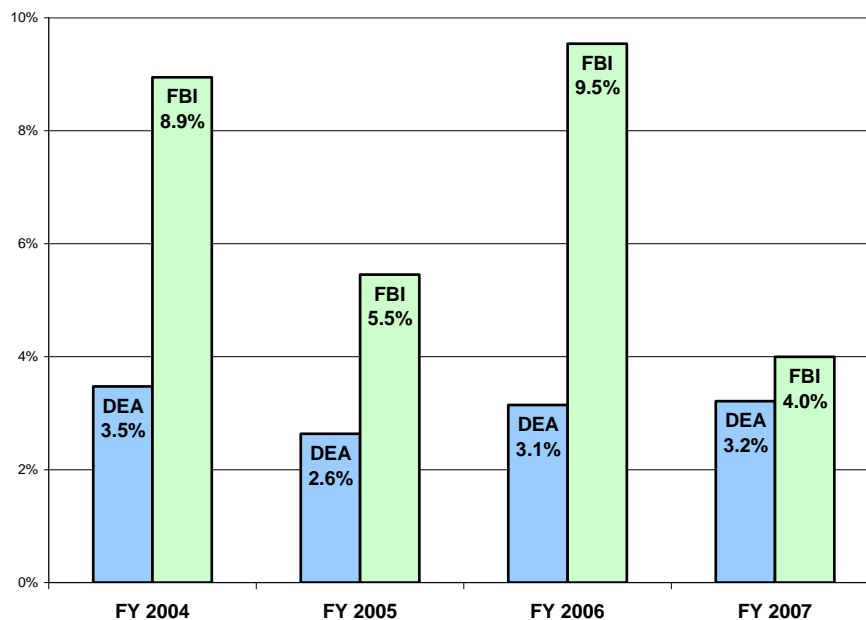
According to the DEA, the goals of the mentoring program are to: (1) ensure new intelligence analysts can apply the skills acquired during BIRS training, (2) provide a smooth transition into the analytical work environment, (3) familiarize new intelligence analysts with the policies and practices of their assigned office, and (4) provide the necessary instruction to maximize the capabilities of new intelligence analysts. One hundred sixty of 187 respondents (86 percent) who participated in the program believed the mentoring program was useful or very useful.

## Retention

The DEA's intelligence analyst workforce has a low attrition rate. For FYs 2004 to 2007, the attrition rates for intelligence analysts were 3.5 percent, 2.6 percent, 3.1 percent, and 3.2 percent, respectively. Because the FBI employs the largest number of intelligence analysts within DOJ, we obtained data from the Office of Personnel Management's Central Personnel Data File to compare DEA and FBI intelligence analyst attrition rates.

We determined the FBI's average intelligence analyst attrition rate for FYs 2004 to 2006 is more than twice that of the DEA's intelligence analysts. The following chart shows the DEA's attrition rate for intelligence analysts has consistently been below that of FBI intelligence analysts.

**DEA AND FBI INTELLIGENCE ANALYSTS ATTRITION RATES  
FY 2004 – FY 2007 \***

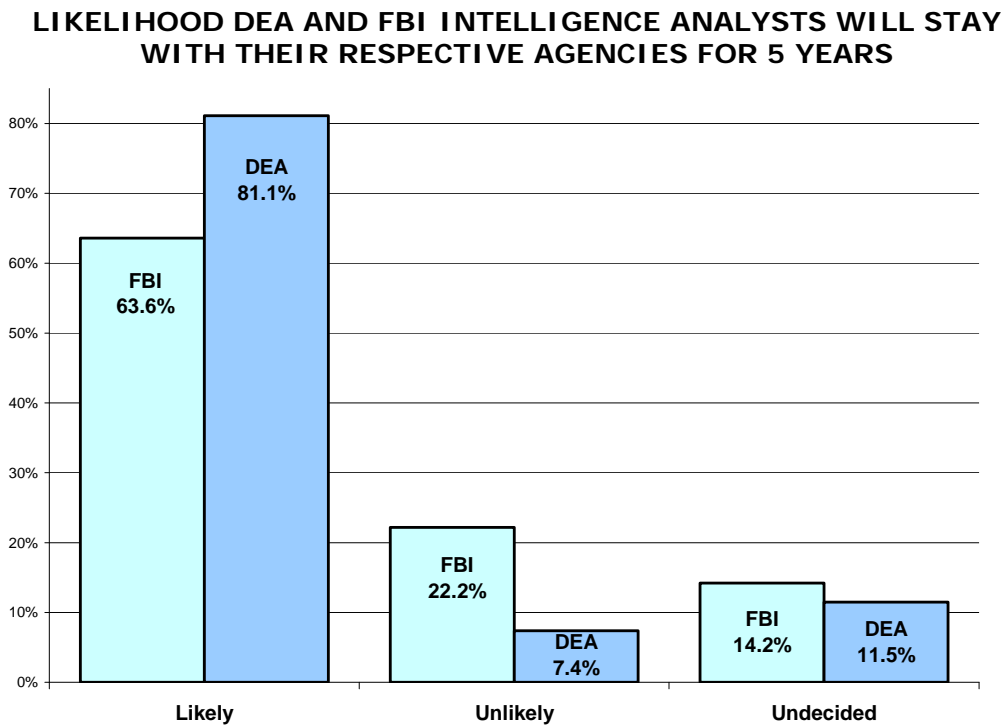


Source: OIG analysis of Office of Personnel Management Central Personnel Data File  
\*Central Personnel Data File accuracy may be affected by omissions, duplications, and invalid and miscoded data. FY 2007 data is through June 2007.

Our survey also asked intelligence analysts to report the likelihood they will remain with the DEA for the next 5 years. Of the 487 intelligence analysts who responded to our survey, 395 (81 percent) stated that they plan on staying with the DEA for 5 more years. Of the remaining 92 respondents, 56 were undecided and 36 said they plan on leaving the DEA for various reasons. Of these 36 respondents, 16 planned to retire within the next 5 years, 6 are looking for better promotion opportunities, and the

remaining 14 gave a broad range of reasons including seeking higher salary, lack of good management, better location, and personal issues.

This intelligence analyst retention rate compares favorably to the responses we received in May 2005 from FBI intelligence analysts when we conducted a similar survey. In the FBI, 64 percent (519 of 816 intelligence analysts) responded that they planned to stay with the FBI for the next 5 years.<sup>30</sup> The following chart shows the likelihood that intelligence analysts in the DEA and FBI will remain with their respective agencies for the next 5 years.



Source: OIG survey of DEA and DOJ OIG Audit Report 05-20

### *Intelligence Analysts' Level of Satisfaction*

We also asked intelligence analysts several questions designed to gauge their job satisfaction, such as:

- level of contribution to the DEA's mission;
- level of satisfaction as a DEA intelligence analyst; and

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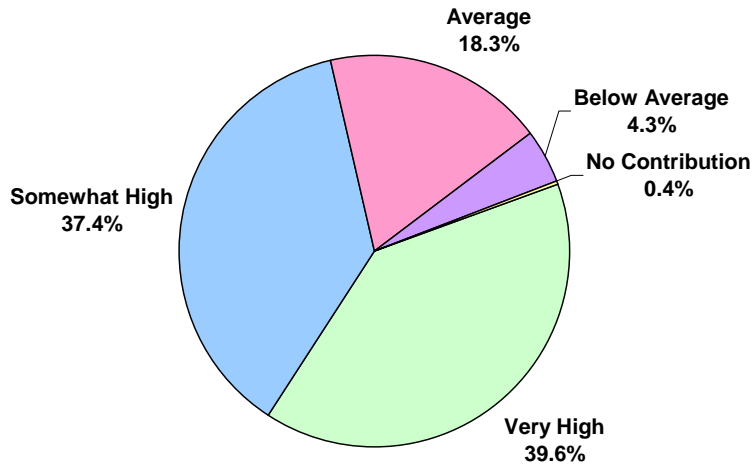
<sup>30</sup> United States Department of Justice Office of the Inspector General, *The Federal Bureau of Investigation's Efforts to Hire, Train, and Retain Intelligence Analysts*, Audit Report 05-20, May 2005.



- level of intellectual challenge they receive from their work.

The following chart shows that the majority of DEA intelligence analysts reported their level of contribution to DEA's mission as above average.

#### INTELLIGENCE ANALYSTS' PERCEIVED CONTRIBUTION TO DEA'S MISSION

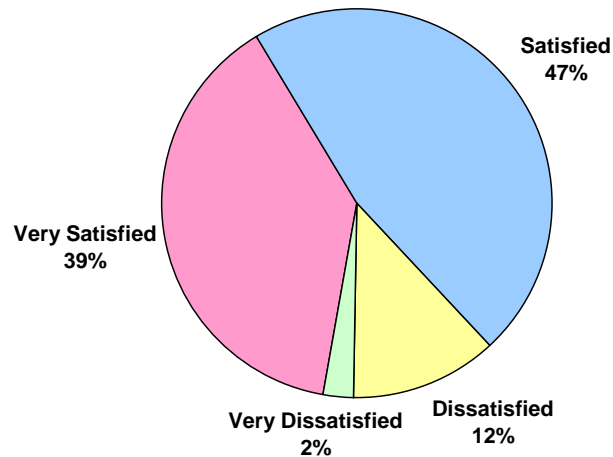


Source: OIG survey of DEA intelligence analysts

However, 23 respondents (5 percent) rated their contribution to the DEA's mission as "below average" to "none." Nineteen of these respondents said they had no impact on the DEA mission or that they were underutilized in their current positions and four respondents did not provide an explanation.

The following chart shows the majority of DEA intelligence analysts are generally satisfied in their position.

#### SATISFACTION AS AN INTELLIGENCE ANALYST



Source: OIG survey of DEA intelligence analysts

However, 72 (14 percent) of the respondents reported they were less than satisfied as DEA intelligence analysts. Only 68 of these respondents provided an explanation for their dissatisfaction. Their explanations varied greatly but generally fell within two areas: dissatisfaction with work assignments and dissatisfaction with management or Special Agents. Dissatisfaction with work included concerns such as:

- They were assigned work that was administrative in nature;
- Their work was repetitive;
- Their work was not challenging; and
- They were underutilized, or not functioning at full capacity.

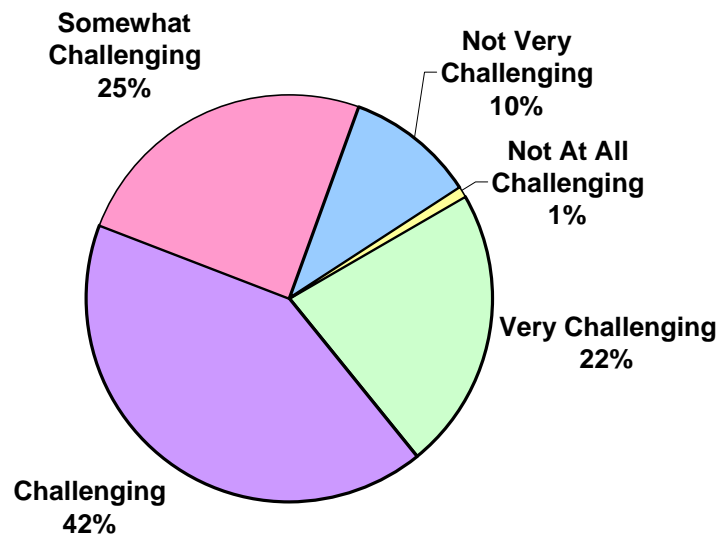
Dissatisfaction with management and Special Agents included concerns such as:

- Some intelligence analysts were given preferential treatment;
- Intelligence analysts were not given the same respect as Special Agents; and

- Special agents and supervisors lacked the knowledge or experience needed to best utilize intelligence analysts or provide direction.

The following chart shows that the vast majority of DEA intelligence analysts reported they find their work challenging.

### INTELLECTUAL CHALLENGE TO THE INTELLIGENCE ANALYST POSITION



Source: OIG survey of DEA intelligence analysts

However, 54 (11 percent) of the respondents reported their work was not intellectually challenging. Only 11 of these respondents provided an explanation for why they did not find their work as a DEA intelligence analyst challenging. Their reasons included that their work was routine or mundane, they were underutilized, or their work was clerical in nature. The remaining 43 respondents did not provide an explanation.

### Security Clearances

According to DOJ Employment Security Regulations, all agency heads are required to designate the sensitivity of all positions within their organizations.<sup>31</sup> The DEA determined that intelligence analyst positions are “special sensitive” in an October 1999 decision paper. Special sensitive positions within the DOJ are those positions that involve the highest degree

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<sup>31</sup> DOJ Order 2610.2A, Employment Security Regulations, §7.d

of trust and require access, or afford ready opportunity to gain access, to Top Secret National Security Information and material as described in Executive Order 12356, or as amended.<sup>32</sup> Therefore, according to the DEA Deputy Chief of Intelligence, DEA intelligence analysts require Top Secret security clearances.

To obtain a Top Secret security clearance, DEA intelligence analysts must undergo a background investigation. According to the DEA's Office of Security Programs, this process starts when an applicant submits his or her background information into Office of Personnel Management's (OPM) Electronic Questionnaires for Investigations Processing (e-QIP) system and a background investigation is scheduled. OPM is responsible for completing the investigation and updates the status of each individual's investigation in the e-QIP system at the conclusion of the investigation. The DEA Security Programs Manager reviews the results of the completed investigation, determines if the applicant is eligible for a security clearance and, if eligible, grants the clearance.

DOJ Employment Security Regulations also state that special sensitive positions require a full field reinvestigation "5 years after their appointment and at least once each succeeding 5 years. . . ." According to the DEA Associate Deputy Director of Security Programs, each intelligence analyst with a security clearance must complete a reinvestigation every 5 years after the date their last investigation was closed by OPM. The DEA Office of Security Programs is responsible for monitoring the clearances granted to intelligence analysts, and uses the date OPM closed an investigation as the date to monitor and schedule the reinvestigation.

In September 2007 we asked the Office of Security Programs to provide a list of intelligence analyst security clearances. We received results for 699 intelligence analysts. We performed limited testing from this list by assessing from a judgmental sample if the DEA had met the requirements of DOJ Employment Security Regulations. We determined that 82 of the 699 intelligence analysts did not have the required Top Secret clearances or a reinvestigation within the last 5 years. The problems we identified included:

- 1 intelligence analyst with no clearance,<sup>33</sup>

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<sup>32</sup> Executive Order 12356 prescribes a uniform system for classifying, declassifying, and safeguarding national security information.

<sup>33</sup> This intelligence analyst is assigned to the El Paso Intelligence Center. We learned during our testing that this individual's security file could not be located. We were told the DEA has since initiated a new background investigation, but we were provided no evidence to indicate the investigation was scheduled or actively ongoing.

- 19 intelligence analysts with Secret instead of the required Top Secret clearances, and
- 62 intelligence analysts with Top Secret clearances who did not have a reinvestigation within the last 5 years.

We also concluded that the information maintained by the Office of Security Programs related to security clearances is not reliable. Some of the issues identified with the data used by the DEA to monitor security clearances included:

- inconsistent dates between Eagle Eye, the file records, and the information provided by the Office of Security Programs;<sup>34</sup>
- blank data fields within Eagle Eye such as Initial Clearance, Last Reinvestigation Date, and Next Reinvestigation Date;
- documents within the file records were not maintained consistently from one file to another; and
- no internal controls to ensure dates were correctly entered into Eagle Eye.

We discussed our findings with the DEA Associate Deputy Chief Inspector of Security Programs. She told us that in FY 2000, a decision was made within the DEA to downgrade intelligence analysts' security clearances from top secret to secret as cost savings measure. She said that since that time, the decision to downgrade security clearances has been changed and all intelligence analysts affected by this decision will be upgraded to the Top Secret level at the time of their next reinvestigation or when required by a new assignment. She said that the Office of Security Programs was aware of these Secret clearances and has been attempting to address the clearance issues with the resources they have available.

The Associate Deputy Chief Inspector also told us that the Office of Security Programs can further reduce the number of intelligence analysts without a current investigation by conducting a detailed research of Eagle Eye, the file records, and OPM's e-QIP system. In our judgment this is impractical. The DEA should have one centralized reliable source for information related to the security clearances of their personnel that is accurate and up-to-date. Because our testing showed approximately 12 percent of DEA's intelligence analysts security clearances did not meet the

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<sup>34</sup> Eagle Eye is the DEA's database used for maintaining security clearance information on its 20,000 employees and contractors.

DEA's security requirements, we are concerned that similar deficiencies may exist in the approximately 19,300 clearances that we did not review.

## **Recommendations**

We recommend that the DEA:

1. Develop a plan to ensure that the DEA meets its intelligence analysts hiring goal.
2. Maintain an adequate applicant hiring pool for intelligence analysts.
3. Continue the recently initiated practice of establishing annual hiring goals specifically for intelligence analysts.
4. Consider reevaluating the Basic Intelligence Research Specialist training curriculum to determine if any classes could be taught through more economical means, such as web-based training or at field office locations.
5. Establish an adequate system to monitor the status of the security clearances of intelligence analysts.
6. Ensure that all intelligence analysts have required Top Secret clearances.
7. Ensure that intelligence analysts undergo required security reinvestigations every 5 years.

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## **2. Quality, Usefulness, and Effectiveness of Intelligence Reports**

In general, the majority of both internal and external users were satisfied with the quality, usefulness, and effectiveness of the DEA's intelligence products. Nevertheless, DEA internal users raised significant concerns related to excessive caseloads for intelligence analysts, how intelligence analysts were utilized, and timeliness of intelligence products. One factor that affects the timeliness and usefulness of intelligence products is the DEA's internal review process for strategic intelligence, which is comprehensive but time-consuming. For example, it took an average of 21 months from the time intelligence was received until it was published in a strategic report. Additionally, we determined that reports officer cables containing terrorist-related information were not always transmitted to the appropriate agencies within the DEA's goal of 24 to 48 hours because of a lengthy review process. As a result, the DEA's internal and external users of its intelligence products did not always receive useful and effective intelligence information in a timely manner.

The DEA utilizes various kinds of intelligence in its efforts to investigate and prosecute drug offenders, disrupt and dismantle drug organizations, and provide policymakers with drug-trend information upon which programmatic decisions can be based. In addition, organizations in the intelligence community, such as the CIA and the Department of State, use the DEA's intelligence in their operations.

The DEA divides drug intelligence into three broad categories: tactical, investigative, and strategic. Tactical intelligence is information on which immediate enforcement action — arrests, seizures, and interdictions — can be based. Tactical intelligence is perishable, time sensitive, and requires immediate action. Investigative intelligence is analytical information that provides support to investigations and prosecutions. Investigative intelligence is used to dismantle criminal organizations and gain resources through confiscation of drug trafficking assets. Strategic intelligence is information that focuses on the broad picture of drug trafficking from cultivation to distribution. The DEA's strategic intelligence is usually published in intelligence reports that are distributed to users in the intelligence community and other law enforcement agencies. Another mechanism for sharing DEA information is reports officer cables that contain raw, unevaluated, confidential source data that can contribute to a better



understanding of drug traffic. While this raw reporting can be used to develop or support strategic assessments, it is not strategic intelligence.

DEA intelligence analysts collect, analyze, and disseminate drug-related intelligence information in reports to users both within and outside of the DEA. The DEA also has four reports officers who review incoming reports that have a foreign nexus and develop cables for dissemination outside the DEA, including members of the intelligence community.

## **Intelligence Analysts**

Intelligence analysts develop and analyze the three types of intelligence discussed previously. Intelligence analysts may develop tactical intelligence from a variety of sources, such as a confidential source debriefing. The tactical intelligence developed by the intelligence analyst is provided to a Special Agent, and may be used to take further action such as an arrest, seizure, or confiscation of assets. Special Agents can also use tactical intelligence to develop investigative intelligence, such as a Report of Investigation, which supports the overall development of the case.<sup>35</sup> Intelligence analysts also use tactical intelligence to develop other investigative intelligence. For example, they may develop a Report of Investigation or process and analyze tactical intelligence and attempt to develop additional leads, or otherwise support the development of the case. As new investigative intelligence is developed, intelligence analysts analyze this information, identify trends, and prepare strategic intelligence reports for use both within and outside the DEA.

### *Developing Tactical and Investigative Intelligence*

Depending on the needs of the case and the Special Agent, intelligence analysts may participate in the investigation's day-to-day activities to obtain updated tactical and investigative information, as well as receive or provide input on where to pursue further leads. Some intelligence analysts meet almost daily with Special Agents to exchange information and receive further direction. As part of their tactical and investigative efforts, intelligence analysts can routinely conduct telephone number searches, analyze telephone subscriber information, review wiretap intercepts, perform financial data searches, analyze border crossing and international travel information, and conduct public database record searches. Intelligence

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<sup>35</sup> A Report of Investigation, also commonly referred to as a DEA-6, details the ongoing activity of a DEA case. For example, a DEA-6 may describe surveillance activity, confidential source debriefings, or routine research documentation for the case file.

analysts summarize the information and communicate the intelligence as appropriate in Reports of Investigation, briefings, presentations, meetings, e-mail, or by telephone.

Intelligence analysts are not typically assigned to a DEA investigative case at the beginning. Because the DEA has a caseload larger than the number of intelligence analysts at each field office, the intelligence analyst is usually assigned to a case when it is designated by the DEA as a Priority Target Organization case. An intelligence analyst may be assigned three or more Priority Target Organization cases at any one time. As part of working the Priority Target Organization cases, intelligence analysts assist Special Agents in developing investigative case files.

DEA case files are developed for each investigation initiated. However, DEA field office personnel told us that many of the intelligence analysts' work products are not retained in the case file. For example, an intelligence analyst may conduct an analysis on telephone toll records over several days and determine a link between two or more drug traffickers. The intelligence analyst then passes this information to the Special Agent, who initiates surveillance of the individuals to confirm the relationship. The Special Agent then documents the results of the surveillance in the case file without any reference to the analysis performed by the intelligence analyst.

### *Value of Tactical and Investigative Intelligence*

In order to assess the value of the tactical and investigative intelligence developed by intelligence analysts, we first reviewed a judgmental sample of 26 Priority Target Organization case files closed from October 1, 2005, through January 31, 2007, at the Dallas, Los Angeles, and Miami field offices. As part of the 26 closed case files tested, we analyzed the associated Reports of Investigation in each of these cases. However, we found that the closed case files did not contain enough tactical or investigative intelligence to reach a conclusion with respect to quality, usefulness, and effectiveness of the intelligence analysts' work.

Therefore we examined responses from the survey of Special Agents to assess the quality, usefulness, and effectiveness of intelligence analyst products. We also conducted follow-up interviews with 24 intelligence analysts and supervisors at the San Diego and New York field offices.

Overall, the majority of Special Agents in our survey responded positively to questions related to the accuracy, effectiveness, and timeliness of intelligence analyst products used to support drug enforcement cases. However, in some cases significant numbers of Special Agents expressed concerns about intelligence analysts' intelligence products and quality of

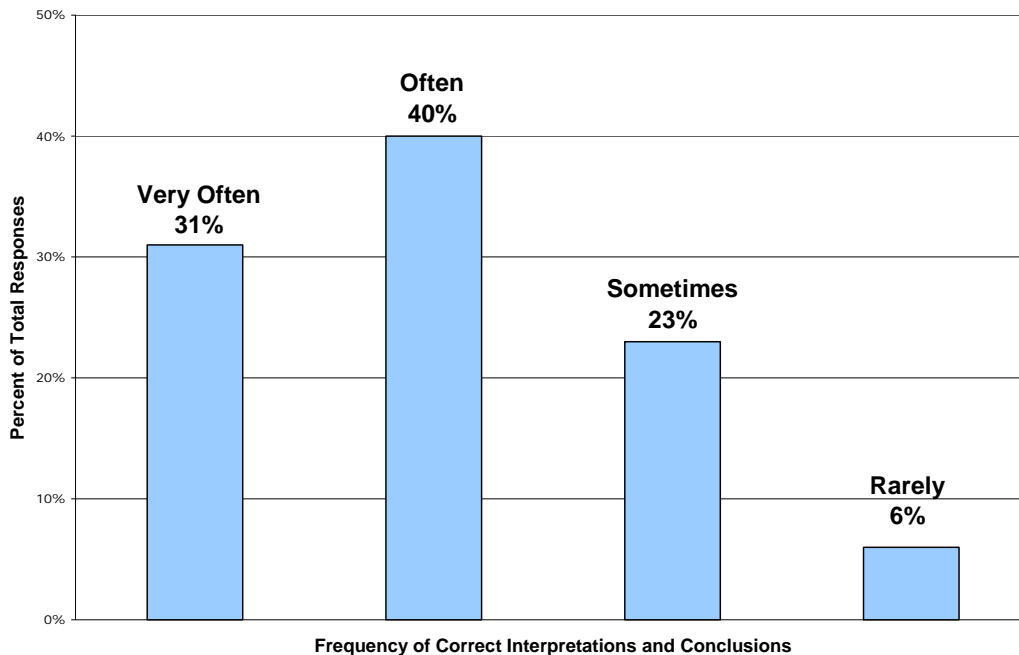
work. In these instances, we requested a detailed explanation of their concerns. Below are sample questions we asked Special Agents.

1. How often do intelligence analysts interpret intelligence data correctly and draw the right conclusions when providing intelligence to support drug enforcement cases?
2. How often do intelligence analysts produce timely intelligence to support drug enforcement cases?
3. How would you rate the effectiveness of the contributions provided by intelligence analysts regarding tactical intelligence?
4. How would you rate the effectiveness of the contributions provided by intelligence analysts regarding investigative intelligence?
5. To what extent do you believe the intelligence products produced by intelligence analysts are useful in supporting drug enforcement cases?

Out of the 1,700 respondents, we received 1,518 answers to these 5 questions. The answers are summarized on the following pages.

- A majority of Special Agents indicated intelligence analysts provide data correctly and draw the right conclusions “often” to “very often.” The following chart illustrates the survey responses we received regarding the frequency of intelligence analysts drawing correct conclusions when providing intelligence.

**FREQUENCY OF CORRECT INTERPRETATIONS OF INTELLIGENCE DATA AND ACCURATE CONCLUSIONS BY INTELLIGENCE ANALYSTS**

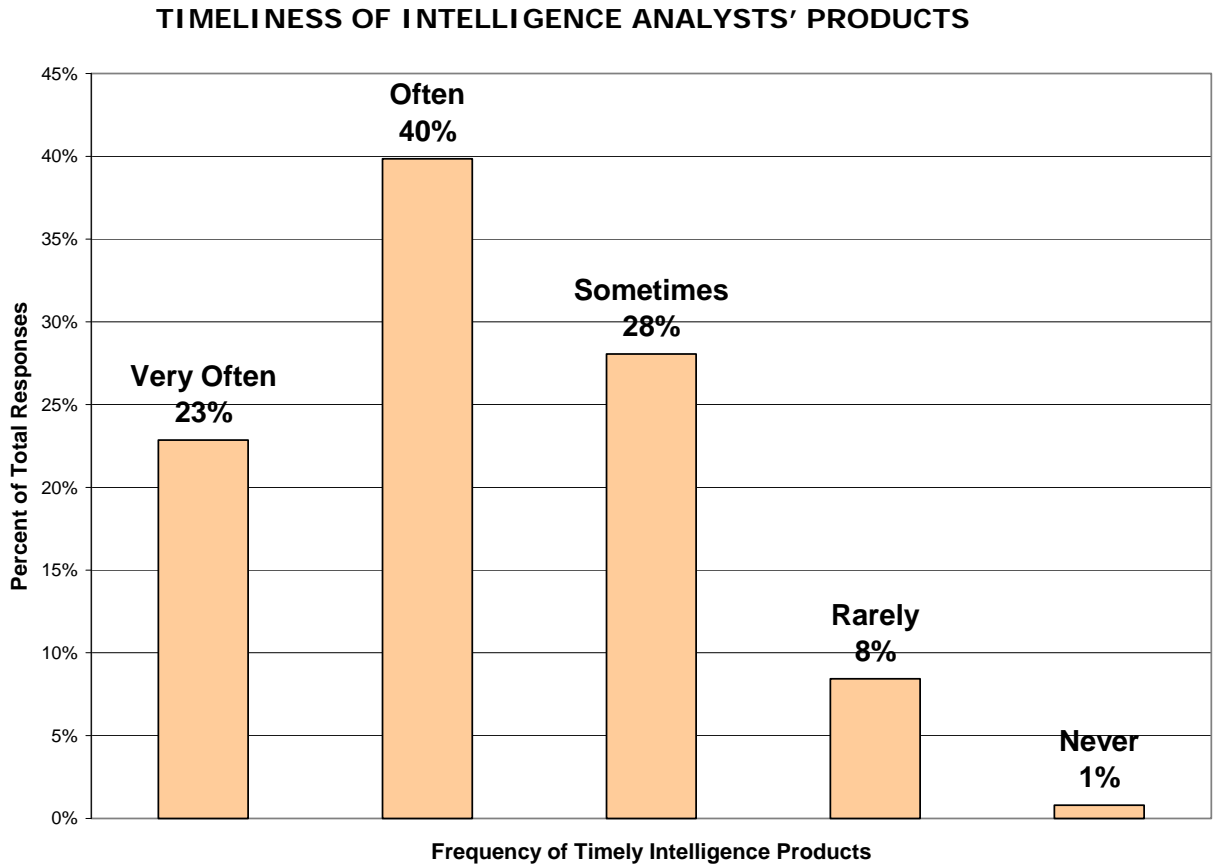


Source: OIG survey of DEA Special Agents

The explanations provided by the Special Agents who responded “rarely” fell into three broad categories:

- There were not enough intelligence analysts to support the amount of work or they were not utilized properly. For example, analysts were given too many administrative tasks;
- Although intelligence analysts provided basic raw data, they did not provide detailed analysis or intelligence; and
- Intelligence analysts lacked the knowledge or understanding to support the casework.

- A majority of Special Agents indicated intelligence analysts provide timely intelligence “often” to “very often.” The following chart illustrates the survey responses we received in regard to the timeliness of intelligence



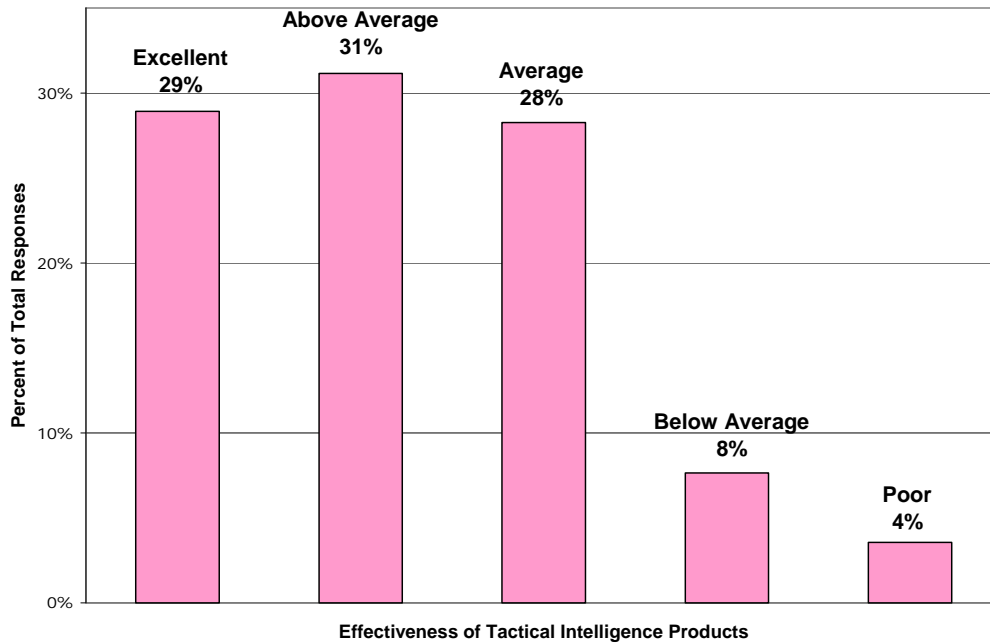
Source: OIG survey of DEA Special Agents

The explanations provided by the Special Agents who responded “rarely” and “never” fell into two categories:

- Intelligence analysts seemed unsure of their role in casework and were poorly supervised; and
- Intelligence analysts had excessive caseloads or were unable to prioritize their workload effectively.

- A majority of Special Agents indicated the effectiveness of tactical intelligence by intelligence analysts was “above average” to “excellent.” The following chart illustrates the survey responses we received regarding the effectiveness of tactical intelligence.

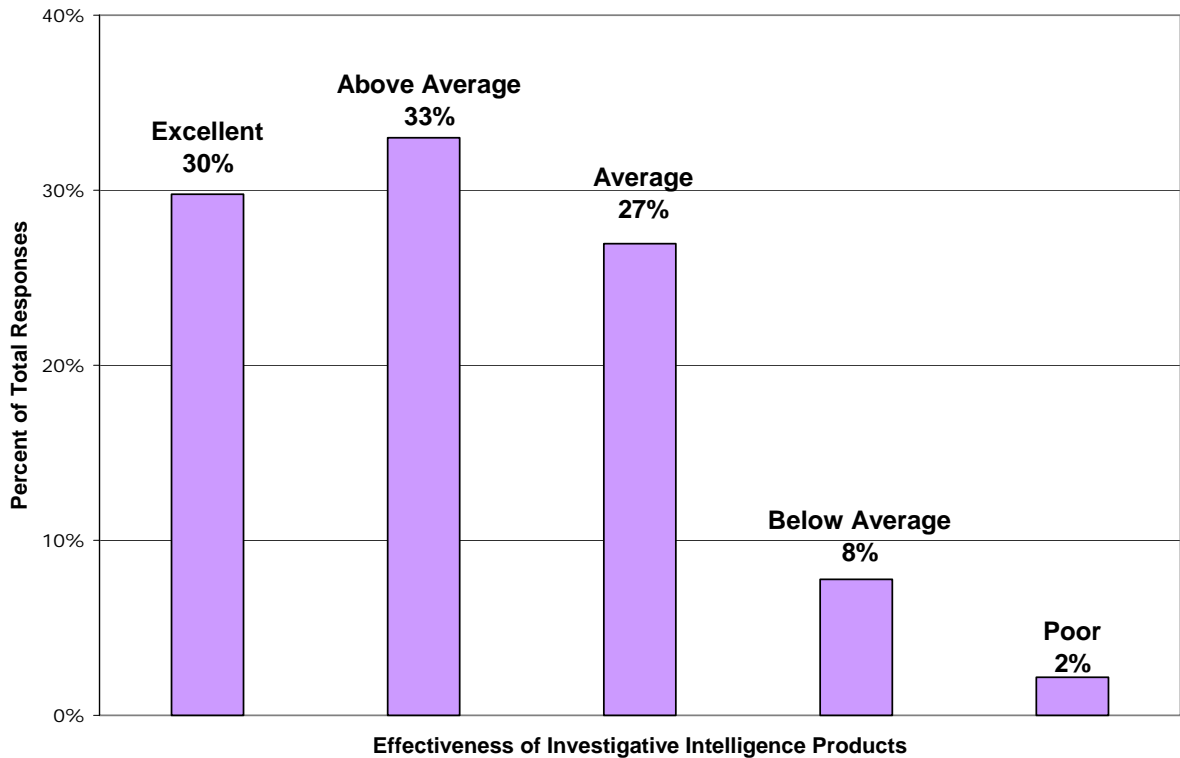
**EFFECTIVENESS OF INTELLIGENCE ANALYSTS' CONTRIBUTIONS TOWARDS TACTICAL DRUG ENFORCEMENT CASES AND PROGRAMS**



Source: OIG survey of DEA Special Agents

- As shown in the following chart, a majority of Special Agents also felt that intelligence analysts' investigative intelligence was "excellent" or "above average."

**EFFECTIVENESS OF INTELLIGENCE ANALYSTS' CONTRIBUTIONS TOWARDS INVESTIGATIVE DRUG ENFORCEMENT CASES AND PROGRAMS**

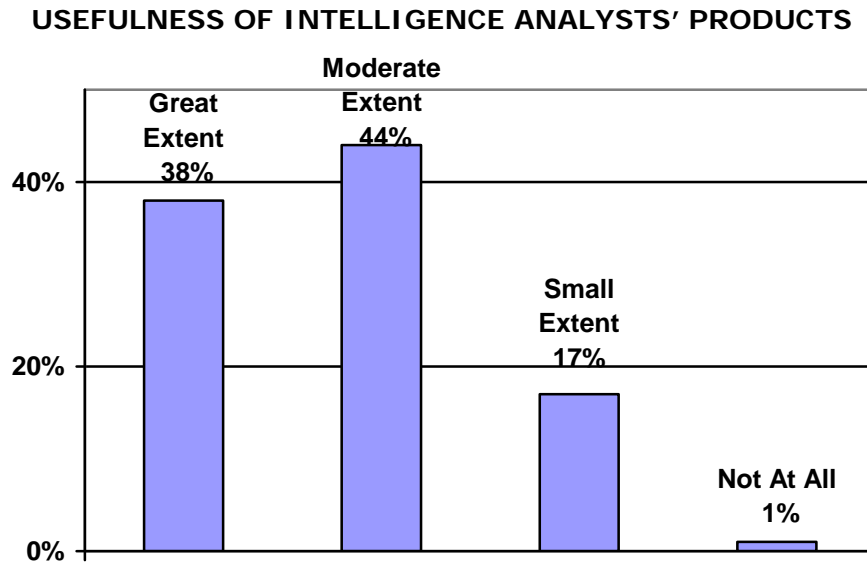


Source: OIG survey of DEA Special Agents

The explanations provided by Special Agents who responded "poor" for both tactical and investigative intelligence included:

- Intelligence analysts did not produce tactical intelligence;
- Intelligence analysts were unsure of their role in casework and were poorly supervised; and
- Intelligence analysts had excessive caseloads and were assigned too many administrative tasks.

- Almost all Special Agents believed intelligence analysts' products were useful in supporting drug enforcement cases. The following chart illustrates the survey responses regarding usefulness of intelligence products in supporting the DEA mission.



Source: OIG survey of DEA Special Agents

The explanations provided by the Special Agents who responded “not at all useful” include:

- Intelligence analysts did not conduct enough analysis and focused too much on data entry;
- Intelligence analysts lacked knowledge to produce useful intelligence or provided intelligence the Special Agents could obtain on their own; and
- Intelligence analysts did not provide timely intelligence.

To further assess the quality, usefulness, and effectiveness of intelligence products, we asked the Special Agents if they were aware of any backlog of intelligence data to be processed or analyzed by an intelligence analyst. Seventy-three percent indicated they were not aware of any backlog, while 27 percent responded they were aware of a backlog. The respondents who were aware of the backlog provided various explanations for the backlog. The responses generally indicated that a backlog existed because intelligence analysts were overworked. However, none of the intelligence analysts we interviewed at field offices in San Diego or New York indicated that they were overwhelmed by their workload. Intelligence



analysts also told us that there was no method for tracking or documenting a backlog of intelligence data. They said they were responsible for prioritizing their work and accomplishing what was necessary to support the cases assigned to them.

### *Developing Strategic Intelligence*

The DEA's Office of Strategic Intelligence is responsible for preparing reports that focus on the broad issues of drug trafficking, from cultivation to distribution. Intelligence analysts in this office review DEA reporting, in combination with other law enforcement, intelligence community, and open source information, and develop long-term analyses and trends to assist drug law enforcement authorities. This office produces a variety of strategic reports including:

- Activity of Interest Reports - Summaries of reports of investigation that are disseminated to specific groups of DEA personnel to notify them of an important fact or development in their area of responsibility.
- Blue Notes - Administrative reports for the use of Intelligence Division management.
- White Notes - Administrative reports for the use of DEA executive management in policy decisions or congressional reporting.
- Emerging Threat and Predictive Intelligence Reports – Reports that focus on a specific area or drug trend that the Domestic Strategic Intelligence Unit has identified. These reports are used by the DEA, members of the intelligence community, and local law enforcement to help identify new developments in their areas of responsibility.
- Domestic Monitoring Program - Annual report on trends related to heroin in the United States.<sup>36</sup>

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<sup>36</sup> The Domestic Monitoring Program is a street-level drug purchase program. Heroin is purchased by law enforcement personnel and the DEA and sent to a drug lab for analysis.

## *Value of Strategic Intelligence*

To determine the quality, usefulness, and effectiveness of DEA intelligence products, we interviewed representatives from four external organizations that use these intelligence products: the CIA, the Defense Intelligence Agency (DIA), the Department of State, and the Office of the Director of National Intelligence (ODNI). Officials from these agencies told us that, in general, the DEA's intelligence products were valuable and useful. According to the CIA official we interviewed, the CIA uses the DEA's intelligence products in its policy sections to further relationships with individual countries' local liaisons and police forces to support prosecutions. Officials at the DIA told us that the DEA's intelligence products are well-written, valuable, and appear to be fully researched. The Department of State's Deputy Assistant Secretary for Intelligence said that the DEA's intelligence products are valuable, reliable, and useful and that the Department of State relies heavily on DEA intelligence products.

ODNI's Assistant Deputy Director for Analytic Community Support told us that ODNI uses the strategic information available on the DEA's website. Like the Department of State, the Assistant Deputy Director said that this information is valuable because DEA agents on the street have first-hand knowledge of drug-related activities allowing them to identify connections between drugs and crime. This official told us that the DEA's products were logical, of good quality, and of a tactical nature. He added that the reports are clear and the material is believable and self-explanatory.

We asked the DEA Domestic Strategic Intelligence Unit Section Chief if the DEA has utilized customer surveys within the strategic intelligence reports. She told us that the DEA previously included customer surveys as part of the strategic reports, but surveys have not been included in the reports since about 2003. She also told us that she receives feedback from the users of the DEA's intelligence products through informal methods such as telephone, e-mail, and indirect correspondence. She said that these comments are rare, but they are generally positive. As of June 2007, according to the Deputy Chief of Intelligence, the DEA has developed a customer survey that is included in the intelligence products and the DEA will begin to evaluate the feedback received from customers in the future.

We also reviewed 16 strategic reports produced by the Domestic Strategic Intelligence Unit for timeliness of issuance and found that there is a lengthy internal review process. All of the strategic intelligence reports we tested were published, on average, about 21 months after the source information was first observed by the DEA. During discussions with the Section Chief of Domestic Strategic Intelligence, she told us the DEA's internal review process is comprehensive and time-consuming. She further

stated that the DEA's review process is necessary to ensure the information it produces for the general public is factual. Although we recognize the importance of the review process, we are concerned about the length of time it takes to publish these reports. Factual information may not be useful if it is not available in a timely manner. In our opinion, it is important for the DEA to continue to evaluate the methods used to produce and review strategic intelligence reports and to ensure they are produced in a more timely manner.

## **Reports Officers**

As discussed earlier, the DEA has four reports officers who review incoming investigation reports that have a foreign nexus. Reports officers also develop cables for dissemination outside the DEA, including to members of the intelligence community. Reports officers prepared and disseminated more than 4,500 cables between June 2004 and June 2007. The cables are written each day by the reports officers after they review new DEA reporting retrieved from the DEA Communications Center. The Communications Center ensures that incoming cables are not administrative cables or cables for general dissemination throughout the DEA. Reports officers are responsible for:

- reviewing DEA reporting each day for content relevant to foreign intelligence,
- developing cables that reflect the foreign intelligence data without jeopardizing ongoing investigations in the DEA, and
- disseminating cables to the assigned agencies within the intelligence community.

Reports officer cables are generally written within 24 hours of receipt of the incoming DEA reporting and are forwarded to the Policy and Liaison Section Chief for review. The Policy and Liaison Section Chief then forwards the cable to various departments within the DEA for review and approval. Once approved by the DEA Deputy Chief of Intelligence, the cables are sent to the Communications Center for transmission to the recipients.

According to the Section Chief, most reports officer cables should be reviewed and disseminated within 3 to 6 weeks. However, according to the Chief of Intelligence, when reports officers receive information related to terrorism, weapons, or a foreign country's military, the cable should be prepared and disseminated to the intelligence community within 24 to 48 hours of receipt.

Our interviews found that the reports officer cable review and approval process is very time-consuming. Once the cables are completed by the reports officers, they are reviewed by the supervisor and manually distributed through the DEA for additional review and approval. Some of the departments included in the review are the originating office, Enforcement Operations, Special Intelligence, and Financial Intelligence. The Policy and Liaison Section Chief told us the reports officer cables rarely have substantive changes. According to DEA officials, the reason for this review is to ensure the cables do not contain any information that may jeopardize an on-going investigation or put a Special Agent at risk. The Policy and Liaison Section Chief told us that the DEA does not have written procedures delineating this process.

### *DEA Releases Terrorism Cables Untimely*

Of the 4,500 cables prepared by the reports officers since June 2004, we selected a judgmental sample of 81 cables to review. Our testing showed that these cables were transmitted outside the DEA on average in 34 days from the date the original cable was received by the DEA. Three of the 81 cables we tested were related to terrorism and met the criteria for expedited processing. However, none of the three terrorism-related cables were transmitted to the appropriate agencies within the goal of the 24- to 48-hour timeframe. Instead, these three reports officer cables were not transmitted until 39, 44, and 76 days after preparation.<sup>37</sup>

We discussed this with the DEA Chief of Intelligence, who assured us that although the cables were not transmitted timely, this information was nevertheless immediately passed informally to the appropriate agencies. However, in our judgment, this informal method of passing along crucial information does not provide assurance that all responsible parties were notified, that sufficient details were provided, or that the information was disseminated appropriately. While we understand the need to properly review cables, we are concerned that the highest priority cables were not transmitted to the appropriate agencies expeditiously.

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<sup>37</sup> One cable was related to Stinger missiles and other heavy arms for sale through a commander of a terrorist group with the intention of harming coalition forces. The other two cables were related to Taliban activity involving drug trafficking to finance terrorist activities and the identification of significant terrorist cell training and operations in a specific district of Afghanistan.

### *Value of Reports Officer Cables*

All of the external users we interviewed reported that DEA intelligence reports were of high quality. However, they reported that the usefulness and effectiveness of the DEA's products varied depending on the needs of the user and how the intelligence was being used.

#### Central Intelligence Agency

The CIA Director of the Crime and Narcotics Center stated that the agency is extremely interested in raw intelligence such as the reports officer cables. He said the intelligence provided by the DEA is invaluable because it is the only source for the type of information provided, often corroborating data previously gathered by the CIA or filling a gap in existing intelligence data. The CIA shares this information with its agents stationed around the world. However, this official also said that there is a consistent, significant delay in receiving information from the DEA, which can negatively affect CIA operations.

#### Defense Intelligence Agency

The DIA Director for Counter Narcotics told us that the DEA's products are well-written, valuable, and seem to be fully researched. However, he also stated that the DEA has the challenge of adequately sourcing its intelligence. The DIA Director said the DEA must be able to provide adequate context regarding the sources of its intelligence to provide a level of reliability to its users. The DIA Director also expressed concern regarding the timeliness of the information received from the DEA.

#### Department of State

The Department of State Deputy Assistant Secretary for Intelligence said that the DEA's products are valuable, reliable, and useful, and that the State Department relies heavily on DEA reports. This official also said that the Department of State uses DEA reports to corroborate other reported intelligence and that the information included in DEA reports officer cables is invaluable because DEA agents on the street have first-hand knowledge of drug-related activities. The Deputy Assistant Secretary told us that the DEA reports contribute to new ideas on how to proceed against new circumstances, such as Internet drug sales.

## **Recommendations**

We recommend that the DEA:

8. Ensure that the customer surveys recently incorporated with the intelligence reports are utilized to assess and evaluate the quality, usefulness, and effectiveness of each product.
9. Develop a process for reviewing and transmitting reports officer cables, especially terrorist-related cables, in a more timely manner.

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## **STATEMENT ON INTERNAL CONTROLS**

In planning and performing our audit, we examined how effectively the DEA recruits, trains, and retains its intelligence analysts, and the quality, usefulness, and effectiveness of the DEA's intelligence products. We considered management's controls, decisions, policy, directives, and feedback from users of DEA reports for the purposes of determining our auditing procedures. The evaluation of internal controls was not made for the purpose of providing assurance on the DEA's internal control structure as a whole.

Reportable conditions involve matters coming to our attention relating to significant deficiencies in the design or operation of the internal control structure that, in our judgment, could adversely affect the DEA's ability to recruit, train, and retain intelligence analysts and to produce quality, useful, and effective intelligence reports. As discussed in the Findings and Recommendations section of our report, we found issues relating to the DEA's weaknesses in the monitoring of intelligence analysts' security clearances and the procedures for sharing DEA cables with other federal agencies.

Because we are not expressing an opinion on the DEA's internal control structure as a whole, this statement is intended solely for the information and use of the DEA. This restriction is not intended to limit the distribution of this report, which is a matter of public record.



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## **STATEMENT ON COMPLIANCE WITH LAWS AND REGULATIONS**

We audited the DEA's management of the hiring, training, and retention of intelligence analysts and reviewed the quality, usefulness, and effectiveness of DEA intelligence reports and related products. As part of our audit, we interviewed management, intelligence analysts, and Special Agents, and we reviewed the DEA's data to obtain reasonable assurance that the DEA had complied with certain laws and regulations that could have a material effect on their overall operations. Compliance with laws and regulations applicable to the management of intelligence analysts is the responsibility of DEA management.

Our audit included examining, on a test basis, evidence about compliance with applicable federal laws, regulations, and DOJ policies contained in or referred to in the relevant portions of Title 21, United States Code and relevant sections of DOJ Order 2610.2A, Employment Security Regulations, and Presidential Executive Order 12958.

As discussed in the Findings and Recommendations section of our report, we identified a finding relating to the DEA's weaknesses in the monitoring of intelligence analysts' security clearances. Otherwise, the DEA was in compliance with relevant portions of laws, regulations, and DOJ policies referred to above. With respect to those transactions not tested, nothing came to our attention that caused us to believe that the DEA was not in compliance with the law stated above.

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## OBJECTIVES, SCOPE, AND METHODOLOGY

### Objectives

The Department of Justice Office of the Inspector General conducted this audit to determine: (1) how effectively the DEA recruits, trains, and retains intelligence analysts, and (2) the quality, usefulness, and effectiveness of the DEA's intelligence reports and related products.

### Scope and Methodology

Generally, our audit covered the period from FY 2004 through March of FY 2008. As part of the audit, we reviewed applicable sections of 21 U.S.C., regulations, and the DEA's policies and procedures applicable to hiring, training, and retention of intelligence analysts along with the quality, usefulness, and effectiveness of the DEA's intelligence reports and related products produced by intelligence analysts and reports officers.

We conducted our audit in accordance with the generally accepted *Government Auditing Standards* and reviewed data and performed tests necessary to accomplish the audit objectives. In connection with the audit, as required by the *Standards*, we reviewed: (1) selected portions of the DEA Agents Manual; DEA's policy orders, criteria, and curriculum for the intelligence analysts' basic training program; and a sample of the DEA's strategic reports and reports officer cables; (2) interviewed selected officials within the DEA's Intelligence Division; and (3) transmitted web-based questionnaires to 675 intelligence analysts and 4,843 Special Agents inquiring about their hiring, training, and retention experience in the DEA, along with questions to Special Agents about the effectiveness of contributions by intelligence analysts, whether their products were useful and timely, and a question about resource requirements.

We interviewed officials from the DEA's Intelligence Division, the Office of Training, the Human Resources Division, Office of Finance, and the Office of Inspections. We also received briefings from the Organized Crime Drug Enforcement Task Force Fusion Center, the El Paso Intelligence Center, the Special Operations Division, and the Office of Special Intelligence. Furthermore, we interviewed key users of DEA's strategic reports and reports officer cables at the Central Intelligence Agency, the Department of State, the Defense Intelligence Agency, and the Office of the Director of National Intelligence. In addition, we performed on-site audit work at the following DEA locations:

### DEA Field Sites Selected for Audit

Office	Location
DEA Headquarters	Washington, D.C.
DEA Office of Training	Quantico, VA
Dallas Field Office	Dallas, TX
Houston Field Office	Houston, TX
Los Angeles Field Office	Los Angeles, CA
Miami Field Office	Miami, FL
New York Field Office	New York, NY
San Diego Field Office	San Diego, CA

Source: OIG

### Analysis and Testing

To determine how effectively the DEA recruits, trains, and retains intelligence analysts, we:

- Conducted interviews with DEA officials responsible for recruiting, training, and retaining intelligence analysts;
- Obtained and reviewed supporting data reflecting the practices used to recruit and train intelligence analysts;
- Obtained and reviewed the attrition rates for DEA intelligence analysts for the past 3 fiscal years;
- Reviewed the contract and statement of work regarding the requirements for report officers;
- Obtained and reviewed supporting data reflecting the BIRS training classes conducted at the DEA Training Academy in Quantico, Virginia;
- Discussed with DEA training management the three levels of BIRS course evaluations conducted or planned;
- Obtained and reviewed the Intelligence Analyst Mentoring Program Handbook;
- Obtained and reviewed various DEA policy orders and applicable portions of the DEA agents manual;
- Obtained and reviewed DEA's staffing and budget data from FY 2004 to FY 2007;

## APPENDIX I

- Obtained and reviewed supporting data for intelligence analyst security clearance levels;
- Obtained and reviewed the intelligence program's budget justifications for FYs 2007 and 2008;
- Interviewed a sample of field intelligence managers, group supervisors, intelligence analysts, and Special Agents at the Dallas, Miami, and Los Angeles Field Offices to inquire about tactical, investigative, and strategic intelligence;
- Interviewed SACs, ASACs, field intelligence managers, group supervisors, Special Agents, and intelligence analysts at the Dallas, Miami, and Los Angeles Field Offices regarding the intelligence contained in DEA closed case files;
- Reviewed a total of 26 DEA closed case files at the Dallas, Miami, and Los Angeles Field Offices to determine the types and content of intelligence produced by intelligence analysts;
- Reviewed a total of 1,860 Reports of Investigation in closed case files in the Dallas, Miami, and Los Angeles Field Offices to determine how many were prepared by intelligence analysts. The number of reports were then compared to the hours charged to the case file to justify the hours worked;
- Obtained and reviewed the SMARTS Work Hour Analysis from DEA domestic field offices to determine what percentage of time intelligence analysts used to conduct strategic and investigative work in FY 2006;
- Interviewed SACs, ASACs, a field intelligence manager, group supervisors, intelligence analysts, and Special Agents at the San Diego and New York Field Offices to inquire about the benefits of the previous BIRS training and the BIRS 14-week training class in July 2007;
- Obtained and reviewed the DEA's Intelligence Top Down Review developed in 2004 by a private company; and
- Obtained a list of DEA databases utilized by intelligence analysts in the analysis of intelligence.

To determine the quality, usefulness, and effectiveness of intelligence reports and related products produced by intelligence analysts and reports officers, we performed the following:

- Obtained briefings from the Intelligence Division, Special Operations Division, Special Intelligence, Organized Crime Drug Enforcement Task Force Fusion Center, and the El Paso Intelligence Center, among others.
- Interviewed DEA headquarters staff about the strategic reports produced by intelligence analysts.
- Reviewed 16 strategic reports produced by intelligence analysts at the DEA headquarters' Domestic Strategic Unit to determine the content and information produced.
- Sampled and tested 81 reports officer cables, from a universe of 393, over 4 different months from March 2006 through February 2007. We tested the time-line to produce and distribute the cables and the content of the reports officer cables compared to the original DEA Reports of Investigation.
- Obtained and reviewed Monthly Activity Reports from the Los Angeles Field Office to determine some of the performance measures used to evaluate the quality and effectiveness of intelligence analyst products.
- Interviewed officials at the Central Intelligence Agency, the Department of State, the Defense Intelligence Agency, and the Office of the Director of National Intelligence concerning use of DEA's strategic reports and reports officer cables.

We also developed a survey that consisted of 69 questions that we sent to 675 DEA intelligence analysts (GS-132 series). We received a total of 487 survey responses, a 72 percent response rate. In addition, we developed a survey that consisted of 14 questions that we sent to 4,843 DEA Special Agents (GS-1811 series). We received a total of 1,700 survey responses, a 35 percent response rate. We summarized the responses and calculated frequency tables for each survey. Each questionnaire also included open-ended questions that were not included in the compilation of the frequency tables. We analyzed, summarized, and reported pertinent results from these survey questionnaires.

Finally, because of DEA's sensitivity concerns about open case files, we limited our review to closed case files. Accordingly, we express no opinion on active cases.

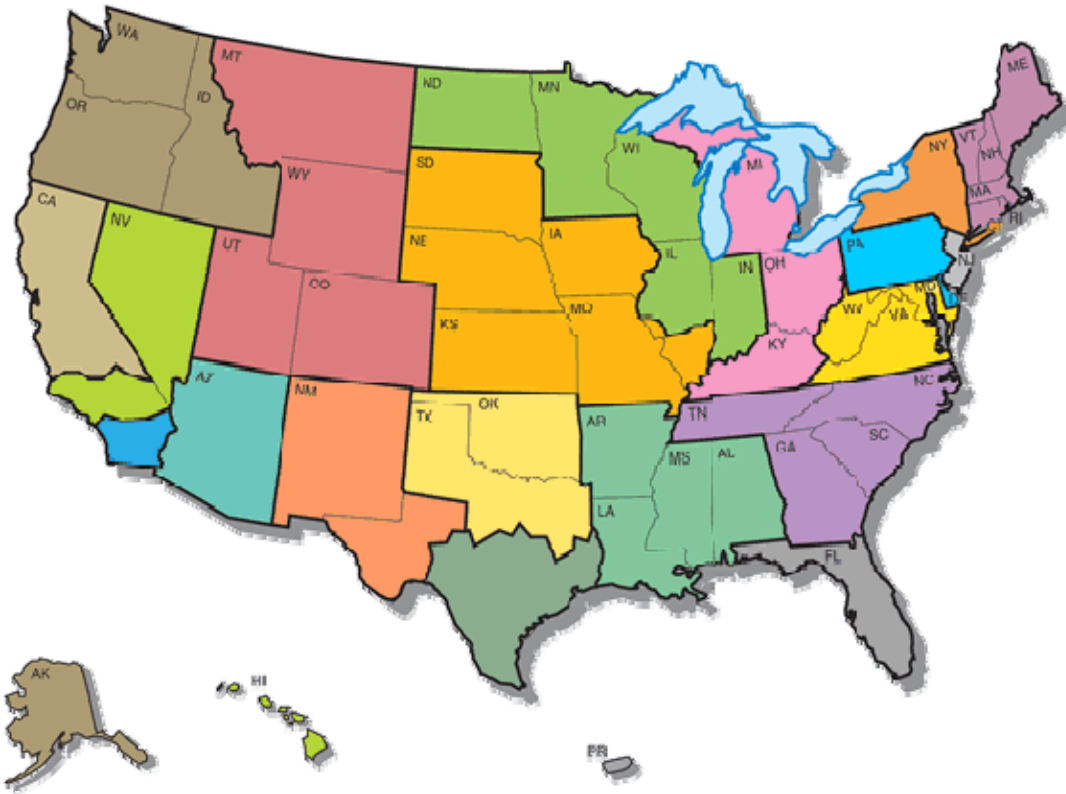
**ACRONYMS**

ASAC	Assistant Special Agent-in-Charge
BIRS	Basic Intelligence Research Specialist
CIA	Central Intelligence Agency
DIA	Defense Intelligence Agency
DEA	Drug Enforcement Administration
DOJ	Department of Justice
e-QIP	Electronic Questionnaires for Investigations Processing
FBI	Federal Bureau of Investigation
FTE	Full Time Equivalent
FY	Fiscal Year
ODNI	Office of the Director of National Intelligence
OIG	Office of the Inspector General
OPM	Office of Personnel Management
SAC	Special Agent-in-Charge



DEA DOMESTIC DIVISIONS

Organizationally, the DEA has 227 domestic field offices in 21 divisions throughout the continental United States and its territories. The Intelligence Division has intelligence analysts located in 103 of the domestic field offices. The map below shows the divisions in the United States, each represented by a separate color.



**INTELLIGENCE ANALYSTS  
IN DOMESTIC FIELD OFFICES BY LOCATION**

<b>Location</b>	<b>Intelligence Analysts Onboard as of August 2007</b>
<b>Headquarters</b>	
Office of Professional Responsibility (OPR)	3
Office of Inspections (IN)	1
Office of Training (TR)	8
Office of Enforcement Operations (OE)	5
Intelligence Division (NC)	8
Office of Intel. Policy and Management (NP)	5
Office of Strategic Intelligence (NT)	28
Office of Investigative Intelligence (NI)	28
Office of Special Intelligence (NS)	61
Office of National Security Intelligence (NN)	10
<b>Field Support</b>	
Aviation Division (OA)	5
El Paso Intelligence Center (NE)	41
Organized Crime Drug Enforcement Task Force Fusion Center(NF)	31
<b>Atlanta Division</b>	
Atlanta, GA Division Office	18
Charleston, SC Resident Office	1
Charlotte, NC District Office	2
Columbia, SC District Office	1
Nashville, TN District Office	1
Raleigh, NC Resident Office	1
<b>Boston Division</b>	
Boston, MA Division Office	11
Hartford, CT Resident Office	1
New Haven, CT District Office	1
Providence, RI Resident Office	1
Springfield, MA Resident Office	1
<b>Chicago Division</b>	
Chicago, IL Division Office	14
Indianapolis, IN District Office	1
Merrillville, IN Resident Office	2
Milwaukee, WI District Office	1
Minneapolis/St. Paul, MN District Office	1
Springfield, IL Resident Office	2
<b>Dallas Division</b>	
Dallas, TX Division Office	14
Fort Worth, TX Resident Office	1
Oklahoma City, OK District Office	2

APPENDIX IV

<b>Denver Division</b>	
Denver, CO Division Office	8
Billings, MT Resident Office	1
Salt Lake City, UT District Office	1
Colorado Springs, CO Resident Office	1
<b>Detroit Division</b>	
Detroit, MI Division Office	10
Cincinnati, OH Resident Office	1
Cleveland, OH Resident Office	2
Lexington, KY Resident Office	1
London, KY Resident Office	2
Toledo, OH Resident Office	1
<b>El Paso Division</b>	
El Paso, TX Division Office	8
Albuquerque, NM District Office	2
Alpine, TX Resident Office	1
Las Cruces, NM Resident Office	1
Midland, TX Resident Office	1
<b>Houston Division</b>	
Houston, TX Division Office	14
Austin, TX Resident Office	2
Brownsville, TX Resident Office	1
Corpus Christi, TX Resident Office	1
Eagle Pass, TX Resident Office	1
Laredo, TX District Office	4
McAllen, TX District Office	4
San Antonio, TX District Office	6
<b>Los Angeles Division</b>	
Los Angeles, CA Division Office	24
Honolulu, HI District Office	2
Las Vegas, NV District Office	3
Reno, NV Resident Office	1
Riverside, CA District Office	2
Orange County, CA Resident Office	1
<b>Miami Division</b>	
Miami, FL Division Office	15
Ft. Lauderdale, FL District Office	5
Ft. Meyers, FL Resident Office	1
Jacksonville, FL District Office	3
Orlando, FL District Office	3
Pensacola, FL Resident Office	1
Tampa, FL District Office	5
<b>Newark Division</b>	
Newark, NJ Division Office	10

APPENDIX IV

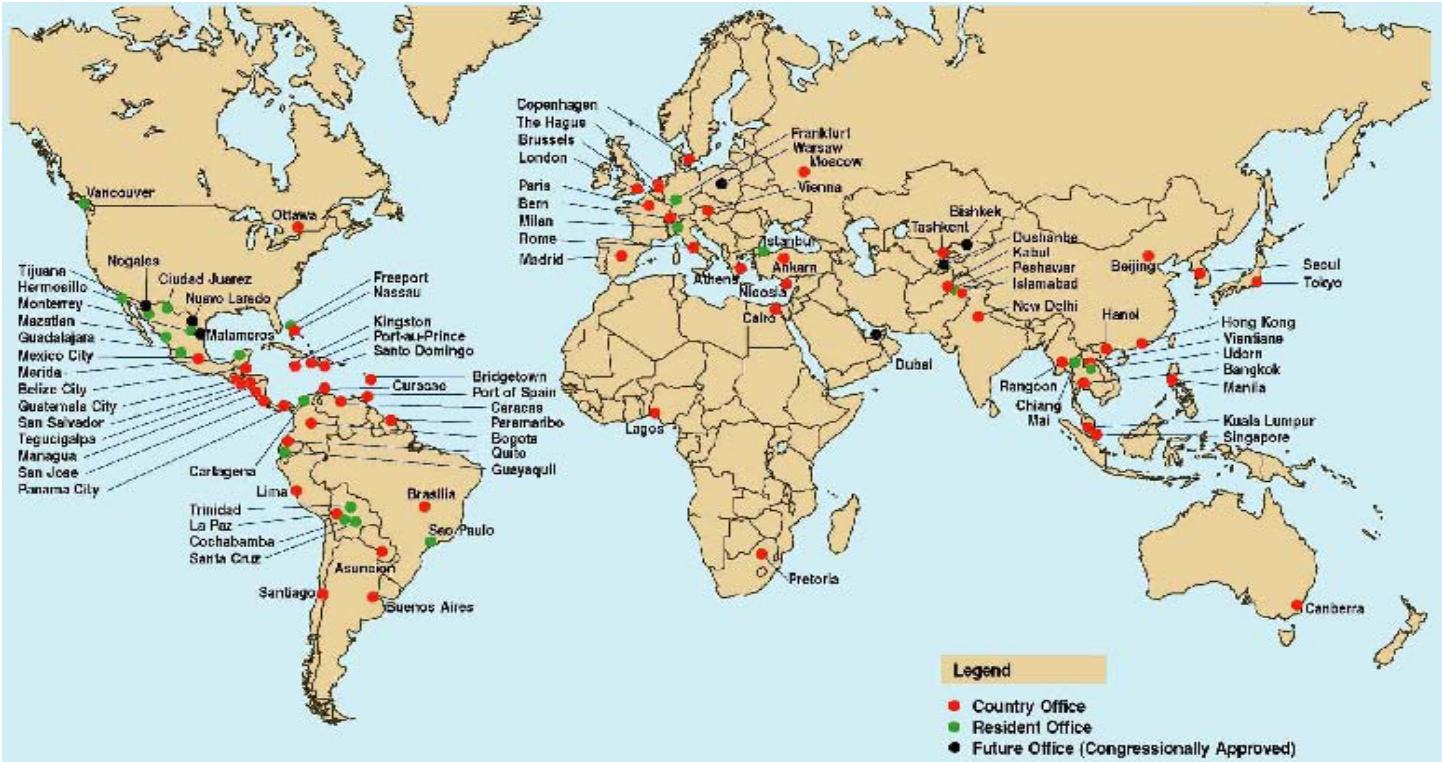
<b>New Orleans Division</b>	
New Orleans, LA Division Office	11
Birmingham, AL Resident Office	1
Fort Smith, AR Post of Duty	1
Gulfport, MS Resident Office	1
Jackson, MS District Office	1
<b>New York Division</b>	
New York, NY Division Office	31
Albany, NY District Office	2
Buffalo, NY Resident Office	1
<b>Philadelphia Division</b>	
Philadelphia, PA Division Office	9
Allentown, PA Resident Office	1
Pittsburgh, PA District Office	1
Wilmington, DE Resident Office	1
<b>Phoenix Division</b>	
Phoenix, AZ Division Office	6
Nogales, AZ Resident Office	1
Sierra Vista, AZ Resident Office	1
Tucson, AZ District Office	5
Yuma, AZ Resident Office	1
<b>San Diego Division</b>	
San Diego Division Office	16
Carlsbad, CA Resident Office	1
Imperial County, CA Resident Office	3
San Ysidro, CA Resident Office	2
<b>San Francisco Division</b>	
San Francisco, CA Division Office	8
Fresno, CA Resident Office	2
Oakland, CA Resident Office	1
Sacramento, CA District Office	3
San Jose, CA Resident Office	1
<b>Seattle Division</b>	
Seattle, WA Division Office	8
Anchorage, AK District Office	1
Blaine, WA Resident Office	1
Boise, ID Resident Office	1
Eugene, OR Resident Office	1
Portland, OR District Office	3
<b>St. Louis Division</b>	
St. Louis, MO Division Office	10
Des Moines, IA Resident Office	1
Kansas City, KS District Office	2
Omaha, NE District Office	1

**APPENDIX IV**

<b>Washington Division</b>	
Washington, DC Division Office	10
Baltimore, MD District Office	4
Norfolk, VA Resident Office	1
Richmond, VA District Office	2
<b>Caribbean Division</b>	
San Juan, PR Division Office	13
St. Thomas, VI Resident Office	1
<b>DOMESTIC TOTAL</b>	<b>633</b>

Source: DEA, Intelligence Division, Management and Production Support Section

DEA FOREIGN FIELD OFFICES



**INTELLIGENCE ANALYSTS  
IN FOREIGN FIELD OFFICES BY LOCATION**

Location	IAs Onboard As of August 2007
<b>Europe &amp; Africa Region</b>	
Brussels, Belgium Country Office	1
Madrid, Spain Country Office	1
Paris, France Country Office	1
Rome, Italy Country Office	1
The Hague, Netherlands Country Office	1
<b>Middle East Region</b>	
Ankara, Turkey Country Office	1
Istanbul, Turkey Resident Office	1
Athens, Greece Country Office	1
Dubai, United Arab Emirates Country Office	1
Peshawar, Pakistan Resident Office	1
Moscow, Russia Country Office	1
<b>Far East Region</b>	
Bangkok, Thailand Country Office	4
Chiang Mai, Thailand Resident Office	2
Hong Kong Country Office	1
Singapore Country Office	1
<b>Southern Cone Region</b>	
Brasilia, Brazil Country Office	2
Sao Paulo, Brazil Resident Office	1
Buenos Aires, Argentina Country Office	1
La Paz, Bolivia Country Office	2
Cochabamba, Bolivia Resident Office	1
Santa Cruz, Bolivia Resident Office	1
<b>Andean Region</b>	
Bogota, Colombia Country Office	9
Cartagena, Colombia Resident Office	3
Caracas, Venezuela Country Office	1
Lima, Peru Country Office	1
Quito, Ecuador Country Office	1
<b>Central America Region</b>	
Guatemala City, Guatemala Country Office	1
Managua, Nicaragua Country Office	1
Mexico City, Mexico Country Office	7
Ciudad Juarez, Mexico Resident Office	1
Guadalajara, Mexico Resident Office	1

**APPENDIX VI**

<b>Central America Region Continued</b>	
Hermosillo, Mexico Resident Office	1
Mazatlan, Mexico Resident Office	1
Monterrey, Mexico Resident Office	1
Tijuana, Mexico Resident Office	1
Panama City, Panama Country Office	2
San Jose, Costa Rica Country Office	1
<b>Other Foreign</b>	
Nassau, Bahamas Country Office	1
Santo Domingo, Dom. Rep. Country Office	1
<b>FOREIGN SUMMARY</b>	<b>62</b>

Source: DEA, Intelligence Section, Management and Production Support Section



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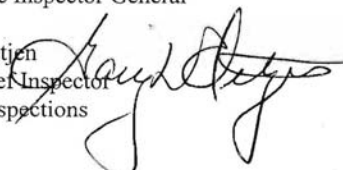
U. S. Department of Justice  
Drug Enforcement Administration

[www.dea.gov](http://www.dea.gov)

Washington, D.C. 20537

MEMORANDUM

TO: Raymond J. Beaudet  
Assistant Inspector General  
for Audit  
Office of the Inspector General

FROM: Gary W. Oetjen   
Deputy Chief Inspector  
Office of Inspections

SUBJECT: DEA's Response to the OIG's Draft Report: *The Drug Enforcement Administration's Use of Intelligence Analysts*

The Drug Enforcement Administration (DEA) has reviewed the Department of Justice (DOJ), Office of the Inspector General's (OIG) draft audit report, entitled: *The Drug Enforcement Administration's Use of Intelligence Analysts*. DEA thanks OIG for taking a second look at DEA's hiring practices and revising its final draft report in an effort to conduct a complete comprehensive review of DEA's Use of Intelligence Analysts (IA). As a result of this review, DEA concurs with the nine recommendations, and will take the necessary steps to implement the recommendations.

The preliminary objectives of OIG's audit were to determine (1) how effectively the DEA recruited, trained, and retained intelligence analysts and reports officers; and (2) the quality, usefulness, and effectiveness of intelligence reports and related products produced by the intelligence analysts and reports officers. OIG noted that 75 percent of IAs surveyed by OIG reported that Basic Intelligence Research Specialist training met or exceeded their expectations. OIG also noted that the attrition rate for IAs was low, ranging from 3.5 percent to 2.6 percent during the scope their review. DEA's IA workforce has a high job satisfaction rate, which is evidenced by the fact that 81 percent of the IAs surveyed by OIG indicated that they planned to stay with DEA for the next five years. OIG further acknowledged that both internal and external users of DEA intelligence information were satisfied with the IAs' work products, and that members of the Intelligence Community (IC) found DEA intelligence information to be invaluable.

DEA provides the following response to the OIG's recommendations:

**Recommendation 1: Develop a plan to ensure that the DEA meets its intelligence analysts hiring goal.**

DEA concurs with this recommendation. The OIG correctly points out that DEA came very close but did not achieve its hiring goals for Intelligence Analysts (IAs) in 2004 through 2007. In each of the years examined by the OIG, DEA's on board rate was within 2-4 percent of the hiring goal. There were several factors that contributed to slightly missing DEA's internal hiring goals. The most important among these was the uncertainty of our funding situation in each of those years. As the OIG points out, during 2003 through 2007, DEA absorbed over \$210 million in budget reductions. Some portion of these reductions occurred each year, but the amount of each year's cut was never known until the appropriation was enacted, and none of the bills were enacted until well into the fiscal year. The worst example of this uncertainty occurred just prior to the time period examined by the OIG. In FY 2003, DEA's House mark was \$75 million over our base need and the Senate mark was \$80 million below our base need; the bill was not enacted until February 20, thirty-eight days before the mid point of the fiscal year. With uncertainties like this, extending half way into the fiscal year, it is difficult to plan and perfectly execute a hiring plan. Coming as close as we did, given the huge uncertainties and annual base erosions, is an accomplishment that DEA considers noteworthy.

Beginning with FY 2008, DEA established specific hiring goals for IA's. Establishing hiring goals at this level of specificity will help DEA hit its targets. The Financial Plan for FY 2008 has been developed and submitted to Congress for approval, as required by the FY 2008 appropriations bill report. We anticipate committee approval shortly and have already scheduled IA classes to ensure that our hiring goals for this year are met.

The DEA estimates that, for every Intelligence Analyst that it hires, it needs three qualified applicants in its hiring pool. Until FY 2007, the DEA maintained a sufficient applicant pool. Hiring limits in FY 2007 significantly impacted DEA's ability to maintain that pool.

In early May, 2008, the DEA will issue a national announcement to regain a sufficient hiring pool to achieve its hiring goals. As reported to the OIG, the DEA remains concerned about the lengthy Office of Personnel Management (OPM) background process which inhibits DEA's ability to manage IAs entry on duty scheduling to achieve its hiring goals.

**Recommendation 2: Maintain an adequate applicant hiring pool for IAs.**

DEA concurs with the recommendation. The Intelligence Division (NC) will ensure that an adequate hiring pool is maintained, based on authorized hiring levels and concurs with the 3-to-1 ratio of applicants to actual hire, discussed previously with the OIG. During the audit period, NC maintained an adequate pool of applicants as indicated by its hiring achievement. NC will continue to contact and maintain close communication with all applicants in the current pool to reaffirm that they are still available for hire. NC will continue to advertise vacant IA positions as they occur, and as necessary, and will process all qualified candidates through NC's hiring process in compliance with established personnel regulations. NC will participate in recruitment opportunities in coordination

Raymond J. Beaudet, Assistant Inspector General for Audits, Evaluations & Inspections Page 3

with the Office of Personnel and EEO Staff. NC will continue to monitor projected attrition rates of DEA IAs, as well as with the candidates in the pool who drop out of the process to garner more applications. NC will identify qualified applicants with existing USG security clearances to facilitate and expedite hiring of candidates by DEA. Based on the above, NC expects to be at the 3-1 ratio of applicants to hire within six months.

**Recommendation 3: Continue the recently initiated practice of establishing annual hiring goals specifically for intelligence analysts.**

DEA concurs with this recommendation. Prior to FY 2008, DEA established only two hiring goals: one specifically for special agents, and a combined goal for all other types of positions. IA hiring was part of this latter goal. As stated above, beginning in FY 2008, DEA has established hiring goals for several specific categories of employees, including IAs. Having separately-identified goals for Special Agents, IAs, Chemists, and other types of employees should make it easier to achieve the goals that were implicit in the broader "non-agent" category used in the past. DEA anticipates continuing this practice in the future, and therefore requests that this recommendation be closed.

**Recommendation 4: Consider reevaluating the Basic Intelligence Research Specialist Training Curriculum to determine if any classes could be taught through more economical means, such as web-based training or at field office locations.**

DEA concurs with the recommendation. The Intelligence Training Section (TRN) convened a Basic Intelligence Research Specialist (BIRS) Review Committee, consisting of former BIRS students and HQ/field supervisory and non-supervisory IAs to conduct an in-depth, top-down assessment of the training curriculum in early 2007. This assessment resulted in additions and changes to the BIRS curriculum, increasing the course from 9 to 14 weeks. OIG noted that 75 percent of the IA respondents indicated that BIRS training met or exceeded their expectations. At the completion of each 14-week BIRS course, the Review Committee reconvenes, under TRN leadership, to evaluate the BIRS curriculum. That review includes student and trainer input. As a result of this process, TRN has made several changes to include: changed the practical exercises; modified the IC training module; and decided to utilize the Office of Special Intelligence to deliver the internet investigations module of the BIRS program instead of a contractor.

The Intelligence Division and TRN believes that by delivering a 14-week BIRS program, DEA is saving thousands of dollars in travel costs and improving the performance of the analysts at an earlier stage in their careers. Specifically, BIRS students receive training in: Asset Forfeiture, Penlink, i2, Diversion, Basic Telecommunications Exploitation Program, Presentation and Briefing Skills, and the Reid Technique of Interviewing and Interrogation. All of these courses previously had been delivered as stand alone, in-service training courses requiring multiple temporary duty (TDY) trips to Quantico. TRN also is researching and analyzing the BIRS curriculum to determine if courses can be delivered via web-based training. Potential web-based training programs are being developed for delivery when TR has a web-based training capability in the Fall 2009. Based on the above response, DEA requests closure of this recommendation.

**Recommendation 5: Establish an adequate system to monitor the status of the security clearances of IAs.**

DEA concurs with the recommendation. Recently, the position of the Deputy Chief Inspector (DCI) for the Office of Security Programs (IS) was upgraded to the Senior Executive Service (SES) level in response to the issues pervading IS. This reflects the importance of the overall role IS plays within the agency. The DCI is reviewing all programs within IS to ensure that necessary resources are obtained to carry out IS' vital mission. The Personal Security Section (ISR) received approval to hire seven (7) personnel security specialists to backfill vacant positions. Once the positions are filled, these resources will be strategically assigned to address the reinvestigation program and the review of all official DEA background files within the ISR in efforts to ensure compliance with all DOJ policies and Executive Orders. The Office of Security Programs will continue to work with the developers of the Eagle Eye data base to improve the monitoring capabilities of the system to capture the security clearance information for all employees. Additionally, The Office of Security Programs is researching a tracking system due to deploy at the Department of Justice in June 2008 and will study the feasibility of implementing at DEA, in conjunction with the current Eagle Eye system.

**Recommendation 6: Ensure that all IAs have Top Secret clearances.**

DEA concurs with the recommendation. IAs who have been identified as requiring a Top Secret clearance are being processed. Of the 19 IAs identified in the audit as requiring Top Secret clearances, 4 still require a reinvestigation which will be initiated by March 30, 2008. The remaining 15 are in various stages of processing with either OPM or the Office of Security Programs. Upon favorable adjudication of the requisite background, all IAs will be granted Top Secret clearances

**Recommendation 7: Ensure that IAs undergo required security reinvestigations every five years.**

DEA concurs with the recommendation. Recently, the position of the Deputy Chief Inspector for IS was upgraded to the Senior Executive Service (SES) level, which reflects the importance of the overall role IS plays within the agency. The DCI is reviewing all programs within IS to ensure that necessary resources are obtained to carry out IS' vital mission. The Personal Security Section (ISR) received approval to hire seven (7) personnel security specialists to backfill vacant positions. Once these positions are filled, these resources will be strategically assigned to address the reinvestigation program and the review of all official background files within the ISR in efforts to ensure compliance with all DOJ policies and Executive Orders. The Office of Security Programs will monitor all DEA background investigations, noting the accurate completion dates of last reinvestigations and ensure that correct dates are listed for the next 5-year update in the Eagle Eye database.

Raymond J. Beaudet, Assistant Inspector General for Audits, Evaluations & Inspections Page 5

**Recommendation 8: Ensure that the customer surveys recently incorporated with the intelligence reports are utilized to assess and evaluate the quality, usefulness, and effectiveness of each product.**

DEA concurs with the recommendation. When the issue was first discussed with the OIG in early 2007, the Intelligence Division immediately took action to implement a customer survey mechanism. DEA found that the feedback from the reports was generally positive. As feedback is received, it is immediately shared with the producers of the report for consideration and any required actions to improve DEA intelligence products. Feedback from our customers has alerted DEA to the issue of the reports readability and the dissatisfaction with paper copies of the report. DEA has addressed this issue by disseminating the report on compact disk (CD), in lieu of paper reports. As a result, DEA has significantly increased the number of CDs being disseminated. DEA will analyze the evaluation forms from a broader perspective, on a 6 month basis, to determine if product quality, usefulness, or effectiveness requires changes or improvements. The first evaluation is due in June 2008.

**Recommendation 9: Develop a process for reviewing and transmitting reports officer cables, especially terrorist-related cables, in a more timely manner.**


DEA concurs with the recommendation. The DEA's Reports Officer (RO) program is an important mechanism for sharing DEA information with the IC. It produces sanitized reports of current drug-related investigative information to be shared with the IC, supports the information sharing requirements of the USA Patriot Act and the General Counterdrug Intelligence Plan (GCIP), and contributes to the IC's collection of foreign drug trafficking information, including drug-related terrorism. NC will issue a teletype amending the RO cables' review and approval process. The teletype will mandate that RO cables be electronically forwarded to the Office of Enforcement Operations for review and directly to the originating office to obtain approval for dissemination. DEA will require that approval/disapproval be provided to DEA headquarters within five working days.

Documentation detailing DEA's efforts to implement the attached action plan will be provided to the OIG on a quarterly basis, until such time that all corrective actions have been completed. If you have any questions regarding DEA's response to the OIG's recommendation, please contact Senior Inspector Michael Stanfill at 202-307-8769.

Attachment

S:/IN/Team A/OIG/Audit/Utilization of IA/Revised DEA's Formal Response to OIG's Review of DEA IAs

# ATTACHMENT 1

<p><b>U.S. Department of Justice Drug Enforcement Administration Intelligence Division</b></p>		<p><b>Reader Comment Card</b> Date: _____</p>																
<p>Name: _____                  Title: _____                  Organization: _____                  Address: _____</p> <p style="text-align: right;">Phone No. _____                  Fax No: _____                  E-mail Address: _____</p>																		
<p><b>1. Please circle the number that best describes your judgment of this DEA Intelligence product. (3 = excellent, 2 = acceptable, and 1 = poor)</b></p> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 60%;">Timeliness of the report</td> <td style="width: 10%; text-align: center;">3</td> <td style="width: 10%; text-align: center;">2</td> <td style="width: 10%; text-align: center;">1</td> </tr> <tr> <td>Readability</td> <td style="text-align: center;">3</td> <td style="text-align: center;">2</td> <td style="text-align: center;">1</td> </tr> <tr> <td>Value of the report</td> <td style="text-align: center;">3</td> <td style="text-align: center;">2</td> <td style="text-align: center;">1</td> </tr> <tr> <td>Clarity and structure of the graphics</td> <td style="text-align: center;">3</td> <td style="text-align: center;">2</td> <td style="text-align: center;">1</td> </tr> </table>			Timeliness of the report	3	2	1	Readability	3	2	1	Value of the report	3	2	1	Clarity and structure of the graphics	3	2	1
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<p><b>2. Please add any comments that may assist in improving future DEA Intelligence products.</b></p>																		
<p><b>3. Please indicate your preference for receiving future DEA drug intelligence products.</b></p> <p> <input type="checkbox"/> Electronically via e-mail (Unclassified only)                     <input type="checkbox"/> Compact Disc (CD) via U.S. Mail                     <input type="checkbox"/> Paper copy via U.S. Mail             </p>																		
<p><b>4. Please add the contact information of anyone else in your agency who would benefit from DEA Intelligence products.</b></p> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">Name/Title: _____</td> <td style="width: 50%;">Name/Title: _____</td> </tr> <tr> <td>Address: _____</td> <td>Address: _____</td> </tr> <tr> <td>City, State, Zip Code: _____</td> <td>City, State, Zip Code: _____</td> </tr> <tr> <td>Phone: _____</td> <td>Phone: _____</td> </tr> <tr> <td>E-mail Address: _____</td> <td>E-mail Address: _____</td> </tr> </table>			Name/Title: _____	Name/Title: _____	Address: _____	Address: _____	City, State, Zip Code: _____	City, State, Zip Code: _____	Phone: _____	Phone: _____	E-mail Address: _____	E-mail Address: _____						
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<p><b>Requests for copies may be faxed to the Intelligence Production Unit, Intelligence Division, DEA Headquarters, at (202) 307-8726.</b></p>																		
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NPMP-121



**ACTION PLAN**

**Audit of the Drug Enforcement Administration's Use Of Intelligence Analysts**

Recommendations	Action Planned	Projected Completion Date
<p>1. Develop a plan to ensure that the DEA meets its intelligence analysts hiring goal.</p>	<p>The OIG correctly points out that DEA came very close but did not achieve its hiring goals for Intelligence Analysts (IAs) in 2004 through 2007. In each of the years examined by the OIG, DEA's on board rate was within 2-4 percent of the hiring goal. There were several factors that contributed to slightly missing DEA's internal hiring goals. The most important among these was the uncertainty of our funding situation in each of those years. During 2003 through 2007, DEA absorbed over \$210 million in budget reductions. Some portion of these reductions occurred each year, but the amount of each year's cut was never known until the appropriation was enacted, and none of the bills were enacted until well into the fiscal year. With uncertainties like this, extending half way into the fiscal year, it is difficult to plan and perfectly execute a hiring plan.</p> <p>Beginning with FY 2008, DEA established specific hiring goals for IA's. Establishing hiring goals at this level of specificity will help DEA hit its targets. The Financial Plan for FY 2008 has been developed and submitted to Congress for approval, as required by the FY 2008 appropriations bill report. We anticipate committee approval shortly and have already scheduled IA classes to ensure that our hiring goals for this year are met.</p>	<p>October 2009</p>

**ACTION PLAN**

**Audit of the Drug Enforcement Administration's Use Of Intelligence Analysts**

Recommendations	Action Planned	Projected Completion Date
<p>2. Maintain an adequate applicant hiring pool for intelligence analysts.</p>	<p>Continue to contact and maintain close communication with all applicants in current pool to reaffirm that they are still available for hire. Continue to advertise vacant IA positions as they occur and as necessary. Process all qualified candidates through NC's hiring process in compliance with established personnel regulations. Participate in recruitment opportunities in coordination with the Office of Personnel and EEO Staff. Continue to monitor projected attrition rates of DEA Intelligence Analysts as well as the candidates in the pool who drop out of the process to garner more applications. Identify qualified applicants with existing USG security clearances to facilitate and expedite hiring of candidates by DEA. Based on the above, DEA expects to be at the 3-1 ratio of applicants to hire within six months.</p>	<p>September 2008</p>
<p>3. Continue the recently initiated practice of establishing annual hiring goals specifically for intelligence analysts.</p>	<p>Prior to FY 2008, DEA established only two hiring goals: one specifically for special agents, and a combined goal for all other types of positions. IA hiring was part of this latter goal. Beginning in FY 2008, DEA has established hiring goals for several specific categories of employees, including IAs. Having separately-identified goals for Special Agents, IAs, Chemists, and other types of employees should make it easier to achieve the goals that were implicit in the broader "non-agent" category used in the past. DEA anticipates continuing this practice in the future, and therefore requests that this recommendation be closed.</p>	<p>Action completed, request closure April 2008</p>

**ACTION PLAN**

**Audit of the Drug Enforcement Administration's Use Of Intelligence Analysts**

Recommendations	Action Planned	Projected Completion Date
<p>4. Consider reevaluating the Basic Intelligence Research Specialist training curriculum to determine if any classes could be taught through more economical means, such as web-based training or at field office locations.</p>	<p>Convene BIRS Review Committee at completion of each Basic Intelligence Research Specialist (BIRS) training course to conduct in-depth review of training curriculum. The BIRS committee conducted an in-depth, top-down assessment of the training curriculum in early 2007. This assessment resulted in additions and changes to the BIRS curriculum, increasing the course from 9-to-14 weeks. Potential web-based training programs are being developed for delivery when TR has a web-based training capability in the Fall 2009.</p>	<p>March 2008</p>
<p>5. Establish an adequate system to monitor the status of the security clearances of intelligence analysts.</p>	<p>Recently, the position of the Deputy Chief Inspector for IS was upgraded to the Senior Executive Service (SES) level, which reflects the importance of the overall role IS plays within the agency. The DCI is reviewing all programs within IS to ensure that necessary resources are obtained to carry out IS' vital mission. The Personal Security Section (ISR) received approval to hire seven (7) personnel security specialists to backfill vacant positions. Once these positions are filled, these resources will be strategically assigned to address the reinvestigation program and the review of all official background files within the ISR in efforts to ensure compliance with all DOJ policies and Executive Orders. The Office of Security Programs (IS) will continue to work with the developers of the Eagle Eye data base to improve the monitoring capabilities of the system to capture the security clearance information for all DEA employees. Additionally, IS is researching a tracking system due to</p>	<p>March 2009</p>

**ACTION PLAN**

**Audit of the Drug Enforcement Administration's Use Of Intelligence Analysts**

Recommendations	Action Planned	Projected Completion Date
<p>6. Ensure that all intelligence analysts have required Top Secret clearances.</p>	<p>deploy at the Department of Justice in June 2008 and will study the feasibility of implementing at DEA, in conjunction with the current Eagle Eye system.</p> <p>Of the 19 IAs identified in the audit as requiring Top Secret clearances, 4 still require a reinvestigation which will be initiated by March 30, 2008. The remaining 15 are in various stages of processing with either OPM or the Office of Security Programs. Upon favorable adjudication of the requisite background, all IAs will be granted Top Secret clearances.</p>	<p>October 2008</p>
<p>7. Ensure that intelligence analysts undergo required security reinvestigations every 5 years.</p>	<p>Recently, the position of the Deputy Chief Inspector for IS was upgraded to the Senior Executive Service (SES) level, which reflects the importance of the overall role IS plays within the agency. The DCI is reviewing all programs within IS to ensure that necessary resources are obtained to carry out IS' vital mission. The Personal Security Section (ISR) received approval to hire seven (7) personnel security specialists to backfill vacant positions. Once these positions are filled, these resources will be strategically assigned to address the reinvestigation program and the review of all official DEA background files within the ISR in efforts to ensure compliance with all DOJ policies and Executive Orders.</p> <p>IS will monitor all IA background investigations, noting the accurate completion dates of last reinvestigations and ensure that correct dates are listed for the next 5 yr. update in the Eagle Eye database.</p>	<p>October 2008</p>

**ACTION PLAN**

**Audit of the Drug Enforcement Administration's Use Of Intelligence Analysts**

Recommendations	Action Planned	Projected Completion Date
<p>8. Ensure that the customer surveys recently incorporated with the intelligence reports are utilized to assess and evaluate the quality, usefulness, and effectiveness of each product.</p>	<p>Attach to every DEA Intelligence publication an evaluation form to be completed by all readers. Provide immediate feedback to report authors so changes/improvements can be made. Analyze the evaluation forms from a broader perspective on a 6 month basis to determine if overall product quality, usefulness, or effectiveness require changes/improvements.</p>	<p>June 2008</p>
<p>9. Develop a process for reviewing and transmitting reports officer cables, especially terrorist-related cables, in a more timely manner.</p>	<p>The Intelligence Division will issue a teletype amending the Reports Officer (RO) cables' review/approval process. The teletype will mandate that RO cables are to be electronically forwarded to the Office of Enforcement Operations for review and directly to the originating office to obtain approval for dissemination. Require that approval/disapproval be provided to HQ within 5 working days. Once approval is received, cables will be sent within 48 business hours. Focus on timely dissemination of terrorist-related information. Potential imminent terrorist threat information will be disseminated within 24-48 hours.</p>	<p>April 1, 2008</p>

**OFFICE OF THE INSPECTOR GENERAL ANALYSIS AND  
SUMMARY OF ACTIONS NECESSARY TO CLOSE THE REPORT**

The OIG provided a draft of this audit report to the DEA for review and comment. The DEA's written response is included in Appendix VII of this final report. The DEA concurred with all of the recommendations in the audit report. Our analysis of the DEA's response and a summary of actions necessary to close each recommendation are below.

**Status of Recommendations:**

1. **Resolved.** The DEA concurred with our recommendation to develop a plan to ensure that the DEA meets its intelligence analysts hiring goal.

This recommendation can be closed when the DEA provides the OIG with a copy of its plan to ensure that the DEA meets its intelligence analyst hiring goal and supporting documentation that the DEA has implemented this plan.

2. **Resolved.** The DEA concurred with our recommendation to maintain an adequate applicant hiring pool for intelligence analysts. The DEA stated that the Intelligence Division will monitor projected attrition rates of DEA intelligence analysts, will identify qualified applicants with existing U.S. Government security clearances, and will expect to be at the 3-1 ratio of applicants to hire within 6 months.

This recommendation can be closed when the OIG receives the DEA's projected number of new hires for intelligence analysts and attrition rate through the end of FY 2008 and a report containing the number of applicants in its hiring pool for intelligence analysts during the same period.

3. **Resolved.** The DEA concurred with our recommendation to continue its practice of establishing annual hiring goals specifically for intelligence analysts.

This recommendation can be closed when the OIG receives adequate supporting documentation that the DEA has established a separate hiring goal for intelligence analysts in FY 2008 and will continue to do so in future years.

4. **Resolved.** The DEA concurred with our recommendation to consider re-evaluating the Basic Intelligence Research Specialist (BIRS) training curriculum to determine if any classes could be taught through more economical means, such as web-based training or at field office

locations. The DEA stated that the Intelligence Training Section is developing web-based training programs to be used in the fall of 2009. At the completion of each 14-week BIRS course, the Review Committee will reconvene to evaluate the BIRS curriculum, including student and trainer input.

This recommendation can be closed when the DEA provides the OIG with a list of potential web-based training classes it is considering deploying, the timeline for establishing the web-based training and its implementation, and current actions being taken to establish the web-based training.

- 5. Resolved.** The DEA concurred with our recommendation to establish an adequate system to monitor the status of the security clearances of intelligence analysts. The DEA stated that the Office of Security Programs is researching a tracking system and will study the feasibility of implementing the system at the DEA in conjunction with the current Eagle Eye system.

This recommendation can be closed when the DEA provides the OIG with documentation substantiating that an adequate system for tracking and monitoring security clearances for all intelligence analysts has been implemented.

- 6. Resolved.** The DEA concurred with our recommendation to ensure that all intelligence analysts have Top Secret clearances. The DEA stated that upon favorable adjudication of the requisite background, all intelligence analysts will be granted Top Secret clearances.

This recommendation can be closed when the DEA provides the OIG with documentation that all intelligence analysts have current Top Secret clearances or that the paperwork has been submitted to begin the appropriate background investigation for a Top Secret clearance.

- 7. Resolved.** The DEA concurred with our recommendation to ensure that intelligence analysts undergo required security reinvestigations every 5 years. The DEA stated that the Personal Security Section received approval to hire seven personnel security specialists to backfill vacant positions and that these additional personnel will be assigned to address the reinvestigation program.

This recommendation can be closed when the DEA provides the OIG with its plan (including implementation date and timeline) that describes how reinvestigations for Top Secret clearances will be accomplished in accordance with time specifications.

8. **Resolved.** The DEA concurred with our recommendation to ensure that the customer surveys recently incorporated into the intelligence reports are utilized to assess and evaluate the quality, usefulness, and effectiveness of each product. The DEA stated that it will analyze the evaluation forms from a broader perspective on a 6-month basis to determine if product quality, usefulness, or effectiveness requires changes or improvements. The DEA stated the first evaluation is due in June 2008.

This recommendation can be closed when the DEA provides the OIG with a report analyzing the Reader Comment Cards completed by external report users. This report should contain a list of best practices and a plan to implement reasonable corrective actions to improve the timeliness and usability of the DEA's reports.

9. **Resolved.** The DEA concurred with our recommendation to develop a more efficient process for reviewing and transmitting Reports Officer cables, especially terrorist-related cables. The DEA stated that the Intelligence Division will issue a teletype amending the Reports Officer cable review and approval process. The teletype will mandate that Reports Officer cables be electronically forwarded to the Office of Enforcement Operations for review and to the originating office to obtain approval for dissemination. The DEA will require that approval or disapproval be provided to DEA headquarters within 5 working days.

This recommendation can be closed when the DEA provides the OIG with a copy of the teletype amending the Reports Officer cables review and approval process.