



**U.S. Department of Justice
Office of the Inspector General
Evaluation and Inspections Division**

**Review of United States
Attorneys' Offices' Use of
Intelligence Research Specialists**

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EXECUTIVE DIGEST

The Office of the Inspector General (OIG) reviewed the United States Attorneys' Offices' (USAO) use of the 93 intelligence research specialist positions authorized by Congress in fiscal year (FY) 2002. Specifically, we assessed whether the positions were used effectively to support the USAOs' and the Department of Justice's (Department) overall anti-terrorism efforts by collecting, analyzing, and disseminating information and intelligence.

The Department's *Strategic Plan* states that a priority of the Department is to protect the United States against terrorism by preventing, disrupting, and defeating terrorist operations before they occur. According to the *Strategic Plan*, the Department will seek to develop and implement the full range of resources available to investigate terrorist incidents and will vigorously prosecute those who have committed, or intend to commit, terrorist acts in the United States.

After September 11, 2001, the Attorney General directed each USAO to establish an Anti-Terrorism Advisory Council (ATAC) and later directed each USAO to hire an intelligence research specialist to assist the ATAC. According to the Attorney General, each ATAC will coordinate the implementation of an operational plan to guide its district in preventing terrorism; transmit information about terrorism and terrorist activities between federal and local agencies; and coordinate its district's response to terrorism incidents. The intelligence research specialist position is designed to assist the ATAC by coordinating anti-terrorist activities, analyzing the relevance and reliability of threat information and investigative leads, and ensuring that cases with terrorism connections are identified for prosecution.

RESULTS IN BRIEF

In FY 2002, the Department requested and received 93 intelligence research specialist positions. Our review found that the Executive Office for United States Attorneys (EOUSA) and the USAOs need to develop an intelligence capability across all districts that fully supports the broad anti-terrorism efforts of the Department. The intelligence research specialist positions were created to facilitate the development of an intelligence capability at each USAO. According to the intelligence community, an effective intelligence capability requires the implementation of three functions: collection of information, analysis of the information collected to produce intelligence, and dissemination of the intelligence so it may be

acted upon. Individually, many intelligence research specialists have carried out these functions and have made valuable contributions to their USAOs' anti-terrorism efforts. However, we concluded that EOUSA, in coordination with the USAOs, should ensure that the intelligence research specialists use a systematic approach to performing their intelligence functions so that their work can be integrated most effectively into the Department's anti-terrorism efforts.

As we describe in this report, we found the following areas in which the use of intelligence research specialists could be improved:

- Inconsistent information collection and access – EOUSA could further support USAOs' intelligence capabilities by establishing standards for information collection efforts and working with the Federal Bureau of Investigation (FBI) to provide all intelligence research specialists with access to the FBI's investigative databases.
- Inconsistent format, quality, and dissemination of work products – EOUSA could increase the usefulness of intelligence research specialists' work products by defining and standardizing the work products, promulgating standards to ensure quality analytical products, ensuring the dissemination of analytical products to the Department, surveying its end users on the utility of the work products, and ensuring that its internal inspection unit's review reports contain sufficient information to evaluate the intelligence research specialist position in each district.
- Outdated and disorganized policy guidance – EOUSA could better support intelligence research specialists' access to complete and applicable policy guidance by creating a consolidated index of all policy guidance related to the intelligence research specialists and posting all the guidance on the intelligence research specialist intranet page.
- Monitoring of intelligence research specialist vacancies – EOUSA could better support the USAOs in their efforts to reduce gaps in coverage for short- and long-term intelligence research specialist vacancies.

By addressing the shortcomings we identified, EOUSA and the USAOs will be better positioned to respond to the imminent restructuring of the Department's intelligence entities. In response to the recommendations of

the Commission on the Intelligence Capabilities of the United States Regarding Weapons of Mass Destruction, in June 2005 the President directed the Attorney General to reorganize the Department to establish a new Assistant Attorney General for National Security and to consolidate the intelligence functions of the FBI into a new Directorate.

To respond effectively to these intelligence reforms, EOUSA and the USAOs should focus greater attention on the use and integration of the intelligence research specialists, and should seek to ensure that USAOs have the intelligence capability necessary to develop new leads and identify cases with a potential terrorism nexus.

Inconsistent Information Collection and Access

We found that the information collection efforts at the USAOs differ markedly from district to district. The intelligence research specialists collect information through a variety of methods, such as reviewing case files, meeting with ATAC members, and sharing information with their counterparts in other agencies. However, there was no uniformity in the sources used or in the types of information collected. Also, beyond basic requirements, EOUSA has not identified the standard technology-based tools needed by intelligence research specialists to collect and analyze information. For example, not all of the intelligence research specialists have access to the FBI's investigative databases, an important source of information for their work.

Inconsistent Format, Quality, and Dissemination of Work Products

EOUSA and the USAOs have not defined the work products expected from intelligence research specialists. Among the 226 work product examples provided to us by 68 intelligence research specialists, we identified 29 different types of products with myriad names and formats. Further, the intelligence report examples provided to us sometimes lacked the basic information necessary to enable recipients to understand and use the reports. The lack of a consistent format and content for the work products makes it more difficult for users' to readily identify and take appropriate action on the intelligence contained in these products.

EOUSA could improve work product consistency by establishing quality standards for intelligence research specialists' work products. EOUSA stated that each USAO district is responsible for developing quality standards for work products, but our review found that most have not done so. Almost two-thirds of the intelligence research specialists told us that

their USAOs have not established standards. Even had each USAO individually established standards, there would still be no mechanism to ensure the consistency of work products from USAO to USAO. Furthermore, there is no review process for key products (such as original analyses that address terrorist threats, discuss the Department's anti-terrorism efforts, and are widely disseminated). A review process would make it easier to identify emerging regional trends, reduce duplication of effort, identify other potential users of the work products, and make connections among disparate events that could identify potential security threats.

EOUSA also has not enforced its own requirement that all analytical work products be provided to the Office of Intelligence Policy and Review (OIPR). On May 7, 2003, EOUSA directed that the intelligence research specialist work products be provided to OIPR to ensure that relevant intelligence from USAO districts is identified, shared, and acted upon appropriately within the Department. OIPR's Chief of Staff stated that OIPR has not seen this directive or received any intelligence research specialist work products.

Also, EOUSA could better monitor the utility of intelligence research specialists' work products by surveying internal and external end users. EOUSA agreed that a survey of end users would be useful. Further, although EOUSA's internal inspection unit, the Evaluation and Review Staff (EARS), has evaluated the intelligence research specialists function as part of its triennial office reviews since June 2004, the reports on those reviews did not contain sufficient information to evaluate the intelligence research specialist position in each district.

Outdated and Disorganized Policy Guidance

EOUSA needs to improve intelligence research specialists' access to complete and applicable policy guidance. There is no consolidated index of all policy guidance applicable to the intelligence research specialists, nor is all guidance posted on the intelligence research specialist intranet page. Our review of the guidance available on the intelligence research specialist intranet page found that it had not been updated and was poorly organized. Information on the intranet was duplicative, lacked descriptive titles to identify the content, and could not be sorted by title, subject matter, or recipient. As a result, it is difficult for intelligence research specialists and others to find complete and applicable guidance.

Monitoring of Intelligence Research Specialist Vacancies

Finally, EOUSA could better support the USAOs in their efforts to address gaps in coverage caused by short- and long-term vacancies in USAO intelligence research specialist positions. As of June 15, 2005, 20 percent of the positions were vacant because the incumbent was on military leave, a special detail, or the position had not been filled. In some districts, limited coverage was provided by other USAO personnel or intelligence research specialists from adjoining districts. However, this ad hoc approach is not adequate to ensure that intelligence analysis is performed consistently, and that important information from intelligence research specialists is shared throughout all USAO districts.

CONCLUSION AND RECOMMENDATIONS

Three years after the Department received intelligence research specialist positions for each USAO, EOUSA has not yet ensured that the intelligence research specialists employ a systematic approach to their information collection efforts, that intelligence work products are consistent, and that critical information and intelligence produced by intelligence research specialists are shared among USAO districts and throughout the Department as appropriate. While each U.S. Attorney exercises considerable discretion in the use of his or her resources to further the district's priorities and meet local needs, we believe that EOUSA and the USAOs could improve the support that the intelligence research specialists provide to the broader anti-terrorism activities of the Department.

The OIG is making eight recommendations to help EOUSA and the USAOs improve the use of the intelligence research specialists in supporting the Department's anti-terrorism efforts. We recommend that the EOUSA:

1. Improve the consistency of the implementation of the intelligence research specialist function by:
 - a. Identifying the types of information, by source, to be collected by intelligence research specialists;
 - b. Working with the FBI to provide all intelligence research specialists with access to the FBI's investigative databases
 - c. Identifying standard tools for all intelligence research specialists;

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- d. Surveying intelligence research specialists to determine which of the standard tools they lack and supplying missing tools to those who need them;
 - e. Defining work products that intelligence research specialists produce; and
 - f. Establishing standards to ensure the consistency and quality of intelligence research specialist work products.
2. Provide intelligence research specialists with current and complete guidance by:
 - a. Developing and posting on the EOUSA's intranet site an intelligence research specialist manual that includes all pertinent guidance issued by the Attorney General, EOUSA, and USAOs on the roles and duties of the intelligence research specialist, including templates, examples of work products, and quality standards.
 - b. Updating the EOUSA intranet page to provide complete, current, and organized guidance.
 3. Identify ways to ensure that intelligence research specialists' original analytical work products are reviewed in order to meet quality standards.
 4. Ensure that the work of the intelligence research specialists is disseminated to the Department as appropriate.
 5. Survey consumers of intelligence research specialist products regarding work product applicability, quality, and areas for improvement.
 6. Ensure that the Evaluation and Review Staff (EARS) reports include an evaluation of the intelligence research specialist position.
 7. Provide appropriate coordination to ensure the continuity of intelligence research specialist functions in all USAOs with short- and long-term vacancies.

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8. Reassess the role and duties of the intelligence research specialists in light of the Department re-organization of its intelligence entities.

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BACKGROUND

The Department's *Strategic Plan* states that the first priority of the Department of Justice (Department) is to protect the United States against terrorism by preventing, disrupting, and defeating terrorist operations before they occur; developing and implementing the full range of resources available to investigate terrorist incidents; and vigorously prosecuting those who have committed, or intend to commit, terrorist acts in the United States.¹ The Department's *Strategic Plan* outlines several strategies to achieve these objectives, including establishing anti-terrorism task forces within each judicial district to coordinate anti-terrorist activities; developing an intelligence capability that fully supports the Department's counterterrorism efforts; and building strong cases for prosecution through the use of district anti-terrorism task forces.² The Department requested and received from the Congress money to fund one intelligence research specialist position for each United States Attorney's Office (USAO) in fiscal year (FY) 2002 to facilitate the coordination of anti-terrorist activities with investigative agencies, develop an intelligence capability, and build stronger cases.

Coordination of Anti-Terrorist Activities

The creation of the intelligence research specialist positions was one of a number of actions taken by the Department after September 11, 2001 to improve its counterterrorism capabilities. On September 17, 2001, the Attorney General directed each USAO to establish an Anti-Terrorism Advisory Council (ATAC).³ In part, intelligence research specialists were designed to facilitate the mission of the ATAC. According to the Anti-Terrorism Plan Memorandum for All U.S. Attorneys, the ATACs coordinate the implementation of an operational plan for preventing terrorism; transmit information about terrorism and terrorist activities between federal and local agencies; and coordinate the districts' response to a terrorist incident.⁴

¹ *Strategic Plan, Fiscal Years 2001-2006*, U.S. Department of Justice, pp. 18-22.

² *Ibid.*

³ ATACs were originally called Anti-Terrorism Task Forces (ATTFs). There are approximately 11,000 members in the 93 ATACs across the country.

⁴ Anti-Terrorism Plan Memorandum for All U.S. Attorneys, Attorney General John Ashcroft, U.S. Department of Justice, September 17, 2001.

The ATACs are open to a broad range of participants and do not require security clearances.⁵

In addition to ATACs, the Attorney General directed the expansion of the Joint Terrorism Task Forces (JTTF), led by the Federal Bureau of Investigation (FBI). The JTTFs' mission is to detect and investigate terrorists and terrorist groups and prevent them from carrying out terrorist acts directed against the United States. Membership in the JTTFs is limited to law enforcement, intelligence, and military personnel with Top Secret security clearances. To enhance the effectiveness of the USAOs' anti-terrorism activities, the intelligence research specialists were intended to serve as a bridge between the JTTF and the ATAC. For example, intelligence research specialists were expected to check on the results of leads forwarded to the JTTFs by ATAC members and, at the same time, transmit important threat information from the JTTFs to ATAC members at the appropriate classification level.

Developing an Intelligence Capability at the USAOs and Building Stronger Cases

The intelligence research specialist positions were also created to develop an intelligence capability at the USAOs. To develop this capability, three areas need to be addressed: information sharing, information analysis, and coordination. In the memorandum, Prevention of Acts Threatening Public Safety and National Security, November 8, 2001, the Attorney General directed the heads of Department components to take prompt action in developing and improving capabilities in these three areas. In reference to information analysis, the Attorney General stated that:

Information is only as valuable as the uses to which it is put. Beyond collection and dissemination, information in your custody must be carefully and expertly analyzed in order to assess its relevance and reliability in identifying threats and investigative leads. I hereby direct you to assess the intelligence analysis capacity of your component and, where deficient, to improve such capacity or, where warranted, institute procedures to ensure proper analysis by related components or agencies.⁶

⁵ ATAC members include federal, state, and local law enforcement officers; first responders; private industry security personnel; and individuals from any other relevant organization that has a need for terrorism-related threat information.

⁶ Prevention of Acts Threatening Public Safety and National Security, Attorney General John Ashcroft, U.S. Department of Justice, November 8, 2001.

In a November 13, 2001, memorandum to all U.S. Attorneys, the Attorney General informed them that the proposed FY 2002 budget included funding for 93 analysts, one for each USAO district.⁷ According to the Attorney General, the intelligence analyst positions were created because “[i]nformation must be appropriately analyzed before it can be used to its full potential.” The Attorney General directed all U.S. Attorneys to ensure that the intelligence analysts had access to the most recent and reliable information available through coordination with the USAO’s Chief Information Officer and Law Enforcement Coordinating Committee. The memorandum also stated that the intelligence analysts would act as a conduit of information from federal law enforcement and intelligence agencies to local law enforcement.⁸ In December 2001, the Executive Office for United States Attorneys (EOUSA) assigned an Attorney Advisor to coordinate the intelligence research specialist program from Washington, D.C.⁹

The first Attorney Advisor told the OIG that the Department decided to establish the 93 intelligence research specialist positions at the USAOs for three reasons. First, the U.S. Attorney is the highest ranking federal law enforcement officer in the district, and many federal law enforcement officers rely on the USAO to prosecute their cases. As a result, the law enforcement community generally considers USAOs to be

A New Position for the USAOs

Shortly after September 11, 2001, the Attorney General ordered all Department components to assess and improve their intelligence analysis capability. As part of that effort, EOUSA, in cooperation with USAOs, conceived, developed, and funded an intelligence research specialist position for each USAO. Unlike any other USAO position, the intelligence research specialists collect and disseminate intelligence outside of traditional prosecutorial efforts, and work beyond their district to share information with JTTFs and other federal, state, and local anti-terrorism partners nation-wide. In contrast, other USAO staff work primarily to support their district’s litigation or prosecutions, and USAs exercise considerable autonomy in directing their work. According to EOUSA, the unique nature of the intelligence research specialist position, combined with the difficult time period, made implementing the positions challenging for EOUSA and the USAOs.

⁷ There are 94 USAO districts, but only 93 U.S. Attorneys. One U.S. Attorney is assigned to each of the districts, with the exception of Guam and the Northern Mariana Islands, where a single U.S. Attorney serves both districts. For the purposes of this report, we refer to 93 USAOs.

⁸ Cooperation with State and Local Officials in the Fight Against Terrorism, Attorney General John Ashcroft, U.S. Department of Justice, November 13, 2001.

⁹ The first Attorney Advisor served from December 2001 to August 2003, and the second served from October 2003 to October 2004.

“turf neutral” because they do not represent the interests of any individual agency. Second, prosecuting cases requires federal law enforcement agencies to share information with USAO staff that they may not have shared with other agencies. One of the original roles envisioned for intelligence research specialists was to coordinate with intelligence analysts at other agencies to share case information. Developing an intelligence capability would also enable USAOs to better identify cases with terrorism connections. For example, a drug case involving money laundering could be identified as a terrorism case if the money was used to provide material support for a terrorist organization.

Third, adding an intelligence capacity at the USAOs would help identify duplication of effort or potential conflict between different federal law enforcement agencies that are independently investigating the same subject(s). For example, if the Drug Enforcement Administration (DEA) requested a search warrant from the USAO on a suspected drug trafficker, and the JTTF was investigating the same subject for links to terrorism, the intelligence research specialist would be able to alert the involved AUSAs of the potential conflict.

Memorandums From the Director of EOUSA Regarding the Role of Intelligence Research Specialists.

From September 2002 to May 2003, EOUSA sent three memorandums to all U.S. Attorneys to instruct USAOs on how intelligence research specialists should be used. On September 25, 2002, the Director of EOUSA sent all U.S. Attorneys a memorandum titled Intelligence Research Specialist “Best Practices.” The memorandum stated that the intelligence research specialists were primarily information “gatherers and sharers” in support of ATAC activities. The memorandum also reminded U.S. Attorneys that “Intelligence Research Specialist (IRS) positions are NOT to be used as investigative positions” and that “these positions should not take the place of, nor interfere with, the intelligence gathering activities of the investigative agencies.” Instead, according to the memorandum, the U.S. Attorney or ATAC Coordinator was to consider using intelligence research specialists to perform the functions summarized below:¹⁰

- Information sharing. Serve as a conduit of information by discovering and bridging gaps in information sharing, assisting with community outreach efforts, filtering bulletins and alerts for distribution, and assisting in implementing procedures to better

¹⁰ Appendix I provides additional information on the functions performed by intelligence research specialists on a regular basis.

facilitate intelligence sharing. Liaison with intelligence research specialists from other agencies, as well as personnel from regional intelligence centers, to facilitate information sharing, develop personal relationships, and gather strategic intelligence information.

- Intelligence analysis. Ensure that information is properly analyzed and possible links are established and referred to appropriate investigating agencies. Assist with strategic intelligence. Collect, analyze, and recognize threat indicators unique to the district.
- Case support and review. Prepare flow and event charts regarding possible terrorism activities for use in pending investigative matters and later as court exhibits. Review declined case files to ensure the individual has been checked against the proper databases for possible terrorism connections or other current wants or warrants. Attend intake briefings, post summaries, and review case files in an effort to establish possible links between investigations and cases. Research local organizations that may have information on terrorism and draft white papers.
- JTTF and ATAC activities. Participate in appropriate JTTF and ATAC meetings. Provide leads discovered by analyzing or mining data to the JTTF or other appropriate law enforcement agency for a follow-up investigation.

On February 14, 2003, the Director of EOUSA sent a second memorandum titled Designation of AUSAs Pursuant to the Attorney General's March 6, 2002 Intelligence Sharing Procedures. In this memorandum, the Director described the procedures to be followed in the sharing of information on FBI intelligence investigations with intelligence research specialists:

Intelligence research specialists are entitled to receive information from an FBI intelligence investigation pursuant to March 2002 Procedures if they are assigned to work on a particular matter by the USA or a designated AUSA and are properly cleared and trained. In this regard, the IRSs will be treated like other non-lawyer support staff; such staff do not need to be designated by the USA but instead are entitled to receive information derivatively by virtue of their working with a designated USA or AUSA.

On May 7, 2003, the EOUSA Director sent a third memorandum titled Integration of USAO Intelligence Research Specialists. In the memorandum, the Director emphasized the importance of involving intelligence research specialists with the JTTFs:

The leadership of the Department . . . has asked me to reiterate the importance of having the intelligence research specialist actively involved with the JTTFs The purpose of the involvement is three-fold. First, the intelligence research specialists will be able to provide the JTTFs with intelligence information that is being generated by ATTF members who may not be members of the JTTF, as well as intelligence obtained by the USAO from other non-terrorism prosecutions and investigations. Second, the JTTFs will benefit from the part-time assistance of an additional Intelligence Analyst, many of whom will have graduated from the FBI Academy's College of Analytical Studies. Third, the active participation of your intelligence research specialists will help ensure that information from those task forces is shared in a more timely and fulsome manner with appropriately cleared members of your own offices.

These three memorandums represent the main operational guidance from EOUSA to USAOs regarding the intelligence research specialist position. EOUSA also sent additional memorandums on the administrative aspects of the intelligence research specialist position.

Implementation of the Intelligence Research Specialist Position

Role of EOUSA

EOUSA provides the 93 U.S. Attorneys with general executive assistance and direction, policy development, administrative management direction and oversight, operational support, and coordination with other components of the Department and other federal agencies (Appendix II). Among EOUSA's responsibilities, four are relevant to its management of the intelligence research specialist positions. First, EOUSA promotes, facilitates, and monitors programs within the USAOs designated by the Attorney General as priorities of the Department. Because anti-terrorism activities have been designated as the top priority of the Department, and the intelligence research specialists play a key role in the USAOs' anti-terrorism activities, it is EOUSA's responsibility to promote, facilitate, and monitor the program. Second, EOUSA evaluates the performance of the

USAOs, making appropriate reports and taking corrective action where necessary. Third, EOUSA publishes and maintains a *U.S. Attorneys' Manual* and bulletin for the internal guidance of the USAOs and other organizational units of the Department. Fourth, EOUSA supervises the operation of the Office of Legal Education, which develops, conducts, and assists in the training of Department legal personnel and other federal legal personnel, which would include the intelligence research specialists.

Since the creation of the intelligence research specialist positions, EOUSA has assigned two different Attorney Advisors to coordinate the implementation of the intelligence research specialist program. The first Attorney Advisor contacted the DEA and the FBI to determine how they used intelligence research specialists and also attended a conference for First Assistant U.S. Attorneys where he obtained input from them regarding the role of the intelligence research specialists. The Attorney Advisor also attended the annual conference for U.S. Attorneys where he presented the information he had collected and obtained input from the U.S. Attorneys.

From August 2003 to October 2003, and September 2004 to September 2005, the Deputy Counsel to the Director of EOUSA served as the point of contact and coordinator for intelligence research specialists. In September 2005, EOUSA detailed an intelligence research specialist from the field to serve as the national coordinator. Unlike other programs, such as the Law Enforcement Coordinating Committee, neither the Deputy Counsel nor the detailed national coordinator have a staff to maintain liaison with intelligence research specialists; monitor and assist in evaluating intelligence research specialist activity; provide technical assistance; or work with numerous national criminal justice and intelligence organizations on intelligence research specialist matters.

Funding for Intelligence Research Specialists

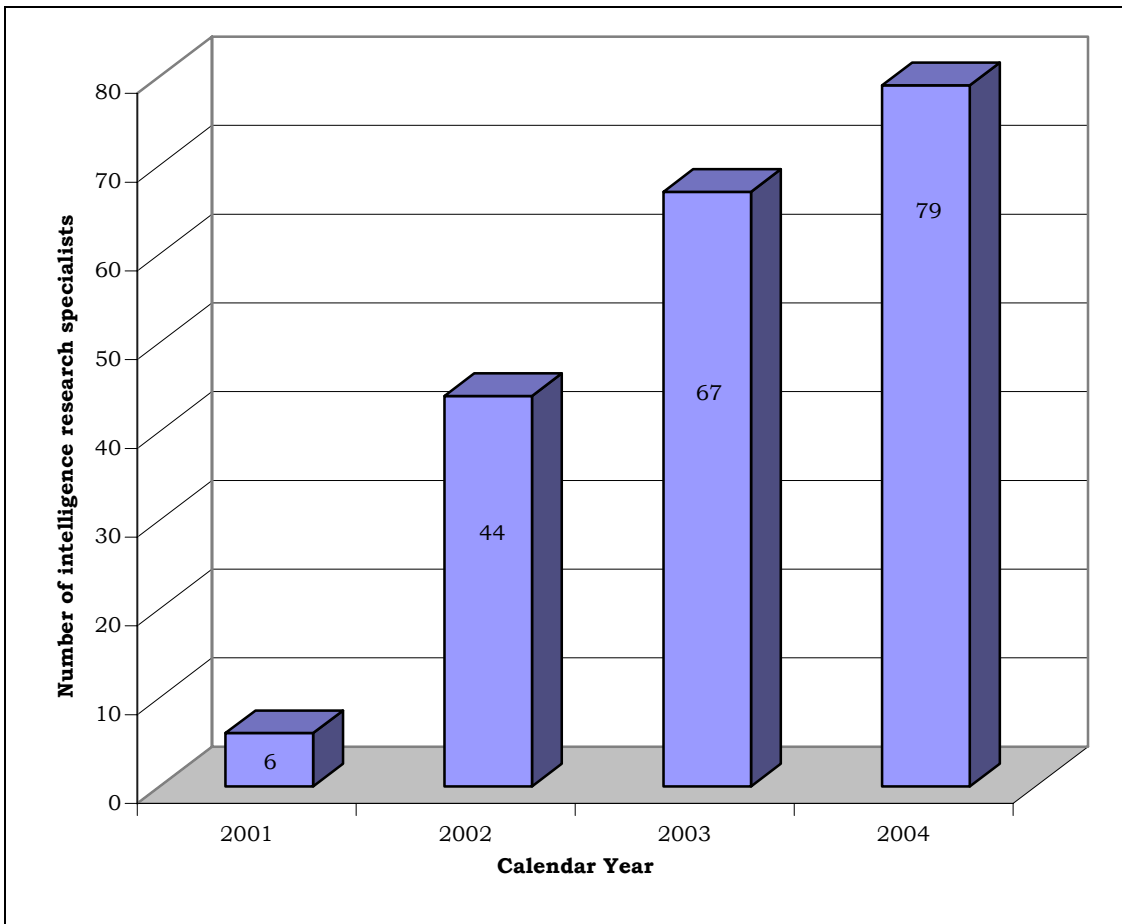
In FY 2002, Congress appropriated supplemental funding of \$56,370,000 to increase USAO staffing levels. Of the 468 positions funded for anti-terrorism investigative and prosecutorial needs, 93 positions were for intelligence research specialists.¹¹ Although the supplemental funded each intelligence research specialist position at the General Schedule (GS) 12 grade level, U.S. Attorneys could fill the position at a different grade level if the district had extra funds to defray the cost. In FY 2003, intelligence research specialist salaries and ancillary costs (such as training, travel, and supplies) were annualized into the general salaries and expenses account.

¹¹ Allocation of Personnel Resources Funded Through the Fiscal Year (FY) 2002 Department of Defense Appropriation, EOUSA Director, February 24, 2002.

As a result, neither salaries nor ancillary costs for intelligence research specialists have appeared as a separate line item in subsequent budgets.
Hiring and Personnel

EOUSA and the USAOs jointly selected the staff for the intelligence research specialist positions. EOUSA, the Attorney General’s Advisory Committee, and the Administrative Officers’ Working Group developed the position descriptions and recruitment documents for intelligence research specialists. EOUSA established the recruitment process, but each USAO district conducted its own interviews for the intelligence research specialist position. EOUSA approved all final selections for the permanent position made by the districts. The following chart depicts the intelligence research specialists staffing levels for each calendar year.

Chart 1: Intelligence Research Specialist Staffing Levels



Source: EOUSA.

Role of the United States Attorneys' Offices

The U.S. Attorneys serve as the nation's principal litigators under the direction of the Attorney General.¹² Each U.S. Attorney is the chief federal law enforcement officer of the United States within the judicial district. The U.S. Attorneys have three statutory responsibilities: the prosecution of criminal cases brought by the U.S. government, prosecution and defense of civil cases in which the United States is a party, and collection of debts owed the U.S. government which are administratively uncollectible.

The workload of each district includes a variety of cases. Each U.S. Attorney exercises discretion in the use of his or her resources to further the district's priorities and the needs of the local communities. Within each USAO, the intelligence research specialist works to address the needs identified by the U.S. Attorney. In many districts, the ATAC Coordinator supervises and evaluates the intelligence research specialist. Intelligence research specialists may work at the main office where the U.S. Attorney is located or may be located at a branch office in the district. According to EOUSA, each U.S. Attorney is ultimately responsible for the intelligence research specialist employed within that office.

Professional Background, Experience, and General Schedule (GS) Levels

The intelligence research specialists working at the USAOs come from a variety of professional backgrounds. Of the 79 specialists employed as of March 2005, the majority worked previously in the military or law enforcement. However, USAOs have also hired specialists with other government, private sector, and foreign intelligence experience.

On average, the specialists we interviewed had 14 years of intelligence experience. Half stated that they had 15 or more years of intelligence experience, with 9 individuals responding that they had 30 or more years of intelligence experience. However, 15 intelligence research specialists stated that they did not have any intelligence experience prior to coming to the USAOs. Most of these individuals came from a law enforcement background. All but one individual was hired at the GS-12 or GS-13 grade level.

¹² U.S. Attorneys Mission Statement. Online: <http://www.usdoj.gov/usao>, accessed September 2005.

Security Clearances

Prior to entrance on duty, EOUSA required that each intelligence research specialist have a completed and adjudicated Single Scope Background Investigation (SSBI).¹³

Developments That Will Affect the Intelligence Research Specialists

Department restructuring

On June 29, 2005, the President directed the Attorney General to restructure the intelligence operations of the Department, including the FBI.¹⁴ The restructuring resulted from two recommendations contained in the report of the Commission on the Intelligence Capabilities of the United States Regarding Weapons of Mass Destruction (March 31, 2005).¹⁵ Those recommendations were:

To ensure that the FBI's intelligence elements are responsive to the Director of National Intelligence [DNI], and to capitalize on the FBI's progress, we recommend the creation of a new National Security Service within the FBI under a single Executive Assistant Director. This service would include the Bureau's Counterterrorism and Counterintelligence Divisions and the Directorate of Intelligence. The service would be subject to the coordination and budget authorities of the DNI as well as the same Attorney General authorities that apply to other Bureau divisions.

The Department of Justice's primary national security elements - the Office of Intelligence Policy and Review, and the Counterterrorism and Counterespionage sections -

¹³ EOUSA waived the requirement for an adjudicated background investigation for some of the specialists. On October 4, 2002, the EOUSA Director informed all U.S. Attorneys that "intelligence research specialists with nearly completed background investigations who are current or former federal government employees may qualify to be waived on board." As of March 2005, 49 of the 79 intelligence research specialists (62 percent) received their final security clearance an average of 99 days after they entered on duty.

¹⁴ Strengthening the Ability of the Department of Justice to Meet Challenges to the Security of the Nation, President George W. Bush, June 29, 2005.

¹⁵ Online: <http://www.wmd.gov/report>, accessed September 2005.

should be placed under a new Assistant Attorney General for National Security.

In a June 29, 2005 message to Department employees, the Attorney General confirmed that the reorganization will consolidate the Office of Intelligence Policy and Review (OIPR) and the Criminal Division's Counterterrorism and Counterespionage Sections into a new National Security Division. A new Assistant Attorney General will lead the National Security Division.

In addition, the message stated that at the FBI, a new senior position directly under the Deputy Director will oversee the FBI's intelligence, counterterrorism, and counterintelligence components, which will be combined to form a National Security Service

State intelligence fusion centers

Another development that may affect the operations of the intelligence research specialists is the establishment of state intelligence fusion centers. At least 13 states have established fusion centers to integrate and analyze information from disparate sources and identify patterns indicative of criminal or terrorist activity. During our research, two intelligence research specialists told us that they were involved extensively in the development of intelligence fusion centers in their states. They both said that they worked to garner support for the centers, develop standard operating procedures, and determine what role they would perform as a member of the center.

PURPOSE, SCOPE, AND METHODOLOGY

Purpose

The Office of the Inspector General (OIG) conducted this review to evaluate the implementation of the intelligence research specialist positions at the USAOs. The OIG assessed how the USAOs employed the intelligence research specialists to analyze and share terrorism-related information, including the functions of the intelligence research specialist positions and the results of their work. We also reviewed guidance, duties, and the work products related to USAO intelligence research specialists.

Scope and Methodology

We conducted fieldwork from February 2005 through June 2005. The review encompassed the intelligence research specialists' work at all 93 USAOs.

Document Review

We reviewed memorandums and guidance from the Attorney General, the Deputy Attorney General, and EOUSA related to the intelligence research specialist positions. In addition, we reviewed all USAO web sites for additional information about the duties of the intelligence research specialists. We reviewed EOUSA's strategic plans, performance measurements, position descriptions, and budget information. We obtained and reviewed the FBI's intelligence analyst training course materials and the FBI's Directorate of Intelligence memorandums and reports. We also reviewed OIG and Government Accountability Office reports related to information sharing and intelligence.

In addition, we received 226 examples of work products provided to us from 68 intelligence research specialists. Among the 226 examples were 29 different types of work products. Work products included ATAC newsletters, link charts, analytical reports, PowerPoint presentations, and course training materials. Of the 79 intelligence research specialists interviewed by the OIG, 7 did not send material because they work on national security information (NSI), and another 4 said they did not produce any work products or were unable to provide examples because they were on extended leave.

Interviews

At EOUSA, we interviewed officials to obtain background information about the intelligence research specialist positions. We spoke with two former Attorney Advisors for the intelligence research specialists to discuss history, purpose, and positions. We also spoke with the Deputy Counsel to the Director of EOUSA to discuss the development of the intelligence research specialist conferences and training opportunities. Further, we spoke with the Assistant Director for the Evaluation and Review Staff (EARS) to obtain additional information about the evaluation of USAO operations.

At the FBI, we met with the Executive Assistant Director for the Directorate of Intelligence to discuss how USAO intelligence research specialists interact with the FBI and the challenges facing the intelligence community. We also met with officials at the College of Analytical Studies at the FBI Academy in Quantico, Virginia, to obtain information about training provided to USAO intelligence research specialists.

At the USAO districts selected for site visits, we spoke with USAO managers to discuss the intelligence research specialist positions. We also met with personnel from state fusion centers; local, state, and federal law enforcement agencies; and the U.S. military to obtain feedback on intelligence research specialist services and work products.

We interviewed 79 intelligence research specialists employed by the USAOs to discuss their roles and responsibilities. We spoke with a JTTF Coordinator and the First AUSA from the Eastern District of Virginia about the use of the intelligence research specialists. We also interviewed two U.S. Attorneys and two FBI special agents who spoke at the March 2005 intelligence research specialist conference. Finally, we contacted the Chief of Staff at the Office of Intelligence Policy and Review (OIPR) to obtain additional information about the receipt of intelligence research specialist products.

Survey

We sent surveys to all U.S. Attorneys and ATAC Coordinators at all the USAOs. Fifteen U.S. Attorneys and 68 ATAC Coordinators or other USAO officials (for a total of 83) provided responses to our survey. Their responses represented 74 of 93 districts.

Field Visits

We visited six USAO districts to conduct interviews and observe the intelligence research specialists' work: Massachusetts, Vermont, Western Texas, Northern Texas, Central California, and Southern California. We also attended portions of the intelligence research specialist annual conference in Columbia, South Carolina, to learn about the program and current issues. We toured the Maryland Coordination and Analysis Center and the Massachusetts State Fusion Center to observe the operations of state intelligence fusion centers.¹⁶

We attended State and Local Anti-Terrorism Training provided by the Institute for Intergovernmental Research in Madison, Wisconsin. We also attended a critical infrastructure meeting and an anti-terrorism training session presented by the Maryland ATAC.

Intelligence Research Specialist Functions

We identified the core functions of the intelligence research specialist positions by reviewing guidance from the Attorney General and EOUSA; reviewing intelligence research specialist position descriptions and EOUSA articles; tabulating survey responses from ATAC Coordinators and U.S. Attorneys; and interviewing intelligence research specialists and EOUSA officials. In addition, we identified examples of best practices in each of the core functions. A description of the core functions and best practice examples is contained in Appendix I.

¹⁶ In general, intelligence fusion centers integrate and analyze information from disparate sources to spot criminal and terrorism patterns.

RESULTS OF THE REVIEW

The intelligence research specialist functions have not been consistently implemented at all USAOs to ensure that information is collected and analyzed, and that the intelligence developed is disseminated to support the Department's anti-terrorism efforts. EOUSA and the USAOs could further support the development of USAOs' intelligence capabilities by establishing uniform information collection requirements, working with the FBI to provide all intelligence research specialists with access to the FBI's investigative databases, and identifying and providing essential tools. Also, EOUSA could increase the utility of intelligence research specialists' work products by defining them and establishing quality standards for analytical products. Currently, these work products differ markedly in format and content, which may affect the end users' ability to readily identify and act upon the intelligence. At the time of the OIG's review, the policy guidance that was available on the EOUSA intranet site was outdated and disorganized. Further, no intelligence research specialist work products had been shared with OIPR, as directed by EOUSA. Finally, approximately one-fifth of all intelligence research specialist positions lacked coverage because the positions were unfilled or the incumbents were on military leave. EOUSA could better support USAOs by identifying critical vacancies and coordinating coverage in all districts.

During this review, intelligence research specialists provided us with several examples of cases in which they contributed to the investigation and prosecution of suspected terrorists. In these cases, the intelligence research specialists obtained information about potential terrorists through their reviews of case files and other data provided by law enforcement agencies, assessed the information, generated investigative leads for the FBI, and assisted individual USAO efforts to prosecute suspected terrorists. For example:

- In a case involving two suspects arrested on charges of lying to federal agents about connections to terrorist training camps in Pakistan, the intelligence research specialist told us that he

assisted FBI employees and the JTTF before and after the arrests. The intelligence research specialist helped draft Intelligence Information Reports for the FBI, reviewed interview notes prepared by special agents, conducted additional research, performed link analysis and name checks in databases, and assisted in drafting material witness affidavits. The intelligence research specialist provided regular briefings to the U.S. Attorney and the ATAC Coordinator regarding the case and helped the USAO with additional prosecutorial preparations.

- In a case involving two suspects arrested for laundering money, providing material support to a foreign terrorist organization, and importing firearms without a license, the intelligence research specialist provided open source research for certain elements of the case, reviewed classified material, conducted telephone number analysis, and identified links between the suspects and other individuals.

Individually, many intelligence research specialists have carried out their functions and made valuable contributions to their USAOs' anti-terrorism efforts exemplified by the cases cited above. However, EOUSA, in coordination with the USAOs, should ensure that the intelligence research specialists in all districts use a consistent approach to carrying out their intelligence functions and that the work of the intelligence research specialists is integrated fully into the Department's anti-terrorism and intelligence efforts. EOUSA has yet to provide standards and guidance to better ensure consistent information collection efforts, work with the FBI to provide all intelligence research specialists with access to the FBI's investigative databases, define and standardize work products, promulgate standards for quality analytical products, ensure the dissemination of analytical products to the Office of Intelligence Policy and Review (OIPR), and coordinate coverage for short- and long-term vacancies. The following sections detail our findings regarding each of these areas.

Information Collection

We found that the information collected by the intelligence research specialists differed markedly among USAO districts. Implementing an effective intelligence capability requires a clear understanding of the sources and types of information to collect. EOUSA, in coordination with the USAOs, has not identified the information that intelligence research specialists should collect, particularly during case file reviews.

One of the best ways for intelligence research specialists to collect information is to review case files for connections to terrorism, either from non-terrorism prosecutions and investigations obtained by the USAO, or terrorism case files at the FBI. However, not all intelligence research specialists have been reviewing case files at the USAOs and the FBI. Only 39 of 79 intelligence research specialists we interviewed told us that they collected information by reviewing case files. Moreover, even among the intelligence research specialists who were reviewing case files, there was no uniformity in the type of cases reviewed or the information collected from the cases. For example, in one district, the intelligence research specialist stated that he routinely reviewed FBI cases to look for trends and connections that might be beneficial at the national level. He added that some attorneys within the USAO would meet with him to talk about leads from their cases. However, in another district, the intelligence research specialist stated that he could not review FBI case files unless he was accompanied by an attorney. Therefore, he would, on occasion, go with an attorney to review case files. In addition, the intelligence research specialist would also attend case presentations by FBI special agents to the U.S. Attorney. Some specialists said that they reviewed only open cases,

Information vs. Intelligence

Information is defined as pieces of raw, unanalyzed data that identifies persons, evidence, events, or illustrates processes. Intelligence is the knowledge derived from the logical integration and assessment of that information. Intelligence analysts consider the information's reliability, validity, and relevance. They integrate data into a coherent whole, put the evaluated information in context, and produce finished intelligence that includes assessments of events and judgments about the implications of the information. Intelligence, therefore, is the knowledge derived from the logical integration and assessment of information.

Sources: "The Intelligence Cycle," Central Intelligence Agency. Online: http://www.cia.gov/cia/publications/facttell/intelligence_cycle.html, accessed July 15, 2005, and Dr. David Carter, *Law Enforcement Intelligence, A Guide for State, Local, and Tribal Law Enforcement Agencies*, Michigan State University, March 2004.

while others said they also reviewed cases their USAOs had declined to prosecute.

The types of information collected also differed, and not all intelligence research specialists collected and analyzed the information to provide actionable intelligence. Some specialists said that they reviewed cases to identify possible terrorist-related incidents or discover potential terrorist connections. Others said that they also checked subjects identified during the case reviews against databases to identify possible terrorism connections. Some performed link analysis. For instance, one intelligence research specialist told us that he used information collected from cases he reviewed to create a link analysis document that identified a human trafficking operation along the northern U.S. border involving aliens from Pakistan. It was later determined that some information contained in this link analysis document was connected to other active JTTF cases.

Also, 40 intelligence research specialists reported to us that they did not have access to FBI databases.¹⁷ Because the FBI investigates terrorism cases, access to the FBI's databases is essential to intelligence research specialists and the performance of their work.¹⁸ However, the FBI limits access to its investigative databases to individuals, including intelligence research specialists, who are embedded members of a Field Intelligence Group or JTTF.¹⁹ The FBI reported that 11 of 56 (20 percent) FBI Field Office Field Intelligence Groups had an embedded USAO intelligence research specialist. The FBI did not have statistics regarding the number of USAO intelligence research specialists embedded on the JTTFs. EOUSA reported that 25 out of 93 districts (27 percent) had intelligence research

¹⁷ An important example of an FBI database is the FBI's Investigative Data Warehouse (IDW). Since it became operational in January 2004, IDW has enabled users to search multiple FBI and other federal agency databases, intelligence community cable messages, and watch lists. The IDW includes more than 43 million unstructured documents and billions of structured entities, including more than 537 million names, 109 million social security numbers, 402 million addresses, and 257 million phone numbers. According to the FBI, IDW has helped users identify relationships between data spread across multiple FBI information sources and resulted in thousands of new leads.

¹⁸ *The Attorney General's Guidelines on General Crimes, Racketeering Enterprise and Terrorism Enterprise Investigations*, Department of Justice, May 2002.

¹⁹ A Field Intelligence Group is the centralized intelligence component in a FBI Field Office that is responsible for the management, execution, and coordination of intelligence functions. *Concept of Operations*, FBI, August 2003, p.7. There is one Field Intelligence Group at each FBI Field Office. The FBI defines "embedded" as an active member of the Field Intelligence Group. An active member works in FBI office space, has the necessary clearances, and can access the FBI's databases.

specialists embedded on the JTTFs. Without the access to FBI databases that membership on a Field Intelligence Group or a JTTF provides, many intelligence research specialists will be unable to fully support anti-terrorism efforts.

We asked EOUSA officials about their efforts in working with the FBI to provide all intelligence research specialists with access to the FBI's investigative databases. They said it was up to each district to decide whether its intelligence research specialist worked with the FBI and to what extent. However, they said that in May 2003, EOUSA sent a memorandum to all U.S. Attorneys which reiterated the importance that the Department leadership places on having intelligence research specialists actively involved with the FBI. In addition, EOUSA had invited the former FBI Executive Assistant Director for the Directorate of Intelligence to the annual intelligence research specialist conference and sent several EOUSA representatives to the FBI's annual Field Intelligence Group conference.²⁰

We found that EOUSA has not provided guidance to intelligence research specialists regarding what type of information they should collect when they perform case reviews. Further, EOUSA has not explored whether it would be possible to develop a memorandum of understanding (MOU) with the FBI regarding the interaction of the intelligence research specialists and the FBI's JTTFs. EOUSA officials told us that any MOU would have to be developed at the USAO level. We asked USAO officials at three sites whether they had established MOUs with their local JTTF, and none had. Without guidance from EOUSA to ensure national consistency, intelligence research specialists are unlikely to systematically collect information identified as a priority by the Department. In fact, they may not collect information at all, as we found in two districts in which the intelligence research specialists reported to us that they only served as liaisons and did not collect information as part of their duties.

Information collection was also hampered by the lack of standard tools to collect and analyze data. To determine whether the intelligence research specialists were provided with technology-based tools to perform their jobs, we asked EOUSA officials for a list of the minimum tools provided to all intelligence research specialists. On February 25, 2005, EOUSA officials provided to the OIG a *FY 2002 Allocation Fact Sheet*, which listed the equipment and software that should be provided to intelligence research specialists. The *FY 2002 Allocation Fact Sheet* stated that the intelligence research specialists would receive laptop computers; access to existing

²⁰ The former Executive Assistant Director was unable to attend, but did send a representative.

commercially available databases; and access to the Regional Information Sharing System (RISS), a secure intranet platform linking law enforcement agencies throughout the United States.

Beyond those basic requirements, EOUSA did not initially request other specialized tools that the intelligence research specialists needed. For example, although access to classified information is essential for intelligence analysis, EOUSA did not provide the intelligence research specialists with access to a classified network (see text box). After it was determined that the cost to access the classified network would be \$1.4 million, EOUSA agreed to fund it in July 2003. Deployment of SIPRNET began in June 2004 and most districts had the network by July 2005. While 13 months is not an excessive amount of time to deploy SIPRNET to all 93 USAOs, the capability to access this classified network could have been implemented up to 18 months sooner had EOUSA more fully identified the tools needed in February 2002. As of March 2005, EOUSA had not developed a consolidated list of the tools available to and actually being used by all intelligence research specialists.

Deployment of Secret Protocol Router Network (SIPRNET)

One tool used by intelligence research specialists is SIPRNET. SIPRNET provides secure classified Secret communications; access to Secret counterterrorism reports, data, and analysis; and the capability to communicate electronic national security data among the USAO districts, other components, and other law enforcement and national security agencies. According to one intelligence research specialist, SIPRNET is vital for information sharing and validation, case analysis and development, situation awareness and risk assessment, and collaboration with other intelligence officers.

Prior to the installation of SIPRNET at the USAOs, intelligence research specialists could not send classified electronic information from their office to members of the intelligence community or quickly access Secret counterterrorism reports, data, and analysis available to the rest of the intelligence community. Several intelligence research specialists reported that they had to access SIPRNET at other agencies (such as the FBI or military installations) to communicate and exchange classified information.

We asked 79 intelligence research specialists to identify the tools that they were using to accomplish their intelligence analyst duties. They identified 62 different tools at their disposal. Some of them were specific to the law enforcement agencies and intelligence communities, such as SIPRNET, RISS, i2 Analyst Notebook® (a software program that allows the intelligence research specialist to perform timeline and link analysis), research tools (such as LexisNexis® and ChoicePoint), and Law Enforcement

Online (a national, interactive law enforcement information system developed by the FBI). Other tools that they identified were everyday office equipment, such as facsimile machines, computers, and cellular phones.

Although not all intelligence research specialists had uniform access to the same analytical tools, 63 of the 79 intelligence research specialists (80 percent) stated that they had adequate tools. Of the 16 (20 percent) who stated that tools were inadequate, the most requested tool was access to other agencies' databases and systems such as Joint Worldwide Intelligence Communications Systems (JWICS) and Financial Crimes Enforcement Network (FinCEN).²¹ We asked current and former EOUSA officials whether they considered providing these tools to the intelligence research specialists. They stated that JWICS was too expensive because it requires the construction of Sensitive Compartmented Information Facilities and that the Department of the Treasury requires each USAO to independently negotiate an MOU for access to FinCEN. Although EOUSA may not be able to provide access to JWICS and FinCEN to all intelligence research specialists, there are specific instances in which access to these tools would help the intelligence research specialists perform their duties. For example, access to FinCEN would be helpful for money laundering cases and access to JWICS would be helpful for cases involving Top Secret information.

We contacted the FBI to identify the tools it provides to its intelligence analysts. The FBI provided a list of essential tools that each of its intelligence analysts received. Although the list contained some of the same tools identified by the USAO intelligence research specialists, the FBI list also identified other useful analytical tools. Because the FBI's list is classified, we do not discuss the additional tools the list contains. However, on September 22, 2005, we informed EOUSA officials of the existence of the FBI list and suggested that they obtain the list to review the applicability of the additional tools.

In summary, to implement an effective intelligence capability, EOUSA and the USAOs must identify the types of information that the intelligence research specialists should collect, ensure that the specialists have access to the sources of the information, and provide the tools that the specialists need to carry out their collection and analysis efforts. However, we found that these essential steps have not been completed to enable intelligence research specialists to systematically collect and analyze information.

²¹ JWICS is the sensitive, compartmented information portion of the Defense Information Systems Network. The Department of the Treasury's FinCEN unit, which analyzes information it collects under the Bank Secrecy Act, supports federal, state, local, and international law enforcement efforts to combat money laundering.

Work Products of the Intelligence Research Specialists

The format and content of the work products developed by the intelligence research specialists is not consistent. According to the *Law Enforcement Intelligence, A Guide for State, Local, and Tribal Law Enforcement Agencies*, work products that contain intelligence or critical information should maximize their utility to the end user. This is accomplished by producing work products that have a consistent format, and clearly defined content. The lack of consistent format and content in the products we reviewed limited the USAOs' ability to track or manage the output. The variations occurred because EOUSA and the USAOs have not defined the work products expected from intelligence research specialists or established quality standards.

Work product formats and content vary widely. To identify the standard types of work products produced, the OIG requested that the 79 intelligence research specialists we interviewed provide examples of their work products. The OIG received 226 work product examples from 68 intelligence research specialists.²² The examples included presentation slides, training materials, and link charts. We reviewed the contents of each work product and judgmentally assigned it to one of the intelligence research specialists' core work functions of information sharing, intelligence analysis, and JTTF and ATAC activities.²³

Our review of the 226 work examples found 29 different types of work products with myriad names and formats. Examples of the types of work products prepared by the intelligence research specialists included:

- Information sharing – ATAC training materials; field training exercises related to airport security, domestic preparedness, and bioterrorism scenarios; presentations on intelligence advisory groups, terrorist financing, intelligence fusion centers, terrorist techniques, and international terrorist incidents; informational bulletins; JTTF notes with information on international terrorist incidents; law enforcement incidents reported locally, regionally, or

²² Of the 79 intelligence research specialists interviewed by the OIG, 7 did not send material because they worked only on cases involving classified information. Another four said they did not produce any work products or were unable to provide examples because the specialist was on extended leave.

²³ We received nine work products that were not clearly related to information sharing, intelligence analysis, or JTTF and ATAC activities, including one USAO Critical Incident Response Plan, one statement of the intelligence research specialist's goals, two "work completed" summaries, and five miscellaneous documents.

at the national level; a quick reference directory of contacts related to anti-terrorism activities; surveys; a guide to “warning signs” of terrorist activity; and working group notes.

- Intelligence analysis – Analyses of groups of interest; district threat analyses; specific event analyses; industry-related assessments; tactical analyses; case-related analyses; and link charts.
- JTTF and ATAC activities – Advisory bulletins; ATAC agenda, meeting notes, charters, e-mails, and newsletters; intelligence advisory group information; and threat memorandums to the JTTF.

OIG Review of Selected Intelligence Reports.

Of the 226 examples provided, we identified and reviewed 14 intelligence reports.²⁴ Although each agency determines what its intelligence reports should contain, intelligence reports generally include the following characteristics:

- Have a terrorism nexus. The purpose of the intelligence research specialist is to support the Department’s anti-terrorism efforts. Therefore, the information presented in the products should be terrorism-related.
- State the purpose. Identifying the report’s purpose helps recipients decide how to use the information in the report. Without a clear statement of purpose, a user may be unable to easily determine whether a document is background information, or conveys actionable intelligence.
- Contain a conclusion. Summarizing key judgments and findings in a conclusion and, when appropriate, recommending a course of action, allowing users to interpret intelligence analysis in a consistent manner.
- Identify the sources of information. A clearly identified source allows the reader to assess the reliability of the information or analysis.

²⁴ Intelligence reports are also sometimes referred to as finished intelligence or analytic reports.

- Display proper classification markings. Clearly identifying the sensitivity or classification of the information (e.g., Law Enforcement Sensitive) helps prevent sensitive information from being compromised.

Only 3 of the 14 intelligence reports we reviewed addressed all 5 areas (21 percent). Another six addressed four areas, and three intelligence reports addressed only one area. The following table summarizes the results of the review.

Table 1: Review of Intelligence Report Examples					
	Terrorism Nexus	Purpose	Conclusion	Source	Classification Marking
Yes	11	7	10	9	11
No	3	7	4	5	3

Source: Intelligence research specialists.

EOUSA should provide better guidance on the types of information sharing and intelligence analysis products to be produced. We examined the causes for the variability in the format and content of the intelligence research specialists’ work products and, as with information collection, found that EOUSA has not provided guidance on the types of information sharing and intelligence analysis products that should be produced. Specifically, EOUSA has not identified the products that would be useful to the end users of the intelligence research specialists’ work nor established standard formats to ensure reasonable uniformity and consistency in these products. In addition, EOUSA has not taken steps to determine what work products are being produced by the intelligence research specialists.

Because of the variability in format and content, the intelligence research specialists’ work products are not easily recognized as USAO intelligence analysis products by potential end users, such as law enforcement officials, first responders, and the private sector. That makes it more difficult for potential end users of the intelligence to identify, interpret, and act on the information in the documents. According to a law enforcement intelligence guide developed by Michigan State University for state, local, and tribal law enforcement agencies, and funded by the Office of Community Oriented Policing Services (COPS): “Without fixed, identifiable

intelligence products, efforts will be wasted and information will be shared ineffectively.”²⁵

In contrast, we found that other agencies have defined the types of work products that their intelligence research specialists produce. For example, the former FBI’s Executive Assistant Director for the Directorate of Intelligence stated that when the Directorate was first established, the FBI found that its field offices were producing intelligence products using myriad formats and categories, which created three problems for the FBI. First, the work products were not easily identified as FBI products. Second, the FBI did not have control over the distribution of its work products. Third, the FBI was unable to determine the amount and type of work being produced. The FBI resolved these problems by reducing the number of intelligence analyst products from several hundred to three. The three FBI products are intelligence information reports (IIR), intelligence assessments, and intelligence bulletins. Each has a defined format and quality standards to guide the FBI’s intelligence research specialists in what data and information to include.

The lack of standardized work products by intelligence research specialists has caused problems for the USAOs similar to those reported by the FBI. Reducing work product variability would provide three benefits for the USAOs’ intelligence capability. First, making the intelligence products more recognizable enables the end users to better assess the reliability of the products. Second, standardizing and reducing the number of work products enables the USAOs to monitor where the products are going, which the former FBI Executive Assistant Director pointed out is especially important for intelligence material. Third, standardizing the work products would permit EOUSA and the USAOs to measure the types and amount of work that the intelligence research specialists produce and make better informed management decisions about how to use the information contained in the work products.

²⁵ *Law Enforcement Intelligence, A Guide for State, Local, and Tribal Law Enforcement Agencies*, Michigan State University, March 2004, p. 80.

No quality standards exist for USAO intelligence research specialist work products. EOUSA and the USAOs have not established uniform standards to ensure consistent, high quality intelligence research specialist work products. Fifty-two of the 79 (66 percent) intelligence research specialists stated that their district had not established quality standards. Of the remaining 27 intelligence research specialists, 6 said that they had adopted standards developed by other agencies, such as the FBI or the state intelligence fusion center. The other 21 did not cite specific quality standards, but stated that they checked the products for spelling, grammar, identification of sources, and organization.

EOUSA provides limited review of intelligence research specialist analytical work products. According to the EOUSA Deputy Counsel, EOUSA does not review intelligence research specialist analytical work products. Further, she said that it would be impractical for EOUSA to review every work product produced by the USAOs' intelligence research specialists. She stated that the review of work products occurs at the USAO by the appropriate supervisor. The OIG agrees that it is unnecessary and impractical for EOUSA officials to review every work product. For instance, the most common intelligence research specialist product, the ATAC newsletter, does not require higher-level review because it is typically a compilation of news articles and state, local, and federal contact information. Nonetheless, in our opinion, intelligence research specialist products that analyze terrorist threats, potentially represent the position of the Department, and are widely disseminated, may benefit from a higher level of review to ensure that they are consistent and accurate. A review process could not only improve work product quality, but also identify emerging trends across regions, reduce duplication of effort, identify other potential users of the products, and make connections among disparate events that could reveal potential security threats.

FBI Quality Standards

The former FBI Executive Assistant Director for the Directorate of Intelligence described how FBI supervisors evaluate the work products of FBI intelligence analysts. She said the FBI adopted many of the standards developed by the U.S. military. In addition, the Directorate monitors whether the work products meet its quality standards through feedback obtained from a customer satisfaction survey. The survey instrument seeks feedback on whether the products were delivered within established deadlines; were timely and relevant to the mission, programs, priorities, or initiatives; presented information in a clear and logical manner that supported the judgments and conclusions; and were reliable. The survey instrument also asks whether the work products addressed an intelligence gap, resulted in more informed decisions, provided new insights, or changed working premises.

EOUSA could better assess ways to make intelligence research specialist products more useful. EOUSA and the USAOs have not evaluated the usefulness of their intelligence research specialists' work products to internal and external end users. The primary external users of the work products are local, state, and federal agencies. Other users of intelligence include first responders, private industries, utility companies, university security officers, and foreign agencies.

According to EOUSA officials, they have not surveyed end users of the intelligence research specialists' work products. We did not survey all end users of intelligence research specialist work products as a part of this review, but during our field visits we met with over 25 end users to determine whether they found the products useful and how the products could be improved. Overall, most end users were positive about their working relationship and the work products provided by the intelligence research specialists, but they provided several suggestions for improvement. For example, personnel from state intelligence agencies and intelligence fusion centers said that, to better assist them with their work, the intelligence research specialists should provide more intelligence analyses. These end users did not find forwarded bulletins and articles useful. On the other hand, state and local law enforcement officials stated that the bulletins and articles forwarded by the intelligence research specialists were useful. We informed EOUSA of the comments we received from end users. In response, EOUSA officials agreed that it would be a good idea to survey the end users to better determine their needs.

Since June 2004, EOUSA's internal inspection unit, the Evaluation and Review Staff (EARS), has evaluated the intelligence research specialist function as a part of its triennial reviews of each USAO. To review the intelligence research specialist function, EARS developed an interview guide that contains 34 questions regarding general responsibilities; receipt, analysis, and dissemination of anti-terrorism information; JTTF and ATAC activities; case reviews and access to cooperating defendants and witnesses; access to information and analysis tools; and resource levels. Examples of questions include:

- During the last 3 years, have you conducted or participated in any initiatives, program, or data mining and analysis operations specific to your District to identify potential terrorist prosecution targets, to include material support cases? If so, what were they and what were the results?

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- Do you routinely review case files that are being declined to ensure the individual has been checked against the proper databases for possible terrorism connection or other current wants or warrants? What system, if any, is in place to ensure that you have access to all declined case files?

EOUSA extracted and provided to us the sections containing remarks on the operations of the intelligence research specialists from the last EARS review of each of the 93 USAOs. EARS conducted those 93 inspections between October 2001 and June 2005, but only 25 of the 93 occurred after June 2004, when EARS began using the new questionnaire. We found that the reports on the 25 EARS inspections conducted since the questionnaire was implemented did not contain sufficient information to enable us to evaluate the operations of the intelligence research specialists.

We reviewed the relevant report sections of the 25 inspections conducted after June 2004 and found that only 11 included evaluative statements (44 percent). The evaluative statements about the intelligence research specialist positions differed in each report. For example, one report stated that the intelligence research specialist “[e]stablished effective information sharing between local, state, and federal agencies” and that “[h]e is fully integrated with the JTTF.” A second report stated that the intelligence research specialist “works to ensure that state and local authorities are kept informed,” while a third stated that the intelligence research specialist “is active within the district and has established effective information sharing between local, state, and federal agencies.” Of the other 14 reports, 5 made no mention of the intelligence research specialist function, and the remaining 9 included comments such as the hiring status, the general duties performed, or the professional background of the specialist.

According to the EARS Assistant Director, the final evaluation report may or may not include detailed information on the review of the intelligence research specialists operations for several reasons. In some cases, there was no information because the USAO had not hired an intelligence research specialist. However, we found that even where the positions were filled, the final EARS reports did not provide sufficient information to enable EOUSA to monitor the USAOs’ use of intelligence research specialists.

Policy Guidance for Intelligence Research Specialists

Although EOUSA is responsible for issuing policy and providing guidance for USAOs, it has not created a consolidated index of all policy guidance applicable to the intelligence research specialists or posted all the guidance on its “EOUSA ATAC/Intelligence Research Specialist” intranet page. Consequently, it is difficult for intelligence research specialists and others to find complete, applicable guidance.

During our interviews, one-third of the 79 intelligence research specialists stated that the guidance provided to them was inadequate. Several intelligence research specialists stated that they had not seen all of the relevant guidance. Importantly, the documents that had not been reviewed included guidance such as the Intelligence Research Specialist “Best Practices” memorandum that contained suggestions on how the USAOs could utilize intelligence research specialists. In addition, in responding to our survey, 23 percent of the 83 respondents (including U.S. Attorneys and other USAO personnel) rated EOUSA policy guidance concerning intelligence research specialists as below average or poor. When informed of the interview and survey results, EOUSA officials told us that the policy guidance is available on the ATAC/intelligence research specialist intranet page and that it is the responsibility of the intelligence research specialists to review the guidance.

Guidance available on the intranet. We examined the guidance included on the EOUSA’s ATAC/intelligence research specialist intranet page and found that it was out of date and poorly organized. Intelligence research specialist guidance is available on the intranet under two different links titled “EOUSA Memos” and “AG/DAG Memos.” We checked both links to determine whether they contained all of the guidance related to the intelligence research specialist positions.

When we accessed the intranet site in July 2005, it listed the “date last updated” as January 2004. The date of the last intelligence research specialist related guidance posted on the intranet site was December 18, 2003, although guidance has been issued since that date. For example, in May 2004, EOUSA issued a memorandum regarding the installation of SIPRNET, but that memorandum was not on the intranet site.

The information the site did provide was duplicative, lacked descriptive titles to identify the contents, and could not be sorted by title, subject matter, or recipient. A total of 213 documents were available under the “EOUSA Memos” and “AG/DAG Memos” links. A review of the 213

documents found 79 documents (37 percent) that appeared under both links. Therefore, there were actually 134 individual documents on the site. Of the 134 documents, approximately 15 had some information related to intelligence research specialists. However, these documents were not indexed or clearly labeled. For example, one document titled “Designation of AUSAs” actually contained information on intelligence sharing procedures. Because pertinent documents could not be easily identified and searched, an intelligence research specialist would have to review all 213 documents on the intranet site to avoid missing important information.

Dissemination of Intelligence

The intelligence research specialists disseminate their work products to a broad range of users, but they have not provided their work products to the Department’s Office of Intelligence Policy and Review (OIPR) to ensure that intelligence from USAO districts is identified, shared, and acted upon appropriately.²⁶ Although intelligence research specialists produce and disseminate work products to meet the needs of their districts, EOUSA recognized that their intelligence products should also be available to the rest of the Department. On May 7, 2003, the Director of EOUSA sent all U.S. Attorneys a memorandum titled Integration of USAO Intelligence Research Specialists that stated:

In an effort to incorporate the work of the intelligence research specialists into the Department’s overall intelligence program, all reports and analyses produced by the intelligence research specialists should also be submitted directly to the Office of Intelligence Policy and Review (OIPR). OIPR’s simultaneous receipt of this information from each district will further the common objective of ensuring that related intelligence from other districts and agencies is identified, shared, and acted upon appropriately. Information, such as the analytical reports generated by the intelligence research specialists on the 199 file reviews and other enforcement and intelligence initiatives, will greatly enhance our efforts to detect and prevent any further terrorist activity.

²⁶ OIPR also assists senior Department officials in fulfilling national security-related activities; provides legal advice and guidance to U.S. government elements engaged in these activities; and oversees the implementation of Foreign Intelligence Surveillance Act and other statutory, Executive Order, or Attorney General based operation authorities.

Although the memorandum is included on the EOUSA intranet page, we spoke with EOUSA officials and found that they were unaware that this memorandum had been issued. Further, on June 29, 2005, OIPR's Chief of Staff told us that OIPR had never received the May 7 memorandum and had never received any analytical reports from intelligence research specialists. The official confirmed that OIPR would be interested in receiving the analytical reports. After the OIG informed EOUSA officials of OIPR's statement, these officials indicated that they would need to review the matter.

In addition to disseminating their analytical work products within their districts, intelligence research specialists share information by providing training to ATAC members (such as state and local law enforcement groups and first responders). These training activities were funded initially using the \$100,000 that each of the district ATACs received in FY 2002 to purchase communication equipment and organize anti-terrorism training for state and local law enforcement agencies. In a June 2005 report, the OIG noted that since FY 2002, there had been no additional appropriations to provide anti-terrorism training and that EOUSA had not adequately assessed ATAC budget needs.²⁷ ATAC Coordinators interviewed during that review stated that funding was needed to continue offering training to ATAC members, and some USAOs supplemented their ATAC funding using their general budgets or the Law Enforcement Coordinating Committee allocations.

During this review, 23 of 79 intelligence research specialists (29 percent) told us that the lack of dedicated funding severely limited their ability to provide training as a part of their ATAC responsibilities. In its response to the OIG's June 2005 report, EOUSA agreed to "strategically analyze the ATAC budget to assess the need for future funding. . . ." EOUSA stated that the FY 2005 appropriation included an enhancement for terrorism prevention and that EOUSA was exploring options to use the funding, as well as funding it may receive in FY 2006 and FY 2007, to support the ATAC program. In September 2005, EOUSA officials indicated that funding issues related to the intelligence research specialists would be considered as a part of the ATAC funding process.

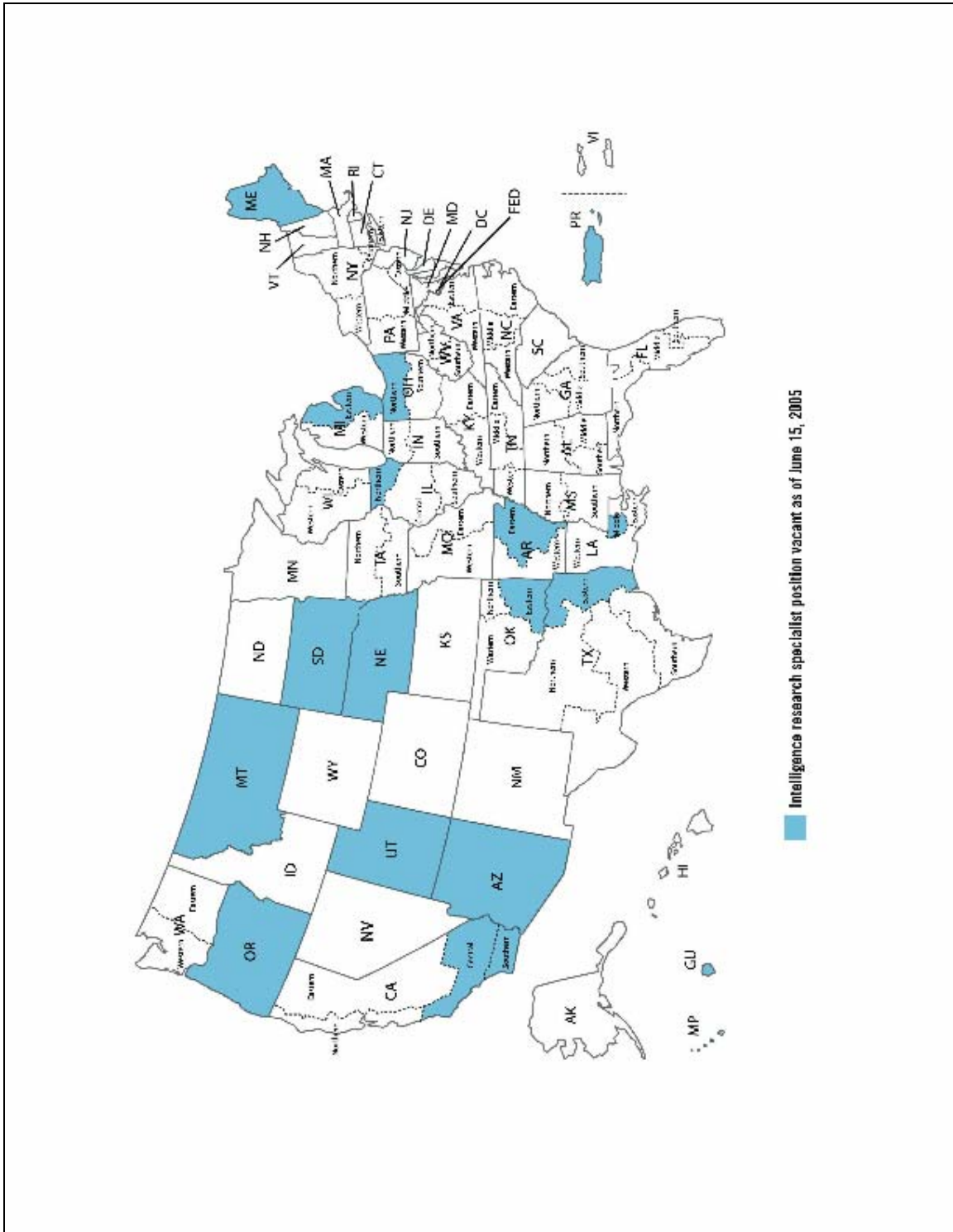
Vacancy Rates

EOUSA could better support U.S. Attorneys in their efforts to reduce short- and long-term intelligence research specialist vacancies by serving as

²⁷ *The Department of Justice's Terrorism Task Forces*, OIG Evaluation and Inspection Division Report, I-2005-007, p. 106.

a coordinator to ensure that districts with vacancies are given needed assistance. As of June 15, 2005, 20 percent of the positions were vacant because the incumbent was on military leave, on a special detail, or the position had not been filled. In September 2005, the National Coordinator told us that the retention of intelligence research specialists was a problem that needed to be addressed by EOUSA and the USAOs. The map on the following page illustrates the intelligence research specialist positions that were unoccupied.

**Chart 3: Vacant Intelligence Research Specialist Positions
as of June 15, 2005**



Sources: Intelligence research specialists and ATAC Coordinators.

EOUSA stated that it was the responsibility of each USAO to arrange for coverage in the absence of its intelligence research specialist. However, we believe that EOUSA is better positioned to address this matter than the individual USAO for three reasons. First, EOUSA officials helped develop intelligence research specialist position functions. Second, unlike most positions filled by USAOs with designated hiring authority, EOUSA approves all intelligence research specialist selections made by the USAOs. Third, EOUSA regularly helps coordinate USAO efforts in other areas and EOUSA is best positioned to address issues that require the shifting or sharing of resources among districts.

We believe that EOUSA can help ensure the continuity of the intelligence research specialist functions in each district by monitoring vacancies and improving efforts to provide intelligence assistance to districts without an intelligence research specialist.

Currently, in some districts with vacancies, other USAO personnel have assumed some of the intelligence research specialists' duties and responsibilities, and in some cases other agencies have agreed to provide assistance. In our review, we identified at least 16 districts in which the intelligence research specialists had made informal agreements to provide limited coverage in case of absences by forwarding copies of ATAC bulletins to districts without an incumbent intelligence research specialist. However, these individuals have their own district responsibilities to perform and can devote only a portion of their time to provide coverage for another district. In addition, some districts have developed a regional approach in coordinating and providing coverage with end users they share. For example, in Texas, which encompasses four USAO districts, the intelligence research specialist for the district that included the Texas National Guard headquarters agreed to serve as the primary point-of-contact and representative with the National Guard on behalf of the other three USAO districts. According to *Law Enforcement Intelligence, A Guide for State, Local, and Tribal Law Enforcement Agencies*, a regional approach is more cost efficient because resources are shared, and "it is more effective because there is a broader array of information input covering a wider geographical area."²⁸

By adopting a similar regional approach, EOUSA could more effectively coordinate the use of intelligence research specialists and leverage existing resources within geographic regions. The benefits of this

²⁸ Michigan State University, March 2004, p. 63.

approach that we identified through our discussions with the intelligence research specialists include:

- State and local law enforcement officials would have a single point-of-contact to forward and receive information. As a result, the entire region could receive notification of pertinent issues at the same time.
- Regional issues and concerns could be identified quickly and information could be shared on a timely basis with the appropriate parties.

Addressing the gaps in coverage caused by vacancies and responding effectively to the emerging emphasis on intelligence in the Department will require a well-planned and coordinated approach. We believe the current ad hoc approach cannot ensure that the intelligence research specialists' duties and responsibilities are performed consistently in all districts. Maintaining the continuity of the intelligence research specialist function is especially important for those districts that have critical infrastructure (such as seaports or nuclear power plants), where adjoining districts have vacant positions, and for high-risk districts. Gaps in coverage resulting from vacancies affect USAOs' ability to receive, analyze, and share information.

While many intelligence research specialists independently established cooperative agreements to provide coverage in the event of a vacancy, EOUSA needs to provide coordination to promote the continuity of the intelligence research specialist function in all USAOs. For example, EOUSA could work with ATAC coordinators in neighboring districts to ensure districts with intelligence research specialist vacancies receive information and intelligence, bulletins, reports, copies of ATAC meeting minutes, and other support as needed.

CONCLUSION AND RECOMMENDATIONS

CONCLUSION

The Department in FY 2002 received 93 intelligence research specialist positions to provide an intelligence capability to each USAO, improve the USAOs' capability to prosecute cases with a terrorism nexus, and to coordinate the USAOs' anti-terrorism activities with those of the Department. To enable the USAOs to fully support the anti-terrorism activities of the Department, the USAOs' intelligence research specialists must employ a systematic approach in their collection, analysis, and dissemination of intelligence.

However, we found that intelligence collection efforts and intelligence work products are inconsistent, and critical information and intelligence produced by intelligence research specialists is not shared among districts or across the Department as appropriate. We recognize that each U.S. Attorney exercises considerable discretion in the use of his or her resources to further the district's priorities and the needs of the local community. Nonetheless, given the continuing changes in the intelligence field at the national and state levels – and particularly within the Department – we believe that EOUSA and the USAOs need to focus greater attention on the integration and use of intelligence research specialists.

To ensure that the Department gains the maximum benefit from the 93 intelligence research specialist positions, we recommend that EOUSA and USAOs provide better guidance to improve the collection, analysis, and dissemination of intelligence produced by the USAO intelligence research specialists. EOUSA and the USAOs should define the types of information the intelligence research specialists collect and work with the FBI to provide all intelligence research specialists with access to the FBI's investigative databases. Further, EOUSA and the USAOs should consider standardizing the work products, provide for an appropriate review, and improve their distribution. EOUSA and the USAOs should also address gaps in coverage resulting from vacancies so that all USAOs maintain the capability to perform intelligence analysis and share important information. By taking these actions, we believe that EOUSA and the USAOs can improve the use of intelligence research specialists and enhance the Department's anti-terrorism efforts to identify terrorists and terrorist networks, and prevent terrorist attacks.

RECOMMENDATIONS

The OIG is making eight recommendations to help EOUSA and the USAOs improve the use of the intelligence research specialists in supporting the Department's anti-terrorism efforts. We recommend that the EOUSA:

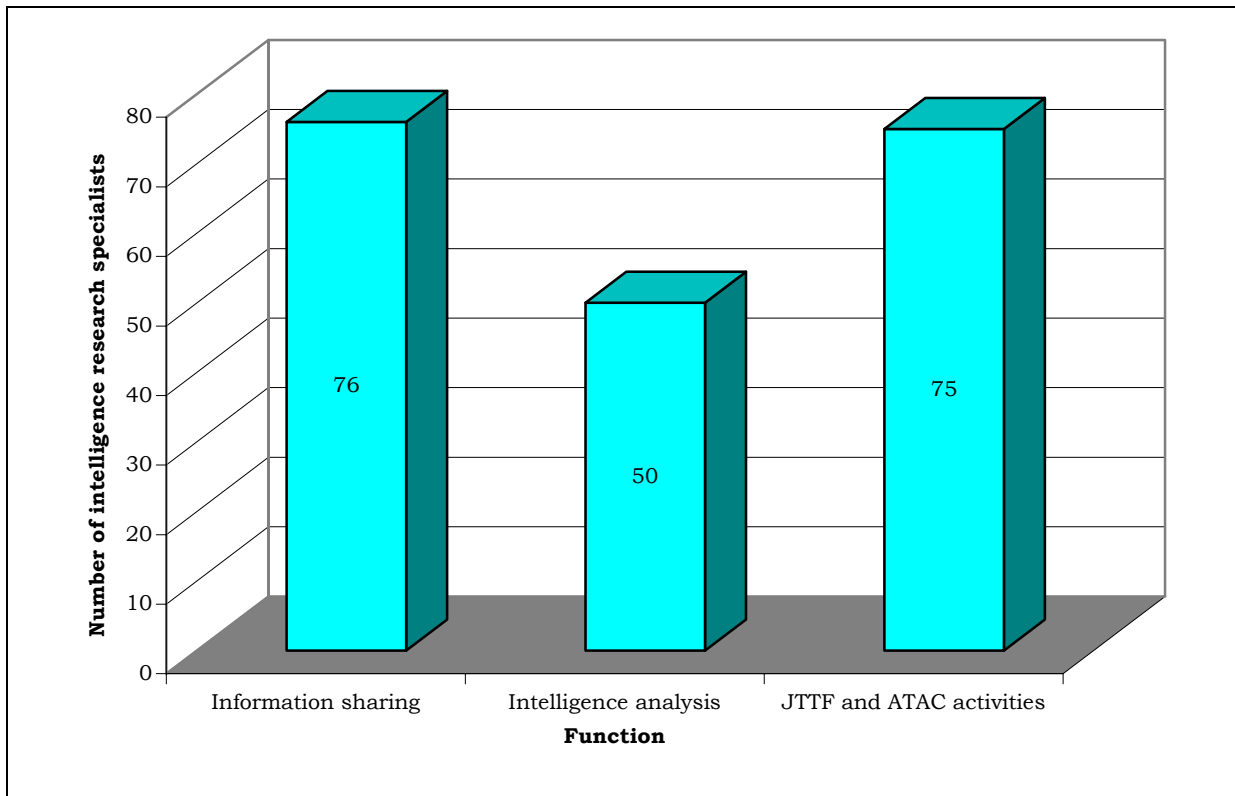
1. Improve the consistency of the implementation of the intelligence research specialist function by:
 - a. Identifying the types of information, by source, to be collected by intelligence research specialists;
 - b. Working with the FBI to provide all intelligence research specialists with access to the FBI's investigative databases
 - c. Identifying standard tools for all intelligence research specialists;
 - d. Surveying intelligence research specialists to determine which of the standard tools they lack and supplying missing tools to those who need them;
 - e. Defining work products that intelligence research specialists produce; and
 - f. Establishing standards to ensure the consistency and quality of intelligence research specialist work products.
2. Provide intelligence research specialists with current and complete guidance by:
 - a. Developing and posting on the EOUSA's intranet site an intelligence research specialist manual that includes all pertinent guidance issued by the Attorney General, EOUSA, and USAOs on the roles and duties of the intelligence research specialist, including templates, examples of work products, and quality standards.
 - b. Updating the EOUSA intranet page to provide complete, current, and organized guidance.

-
3. Identify ways to ensure that intelligence research specialists' original analytical work products are reviewed in order to meet quality standards.
 4. Ensure that the work of the intelligence research specialists is disseminated to the Department as appropriate.
 5. Survey consumers of intelligence research specialist products regarding work product applicability, quality, and areas for improvement.
 6. Ensure that the Evaluation and Review Staff (EARS) reports include an evaluation of the intelligence research specialist position.
 7. Provide appropriate coordination to ensure the continuity of intelligence research specialist functions in all USAOs with short- and long-term vacancies.
 8. Reassess the role and duties of the intelligence research specialists in light of the Department re-organization of its intelligence entities.

APPENDIX I: INTELLIGENCE RESEARCH SPECIALIST FUNCTIONS

According to the 79 intelligence research specialists interviewed, the three functions of their positions are intelligence analysis, information sharing, and JTTF and ATAC duties. The number of intelligence research specialists reporting that they perform each function is shown in Chart 4 below. Each function is discussed in the sections below.

Chart 4: Number of Intelligence Research Specialists Performing Each Function



Source: Intelligence research specialists interviewed.

Information Sharing

Seventy-six of 79 intelligence research specialists (96 percent) stated that their duties included information sharing. Our review identified that in their information sharing function, intelligence research specialists obtain, coordinate, and disseminate information related to terrorists and terrorist networks; provide the U.S. Attorneys with access to classified criminal intelligence and law enforcement sensitive information; and provide a liaison

to federal, state, tribal, and local law enforcement, as well as with national intelligence agencies, including the Central Intelligence Agency and National Security Agency.

The intelligence research specialists also share information by providing training to groups outside the Department, including local communities and businesses, and state and local law enforcement agencies. Intelligence research specialists reported to us that they have provided training on money laundering, port security, and other topics related to domestic and international terrorism. One example of information sharing through training is the development of a training module on port security issues. The Intensive Marine Port Area Counter-Terrorism Program focused on pre-incident indicators and prevention at maritime ports. Representatives from over 50 agencies and departments worked together to develop the 2-day curriculum that was presented in various cities in Alabama, Florida, and Mississippi. Training participants included law enforcement officers, first responders, and security professionals from private industries.

Intelligence Analysis

Fifty of 79 (63 percent) intelligence research specialists reported that they perform intelligence analysis. The Attorney General recognized the importance of analyzing intelligence information, stating, “Beyond collection and dissemination, information in your custody must be carefully and expertly analyzed in order to assess its relevance and reliability in identifying threats and investigative leads.”²⁹ The Attorney General therefore directed the U.S. Attorneys to assess and improve their intelligence analysis capabilities. The Executive Assistant Director for the FBI’s Directorate of Intelligence also stated that turning raw data into actionable intelligence is an important added value that the intelligence research specialists can offer to the USAOs and the Department.

Intelligence analysis may include such activities as conducting case reviews, analyzing specific threats (e.g., threats posed by specific groups), and providing risk assessments (e.g., to identify vulnerabilities in a district or industry). This involves analyzing information from various sources to identify threats, offer courses of action, or provide insight on topics of interest. For example, during a USAO case review, the intelligence research specialist can identify possible terrorist links, work with the JTTF and the FIG to identify terrorist connections, check subjects against the proper

²⁹ Prevention of Acts Threatening Public Safety and National Security, Attorney General John Ashcroft, U.S. Department of Justice, November 8, 2001.

databases for possible terrorism connections or other current wants and warrants; perform analysis to identify links between suspects and other individuals; review declined cases to ensure that no connections were missed; and brief the ATAC Coordinator and U.S. Attorney as appropriate.

JTTF and ATAC Activities

The third function relates to JTTF and ATAC activities. During our interviews, 58 of 79 intelligence research specialists (73 percent) reported that they worked with both the JTTF and the ATAC in their districts. Another 10 intelligence research specialists reported working with the ATAC only, and 7 reported working with the JTTF only. Overall, 75 of 79 intelligence research specialists (95 percent) reported participating on the ATAC, JTTF, or both.

The intelligence research specialists who participated on an ATAC or JTTF told us that their duties included coordinating ATAC meetings; sharing information with state, tribal, and local law enforcement through ATAC meetings or newsletters; working with the JTTF as a representative of both the ATAC and the USAO; providing advice, information, logistical support, and intelligence analysis to both the ATAC and the JTTF; and filtering intelligence bulletins for distribution to the appropriate ATAC or JTTF members. For example, two intelligence research specialists from different districts shared with each other Law Enforcement Sensitive information about a potential domestic terrorist group with ties to both districts. After reviewing the information and meeting with the FBI's JTTFs, the JTTFs in each district began and are conducting investigations of the group.

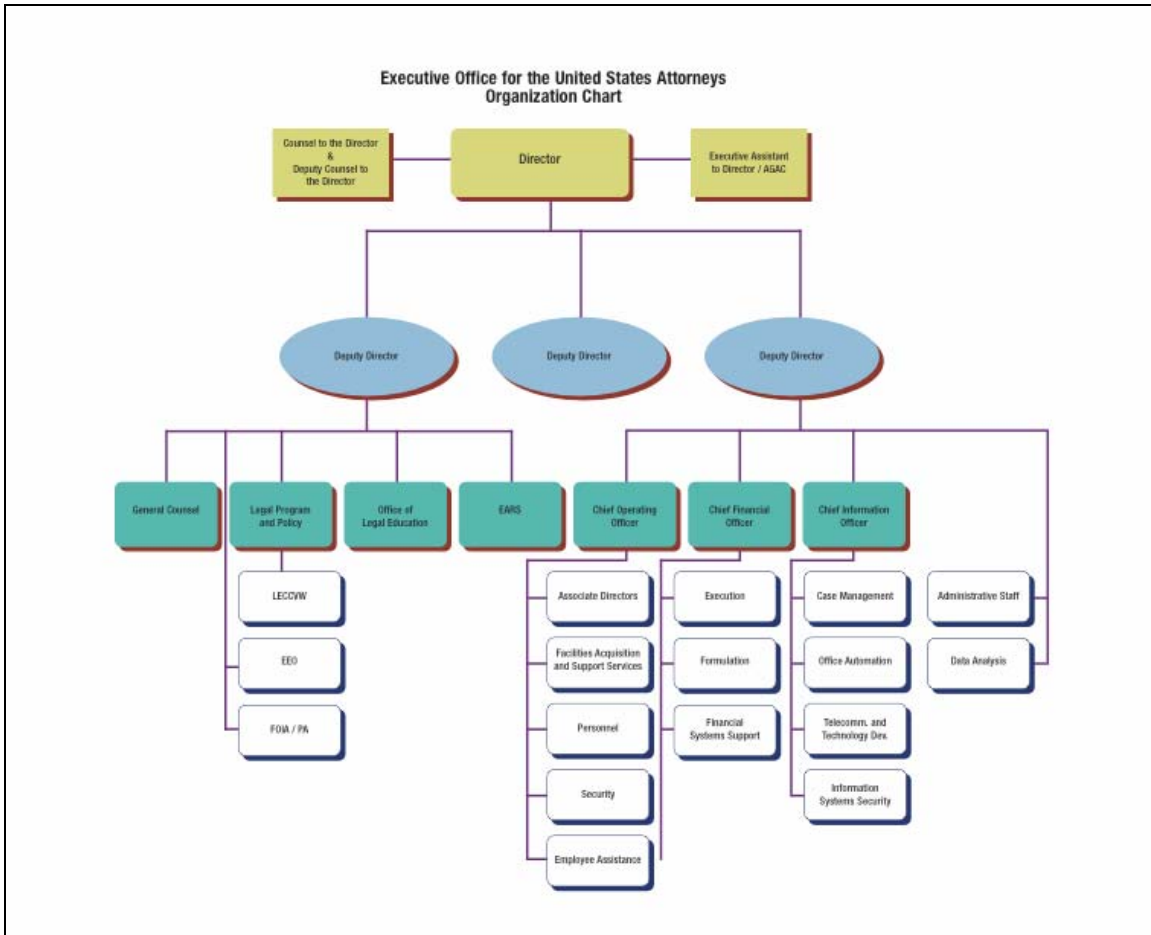
Although most intelligence research specialists worked with the ATAC and JTTF, we asked the 21 intelligence research specialists who reported that they did not participate on the local ATAC or JTTF why they did not. The reasons included that there was no active ATAC in their district (7), there was no nearby JTTF (7), the workload did not allow the intelligence research specialist to support both groups (6), or their USAO had decided not to support their participation on the JTTF (1).

The table below identifies some best practice examples for each function.

Information Sharing
Designate one intelligence research specialist to be the point-of-contact for a state agency. All other intelligence research specialists coordinate information through the point-of-contact.
Work with various federal and state officials to develop a state intelligence fusion center. Develop standard operating procedures and help create the analytical section.
Share JTTF meeting information with other intelligence research specialists in the same JTTF jurisdiction who are unable to attend the meetings.
Hold joint training with various agencies (e.g., forensic epidemiology, maritime, and bioterrorism) that are not restricted to law enforcement. Participate in tabletop exercises.
Provide antiterrorism training as part of other Department training offered to local and state law enforcement organizations.
Intelligence Analysis
Work on joint intelligence report with FBI on a regional issue.
Obtain access to state and local databases to better analyze data.
Review interview notes prepared by special agents, conduct additional research, perform link analyses and name checks in databases, and assist in drafting of material witness affidavits. Assist the USAO with additional prosecutorial preparations.
Assist attorneys in reviewing intelligence material from the FBI and the Department of State and provide support during the discovery process of a terrorism case.
JTTF and ATAC Activities
Create an ATAC intelligence analysts sub-working group to discuss district threats and validate information.
Hold joint ATAC meetings with other districts on a periodic basis.
Perform outreach to tribal and Canadian officials.
Participate in security preparations of special events such as the Democratic National Convention and G8 Summit.

Source: OIG interviews with intelligence research specialists.

APPENDIX II: EOUSA ORGANIZATION CHART



Source: EOUSA.

APPENDIX III: LIST OF ACRONYMS

ATAC	Anti-Terrorism Advisory Council
AUSA	Assistant United States Attorney
DEA	Drug Enforcement Administration
EARS	Evaluation and Review Staff
EOUSA	Executive Office for United States Attorneys
FBI	Federal Bureau of Investigation
FinCEN	Financial Crimes Enforcement Network
FY	fiscal year
GS	General Schedule
IDW	Investigative Data Warehouse
JTTF	Joint Terrorism Task Force
JWICS	Joint Worldwide Intelligence Communications Systems
MOU	memorandum of understanding
OIPR	Office of Intelligence Policy and Review
OIG	Office of the Inspector General
RISS	Regional Information Sharing System
SIPRNET	Secret Protocol Router Network
USAO	United States Attorney's Office

APPENDIX IV: EOUSA'S RESPONSE TO THE DRAFT REPORT



U.S. Department of Justice

Executive Office for United States Attorneys

Office of the Director


Room 2261, RFK Main Justice Building
950 Pennsylvania Avenue, NW
Washington, DC 20530

(202) 514-2121

DEC 13 2005

MEMORANDUM

TO: Paul A. Price
Assistant Inspector General
for Evaluation and Inspections

FROM: 
Michael A. Battle
Director
Executive Office for United States Attorneys

SUBJECT: Responses to Recommendations Regarding the Inspector General's Review of the U.S. Attorneys' Offices' Use of Intelligence Research Specialists

The Executive Office for United States Attorneys (EOUSA) has reviewed the Department of Justice, Office of the Inspector General's (OIG) draft audit report entitled, *Review of the United States Attorneys' Offices' Use of Intelligence Research Specialists, A-2005-002*. EOUSA provides the following comments, as requested in your memorandum dated November 9, 2005.

EOUSA concurs with the recommendations resulting from this review and will work with U.S. Attorneys' Offices (USAOs) and, where appropriate, other Department components to resolve and implement solutions to the OIG findings. To set the context for our response, and to fully understand the evolution and uniqueness of the USAO Intelligence Research Specialist (IRS) program, the following paragraphs highlight the environment and purpose behind the creation of the IRS position, as well as the distinct roles which EOUSA and the U.S. Attorneys play in supporting and managing the program.

Background of the IRS Position

Shortly after the events of September 11, 2001, the Attorney General asked all Department components to assess their intelligence analysis capacity and to institute procedures to improve that capability. The Intelligence Research Specialist position, which was conceived, developed, funded, and integrated into the USAOs during that tumultuous time, was new and remarkably different from other USAO positions. Unlike any other position within a USAO, the IRS works to gather and disseminate intelligence outside the ambit of a criminal prosecution. The IRS works with a variety of investigative and intelligence agencies—sometimes nationwide—to support

the USAO in its mandate to prevent, disrupt, and defeat terrorist operations.

The U.S. Attorney Directs the Duties of the IRS

Because the IRS position brought with it several unique and evolving requirements for EOUSA and the USAOs, the 93 U.S. Attorneys were given the flexibility within the Attorney General's guidelines to determine how to best utilize the IRS to address the needs of their respective district. The U.S. Attorneys have the ultimate responsibility, oversight, and supervision of the IRS position, with EOUSA providing administrative support and guidance. As we take the important steps to address the findings in this report, we will do so in cooperation with the IRS's and U.S. Attorneys who have primary responsibility for and management of the IRS position.

The Evolution and Accomplishments of the IRS Program

Within a year of the first hiring wave of USAO IRS positions, EOUSA's Office of Legal Education sponsored a national IRS conference in November 2002 at the National Advocacy Center in Columbia, SC. Although only about 50 IRSs had been hired prior to this conference, this early orientation process provided the framework for the IRS program to develop. This and subsequent conferences (November 2003 and March 2005) have continued to provide a forum for the IRSs to network, exchange best practices, organize working groups, articulate program needs, listen to presentations from the intelligence community, and interact with EOUSA and DOJ management. The next conference, scheduled for August 2006, will provide another important opportunity for the IRS program to develop in light of the recommendations found in this report.

While we concur that more can and should be done to support this program, each successive year since this program's inception has produced positive results and significant individual accomplishments—most of which cannot be published in an unclassified report. It is important, however, to highlight one of this program's most valuable assets: the strong personal and professional network between the IRSs. This one-of-a-kind network yields almost instantaneous results on specific requests for threat-related information; it provides a medium whereby the IRSs can share appropriate case-related information with ties to other districts; and it allows the IRSs to quickly disseminate specific information obtained in one part of the country to other affected districts.

An Introduction to EOUSA's Plan of Action

In September 2005, EOUSA took another positive step toward supporting the IRS program by detailing an IRS from the field to EOUSA to provide administrative support and program management. The IRS Program Manager will take the lead, in concert with a group of U.S. Attorneys and several IRS Working Groups, to address the OIG's recommendations. Just as the national intelligence community continually adapts to government reforms and an ever-changing enemy, EOUSA recognizes that the IRS program must have a strong foundation whereupon it can successfully evolve and posture itself for the future. The following paragraphs outline our proposed actions and planned completion dates in response to the OIG's recommendations.

Documentation detailing EOUSA's efforts to implement the action plan will be provided to OIG

until all corrective actions are employed. If you have any questions regarding this information, please contact Dave Smith, EOUSA Legislative Counsel, at (202) 353-3035.

ACTION PLAN

Recommendation 1: Improve the consistency of the implementation of the intelligence research specialist function by:

a. Identifying the types of information, by source, to be collected by intelligence research specialists.

Actions Planned:

In order to efficiently identify types of information, by source, to be collected by the IRS, it is necessary to focus and direct the collection effort from a defined set of priority intelligence requirements (PIRs). These PIRs may come from the U.S. Attorney, the local FBI led Joint Terrorism Task Force (JTTF), or from national authorities such as the Attorney General or President of the United States. Other factors that influence a region's intelligence requirements may include, but are not limited to, one-time special events, intelligence gaps, and/or critical infrastructure vulnerabilities. Given that intelligence requirements and types of information and sources change, from time to time, each district must have its own latitude to customize its intelligence collection efforts. There are, however, types of information unique to all USAOs that IRSs can and should use in their collection activities. Using national and any existing Department PIRs as guidelines, the IRS Analysis Working Group will identify types of information, by source, that all IRSs should implement as part of their overall collection plan. This standard list will be approved by the U.S. Attorney led IRS Working Group and the EOUSA Director before being published.

Projected Completion Date: March 2006

Note: The definition of collection as described above does not include investigative activities such as developing a human source, or going covert to answer an intelligence requirement. The JTTF has the investigative mandate to operationally collect intelligence. The USAO IRS collection activity is primarily carried out through liaison activity with other intelligence specialists or law enforcement professionals, and information gathering from national and local databases.

b. Working with the FBI to provide all intelligence research specialists with access to the FBI's investigative databases.

Actions Planned:

EOUSA will organize and invite the FBI to participate in a working group to address this recommendation. This working group will define the available FBI databases and explore the IRSs' needs for universal access. In addition, EOUSA will explore with the FBI the possibility of a national agreement to standardize USAO access requirements to FBI systems. A report of this working group's findings and/or actions will be forwarded to the OIG by the end of May 2006.

Projected Completion Date: May 2006

c. Identifying standard tools for all intelligence research specialists; and

d. Surveying intelligence research specialists to determine which of the standard tools they lack and supplying missing tools to those who need them.

Actions Planned:

The IRS Information Technology Working Group, in cooperation with EOUSA's IRS Program Manager, will identify the standard tools to include hardware, software, and database access, that all IRSs must have to fulfill their responsibilities. Once this standard list is approved by EOUSA, in consultation with the U.S. Attorney's IRS Working Group, a survey of the IRS position holdings and shortfalls against the list will be conducted. Survey results will be compiled at EOUSA and monitored so that deficient items can be provided to the IRSs as soon as possible. Fulfillment of this recommendation will also depend upon availability of resources and costs associated with each item. EOUSA will forward by the end of May 2006, the standard tool list, survey results, and its efforts to overcome deficiencies.

Projected Completion Date: May 2006

e. Defining work products that intelligence research specialists produce; and

f. Establishing standards to ensure the consistency and quality of intelligence research specialist work products.

Actions Planned:

The IRS Analysis Working group, in cooperation with the U.S. Attorney led IRS Working Group and the IRS Program Manager, will define and describe the general set of work products common to all USAO IRSs. While these work

products should and will vary among districts, a general description of the most common product types, along with instructions, examples and/or guidelines to set quality standards will be submitted to the OIG and disseminated to the IRSs. These same working groups will look at which products can and should be standardized with a set format or template to ensure consistency. Results and examples of the above recommendations will be forwarded to the OIG by the end of May 2006.

Projected Completion Date: May 2006

Recommendation 2: Provide intelligence research specialists with current and complete guidance by:

- a. Developing and posting on the EOUSA's intranet site an intelligence research specialist manual that includes all pertinent guidance issued by the Attorney General, EOUSA, and USAOs on the roles and duties of the intelligence research specialist, including templates, examples of work products, and quality standards; and**

Actions Planned:

The IRS Administrative Working Group in cooperation with the U.S. Attorney led IRS Working Group and EOUSA, will develop an intelligence research specialist manual with sections that include all pertinent guidance from the Department's leadership, and the roles and duties of the IRS. This manual will incorporate the work resulting from the fulfillment of these OIG recommendations and will also provide newly hired IRSs a solid reference to orient and guide them in their new positions. The manual will include templates, instructions, and work products as determined by the working groups' findings in recommendations 1 e. and 1 f. Since this manual will rely upon the finished results of other recommendations, we anticipate this manual to be complete by the end of August 2006. EOUSA will, however, begin to update and organize the intranet site to include posting all pertinent guidance on the IRS position (see also 2.b).

Projected Completion Date: August 2006

- b. Updating the EOUSA intranet page to provide complete, current, and organized guidance.**

Actions Planned:

The IRS Program Manager at EOUSA has begun to make updates to the IRS intranet page and has coordinated with the EOUSA web services team to start the

process of developing a more robust IRS page to house the IRS manual as well as other useful links and tools for the IRS. The IRS Administrative Working Group will assist the IRS Program Manager and the web services team in developing, organizing, implementing and maintaining the IRS intranet page. Since this will be a continual process, and will not be fully complete until the IRS manual is finished and posted to the site in August 2006, EOUSA will update the existing intranet page to provide current and organized guidance by the end of March 2006 and will notify the OIG upon completion.

Projected Completion Date: March 2006

Recommendation 3: Identify ways to ensure that intelligence research specialists' original analytical work products are reviewed in order to meet quality standards.

Actions Planned:

The IRS Analysis Working group, in cooperation with the U.S. Attorney led IRS Working Group and EOUSA, will explore and identify ways to implement a quality review process for original analytical products. These working groups are the same individuals working on the related recommendations of 1 e. and 1 f. Once the products are defined (1 e.), these individuals will identify conditions whereby these analytical products would merit a review. Additionally, these working groups must carefully weigh the pros and cons of how, where, and to what extent analytical products will be reviewed so that it does not diminish the value of the intelligence through untimely dissemination. Results of this combined effort, to include an implementation date for a quality review process, will be forwarded to the OIG by the end of May 2006.

Project Completion Date: May 2006

Recommendation 4: Ensure that the work of the intelligence research specialist is disseminated to the Department as appropriate; and

Recommendation 8: Reassess the role of the intelligence research specialist in light of the Department re-organization of its intelligence entities.

Actions Planned:

The fulfillment of these related recommendations (#4 and #8) will require a collaborative effort between two distinct but related working groups: An EOUSA / U.S. Attorney led IRS working group and the Office of the Deputy Attorney General (ODAG) Counterterrorism Working Group on Intelligence. The latter is led by an Associate Deputy Attorney General and its members represent every DOJ component with a counterterrorism intelligence function. Hence, EOUSA and the USAOs have been and

will continue to be represented in this multi-component working group.

EOUSA along with the DOJ's Counterterrorism Section (CTS) is taking the lead on one of the ODAG's proposals to examine the various functions and roles of groups such as the IRSs and the Field Intelligence Groups (FIGs) who are charged with intelligence collection, analysis, and dissemination. Furthermore, this proposal will look at the work of these groups to ensure that it is not duplicative and to determine what role these groups will play in the Department's new National Security Division. The separate but related EOUSA / U.S. Attorney led working group—representing the interests of the USAO IRS community—will collaborate on and support the completion of this ODAG proposal.

EOUSA anticipates that the final results of this combined effort will answer the fourth recommendation by providing a framework for the IRSs to disseminate appropriate products to the Department. The eighth recommendation will be satisfied when EOUSA, the Attorney General's Advisory Committee (comprised of U.S. Attorneys), and the ODAG working group on intelligence recommend to the Department leadership a course of action on the proposal described above. Since the implementation timeline for the National Security Division is unknown, and depends upon legislation, EOUSA will provide periodic updates to the OIG on the progress of recommendations 4 and 8.

Project Completion Date: To Be Determined

Recommendation 5: Survey consumers of intelligence research specialist products regarding work product applicability, quality, and areas for improvement.

Actions Planned:

The IRS Program Manager and IRS Analysis Working Group will develop survey questions to answer work product applicability, quality, and areas for improvement. These survey questions will be disseminated in conjunction with a planned Anti-terrorism Advisory Council (ATAC) survey to be sent in January 2006. Results will be compiled and forwarded to the OIG and all interested parties by the end of March 2006.

Project Completion Date: March 2006

Recommendation 6: Ensure that the Evaluation and Review Staff (EARS) reports include an evaluation of the intelligence research specialist position.

Actions Planned:

EOUSA's EARS team will provide the necessary guidance to EARS evaluators to include, in their written report, an evaluation of the IRS position. As new guidance and standards develop, such as the IRS manual, EOUSA will provide this information to

EARS along with updated questions, as needed, to properly evaluate the IRS position. EOUSA will forward results by the end of March 2006.

Project Completion Date: March 2006

Recommendation 7: Provide appropriate coordination to ensure the continuity of intelligence research specialist functions in all USAOs with short- and long-term vacancies.

Actions Planned:

The IRS Crisis Response Working group, in cooperation with the U.S. Attorney led IRS Working Group and the IRS Program Manager, will identify ways to implement a system whereby IRSs, perhaps by region, will provide intelligence support to districts with short- and long-term vacancies. The end product of this effort will be a written and published standard operating procedure which may be incorporated into the IRS manual and posted on the IRS intranet site. EOUSA will forward this coordination plan to the OIG by the end of May 2006.

Project Completion Date: May 2006

Recommendation 8: Reassess the role of the intelligence research specialist in light of the Department re-organization of its intelligence entities.

Actions planned for this recommendation are included in the response to recommendation No. 4 above.

APPENDIX V: OIG'S ANALYSIS OF EOUSA'S RESPONSE

On November 9, 2005, the Office of the Inspector General (OIG) sent copies of the draft report to the Executive Office for U.S. Attorneys (EOUSA) with a request for written comments. EOUSA provided its written response on December 13, 2005 (Appendix IV). EOUSA concurred with all eight recommendations presented in the draft report. Our analysis of EOUSA's comments follows.

RECOMMENDATIONS

To address several of the OIG's recommendations, EOUSA will rely on the Intelligence Research Specialist Program Manager, and several intelligence research specialist working groups. In addition, EOUSA will work collaboratively with the Office of the Deputy Attorney General by participating in the Counterterrorism Working Group on Intelligence.

Recommendation 1a: Improve the consistency of the implementation of the intelligence research specialist function by identifying the types of information, by source, to be collected by intelligence research specialists.

Status: Resolved – Open.

Summary of EOUSA's Response. EOUSA stated that an analysis working group will use national and Department priority intelligence requirements as guidelines to identify the types of information, by source, that all intelligence research specialists should gather as part of their overall collection plan. This standard collection list will be approved by the U.S. Attorney leading the working group and the EOUSA Director prior to its publication. EOUSA gave a projected completion date of March 2006.

EOUSA also noted that the definition for collection does not include investigative activities, such as developing a human source or going covert to answer an intelligence requirement, because the Joint Terrorism Task Forces have the investigative mandate to operationally collect intelligence. The intelligence research specialists' collection effort is conducted primarily through their liaison activities with other intelligence specialists or law enforcement officials, and through information gathering from national and local databases.

OIG Analysis. EOUSA's planned actions are responsive to the OIG's recommendation. By March 31, 2006, please provide the OIG with a copy of the standard collection list.

Recommendation 1b: Improve the consistency of the implementation of the intelligence research specialist function by working with the Federal Bureau of Investigation (FBI) to provide all intelligence research specialists with access to the FBI's investigative databases.

Status: Resolved – Open.

Summary of EOUSA's Response. EOUSA stated that it will organize and invite the FBI to participate in a working group to define the available FBI databases and explore the intelligence research specialists' needs for universal access to those databases. In addition, EOUSA will explore with the FBI the possibility of a national agreement to standardize USAO access requirements for FBI systems. EOUSA gave a projected completion date of May 2006.

OIG Analysis. EOUSA's planned actions are responsive to the OIG's recommendation. By March 31, 2006, please provide the OIG with a status report on the working group's progress and EOUSA's determination regarding a national agreement with the FBI to standardize USAO access requirements for FBI systems.

Recommendation 1c: Improve the consistency of the implementation of the intelligence research specialist function by identifying standard tools for all intelligence research specialists.

Status: Resolved – Open.

Summary of EOUSA's Response. EOUSA stated that an information technology working group, in cooperation with EOUSA's Intelligence Research Specialist Program Manager, will identify the standard tools that all intelligence research specialists must have to fulfill their responsibilities. The standard tools are to include hardware, software, and database access. The standard list will be approved by EOUSA in consultation with the U.S. Attorney-led Intelligence Research Specialist Working Group. EOUSA gave a projected completion date of May 2006.

OIG Analysis. EOUSA's planned actions are response to the OIG's recommendation. By March 31, 2006, please provide the OIG with a status report on the development of the standard tool list.

Recommendation 1d: Improve the consistency of the implementation of the intelligence research specialist function by surveying intelligence research specialists to determine which of the standard tools they lack and supplying missing tools to those who need them.

Status: Resolved – Open.

Summary of EOUSA’s Response. EOUSA stated that once the standard tool list has been approved, it will survey the intelligence research specialists to identify holdings and shortfalls. EOUSA will compile the survey results and monitor where deficient items need to be provided to the intelligence research specialists as soon as possible. EOUSA gave a projected completion date of May 2006.

OIG Analysis. EOUSA’s planned actions are responsive to the OIG’s recommendation. By March 31, 2006, please provide the OIG with a status report on any survey results received to date and EOUSA’s progress on the process for monitoring survey results, and also provide a list of the deficient items to be provided to the intelligence research specialists.

Recommendation 1e: Improve the consistency of the implementation of the intelligence research specialist function by defining work products that intelligence research specialists produce.

Status: Resolved – Open.

Summary of EOUSA’s Response. EOUSA stated that an analysis working group, in cooperation with the U.S. Attorney-led Intelligence Research Specialist Working Group and the Intelligence Research Specialist Program Manager, will define and describe the general set of work products common to all USAO intelligence research specialists. The working groups will provide a general description of the most common product types along with instructions and examples. EOUSA gave a projected completion date of May 2006.

OIG Analysis. EOUSA’s planned actions are responsive to the OIG’s recommendation. By March 31, 2006, please provide the OIG with a status report on the development of the description and definition of the general set of work products common to all USAO intelligence research specialists.

Recommendation 1f: Improve the consistency of the implementation of the intelligence research specialist function by establishing standards to

ensure the consistency and quality of intelligence research specialist work products.

Status: Resolved – Open.

Summary of EOUSA's Response. According to EOUSA, the working groups mentioned in Recommendation 1e will determine which products can and should be standardized with a set format or template to ensure consistency. The working groups will provide guidelines to set quality standards for the intelligence research specialist work products. EOUSA gave a projected completion date of May 2006.

OIG Analysis. EOUSA's planned actions are responsive to the OIG's recommendation. By March 31, 2006, please provide the OIG with a status report on the development of the quality standards for the intelligence research specialist work products.

Recommendation 2a: Provide intelligence research specialists with current and complete guidance by developing and posting on the EOUSA's intranet site an intelligence research specialist manual that includes all pertinent guidance issued by the Attorney General, EOUSA, and USAOs on the roles and duties of the intelligence research specialist, including templates, examples of work products, and quality standards.

Status: Resolved – Open.

Summary of EOUSA's Response. EOUSA stated that an administrative working group, in cooperation with the U.S. Attorney-led Intelligence Research Specialist Working Group and EOUSA, will develop the manual with sections that include pertinent guidance from Department leadership and the roles and duties of the intelligence research specialists. The manual will incorporate the work resulting from implementing the OIG recommendations in this report. EOUSA gave a projected completion date of August 2006.

OIG Analysis. EOUSA's planned actions are responsive to the OIG's recommendation. By March 31, 2006, please provide the OIG with a status report on the development of the intelligence research specialist manual.

Recommendation 2b: Provide intelligence research specialists with current and complete guidance by updating the EOUSA intranet page to provide complete, current, and organized guidance.

Status: Resolved – Open.

Summary of EOUSA's Response. EOUSA stated that the Intelligence Research Specialist Program Manager has begun to update the intranet page. The Program Manager has coordinated with the EOUSA web services team to begin developing a more robust Intelligence Research Specialist page. An administrative working group will assist the Program Manager and the web services team in developing, organizing, implementing, and maintaining the intranet page. EOUSA gave a projected completion date of March 2006.

OIG Analysis. EOUSA's planned actions are responsive to the OIG's recommendation. By March 31, 2006, please provide the OIG with information on the changes made to the EOUSA intranet page.

Recommendation 3: Identify ways to ensure that intelligence research specialists' original analytical work products are reviewed in order to meet quality standards.

Status: Resolved – Open.

Summary of EOUSA's Response. EOUSA stated that an analysis working group, in cooperation with the U.S. Attorney-led Intelligence Research Specialist Working Group and EOUSA, will explore and identify ways to implement a quality review process for original analytical work products. EOUSA gave a projected completion date of May 2006.

OIG Analysis. EOUSA's planned actions are responsive to the OIG's recommendation. By March 31, 2006, please provide the OIG with a status report on the development of the quality review process.

Recommendation 4: Ensure that the work of the intelligence research specialists is disseminated to the Department as appropriate.

Status: Resolved – Open.

Summary of EOUSA's Response. EOUSA stated that implementing this recommendation will require a collaborative effort between two distinct, but related, working groups. These groups are an EOUSA/U.S. Attorney led Intelligence Research Specialist working group and the Office of the Deputy Attorney General (ODAG) Counterterrorism Working Group on Intelligence.

EOUSA, along with the Counterterrorism Section in the Criminal Division, is taking the lead on an ODAG proposal to examine the various functions and roles of groups charged with intelligence collection, analysis, and dissemination. EOUSA and the Counterterrorism Section are working on this proposal to ensure there is no duplication and to determine what roles these groups will play in the Department's new National Security Division. The EOUSA/U.S. Attorney-led working group will collaborate on and support the completion of this ODAG proposal. EOUSA believes that the combined effort will provide a framework for the dissemination of intelligence research specialist work products to the Department.

EOUSA added that since the implementation timeline for establishing the National Security Division is unknown, and depends upon legislation, EOUSA will provide periodic updates to the OIG on the progress of recommendation 4. Consequently, EOUSA did not give a projected completion date for this recommendation.

OIG Analysis. EOUSA's planned actions are responsive to the OIG's recommendation. By March 31, 2006, please provide the OIG with a status report on the working groups' collaboration and any determinations regarding the dissemination of intelligence research specialists' work to the Department (including any projected completion date).

Recommendation 5: Survey consumers of intelligence research specialist products regarding work product applicability, quality, and areas for improvement.

Status: Resolved – Open.

Summary of EOUSA's Response. EOUSA stated that the Intelligence Research Specialist Program Manager and an analysis working group will develop survey questions on work product applicability, quality, and areas for improvement. These questions will be disseminated in conjunction with a planned Anti-Terrorism Advisory Council (ATAC) survey to be sent in January 2006. EOUSA gave a projected completion date of March 2006.

OIG Analysis. EOUSA's planned actions are responsive to the OIG's recommendation. Before the survey is conducted, please provide the OIG with a copy of those survey questions to be included on the ATAC survey relating to work product applicability, quality, and areas for improvement. By March 31, 2006, please provide the OIG with a summary of the survey responses related to the intelligence research specialists' work products.

Recommendation 6: Ensure that the Evaluation and Review Staff (EARS) reports include an evaluation of the intelligence research specialist position.

Status: Resolved – Open.

Summary of EOUSA’s Response. EOUSA stated that EARS will provide the necessary guidance to its evaluators to include an evaluation of the intelligence research specialist position in their written reports. EOUSA will provide updated questions, as needed, so that the evaluators can evaluate the intelligence research specialist positions properly. EOUSA gave a projected completion date of March 2006.

OIG Analysis. EOUSA’s planned actions are responsive to the OIG’s recommendation. By March 31, 2006, please provide the OIG with (1) a copy of the guidance given to EARS evaluators on the evaluation of the intelligence research specialist position in their written reports, (2) any updated questions, and (3) examples of portions of the EARS reports implementing the new guidance. If no copies of EARS reports implementing the new guidance are available by March 31, 2006, please provide copies of such reports as soon as EOUSA receives them.

Recommendation 7: Provide appropriate coordination to ensure the continuity of intelligence research specialist functions in all USAOs with short- and long-term vacancies.

Status: Resolved – Open.

Summary of EOUSA’s Response. EOUSA stated that a crisis response working group, in cooperation with the U.S. Attorney-led Intelligence Research Specialist Working Group and the Intelligence Research Specialist Program Manager, will identify ways to implement a system in which intelligence research specialists provide intelligence support to districts with short- and long-term vacancies. EOUSA gave a projected completion date of May 2006.

OIG Analysis. EOUSA’s planned actions are responsive to the OIG’s recommendation. By March 31, 2006, please provide the OIG with a status report on the development of the system that will be implemented to provide intelligence support to districts with short- and long-term vacancies.

Recommendation 8: Reassess the role and duties of the intelligence research specialists in light of the Department re-organization of its intelligence entities.

Status: Resolved – Open.

Summary of EOUSA’s Response. EOUSA believes that the recommendation will be satisfied when EOUSA, the Attorney General’s Advisory Committee, and the ODAG working group recommend to the Department’s leadership a course of action on the proposal described in its response to Recommendation 4. EOUSA also stated that because the implementation timeline for the National Security Division is unknown, and depends upon legislation, it will provide periodic updates to the OIG on the progress of Recommendation 8.

OIG Analysis. EOUSA’s planned actions are responsive to the OIG’s recommendation. By March 31, 2006, please provide the OIG with a status report on the progress of the various groups and any information on a projected completion date.