



1. Counterterrorism: The highest priority of the Department of Justice (Department) continues to be its efforts to deter, prevent, and detect future terrorist acts. Given the importance of this ongoing challenge, a significant amount of the Office of the Inspector General's (OIG) oversight efforts in the 4 years since September 11, 2001, have focused on Department programs and operations related to counterterrorism and national security issues. While a series of OIG reviews issued during the past year identified areas in need of improvement, we believe the Department continues to make progress in addressing this preeminent challenge.

Much of the OIG's oversight work related to counterterrorism involves the Federal Bureau of Investigation (FBI). Since the September 11 terrorist attacks, the FBI has made a concerted effort to transform itself from a traditional law enforcement agency that investigates crimes after they have been committed to a more proactive agency that seeks to prevent terrorist acts. To gauge the FBI's success at making this transition, the OIG has completed three reviews over the past 2 years that have examined the FBI's reallocation of resources from traditional criminal investigations to counterterrorism and counterintelligence matters.

The most recent OIG report on this subject, completed in late September 2005, showed that between fiscal years (FY) 2000 and 2004 the FBI formally reallocated 1,143 field agent positions away from investigating traditional criminal matters and placed these resources primarily in terrorism-related programs. In addition to the formal reallocation of positions, we found that the FBI actually utilized almost 2,200 fewer field agents to investigate traditional criminal matters, such as bank robbery and drug crimes, in FY 2004 than it had in FY 2000. According to senior FBI officials, the additional agents were diverted from criminal investigative areas to terrorism-related matters as needs arose. For example, FBI field offices were directed to ensure that no terrorism-related matter went unaddressed, which primarily contributed to the significant gap in the utilization and allocation figures in FBI criminal investigations.

Also during the past year, the OIG examined the work of the Department's counterterrorism task forces; the FBI's recruitment and training of intelligence analysts; the FBI's information technology (IT) initiatives such as the Trilogy Project, its failed Virtual Case File effort, and its ongoing effort on a replacement case management system called Sentinel; the FBI's management of the Terrorist Screening Center (TSC); and the TSC's efforts to support the Transportation Security Administration's Secure Flight program. We discuss several of these reviews in this section, as well as in other sections of this document where they relate to different management challenges.

In June 2005, the OIG released a report that evaluated the operations of five Department counterterrorism task forces and advisory councils that were either created or expanded after the September 11 terrorist attacks. The OIG review assessed the role and operations of these task forces and councils – whether they were achieving their purposes, and whether gaps, duplication, or overlap existed in the groups' counterterrorism coverage. The five groups examined in the OIG review were the Joint Terrorism Task Forces (led by FBI field offices with participation by other Department of Justice, federal, State, and local law enforcement agencies) which seek to prevent terrorist incidents and investigate terrorism threats); National Joint Terrorism Task Force (led by the FBI) which provides administrative, logistical, and training support to the Joint Terrorism Task Forces; Anti-Terrorism Advisory Councils (led by U.S. Attorneys) which aid the exchange of terrorism-related information among federal, State, and local organizations in the public and private sectors; National Security Coordination Council (led by the Deputy Attorney General and composed of senior Department officials) which defines and coordinates the Department's counterterrorism strategy; and the Foreign Terrorist Tracking Task Force (led by the FBI) which provides data to task forces and other government agencies to help prevent terrorists from entering the United States, locates terrorists who have entered the country, and assists in terrorism investigations.

In sum, the OIG review concluded that the terrorism task forces and advisory councils generally function as intended, without significant duplication of effort, and that they contribute significantly to the Department's counterterrorism efforts. Specifically, we found that the Department's terrorism task forces and advisory councils improved information sharing among law enforcement agencies, the intelligence community, and private industry by broadening the pool of individuals with security clearances and providing forums for information exchange about terrorism matters.

However, the OIG review also identified a series of management and resource issues affecting the operation of the task forces and advisory councils. Those problems included the need for more stable leadership among the task forces and councils, better training for participants, increased attention to the Foreign Terrorist Tracking Task Force, greater involvement in the task forces by the Drug Enforcement Administration (DEA), additional resources, and increased coverage of remote areas. The OIG report provided 28 recommendations to help the Department improve the operations of its various counterterrorism task forces and councils. The Department concurred with all 28 recommendations.

Other OIG reviews have identified additional areas in need of significant improvement in order for the Department to most effectively meet its counterterrorism responsibilities. For example, in several reviews, the OIG has reported on the urgent need to upgrade the FBI's IT systems. In essence, the FBI is in the business of uncovering, analyzing, sharing, and acting on information. To do so effectively and fully, it must have state-of-the-art IT and case management systems. But the FBI's current IT systems fall far short of what is needed, and its efforts to create a modern case management system to catalogue, retrieve, and share case information have not succeeded. The successful upgrade of the FBI's IT systems – as well as the development and integration of other important IT systems throughout the Department – remains one of the top challenges facing the Department in the years ahead. This issue is discussed in more detail in this document under Challenge 4.

In addition, to effectively meet its counterterrorism mission the FBI must value and support to a greater degree staff with technical skills. For example, until recently the FBI did not adequately value the contributions of intelligence analysts. The FBI's historic view was that its special agents performed the key work of the agency while intelligence analysts (and other non-agent support personnel such as scientists and linguists) primarily were viewed in a less important support role for ongoing cases.

A May 2005 OIG audit examined the FBI's efforts to hire, train, and retain its intelligence analysts. Since the September 11 terrorist attacks, the FBI has emphasized the development of its intelligence analysis capabilities to help meet its highest priority of preventing future terrorist attacks. In the three years since the September 11 terrorist attacks, the FBI's analytical corps has grown from 1,023 analysts in October 2001 to 1,403 analysts in October 2004 – a net increase of 380 intelligence analysts or 37 percent.

The OIG audit found that the FBI has made progress in hiring and training intelligence analysts. However, the OIG found several areas in need of improvement. For example, the FBI fell short of its FY 2004 hiring goals and ended the fiscal year with a vacancy rate of 32 percent. In addition, the FBI has made slow progress toward developing a quality training curriculum for new analysts. The initial basic training course offered from 2002 to 2004 was not well attended and received negative evaluations. Furthermore, an OIG survey of FBI intelligence analysts found that work requiring analytical skills accounted for about 50 percent of the analysts' time, and many analysts reported performing administrative or other non-analytical tasks. In addition, some analysts said that not all FBI special agents, who often supervise the analysts, understand the capabilities and functions of intelligence analysts. Finally, our survey found that 22 percent of the FBI's current intelligence analysts said they plan to leave the FBI within 5 years. Among analysts hired since FY 2002, 35 percent said they do not plan to remain with the FBI for 5 years.

































































