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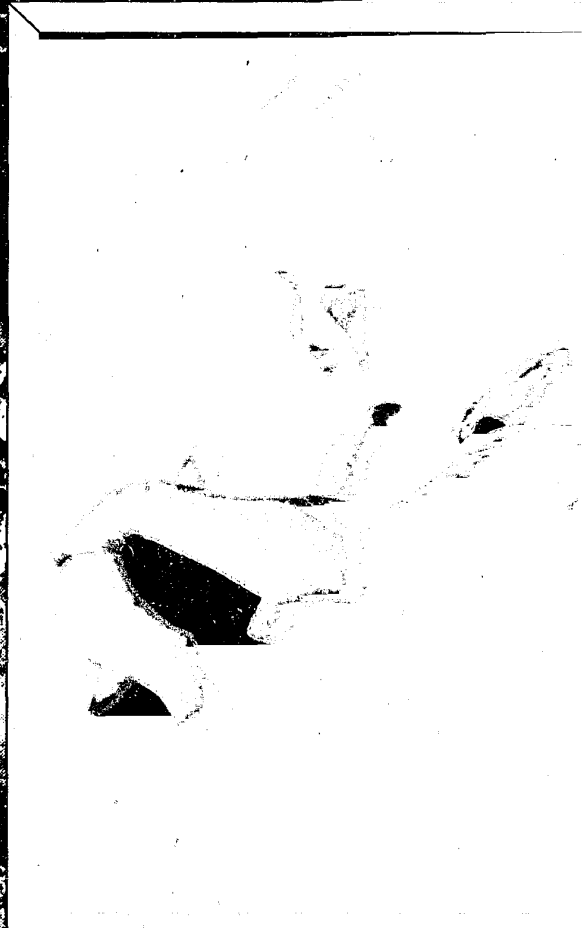
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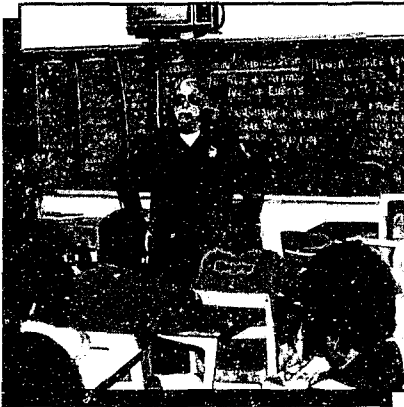


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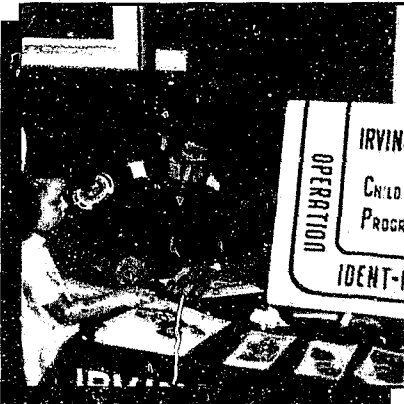
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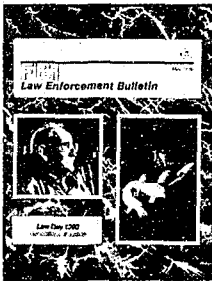
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William S. Sessions, Director

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Analytical Intelligence Training

By
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and
R. GLEN RIDGEWAY



The ability to analyze is very important in law enforcement. Every investigator uses analytical ability on the job daily—from the investigation of a single traffic accident to the most complex fraud and money laundering schemes. Analytical ability is what makes a good investigator.

This article provides a look at the philosophy, environment, and pitfalls of teaching intelligence analysis within law enforcement. It explores curricula now available and the need to develop more advanced courses. The article also

calls for the institution of professional standards for intelligence analysts, including specific training topics.

THE FIELD OF INTELLIGENCE ANALYSIS

Investigators have always used analysis while performing their jobs, but not with the disciplined procedures that characterize a professional analyst. In most investigations, which are reactive by nature, analysis is done on a case-by-case basis. Yet, a systematic analytical approach requires

adherence to accepted, fundamental principles and techniques, most of which are learned or assimilated over time. The ability to develop a structured, systematic approach is the hallmark of an intelligence analyst.

The field of intelligence analysis has grown enormously in recent years. As a result, there is increasing focus on complex crimes, particularly in the area of drug enforcement, strategy development, and the need to analyze varying types of data. Only a decade ago, a handful of law enforcement agen-

cies employed trained analysts; now, analysts can be found in even small departments. Even so, analysis is not so entrenched in the law enforcement profession that it is taught to every recruit at the police academy. It is, however, offered in nearly every State in various training settings.

The Federal law enforcement community has influenced the development of law enforcement intelligence analysis. The Federal Bureau of Investigation (FBI), the Drug Enforcement Administration (DEA), and the Bureau of Alcohol, Tobacco and Firearms (ATF) have even created a series of job titles and career paths for analysts.

The FBI National Academy Program offers instruction in intelligence analysis to participants during their training at the FBI Academy in Quantico, Virginia. ATF encouraged and supported the beginnings of the only professional association for analysts, the International Association of Law Enforcement Intelligence Analysts (IALEIA), which opened its membership in 1981. The Bureau of Justice Assistance (BJA) has sponsored conferences enabling the various projects to exchange experiences and build on each agency's success. Other Federal agencies employ analysts, as do State agencies such as the Florida Department of Law Enforcement (FDLE) and the Illinois State Police.

Federally funded Regional Information Sharing System (RISS) projects, which provide support to over 2,000 agencies nationwide, also played a significant role in promoting intelligence analysis.



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RISS projects created computerized analytical software for specific types of analysis¹ and offered these services to its members. Under this system, agencies could forward data to the appropriate project. The data was then entered, analyzed, and compiled into a finished report. Additionally, some RISS projects taught analysis to member agency personnel. As a result, line investigators passed on the techniques to others.

Several agencies also developed analytical training in the public sector. Many of these agencies are associated with the Federal Government or the RISS projects. While most of the analytical classes cover basic information, a few advanced courses address such areas

as computer-aided analysis, complex financial case analysis, and strategic analysis.

The success of intelligence analysis courses suggests that there is a market for analytical intelligence training. However, the courses offered are basic and reflect little initiative in developing alternative models. One reason is that agencies have opted to modify the basic training wheel, rather than redesign it, mainly because of lack of time and expertise. This means that analytical training capabilities remain rudimentary and do not advance the science of intelligence analysis in law enforcement.

ANALYSIS IN ACADEMIA

All colleges and universities offer analytical courses, such as statistical, financial and market analysis, and most mandate a minimum number of analytical course credits within the degree program. However, few colleges offer courses in intelligence analysis, and even fewer have courses in law enforcement analysis. Even so, the law enforcement analytical courses that do exist usually focus on the use of intelligence analysis, not on how to analyze. As a result, when law enforcement agencies look for analytical candidates, they generally look for people with degrees in political or social science and strong research skills.

ANALYTICAL COURSE DEVELOPMENT

Developing any course curriculum is a time-consuming process, and analytical courses are no exception. Minimal research

material is available, and there are no textbooks to use as a basis for course formation. As a result, most instructors must begin from ground zero. Therefore, the first step in developing a course is to examine the components, i.e. definitions, steps, examples, and practical exercises.

Definitions

Within the intelligence field, definitions have long been a point of contention. Everyone seems to make up definitions to suit individual needs, and most of these definitions are not written down. While there have been attempts to define key areas of analysis, there is rampant disagreement,² as can be expected.

Steps

When formulating an analysis course, step-by-step instruction should be provided. This reduces the procedure to its most basic components, increases the likelihood of comprehension, and provides a basis for future reference.

Examples

Actual samples of analytical products are not only impressive but are also informative. Ideally, an intelligence analysis course should include fictitious or sanitized examples of every method/product taught.

Practical Exercises

People learn best by doing. Considering that analytical concepts are hard to teach and difficult to learn, authentic-appearing case material should be used during



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course instruction. Many practical exercises can translate the concept of analysis into the investigator's stock-in-trade—solving cases.

PITFALLS OF TEACHING ANALYSIS

There are four general pitfalls in teaching intelligence analysis. They are:

- Using someone else's material,
- Being too technical,
- Not being able to respond to questions, and
- Creating training programs that are too specialized.

Each needs to be considered when teaching an analytical intelligence course.

Using Someone Else's Material

This pitfall is perhaps the most dangerous, since there are so few sources that can be used in analytical training. Also, developing training modules is difficult and time-consuming; so borrowing another's material has become a common practice.

Yet, using another's course curriculum keeps individual experiences from being incorporated into the training, which helps to explain ideas and techniques. This also prohibits an instructor from truthfully answering the question most often asked in the analytical classroom, "Why did (or didn't) you do it that way?" If the "it" referenced is an example or answer an instructor did not create, the instructor can either make up an answer or admit ignorance. But, too many "I don't know" answers may have negative consequences.

Being Too Technical

Because intelligence analysis is a very technical field, it is important to explain the subject matter in the simplest terms possible. Instructors should speak to the audience as a whole, not direct the lecture to one or two technically oriented students who may ask questions frequently. It may be necessary to cover certain concepts and techniques more than once. What is important is that everyone thoroughly understands and comprehends the topics covered.

The presentation should be designed for the audience at hand. Investigators are generally the least technical, but most practical, while managers and analysts usually have a greater tendency to use details and speak abstractly. However, all instruction should be as simple as possible. The goal is to have the students learn intelligence analysis.

Responding to Questions

The nightmare of all instructors is not being able to respond adequately to questions. Using original materials helps to decrease the likelihood that this nightmare will occur. However, an instructor who teaches a course only a few times a year can forget to cover certain details. To prevent this, materials should be thoroughly reviewed a few days before the class begins.

Specialized Training

At present, a limited number of advanced analytical courses are offered in the United States because there is a limited audience for such training, making it not cost effective. For the most part, those who take analytical courses are not analysts; they are more interested in an overview of the concepts and techniques, not in details. In addition, structured courses for experienced analysts may only be offered a few times a year. Therefore, time spent in course development may never be recouped in terms of the number of persons taught, particularly on the local or State level.

The answer might be in forming advanced classes through the cooperation of Federal agencies, programs such as RISS, or a nation-



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al consortium of analytical experts. This would allow more advanced classes to be available over a wider area and to a greater number of participants.

THE FUTURE

It is clear that analysis will continue as a necessary component of criminal investigation in the future. It is also clear that computerization will not take the place of the analyst, but instead will create a greater demand for more complex analysis. However, if analytical intelligence instruction is to reach its potential, there are several areas that must be addressed. These include developmental support, the training of analytical instructors, the development of new models and

curricula in computerized analysis, and emerging analytical techniques.

Developmental Support

There is little support to rely on in the area of analytical training development. Articles, chapters, books, or monographs depicting practitioners' methods are scarce. A few instructors exchange training manuals informally or permit one another to borrow teaching modules. Unfortunately, there is no formal structure designed to assist in the development of training through a professional organization or agency.

Training Analytical Instructors

Outside of one private company that trains its own faculty, there is no organization that educates analysts on how to become analytical instructors. As a result, there are very few qualified analysis instructors in the United States generally available for teaching in multiagency settings. One solution may be to form an intelligence analysis faculty in order to teach others to become analytical instructors.

Developing New Models

New models for providing analytical training should be encouraged. One particular model—definition, how-to steps, practical exercises—is effective at the introductory level but not at the more advanced level. The case-long practice model, developed in the training course “Advanced Analytical Training,”³ could be used in various scenarios, such as drugs and the infiltration of legitimate busi-

nesses. However, other models also should be designed.

Computerized Analysis

The field of computerized analysis has opened new areas of expertise and potential courses. Currently, classes are limited to database applications for toll records, event flow, or network analysis. Artificial intelligence in which computerized data are flagged based on certain elements is a solid tool for targeting criminals and helping to predict criminal activity. Agencies with such programs in use should develop applicable training courses.

DEVELOPING STANDARDS

The International Association of Law Enforcement Intelligence Analysts (IALEIA) has called for institution of standards for analysts. In fact, the IALEIA's Standards and Accreditation Committee, first formed in Florida, was able to have standards adopted there. However, further efforts toward standardization have encountered obstacles, mainly because of the myriad of position classifications used for analysts. Some analysts are sworn police personnel, others are civilian. Some perform a quasi-clerical function, while others are management-oriented strategic planners.

Some analysts view their jobs merely as stepping stones to investigative work; others look at it as a step toward computer software development positions. But few remain analysts for more than 3 or 4 years, and few receive advanced training, develop training, or write



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in the field. In short, not all analysts are committed to analysis as a profession for the long term. This lack of commitment helps explain the lack of advanced analysis and standards. It also does little to foster the goal of IALEIA to promote high standards of professionalism in analysis.

CONCLUSION

This article has detailed the support, or the lack of support, for analytical intelligence training. Several agencies have, in fact, devoted time and personnel to analysis instruction. As a result, hundreds of law enforcement agencies have benefited. However, analytical intelligence training needs more support.

Adequate support for the use of analysis within law enforcement will only come through the education of managers, investigators, prosecutors, and analysts. Unfortunately, a vast majority of agencies in the United States still do not realize how analysis can help them.

Analysis is a subject worth exploring, but law enforcement will only fully accept it when it becomes a routine part of the teaching curricula and standard operating procedures. To achieve this, each analyst must help to persuade the law enforcement community that professional analysis is necessary and vital to law enforcement's mission. Only through standardization and the cultivation of dedicated analysts will analysis as a profession receive the acclaim it so rightly deserves.

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Footnotes

¹ There are six RISS projects--the Rocky Mountain Information Network, the Western States Information Network, the Mid-States Organized Crime Information Center, the Regional Organized Crime Information Center, and the Middle Atlantic-Great Lakes Organized Crime Law Enforcement Network.

² Marilyn Peterson Sommers, "Law Enforcement Intelligence: A New Look," *International Journal of Intelligence and Counterintelligence*, vol. 1, No. 1, Fall, 1986.

³ "Advanced Analytical Training" includes complex cases for which teams of analysts were required to do analytical products. Areas of instruction include collection plans, fact patterns, corporate analysis and event flow analysis.

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