



# Intelligence Capability Assessment Results

March 30, 2018

Fiscal Year 2017 Report to Congress



Homeland  
Security

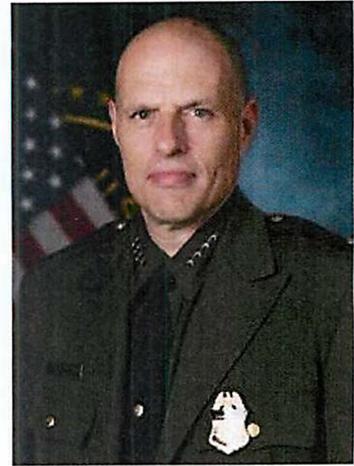
*U.S. Customs and Border Protection*

# Message from the Acting Deputy Commissioner of CBP

March 30, 2018

I am pleased to submit the following report, "Intelligence Capability Assessment Results," which has been prepared by U.S. Customs and Border Protection (CBP).

The report has been compiled pursuant to the language set forth in Senate Report 114-264, which accompanies the Fiscal Year (FY) 2017 Department of Homeland Security (DHS) Appropriations Act (P.L. 115-31). The report provides an assessment of CBP's current tactical intelligence and law enforcement information collection assets, to determine whether centralizing collection and coordination capabilities would be beneficial.



Pursuant to congressional requirements, this report is being provided to the following Members of Congress:

The Honorable John R. Carter  
Chairman, House Appropriations Subcommittee on Homeland Security

The Honorable Lucille Roybal-Allard  
Ranking Member, House Appropriations Subcommittee on Homeland Security

The Honorable John Boozman  
Chairman, Senate Appropriations Subcommittee on Homeland Security

The Honorable Jon Tester  
Ranking Member, Senate Appropriations Subcommittee on Homeland Security

I would be pleased to respond to any questions you may have. Please do not hesitate to contact my office at (202) 344-2001 or the Department's Acting Chief Financial Officer, Stacy Marcott, at (202) 447-5751.

Sincerely,

A handwritten signature in black ink, appearing to read "Ronald Vitiello". The signature is stylized and fluid.

Ronald D. Vitiello  
Acting Deputy Commissioner  
U.S. Customs and Border Protection

# Executive Summary

This document has been compiled pursuant to requirements in Senate Report 114-264, which accompanies the FY 2017 DHS Appropriations Act (P.L. 115-31). This report provides a summary of CBP's efforts, under the direction of CBP Commissioner Kevin K. McAleenan, to refine and strengthen its intelligence capabilities to support frontline operations better, and to develop and implement a cohesive CBP Intelligence Enterprise (IE). CBP anticipates that its efforts to optimize how the agency collects, processes, and disseminates critical intelligence will extend over the course of several fiscal years. At the end of this process, CBP will be able to make better informed decisions concerning CBP's enforcement operations, near- and long-term planning, and resource allocations.

As an intelligence-driven law enforcement agency entrusted with the critical mission to safeguard the Nation's borders, CBP recognizes that it must continue to mature and modernize its intelligence capabilities to anticipate and adapt to the evolving operating environment more effectively. The threats that our Nation faces are complex and ever-changing—and our adversaries adapt rapidly to our mitigation efforts. CBP is forging unity of intelligence efforts through greater sharing of intelligence and information, leveraged partnerships, and collaborative planning to strengthen CBP's capacity to prevent, disrupt, deter, and dismantle border security threats.

The primary role of the CBP IE is to provide agents and officers with relevant intelligence that will increase their situational awareness, while simultaneously providing executive leadership with high-quality analysis to inform decision-making. Working to transform how CBP manages the collection, analysis, and dissemination of intelligence, the CBP IE will focus on four key intelligence enablers: (1) intelligence processes, (2) dynamic information sharing, (3) partnerships, and (4) career development and training.



# Intelligence Capability Assessment Results

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# I. Legislative Language

This document was compiled pursuant to the legislative language set forth in Senate Report 114-264, which accompanies the Fiscal Year 2017 Department of Homeland Security (DHS) Appropriations Act (P.L. 115-31).

Senate Report 114-264 states:

The Committee is supportive of the Office of Intelligence's efforts to develop, provide, coordinate, and implement CBP's intelligence capabilities into a cohesive enterprise and directs the Office of Intelligence to manage confidential human source payments for all of CBP. The Committee further directs CBP to assess CBP's current tactical intelligence and law enforcement information collection assets, to determine whether centralizing collection and coordination capabilities would be beneficial and report to the Committee on the results within 180 days of the date of enactment of this act.

U.S. Customs and Border Protection (CBP) has prepared this report in response to the Committee's inquiry whether it would be beneficial to implement changes to how tactical intelligence and law enforcement information is being collected and coordinated within CBP. Furthermore, through this report, CBP also is informing Committee members of its ongoing efforts to support CBP's national security mission by developing a cohesive Intelligence Enterprise (IE) that is more responsive to CBP's needs for timely and actionable intelligence.

## II. Assessment of CBP's Current Tactical Intelligence and Law Enforcement Collection Capabilities

CBP found that the agency's collection capabilities and processes vary greatly throughout the organization. For example, it was determined that within CBP, each office possessed and used its individual collection capabilities and expertise relying on its own processes and frameworks, often times with limited coordination between CBP offices.

CBP recognizes that the synchronization of all of CBP's tactical intelligence and collection capabilities is needed. This will allow the agency to enhance its ability to support front-line decision-making better, and to provide its officers and agents with timely, accurate, and actionable intelligence more effectively. Such a cohesive, mission-focused intelligence model will transform CBP's diverse collection framework into a more agile and unified intelligence collection model that is more responsive to the dynamic threat environment.

This multi-year effort will allow CBP to develop an effective common operating picture to maximize CBP's capability to prevent, deter, disrupt, and dismantle unlawful activity in the border environment. CBP is committed to undertaking a transformative change that will bring together separate intelligence approaches into one cohesive effort that operates under one unified intelligence framework and understanding. This in turn, will lead to a continual refinement of CBP's collective intelligence capabilities, expertise, and resources, which will allow the agency to operate in a coordinated and consistent manner to meet evolving needs.

### III. Desired Outcomes and Benefits of a Cohesive Intelligence Enterprise

A common threat-based intelligence collection capability will advance and support an organic, collaborative, tactical intelligence, and law enforcement information collection architecture. This capability will provide CBP field commanders, senior executives, executive managers, and partners with valuable tactical, operational, and strategic intelligence. CBP IE activities will be improved greatly by advancing common processes and standards in a comprehensive intelligence collection enterprise management framework, with identified and established standards for synchronized planning, execution, and reporting.

The CBP IE will employ new and innovative approaches to secure America's borders and to provide situational awareness so that emerging threats can be identified and operationalized as they occur, ensuring continued risk adaptation. By aligning intelligence functions, activities, and systems to connect its intelligence assets and processes, the CBP IE will be able to support frontline decision-making better. The focus is to amplify CBP's cumulative intelligence capability through the unified application of the Intelligence Cycle. The end state is to establish an effective common operating picture to maximize CBP's capability to prevent, deter, disrupt, and dismantle unlawful activity in the border environment.

## IV. Enhancing CBP's Intelligence Capability

Increased globalization, combined with the enhanced sophistication and capabilities of both terrorist organizations and transnational criminal organizations, makes it challenging for CBP to execute its mission of securing our borders while enabling the free flow of legitimate trade and travel. As the threats that we face as a nation evolve, our adversaries will utilize networks, partnerships, and innovative approaches to advance their illicit activities. To enhance border security and protect the Homeland, CBP must continue to have a comprehensive understanding of complex global developments and their potential impacts on the border environment.

To identify, confront, and resolve such evolving threats effectively, CBP has begun to develop an IE approach and accompanying strategy. The vision for the CBP IE is to create a cohesive, threat-based, and operationally focused enterprise that connects intelligence capabilities across CBP. The IE will allow the agency to operate in a coordinated and cohesive manner to address both current and emerging national border security issues, and to function under one common intelligence framework and understanding. The CBP IE will focus on four key intelligence enablers: (1) intelligence processes; (2) dynamic information sharing; (3) partnerships; and (4) career development and training. The goal of these focus areas will be to improve the management of collection, analysis, and dissemination intelligence processes within CBP, in order to eliminate intelligence gaps and to provide operators and decision-makers with timely and actionable intelligence more effectively.

### A. Intelligence Processes

The standardization of intelligence processes around the Intelligence Cycle framework varies across CBP. Variation in procedures presents challenges to CBP's ability to coordinate collection, processing and exploitation, analysis and production, and dissemination efforts. By adopting consistent and standardized intelligence processes, CBP will synchronize and unify its intelligence efforts, eliminating potential duplication of efforts or functional barriers. As a result, CBP will be postured better to maximize the use of intelligence assets that provide the greatest contribution to the collective priorities of CBP. CBP currently is assessing the agency's intelligence processes, and has established an internal venue through which to standardize these processes to address the broad range of intelligence requirements across the organization, given the diverse nature of missions that CBP must support.

### B. Dynamic Information Sharing

Currently, both CBP and DHS have access to a wide variety of information sources from within the organization, and through exchanges with other local, state, and federal law enforcement and Intelligence Community partners. To make more efficient use of all available resources, CBP is transitioning to a user access defined, collaborative intelligence processing system where intelligence professionals from across the CBP IE have greater situational awareness and access, as appropriate, to all internal CBP intelligence and law enforcement information in a centralized repository. The use of a common information system to aggregate all available intelligence from

both external agencies and the CBP IE will allow CBP to deliver a more comprehensive common intelligence picture. This collaborative information environment also will enable CBP to respond more rapidly to any specific or immediate operational need for intelligence and to move information quickly to its end users. This centralized information repository will allow authorized users to access, research, and leverage data through a range of services to support all phases of the Intelligence Cycle, which will enable greater sharing of information and knowledge while fostering collaboration among CBP intelligence entities. CBP is also responsible for disseminating information to a wide variety of stakeholders, to include local, state, other federal law enforcement agencies, and the Intelligence Community.

### C. Partnerships

Developing strong, resilient partnerships is critical to maintaining a robust intelligence enterprise. Forming additional coalitions and the strengthening of existing relationships will enable CBP to expand its intelligence network and to increase collaborative exchanges on border security concerns. The CBP IE will build collaboration and transparency among its intelligence collection and analytical teams to advance CBP's corporate ability to collect, analyze, and share intelligence, while closing collection gaps in CBP's understanding of threats in the operational environment. The CBP IE also will build partnerships to promote the cross-pollination of ideas and the sharing of best practices and approaches, while promoting new and innovative intelligence processes. In addition, to meet evolving intelligence requirements effectively, CBP will continue to leverage its strong partnerships with the intelligence and law enforcement communities, as well as with foreign partners, to continue to improve CBP intelligence-related programs, operations, and products.

### D. Career Development and Training

An effective, dynamic career development and training program is essential to building and maintaining a robust, highly skilled intelligence workforce. It is critical for intelligence professionals to master core competencies and intelligence tradecraft recognized across the law enforcement and intelligence communities. Under the CBP IE, the development of career guides, competencies, training, and developmental experiences for CBP intelligence personnel will be addressed. To this end, the CBP IE is in the process of establishing training and standardized intelligence career road maps to facilitate the career growth of its intelligence workforce. The end goal is to cultivate a cadre of intelligence professionals with universal intelligence skill sets that are transferable among CBP operational components and to enable career advancement opportunities.