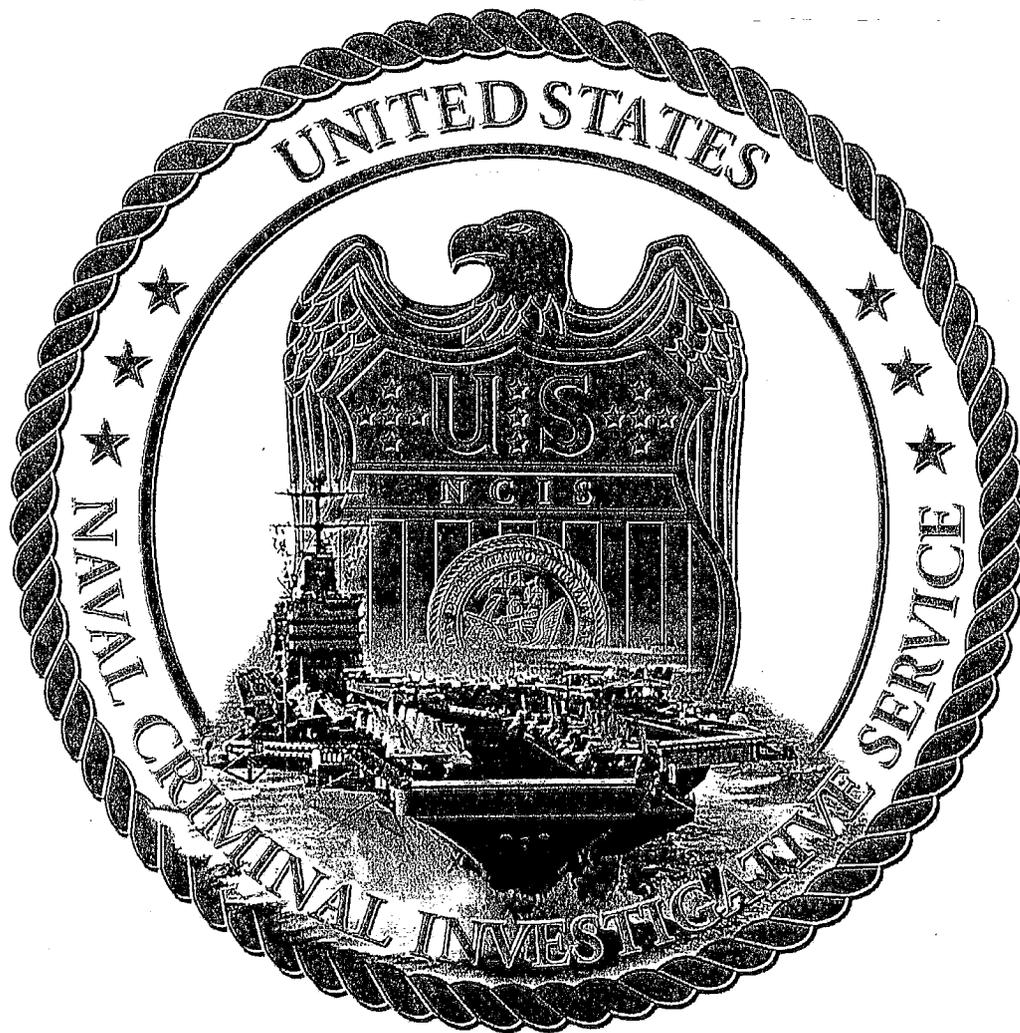


# Naval Criminal Investigative Service

## Mobility - Stability Policy



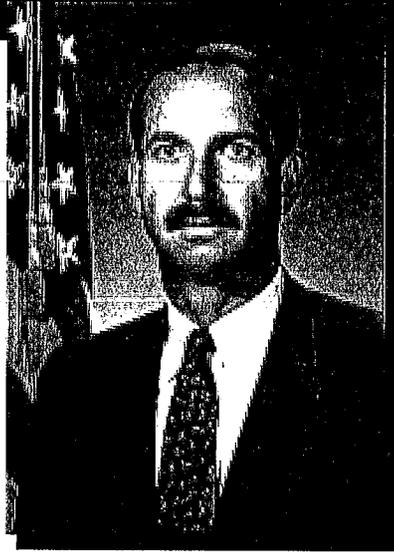
**Bulletin Special Edition**

**An SPG-Communications Directorate Collaboration**

**January 2000**

## Letter from the Director.....

In July, I tasked the Strategic Planning Group with evaluating our mobility strategy. Specifically, I charged them with devising a strategy and policy that balance NCIS mission accomplishment with agents' professional and personal desires, while staying within budget constraints.



I felt strongly we could meet our readiness requirements while offering you and your families greater opportunity to exercise more control over your career development and mobility. For those who need it or want it, I wanted to offer greater prospect of stability in the latter stages of your career.

In this Special Edition you will read:

- An interview I gave to Code 07 explaining my thoughts on mobility...
- The overarching mobility strategy...
- The mobility policy...
- Answers to frequently asked questions...

Our new mobility policy was developed using inputs from the field. I am confident it will strengthen NCIS. For all of you who participated in this important endeavor, thank you.

A handwritten signature in cursive script that reads "David L. Brant". The ink is dark and the signature is fluid and legible.

DAVID L. BRANT

## *Interview with Director Brant on Mobility*

**Q: Director Brant, you directed that the Strategic Planning Group (SPG) conduct a comprehensive review of the NCIS mobility policy. Why did you direct the review be undertaken?**

A: Over the past year I became concerned that mobility was becoming more of a negative aspect of an agent's experience than a positive one. It shouldn't be that way. I joined NCIS because the prospect of living and working overseas and changing jobs every few years excited me and enticed me. I think it's a shame we seem to have lost that to some degree.

Much of the reason for that is simply a matter of demographics. Our agent corps over the past eight years has grown...I won't say older...how about "more mature and experienced." It's perfectly reasonable and understandable that many agents want more stability for themselves and their families as they get further along in their lives and careers.

My challenge, our challenge, is to balance operational and readiness requirements – "needs of the service" – with legitimate needs of our agents who have sacrificed and served loyally and with distinction over many years.

**Q: What guidance did you give the SPG?**

A: In simple terms, I challenged the SPG to devise a mobility strategy that optimizes NCIS mission accomplishment and agent morale.

I asked them to proceed on the basis of several assumptions. First, we must meet our most critical readiness responsibilities. Failure to respond to critical Navy and Marine Corps needs is unacceptable. Our mission, our reason for being, is to support the Navy and Marine Corps.

Secondly, I believe a happy agent is a more motivated and effective agent. I want the mobility strategy we pursue to be devised in such a way that we can continue to administer it as a voluntary system. I would like to see so-called "compelled" transfers be a last resort and preferably a thing of the past.

**Q: That would be a major development. How realistic is that?**

A: Candidly, I don't know. I do know if our strategy is not well thought out, well conceived, well executed, I'll have no recourse but to invoke the mobility agreement every agent signs when he or she joins NCIS. We may still have to compel a few moves this next cycle, but I'm cautiously optimistic that after this summer compelled moves can be a thing of the past.

**Q: Are those the only assumptions you asked the staff to use?**

A: No. I told the staff to assume that compelled transfers deplete the agent corps of experienced, valuable agents we need to retain. Now that's more than an assumption; really, it's a fact. We saw that over the past two years. Some excellent, seasoned agents have left NCIS and have told us they left because of mobility, the prospect of compelled mobility, or the mere uncertainty regarding their future mobility. I'd like to change that dynamic, remove that anxiety – which I believe is unnecessary – and find a way to give agents more control over their mobility. To put it another way, I wanted to introduce some prospect of stability into our mobility strategy.

And that brings me to another assumption I asked be used as a basis for the review. I know from first-hand experience that compelled transfers introduce additional uncertainty into the lives of agents and their families that can cause the agent and his/her family to forego opportunities that could improve their quality of life – things like spousal employment, involvement in the community, investment in property, etc. Let's face it, if you don't know where you'll be in three years, is it worth your spouse's time and energy to dive into a career tied to your current location? Is it worth your time getting involved in your local community, participating in civic activities? All of these things can enrich a family.

I also firmly believe that living overseas enriches NCIS families in ways very few American families can experience. That's what sets us apart from other federal law enforcement agencies. The problem isn't mobility, per se. Mobility and travel opportunities are the best thing about NCIS. The problem is the

uncertainty associated with our current mobility strategy. And that came through loud and clear in the surveys.

So, I think the uncertainty and “mobility anxiety” are unhealthy. A strategy that removes or at least reduces uncertainty should have a favorable impact on agent quality of life, morale, and productivity. Given those baseline assumptions, and that guidance, I asked for a mobility strategy that reconciles the tension between our responsibilities to the Navy and Marine Corps and my responsibilities to my agents.

**Q: You refer to a mobility strategy rather than policy. Why?**

A: Well, our mobility policy is only one piece of a larger mobility strategy. Our policy will, in many respects, be very dependent on the environment. For example, during the early 1990s we didn’t have the money to move people. We also weren’t hiring new agents. In effect, we told agents “Stay put...” and “Put down roots....” It shouldn’t surprise us now that some agents have done just that and do not want to be uprooted. And, as I’ve said repeatedly in my travels to the field, I do not support moving agents just for the sake of moving them. There has to be a reason to move agents and disrupt their families and their personal lives.

So, our environment in the future, so far as we can anticipate it or shape it, will affect the strategy we pursue. For example, I’m fairly confident we will hire between 50 and 100 agents a year over the next several years. Those new agents will have a dramatic effect on our mobility strategy, our afloat program, our training budget, etc.

Our budget will affect our ability to PCS. We’ll be opening several new offices overseas in the next two - three years. That will be a factor in our strategy. The overseas billets drive the mobility cycle. Quality of life for agents in many overseas locations is better than it’s ever been. DOD schools in Guam are now good. Our agents get housing on base in Yokosuka. Our agents have access to medical care in Roosevelt Roads now.

What I’m saying is that our strategy must include shaping our environment. And we’re doing that by pushing agent quality of life initiatives overseas.

We’re doing that by recruiting some terrific new agents who want badly to be NCIS Special Agents and who came to NCIS because they relish the opportunity to practice our profession overseas where very, very few of our counterparts ever have the chance to serve.

We’re doing that by opening new offices in some pretty exciting places overseas.

The recruiting part of this strategy is worth emphasizing. It’s important. This strategy is really being designed for the next generation of NCIS Special Agents. Our strategy must include recruiting the right people to be agents. We shouldn’t waste our time screening people who don’t thirst for the opportunity to serve overseas or serve aboard an aircraft carrier – something our counterparts really can’t offer.

Our strategy should include educating and mentoring our newest agents regarding the opportunities available overseas; giving them accurate information regarding the professional benefits of gaining diverse and unique law enforcement experience; showing them that overseas and afloat assignments test and showcase their adaptability, ingenuity, resilience, judgment, and professionalism like no INCONUS assignment can. And, the overseas assignments are the most fun.

**Q: The Director’s Advisory Board has suggested we do a better job of educating agents regarding overseas assignments. Does the strategy cover that in any further depth?**

A: Yes. We will make the investment to provide comprehensive, accurate information to agents via the Internet so agents and their families can easily research and compare overseas locations. The DAB was right; we don’t do enough to inform agents about the places we’re asking them to consider for assignment. Agents can do their own research, and many do. Many burn up the autovon lines calling agents they know at other locations to get the lowdown on the office, the work, the schools, the housing market, the commute, etc. That’s fine, but we should help make the job a little easier, and I think we can do that.

**Q: You mention families....**

A: That’s right. Sometimes we forget, in most cases today we’re not just moving an agent, we’re

moving an entire family. That's one thing that came through loud and clear in the mobility survey results.

We can't forget how important the family is to an agent and to NCIS. The family is usually the agent's most important "support mechanism" overseas. I've seen it over and over in my 20+ years with NCIS: if an agent's family is happy, adaptable and well-adjusted, the agent is usually happy, adaptable, well-adjusted, motivated and productive. That tells me a lot. That tells me it's important to factor families into our strategy. Families are important. That's a fact. And that's something we tend to forget sometimes.

**Q: Can you give us some insight into how the strategy will take families into account?**

A: Sure. Well, just reminding ourselves that an agent's family is important is a step in the right direction. Eighty-one percent of agents who responded to the survey are married. I've already mentioned that our strategy calls for making better information available to agents and their families on the NCIS Internet homepage.

**Q: What else can you tell us about the strategy?**

A: This strategy is built on the suggestions we received from the field. We benchmarked other agencies, naturally, and we had to model our mobility cycle to understand the factors that drive our requirements. Twenty-one percent of our billets are overseas, for example, and we assign about 10 agents each year to afloat assignments. These billets tend to "drive" the mobility cycle. We had to project our hiring and attrition well into the future. But the smartest thing we did was survey the agent corps for input and constructive suggestions.

Over 400 agents responded to the survey. Our management analysts – graduate students from Harvard University and Johns Hopkins University – designed the survey, administered, tabulated, and analyzed the results. They offered a very detached, objective, clinical, and professional look at the problem – what we would have gotten from an expensive consulting firm, by the way – and they followed up the survey by conducting several candid "focus groups" with agents in Europe, Hawaii, DC, and other locations around the world.

**Q: Any surprises?**

A: Yes and no. The response to the survey surprised me. I never expected so many to come pouring in. The management analysts were very surprised at that.

I was glad to see so many agents commented with obvious passion that mobility is a positive aspect of the job for them and their families. That reassured me that we have the right people doing the job.

We tend to presume that agents in our low cost-of-living locations favor immobility so they can continue to reap the benefits of cheap living and that agents in our high cost-of-living locations favor greater mobility to unclog the system so they can get to the low-cost areas. Surprisingly, the survey dispelled that notion. Many agents in high-cost areas favor a policy that will allow them to stay in place, and many agents responding from low-cost areas favored a policy that would encourage more movement. There was no significant difference in attitudes that could be attributed to current location of survey respondents.

I was disappointed that several survey respondents and participants in the focus groups thought the survey was nothing more than a drill. And I imagine many of the folks who didn't respond to the survey declined to do so for that reason. Unfortunately, they passed up an opportunity to influence the strategy in ways that can benefit the agency and the agent corps. The "glass is half full" interpretation of the results, though, is we received terrific suggestions, very constructive suggestions, and the proposed strategy and mobility policy are built upon the survey suggestions and focus group input.

**Q: Can you elaborate on the policy?**

A: I think it offers agents the opportunity to take some control over their careers and mobility. It offers some prospect of stability for agents who take the initiative and punch certain tickets in return for that stability. It would encourage new agents to move early and often while their careers are young in return for the option to achieve stability later in their careers.

The basic elements of the proposed policy are pretty clear: agents can earn an eight-year exemption from the mobility agreement if they make a mini-

num of three moves and serve in a "Critical Readiness Office." Agents would be permitted to use the exemption at their discretion at the location they are assigned to when they choose to exercise it. In other words, if an agent has earned the exemption, PCS's to San Diego and notifies Code 25 once in San Diego that he or she is exercising their exemption, we won't move the agent for eight years unless the agent changes his or her mind and volunteers to move, or volunteers and is selected for the MDP.

**Q: Why did you decide to include the Follow-on Assignment Bid (FAB) idea in the new policy?**

A: It's a good idea. Someone in the field proposed it, and it makes sense. We will use it very sparingly, though. If we make too many promises, we risk not being able to keep them.

I think a smart agent will be able to use a shrewd FAB proposal to get where he or she wants to settle down for awhile. The proposal could be very specific, for example, "please send me to Roosevelt Roads with follow-on assignment to 1) Brunswick, Maine; 2) Singapore; 3) San Diego (32<sup>nd</sup> Street)" or, it could be more general and offer Code 25 more options: "please send me to Roosevelt Roads with follow-on assignment to 1) Mayport; 2) Kings Bay; 3) any place in Florida; 4) anywhere in Mississippi; 5) anywhere in the Carolinas Field Office." Code 25 would select the successful bidder based on needs-of-the-agency criteria. In other words, the agent selected would have to be qualified for both halves of the FAB and the second half of the FAB proposal would fill a projected opening.

In this example, if both agents were qualified and good performers, and we knew we would have openings in the Carolinas Field Office in two years, the second agent's proposal would be accepted, and we would commit to a follow-on assignment somewhere in the Carolinas FO area, or one of his or her other four choices – if they come open. The agent would be guaranteed one of his or her choices and could end up getting his or her first choice.

**Q: What's the rationale for the FAB policy?**

A: Well, it gives agents the opportunity to make proposals. It addresses the "trading down" concern I hear about and read so much about in the surveys. It makes the eight-year exemption more valuable for

those agents who submit successful FAB proposals.

**Q: If it ever did come to the point where you would need to compel an agent to move, how would you make the selection?**

A: Under the policy, I would not select any agent assigned to a CONUS CRO if that agent has made at least one prior PCS move. Agents could certainly volunteer to leave a CRO.

Also, I should point out that numerous surveys expressed concern about the "trading down" risk of volunteering to go overseas. By trading down, most respondents meant, I think, they feared they'd be limited in their choice of locations to return to – DC and LA seemed to top the list of "least desirable" locations INCONUS. The perception that the odds are good an agent will come back to DC was more than a perception – it was reality last year and it may be again this year. Fifty-seven percent of returnees went to DC or LA last year. By not compelling agents to move out of CROs, I expect we would dramatically reduce the proportion of vacant billets in those locations, and agents returning from overseas should have a broader range of choices and reduced odds of coming back to a place they'd rather not be.

I would not compel any agent with a legitimate, serious humanitarian hardship. That's consistent with long-standing policy.

I would not compel any agent who qualifies for the pregnancy deferment. That's family-friendly and wise policy.

If we have to compel moves, we would look at all agents who don't qualify for an exemption.

To be honest with you, I don't ever anticipate getting to compelled moves again after next year. Exempting agents in CRO locations alone should preclude that. Plus, I would expect we might have, instead, a different problem: too many volunteers for too few overseas and CRO assignments. And, that, as far as I'm concerned, is a problem I'd rather have. With that problem agents will have to fight for PCS moves and that will better balance my need to address readiness concerns and agent stability needs.

**Q: What about the "hit list" of those most vulnerable, would you –**

A: I won't use any list. If we have to compel someone to move, we'll pick the right person for the job. If you don't have an exemption, your flat is in the ring.

**Q: Are there any other thoughts you'd like to pass on about the new strategy and policy?**

*"Mobility and travel opportunities are the best thing about NCIS...."*

A: I'd like to close by emphasizing a few things.

First, this policy represents no change from what has been our fundamental policy all along on mobility. All agents will continue to sign mobility agreements, and moves will be driven by requirements. If we have requirements and our new mobility strategy fails to generate enough qualified volunteers, I'll resort to compelled moves.

Second, this policy was crafted using field inputs. I want it to be an enduring policy, consistent, fair, and a policy we stick with.

Third, if I feel we need to keep an agent in a particular location because that agent is filling a specific, critical need, or the agent is uniquely qualified for the position, a linguist, for example, I will exercise my prerogative and leave that agent in that position for as long as that agent chooses to serve in that capacity – as long as the need exists and as long as that agent is performing up to my expectations.

Fourth, I want a strategy that takes families, not just agents, into consideration.

Fifth, under this new mobility policy, I think we're more likely to have a new problem: too many volunteers for too few openings. I'd prefer that to not enough volunteers.

Finally, if we have that problem – too many qualified volunteers – agents today who want to stay put at CONUS offices can. I won't push someone out of a location just for the heck of it, or just to open a billet for someone else to fill. There will be plenty of openings in desirable offices in the next five or six

years due to transfers and retirements. Lots of agents are hitting retirement age in the next three to five years. We're projecting over 200 retirements in the next five years. Forward-looking agents who want to land in a "garden spot" when they return from an OCONUS assignment should be volunteering to go overseas now. Next year or the year after might be too late.

**Q: Thank you, Director Brant.**

*"The problem is the uncertainty associated with our current mobility strategy."*  
  
*Director D.L. Brant*

## NCIS MOBILITY/STABILITY STRATEGY

Components of a successful, comprehensive mobility strategy include recruiting, internships, hiring, training, career development, communication, innovation, and concern for families. Most importantly, a successful mobility STRATEGY will include a mobility POLICY that is fair, consistent and enduring. It should offer the prospect of overseas duty early in an agent's career, reward sacrifice, and offer stability when agents need it, or when agents approach retirement.

**RECRUITING:** We will recruit and hire new agents who have a strong desire to live and work overseas. We will emphasize to new recruits that NCIS is an operational agency – agile and flexible. NCIS agents are forward-deployed and go where the Fleet and our Marines go. New recruits must understand this. NCIS agents serve overseas sooner and get responsibility sooner than our counterparts in other federal law enforcement agencies. This is our distinction. We will strive to recruit agents who speak a foreign language and who demonstrate the special qualities that make NCIS agents successful overseas: resourceful, adaptable, resilient, open-minded, intelligent, adventurous, curious, stable, good-natured, and rugged. We will reject applicants who lack these qualities.

**INTERNSHIPS:** We will expand the NCIS Honors Internship Program (HIP). We will use it to recruit and closely evaluate prospects and to educate them on the unique nature of service with NCIS. We will use the HIP to reject prospects who aren't cut out for the NCIS life or don't measure up to the NCIS ideal.

**HIRING:** To maintain the vigor of NCIS as an agency and to ensure the mobility policy can be maintained without perturbations and modifications, NCIS must continue to hire new agents. Our strategy requires that NCIS hire at least 125 new agents over the next five years and at least 125 during every succeeding five-year period, an average of 25 per year. Currently, we project NCIS will hire between 240

and 360 agents over the next five years, an average of between 48 and 72 per year. This projected hiring rate exceeds the minimum required to sustain the new mobility policy.

**TRAINING:** We must continue to train agents for unique demands of new assignments. In particular, NCIS will continue to invest in a robust language training program, afloat training, and specialized counterintelligence and force protection training.

**CAREER DEVELOPMENT:** New agents must be mentored and encouraged to seek overseas assignment and afloat tours early in their careers to accelerate their professional development. Distinguished overseas and afloat service should offer tangible mobility and stability opportunities and career development advantages to agents who aspire to management.

**COMMUNICATION:** We will give agents and their families easier access to accurate, up-to-date information regarding overseas opportunities. We will use the Internet to educate NCIS families on the benefits and challenges of NCIS offices worldwide. The good and bad of each location will be clearly presented. Via the Web, we will make it easier for agents and their families to contact other NCIS families overseas so they can learn critical details about a potential new assignment from candid colleagues and friends.

**INNOVATION:** We must build new flexibility into the NCIS mobility policy. We will maintain focus on high priority requirements of the Navy and Marine Corps, but make the policy more family-friendly and agent-friendly. We will explore greater use of shorter duration tours.

**FAMILIES:** Our policy will recognize the value of a rich and healthy family life to our agents and NCIS. We will recognize and consider the needs of spouses and children. We must devise a mobility strategy that gives agents and their families greater opportunity to compete for exciting overseas assignments and plan for the future. As much as possible, we should offer agents stability when they've earned it and need it.

FROM: 0000

GEN: 25/OU0003

SUBJ: NCIS POLICY DOCUMENT NO. 00-01 (NCIS MOBILITY/STABILITY POLICY)

REF: (A) NCIS-1 Chapter 13, Section 13-4  
(B) 0000 Gen Admin 25-0128/05NOV99  
(C) 0000 Gen Admin 25A-0031/12FEB98  
(D) 0000 Gen Admin 25Y-0278/18OCT96

1. Effective 04JAN00, the following policy supersedes and replaces chapter 13-4 of the NCIS Manual for Administration, quote:

#### 13-4 NCIS CIVILIAN SPECIAL AGENT MOBILITY

13-4.1. Policy. Readiness of NCIS to support critical requirements of the Navy and Marine Corps is of paramount importance to the Department of the Navy and NCIS. Consistent with this imperative, it is NCIS policy to optimize readiness and mission effectiveness. A secondary objective is to optimize agent corps morale by giving agents opportunity to control their professional development and mobility to the greatest extent possible, consistent with readiness imperatives. Code 25 is responsible for effective management of NCIS Special Agent mobility.

- a. Recruits. All applicants for Special Agent positions with NCIS will be advised that NCIS requires Special Agents to serve overseas. Applicants who express significant reservations regarding future assignments will be deemed unsuitable for hire. Applicants will be advised that NCIS assigns approximately ten agents per year to afloat duty on a deployed aircraft carrier or amphibious ship. Applicants will be advised that afloat assignments are physically and emotionally demanding, entail extended family separation, and deployed aircraft carriers and amphibious ships sometimes deploy into combat zones. Applicants who express significant reservations regarding afloat assignment will be deemed unsuitable for hire. All applicants will be advised that NCIS Special Agents must execute a mobility agreement as a condition of hire and their employment as a Special Agent can be terminated for failure to execute orders to a new assignment.
- b. New Hires. All applicants selected for employment as Special Agents will be required to execute a mobility agreement as a condition of hire. See reference (A) addendum (3), for a sample mobility agreement.
- c. Trial Period. Agents who demonstrate documented shortcomings or qualities inconsistent with successful future assignment are subject to termination during their trial period. An agent's suitability for future overseas or afloat assignment is among several factors evaluated during the trial period. Agents normally will not be transferred during their trial period.
- d. First Permanent Change of Station (PCS). For the purposes of this mobility policy, a PCS move is defined as one during which the Special Agent is required to physically relocate from one domicile to another to accept the assignment and PCS orders are issued by Code 25 effecting the reassignment. The initial move of newly hired agents to their first assignment with NCIS does not count as a PCS move. Special Agents normally will be expected to begin their first overseas or afloat assignment within five years of hire.

e. Mobility Agreement Exemptions. Agents may qualify for, and elect to exercise, the following mobility agreement exemptions:

- 1) No-Move/Homeport Exemption. Written "No-Move" and "Homeport" letters issued to agents who volunteered for the Special Assignment Location Program (SALP) will be honored, contingent upon billet strength validations at those locations. This program was closed to new participation in 1991. See reference (A) addendum (6) for a description of the SALP.
- 2) Humanitarian/Hardship Exemption. Rare exemptions from the mobility program or special transfer requests will be considered by Code 25 under exceptional humanitarian circumstances. Requests will be reviewed and decided upon by the Deputy Assistant Director for Career Services. Any exemption granted will be reviewed on an annual basis to determine continued justification for the exemption. For exemptions in the case of managers, see reference (B), paragraph 3.
- 3) Pregnancy Deferment. A Special Agent may elect to exercise a temporary deferment from a compulsory move under the following circumstances:
  - (a) the Special Agent is pregnant,
  - (b) the Special Agent's spouse is pregnant,
  - (c) the Special Agent has a newborn child up to one year of age.

At the Special Agent's request, if one of the above conditions exists, he/she will not be required to execute a compulsory transfer until the newborn child reaches one year of age. Upon expiration of the deferment, the Special Agent will be expected to transfer as determined by the needs of the agency.

- 4) Critical Readiness Office Exemption. Critical Readiness Offices (CRO) are those offices with significant, recurring, or projected shortages of personnel. With input from the Office of Inspections and Program Managers, Code 25 will annually validate and publish the list of designated CROs. Agents who have executed at least one PCS move may exercise a mobility exemption while assigned to a validated CONUS CRO.
- 5) Afloat Exemption. Agents who serve a qualifying, deployed afloat tour may exercise a two or three-year mobility exemption at the conclusion of the afloat tour. See reference (C), paragraph 2.(a) for the definition of deploying carriers/ARGs and details on exemption duration. The afloat exemption will commence immediately upon completion of the afloat assignment. Agents who complete a numbered fleet SCIO assignment qualify for a 3-year afloat exemption.
- 6) Temporary Duty Tour Exemption. Code 25 may offer one-, two- or three-year mobility exemptions to Agents selected for extended Temporary Duty (TDY) tours (normally six months duration or longer). Exemptions would commence immediately upon successful conclusion of the TDY tour. Duration of TDY exemptions, if offered, will be noted in the vacancy announcement.
- 7) Eight-Year Exemption: Agents who have executed a minimum of three PCS moves,

one of which must be a Critical Readiness Office (while the office was on the CRO list), earn an eight-year mobility exemption. Agents may exercise the eight-year exemption at their discretion at CONUS locations only. Agents hired prior to 1993 are presumed to have satisfied the CRO requirement and qualify for the eight-year exemption if they have executed at least three PCS transfers.

- (a) Procedures for Exercising the Eight-Year Exemption. Agents who have earned the eight-year exemption must notify Code 25 they are exercising their eight-year exemption in-place.
  - (b) Agents who have exercised their eight-year exemption may volunteer for reassignment during the pendency of the exemption, however, unexpired time on the exemption will be forfeited if the agent is selected for transfer.
  - (c) Managers may not exercise the eight-year exemption while in a management position. Eligible agents who leave management may exercise the eight-year exemption subject to approval from the Assistant Director for Administration. Agents leaving management may be authorized to exercise the exemption at their current location, or they may be transferred and offered the opportunity to exercise the exemption at their new duty station.
- f. Broken Service. Agents who leave NCIS and are re-hired by NCIS at a later date receive credit for PCS moves executed prior to broken service, provided one year was completed at their final assignment immediately prior to the break in service; otherwise, the agent would not receive credit for the PCS transfer immediately preceding the break.
  - g. Part-time Agents. Agents in the Part-time Agent Program are subject to the mobility program and may volunteer for reassignment or receive PCS orders if compulsory transfers become necessary. Part-time agents selected for reassignment are not guaranteed continued participation in the Part-time Agent Program and must re-apply at their new office. See reference (D) for further details on the Part-time Agent Program. In the event compulsory transfers are necessary, the circumstances, justification, and projected duration of the agent's participation in the Part-time Agent Program will be weighed during evaluation of the agent's suitability for reassignment.
  - h. Transfer Cycle. The transfer cycle is driven by overseas staffing requirements. At the conclusion of overseas tours, Agents who do not request and receive an extension must return to CONUS assignments or compete for another OCONUS assignment. The targeted time schedule for this cycle is as follows: routine transfer cycle will commence in July or August. No later than 30 July, Code 25 will publish the list of CRO offices for the next fiscal year. Overseas extension requests will be due to Code 25 no later than 30 August each year. Extension approvals and validated OCONUS vacancies will be announced in September. Selections for OCONUS vacancies will be announced in October or November. Validated CONUS vacancies will be announced at the end of December and selections announced in January or February. Unanticipated, "out-of-cycle" vacancies will be announced as they become validated.
  - i. Transfers will be Competitive and "Volunteer-Based". When billet vacancies occur or are projected, the billet will be re-validated, advertised by Code 25, and filled through a competi-

tive bidding process. Absent unanticipated vacancies or exigent circumstances, Code 25 will normally advertise vacancies at least 90 days in advance of the reporting date.

- j. Bidding. Volunteers will be required to "bid" on announced vacancies by notifying Code 25 via e-mail, gen admin message, or letter of their desire for reassignment to the announced vacancies. Agents may bid on more than one vacancy. As a condition of bidding, Code 25 may require volunteers to list and rank a minimum number of vacancies.
  
- k. Follow-on Assignment Bids (FAB). A FAB bid is a proposal by an Agent specifying two successive transfers; for example, transfer to Hawaii with a follow-on assignment to San Diego. Code 25 may occasionally designate a vacancy as a "FAB" assignment. Any Agent may volunteer for designated FAB vacancies. A FAB bid will consist of a bid submission that lists one or more advertised, designated FAB vacancies and one or more preferred follow-on assignments. The bid should list and rank the agent's proposed follow-on assignments in order of preference. Agents may bid on successive OCONUS assignments (for example, Roosevelt Roads with follow-on assignment to Rota, Spain). See reference (C) addendum (4), for sample FAB bid submissions. Code 25 will assess all bids on designated FAB vacancies and forward selection recommendations to the ERB.
  
- l. Spousal Considerations. Efforts will be made to assign Special Agents with active duty military spouses, Special Agent spouses, or spouses whose employment involves mobility requirements similar to NCIS, to an area of the transferring spouse's duty station when:
  - 1) a validated vacancy exists at the requested office,
  - 2) the performance history and qualifications of the Special Agent support the assignment, and
  - 3) the Special Agent transfers at no-cost to the NCIS on the spouse's orders. Special Agents transferring on a spouse's orders are entitled only to the benefits associated with the spouse's orders.

Special Agents transferring on a spouse's orders must ensure contact between the spouse's detailer and Code 25 occurs at least six months prior to a possible transfer date for either spouse. Failure to do so may result in unaccompanied assignments or extended separations.

- m. Selection Process. Using input from supervisors and program managers, Code 25 will evaluate vacancy requirements and transfer bids, and prepare transfer recommendations for ERB review and approval by the Director. Selection from among volunteers will be based on the following criteria:
  - Qualifications for the specific position (e.g., language ability/aptitude, FCI, Fraud, Computer, Forensic, or Gen Crim experience and training)
  - Performance and assignment history
  - Supervisory recommendations
  - Time in place
  - Office staffing requirements
  
- n. Compulsory Transfers. Code 25 will re-advertise vacancies for which no qualified bidders are selected. All Agents will be permitted to bid again on the unfilled vacancies. If no

qualified bidders are selected after the second vacancy announcement, compulsory transfers will be directed. In the rare circumstance when it becomes necessary to transfer an Agent involuntarily, selection of Agents for compulsory transfer will commence with evaluation of assignment histories, determination of exemptions, and evaluation of suitability.

- o. Other Factors in Transfer Decisions. All Agents are required to execute mobility agreements as a condition of employment. It is the Director's prerogative to transfer any Agent to meet the needs of the agency.
  - 1) Unique assignments requiring special qualifications or experience, and unique situations requiring responsive NCIS mission support (Desert Shield/Desert Storm or general war, for example), may require expeditious transfer of Special Agents. Under these circumstances, the Director may suspend or void mobility exemptions.
  - 2) Mobility will not be used as a way to effect discipline; however, all Special Agents must recognize the potential for transfer when misconduct, incidents of bad judgment, or flawed management/leadership practices render the Special Agent ineffectual at the current duty station. Such decisions are the prerogative of the Director. Under these circumstances, mobility exemptions will be voided.
  
- p. Preference Sheets: All Special Agents will be required to submit an annual Preference Sheet to Code 25 no later than 30 August. Preference sheets must rank the agent's top five CONUS location preferences, top five OCONUS location preferences, and top five CRO location preferences. Submissions may be faxed or e-mailed to the attention of code 25X. If no response is received by the 30 August deadline, the agent's last submission will become the Preference Sheet of record. See reference (A) addendum (5), for a sample preference sheet.

## **NCIS MOBILITY/STABILITY POLICY**

### ***Frequently Asked Questions***

**Q. What constitutes the “trial period”?**

The “trial period” refers to a new hire’s probationary term — one year.

**Q. What defines a “PCS” move as it applies to the new mobility policy? If a newly hired SA is funded by the government to his/her first office, is this considered a PCS?**

PCS move is defined as: one during which the Special Agent is required to physically relocate from one domicile to another to accept the assignment and PCS travel orders (which detail specific entitlements applicable to the employee) are issued by Code 25 effecting the reassignment.

A first move by a new agent to his/her first office does not count as a PCS move, even if NCIS funded or subsidized the move.

**Q. At what point will new agents be considered for their first PCS?**

Newly hired Special Agents should expect to move within their first five years with NCIS.

As a general rule, most new agents will be competitive for transfer after two or three years in their first office; however, this can vary according to the new agent’s background, professional skills, the availability of OCONUS billets, and needs of the various programs.

It is anticipated that the competition for OCONUS assignments will increase during the next several years and new agents should begin bidding as soon as their supervisor advises they are ready professionally for overseas duty. A supervisor’s endorsement will carry considerable weight during the selection process.

With rare exception a new agent will not be initially assigned to an OCONUS billet or transferred OCONUS during his/her trial period. There may be

instances where a new agent may be hired directly into an overseas billet. For example, an experienced OSI agent with previous OCONUS experience might be hired directly into an OCONUS billet, or transferred quickly to an OCONUS assignment.

We are aggressively recruiting new agents with very specialized technical skills and language proficiency and will try to ensure we benefit organizationally from the appropriate placement of those agents within the organization.

**Q. How does the Afloat program fit into the Mobility Policy/Strategy?**

There have been no changes made to the NCIS Agent Afloat Program. Mobility exemptions earned during the Afloat program remain the same. Afloat exemptions must be used upon completion of the afloat program and cannot be “saved” for use at a later date.

If afloat assignments are listed on the annual Code 25 CRO listing, successful bidders for those assignments will receive CRO credit at the successful completion of the afloat assignment. Due to the anticipated increase in Special Agent hiring over the next several years and the various pay, promotional, and career development benefits that accompany afloat assignments, it is anticipated that competition for afloat billets will become particularly keen over the next several years.

**Q. How does the CRO mobility exemption work?**

The Critical Readiness Office (CRO) refers to those offices with significant, recurring, or projected shortages of personnel. This exemption was created to facilitate staffing these offices and to offer an incentive for those agents who serve in these critical billets. Code 25 will annually publish the list of CRO designated offices. If an office is validated as a CRO, agents permanently assigned to that office for any period during the time the office is on the CRO list will receive CRO credit toward the eight-year ex-

emption. If they are assigned to a CONUS CRO, they will be exempt from compulsory PCS transfer as long as the office remains on the CRO list, and they have made at least one prior PCS move. Agents in a CRO who have never PCS'd are not covered by the CRO exemption and will be subject to compelled transfer. If an office is removed from the CRO list, agents in that office who do not qualify for any other mobility exemption would be subject once again to compelled transfer.

Agents serving in a CRO are eligible to bid on any transfer vacancy. Assignment to a CRO will not impede an agent's ability to compete successfully for reassignment.

**Q. Let me get this straight: if I've been with NCIS since at least 1992, and have served in a CRO, I have earned the eight-year exemption?**

No. To earn the eight-year exemption, an agent hired before 1993 must:

- 1) PCS three times.

Agents hired in 1993 or after 1993 must:

- 1) PCS three times, and
- 2) Serve in a designated CRO office while the office is on the CRO list.

It is impractical to attempt to retroactively determine which agents hired prior to 1993 should receive credit for having served in a critical readiness office. So, rather than require very senior agents to attempt to transfer into a CRO office to earn the eight-year exemption, all agents hired prior to 1993 are being given credit for serving in a critical readiness office.

**Q. How do the No-move/Homeport exemptions relate to this new policy?**

The No-move/Homeport exemptions were exemptions created under an older program that was discontinued in 1991. The new policy will continue to honor commitments to agents holding No-move and Homeport letters. Agents holding these exemption letters can get further clarification from Code 25, if needed.

**Q. Once the pregnancy deferment is exhausted,**

**does the agent go to the top of the list as a candidate for transfer on the next cycle?**

The agent returns to being eligible for compelled transfer.

There is no "list" of agents who are "next" in the event compulsory transfers are necessary.

All agents are subject to transfer at any time. Under normal circumstances, only agents who do not qualify for, or who choose not to exercise an exemption, will be vulnerable to compelled transfer.

As a general rule, agents with the fewest PCS moves and longest time-in-place will be more vulnerable to transfer than will be agents with more moves, afloat credit, or extended TDY credit. Simply put: "More is better." If agents want to reduce their exposure to compelled move, they should compete for transfer to locations of their choice when they have the chance to do so.

**Q. Can Temporary Duty tour exemptions be saved for use later?**

No. The only exemption that can be saved for use at a later date is the eight-year exemption, which can be used at any time in an agent's career once it is earned.

**Q. Have there been any changes to the no-cost move aspects of the mobility policy?**

No. Most no-cost moves are granted in conjunction with a humanitarian hardship for those qualified agents with a demonstrated need. No-cost moves also allows for more flexibility in accommodating spousal transfers for married agents.

**Q. How are married agents affected by the mobility exemptions? Do married agents get two mobility waivers...for example, one spouse uses the waiver and at the end of eight years, the other spouse uses the waiver?**

Married NCIS Special Agent couples both get credit for PCS moves they both execute; however, married agent couples must agree on when to exercise an exemption both have earned if both desire to remain in-place. In other words, married agent couples can use an eight-year exemption jointly, but a "sixteen year exemption", no.

**Q. If a married agent couple moves, the orders are in one agent's name (no-cost orders). Do both agents get credit for the move?**

Yes.

**Q. Could there ever be a situation where an agent and a military spouse would transfer to the same location with the agent receiving funded PCS orders?**

Yes, however, there has been no change to the policy regarding the transfer of married agents. Agents with active duty spouses who fail to coordinate closely with Code 25 and active duty spouses who fail to coordinate closely with their detailer run the risk of an extended separation.

NCIS is committed to trying to accommodate the needs of mobile married couples when feasible. Code 25 is performing a service by coordinating with a military detailer in order to attempt to accommodate an agent-active duty couple, but NCIS is not obligated to accommodate the couple and may not be able to accommodate the couple. It is in the best interest of an agent married to a military spouse to have Code 25 and the spouse's detailer engaged in discussions. Even then it is not uncommon for NCIS Special Agents and their active duty spouses to find themselves separated for extended periods.

If we can satisfy NCIS readiness requirements, select the best agent for the job, accommodate an agent-active duty couple and save PCS dollars in the process we will try to do it.

**Q. How does the preference list impact the bidding process for potential transfers?**

The preference list is separate from the bidding process. This aspect of the policy was designed to help facilitate career planning and mentoring. Careful thought should go into submission of the annual preference list and agents should use this opportunity to solicit career guidance from supervisors and strive to optimize their career development and mobility/stability options under the new mobility strategy. The preference list is also a tool Code 25 will use to manage the mobility program. It will allow Code 25 to gain a "snap shot" picture of desirability of various offices to facilitate planning.

**Q. How will the FAB bidding process work?**

If Code 25 designates a vacancy as one against which FAB bids will be considered, agents may submit FAB proposals. Agents may designate one or more proposed follow-on assignments. Multiple follow-on proposals should be ranked in order of preference. It is anticipated that FAB vacancies will be relatively rare and competition for FAB assignments will be keen. As a general rule, agents who offer Code 25 the greatest latitude with the follow-on proposals will be most likely to succeed in having their proposal accepted.

For example: Roosevelt Roads is advertised as a FAB vacancy. Agent Jones submits the following proposal: Roosevelt Roads with follow-on assignment to 1) Mayport, FL; 2) Brunswick, ME; 3) London. Agent Smith submits a competing proposal: Roosevelt Roads with follow-on assignment to 1) Carolinas Field Office; 2) FLETC (instructor); 3) Anywhere in Florida/Georgia/Mississippi; 4) Norfolk Field Office; 5) Rota, Spain; 6) London; 7) Singapore; 8) Frankfurt, GE; 9) Naples, Italy. All things being equal, Agent Smith is more likely to be selected for the FAB billet because Code 25 can promise Agent Smith one of his follow-on locations with greater confidence. The letter from Code 25 would commit to one follow-on assignment (say Norfolk), but Agent Smith will be considered for his other follow-on preferences if they are open when he is ready to transfer from Roosevelt Roads.

**Q. So it isn't necessary to specify a minimum of five follow-on preferences?**

No. During the two-week comment period, an agent at the Los Angeles Field Office made the persuasive argument that requiring a certain number of follow-on locations with a FAB bid could actually lessen the number of bids submitted for Code 25 consideration. The proposed policy was therefore revised. Any number of follow-on assignments can be submitted with the FAB proposal.

**Q. Will letters of intent be provided to agents who receive FAB assignments?**

Yes. A formal letter acknowledging the bid and NCIS commitment will be provided to the agent.

**Q. How do we know where we stand on the compulsory transfer "Hit List"?**

There is no "hit list". If compulsory transfers become necessary, assignment histories will be taken into consideration, but all agents not covered by an exemption are vulnerable to transfer. "Move early and often" would be a good strategy for agents who want to maximize their options later in their career.

**Q. There are a number of SA's in this organization (including some at this office) who are on their third office (but only their second PCS move) who also have from six to eight years until they are eligible to retire. Given the projected policy of not being able to announce their intention to remain in place unless they have had three PCS transfers, what do you think they can look forward to?**

Chances are good they will not be asked to move. Very few compelled moves have been ordered within the past two years and it is hoped the new policy will further reduce the number of compelled moves required in coming years. In fact, some agents have voiced concern that the few overseas and afloat vacancies (generally 50 or so per year) and projected and sustained NCIS hiring (50-100 or more new agents per year) will create a different dilemma - too few mobility opportunities.

Although the agents cited in this question haven't moved the required three times to qualify for the eight-year exemption, their assignment histories (two moves) will be taken into consideration if they desire to stay in-place.

However, in the event compelled moves are needed, agents with only two moves who are not in a CRO will be vulnerable. Some agents with six to eight years left to go until retirement eligibility will actually have from 13 to 15 years until compelled retirement at age 57. Agents in this situation would be wise to consider bidding on announced vacancies.

**Q. How does this mobility policy affect Tech Agents and Forensic Science Specialists?**

A Special Agent is a Special Agent. That said, an agent's expertise will be considered during the assignment process.

**Q. If an agent is hired from another federal agency and the government is paying to move him/her to the location NCIS is assigning the agent, does that count as a PCS move? And if the agent moved with his/her agency, does he/she bring those moves with him/her?**

No and no.

**Q. Do you get "extra credit" for a BRAC move?**

No.

**Q. Has consideration been given to end of tour [twilight tour] transfers?**

One of the main strategies of the new mobility policy is to give the Special Agent the opportunity to plan his or her career. Agents who desire transfer to a "twilight tour" should bid for that location, or use the FAB option in an effort to reach their desired location.

**Q. If an agent qualifies for an eight-year exemption, when does it go into effect?**

The eight-year exemption clock starts ticking when the request is submitted to and approved by Code 25.

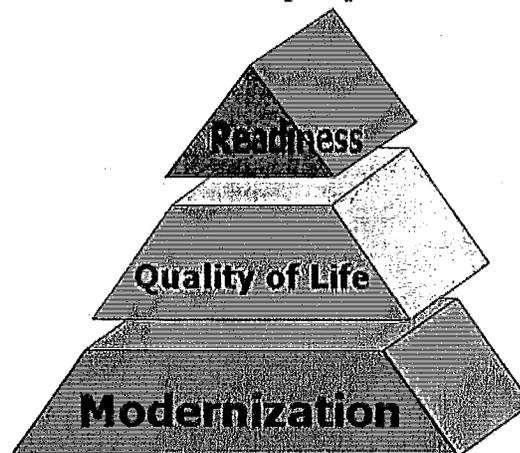
# NCIS Strategic Plan

By Dan Butler

Coordinator, NCIS Strategic Planning Group

Editor's note: The following article introduces a discussion of the DCIO strategic environment and a synoptic outline of the NCIS mission, vision, guiding principles, broad strategic goals, strategy-developed by the NCIS leadership team-and concrete examples of our strategy in action. Future editions of the Bulletin will include more detailed discussion of the NCIS recruiting and hiring strategy, our strategy for leveraging technology better in the future, and our strategy for improving agent performance evaluations. Readers are invited to comment on the NCIS vision and strategy and offer their own suggestions for how to build an NCIS and DCIO community that will operate more effectively in the 21st Century.

## Priority Pyramid



## The Strategic Challenge:

*"The Navy-Marine Corps Team is in the early stages of a radical transformation that will ensure its operational primacy well into the next century..."*<sup>1</sup>

This radical transformation is being driven by a combination of factors: new threats to the interests of the United States, advances in technology, constrained resources, and an enduring Navy-Marine Corps commitment to harness innovation and new ideas.

The United States Naval Criminal Investigative Service (NCIS), along with the rest of the Navy-Marine Corps Team is rising to the strategic challenge. The NCIS Mission Statement, Vision, Guiding Principles and Strategic Plan were built on the premise that NCIS must focus on the Department of the Navy's top three priorities: Readiness, Quality of Life, Modernization.

**Mission** -The NCIS mission statement promulgates our reason for being and our focus.

## NCIS Mission

Provide worldwide criminal investigative, counterintelligence, force protection, and security service to the Navy and Marine Corps, focused on the Department of the Navy's top three priorities -

**Readiness, Quality of Life, Modernization.**

**Vision** -An organization's vision is the vision of its leader. It describes where the organization is headed, what it will do, and what it should look like in the future.

## NCIS Guiding Principles

**"My vision for NCIS is simple:  
we will be the model."  
-Director David L. Brant**

### NCIS Vision Statement

**INNOVATIVE — WE WILL DEVELOP NEW SOLUTIONS.**

NCIS will lead in developing and implementing innovative investigative, counterintelligence, and security strategy, doctrine, tactics, policy and programs to anticipate and defeat threats to our national security.

**RECAPITALIZED — WE WILL BE MOTIVATED AND MODERNIZED.**

The NCIS workforce-composed of highly motivated professionals-will be efficiently structured, strategically located, equipped and trained to excel.

**INTEGRATED — WE WILL LEAD.**

NCIS will lead a stronger, more integrated and innovative DCIO community. Through integration of the investigations, counterintelligence, and security communities NCIS will deliver uncompromising, world-class, state-of-the-art support to the Department of the Navy (DON) and the Department of Defense (DoD). We will be the model for DoD.

**Guiding Principles** -Guiding principles are those fundamental principles that shape the ethos and culture of an organization and help the organization achieve its vision. They are the underlying values and professional credo of those committed to the organization, its mission, vision, goals, and strategy.

**INTEGRITY:** We are committed to the highest standards of personal and professional integrity. We exemplify the Department of the Navy's core values of honor, courage, and commitment. We are fact-finders dedicated to truth, understanding, and justice, in accordance with our Constitution and system of laws. Exonerating the innocent is as important to us as bringing the guilty to justice. We recognize important decisions involving lives, property, and national security will be made based on the investigations and operations we conduct and the reports we produce. We accept responsibility for their accuracy.

**INDEPENDENCE:** The objectivity and independence of our investigative, counterintelligence, and security products are above reproach.

**QUALITY:** We have created and will nurture a culture of uncompromising quality. We improve our products through adoption of best business practices, innovation, training, and customer feedback. Our products must be valued by our customers for their relevance, timeliness, accuracy, objectivity, and quality.

**FOCUS:** NCIS, a member of the federal law enforcement community, is the investigative, counterintelligence, and security arm of the Department of the Navy. We exist to provide a uniquely focused service to the men and women of the Navy, Marine Corps, and Department of Defense. NCIS support directly addresses DON priority requirements. NCIS mission accomplishment is judged by our ability to satisfy customer-defined requirements.

**RISK MANAGEMENT:** NCIS leaders must balance operational demands-timely, quality investigations-and resource constraints. Given the Department of the Navy's declining resources, leaders must use good judgment, prioritize effectively, seek reasonable efficiencies, take acceptable risks, and identify non-traditional alternatives to fulfill operational requirements.

**TEAMWORK:** NCIS is composed of professional investigators, analysts, security experts, technicians, and administrators. We accept responsibility, support one another, and work as a team with our customers and with our counterparts in law enforcement and counterintelligence to deliver the finest investigative, counterintelligence, force protection, and security support to the Department of the Navy and Department of Defense.

**Strategic Goals**-*Strategic goals are the broadly defined goals pursued by the agency as it strives to achieve its vision.*

## STRATEGIC GOALS OF NCIS

- 1. Develop new operational concepts and innovative programs to address critical Navy and Marine Corps needs.**
- 2. Improve customer support through implementation of best business practices.**
- 3. Economize where possible and obtain more funding for emerging missions (computer crimes, DVU, etc.) and recapitalization (hiring, PCS transfers, training, equipment).**
- 4. Build and maintain an elite, enthusiastic team of professionals.**
- 5. Create an integrated architecture that capitalizes on the strengths of DON, DOD, and civilian counterpart agencies.**

**Strategy**-*The strategy describes what we will do in broad terms to achieve broad strategic goals.*

## NCIS Strategy

### Re-Focus

We will change the way we manage the criminal investigations mission for the Department of the Navy, shifting emphasis and resources to "high impact" crime and away from "low impact" crime.

### Reinvigorate

We will reinvigorate and re-capitalize NCIS. We will reinvigorate the NCIS workforce by investing wisely in our "human capital;" investing our scarce resources and talent wisely in pursuit of our mission; leveraging capital resources and talent through greater integration within the DCIO community; rationalizing the NCIS force structure; developing viable career progression paths for outstanding, dedicated employees; regularly hiring new, highly-qualified talent; training; raising performance expectations; holding people accountable, and creating a selective Management Development Program.

### Re-Assess

We will develop a first-rate quality assurance program and will frequently re-assess the focus, impact, vitality, and relevance of NCIS. We will survey customers and employees. We will coordinate closely with other DoD strategic planners-particularly those in the DCIO community-to constantly update our assessment of future challenges and opportunities. We will continually measure our performance and strive for continual quality improvement in our human resources and service delivery.

### Strategy Execution and Refinement

Action plans derived from our strategy are developed by the Headquarters Executive Staff, NCIS program managers and Special Agents in Charge and executed at all levels within NCIS. Field Office performance plans developed by the NCIS Counterintelligence Directorate (Codes 20/22), the NCIS Economic Crimes Department (Code 23A), and Criminal Investigations Department (Code 23B) are examples of detailed action plans. These action plans are further developed and refined by SACs and their field office teams. [Field office performance plans were provided to SACs in June.]

Throughout the execution phase of our strategy we will continually assess the strategy and refine it as necessary. Dramatic changes in the way we do business carry some risk. A new business practice may improve the way we deliver support to DON, but it could also degrade our capability to deliver fast, quality service. It is for this reason that we have undertaken pilot programs to test and refine new approaches to managing investigations for DON. Pilot programs carry less risk than comprehensive, wholesale restructuring of our organization. One example of a pilot program that has succeeded in meeting its preliminary objectives is the Regional Supervisory Investigator Program (see the March 1999 issue of the NCIS Bulletin).

## NCIS Strategy in Action:

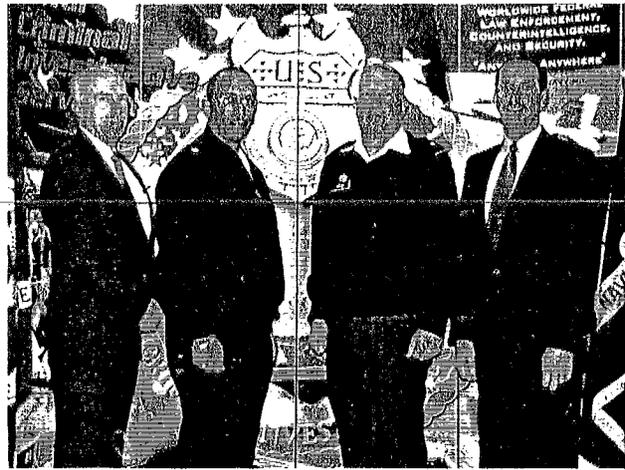
Improvements to our strategy have come from every level within NCIS. What follows are brief examples of just some of our initiatives in a strategic context, keyed to DON's top three priorities.

### Priority 1: Protecting Navy-Marine Corps Readiness

The Fleet must be ready to fight and win. NCIS is developing new ways to protect Navy-Marine Corps Readiness—bold, new initiatives that change the way we do business in order to keep the Fleet ready to win America's wars and further America's national interests.

**Managing the Mission Better.** The NCIS strategy of refocusing, reinvigorating, and reassessing includes significant changes in the way we manage the NCIS criminal investigations mission. NCIS Field Office performance plans now place greater emphasis on "Tier I" and "Tier II" cases, since cases that require the unique skills of trained and experienced DCIO Special Agents and technicians have the greatest impact on Navy and Marine Corps readiness, quality of life, and modernization efforts.

**Seamless Law Enforcement Integration with Federal Law Enforcement.** Managing the mission better means NCIS must look for



*Left to right: Director Keenan, DCIS, Brig Gen Taylor, AFOSI, Brig Gen Foley, Army CID, and Director Brant*

opportunities to use the considerable capabilities of our counterparts throughout Federal law enforcement. One example of this strategy in action is the recent move of the NCIS Training Department to the Federal Law Enforcement Training Center (FLETC) in Glynco, GA. This move allows NCIS to leverage the world-class infrastructure and capabilities of FLETC at less cost to NCIS and the DON. Savings that accrue from this initiative will be plowed back into offering more training to NCIS employees.

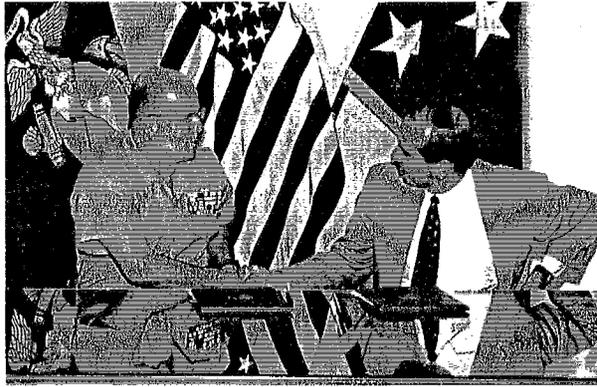
**DCIO Integration.** Managing the mission better means NCIS must take the lead in building a "seamless law enforcement" architecture for the Department of Defense and Department of the Navy. To that end, NCIS is committed to fostering initiatives to integrate with our DCIO counterparts into a seamless crime fighting community, leveraging our respective strengths and capabilities. We are cross-servicing leads, collocating offices in places where it makes sense to work together, exchanging personnel, and joining forces in the fight to defend DOD computer networks.

NCIS Special Agent Greg Redfern and Dr. Christine Strosnider, an NCIS training specialist, for example, are heading up the new Defense Computer Investigations Training Program which is training hundreds of DCIO Special Agents and technicians to fight on the front lines of the computer crime battlefield.

As highlighted in the March 1999 issue of the Bulletin, NCIS Special Agent Paul Bright, Code 20, has written a software program (NCIS Searchit) that saves thousands of man-hours scanning electronic media to

locate and "Tanner Scale" child pornography for use in prosecutions. His software tool also automatically analyzes and sorts images, identifying links between purveyors of child pornography, permitting NCIS and counterpart agencies to track vile abuse of children to its source. Already, hundreds of other law enforcement agencies have used NCIS Searchit.

**NCIS - USMC CID Integration.** Within the Department of the Navy, NCIS and Marine Corps CID are integrating into a seamless team. This initiative sets the stage for developing and exercising new and better doctrine to bring the full weight of NCIS capability to bear in support of Marine Corps commanders on the battlefield.



**Regional Supervisory Investigators.** Looking ahead to Navy base regionalization, NCIS has become an integral partner with Commanding Officers in regionalizing seamless Navy law enforcement support. In San Diego, an experienced NCIS Special Agent serves as the Regional Supervisory Investigator on the staff of Commander, Southwest Region. NCIS RSI Pete Corcoran is responsible for training and managing felony and misdemeanor investigations conducted by 22 Masters-at-Arm and civilian base police investigators throughout California, Nevada, and Arizona. Other NCIS RSIs are replicating San Diego FO's success in Hawaii, Puget Sound and Norfolk, with more to follow. This approach is allowing NCIS to take the lead in standardizing and professionalizing training for base investigators. It also builds a larger reserve of investigators capable of handling "Tier III" felonies.

**N34 Force Protection Cell.** Working in an integrated, seamless fashion, NCIS and the Office of the Deputy Chief of Naval Operations for Plans, Policy and Operations (N3/5) have created a robust, focused Force Protection Program to assist Navy Commanders in protecting our Navy's most important readiness resource-Sailors.

NCIS BULLETIN

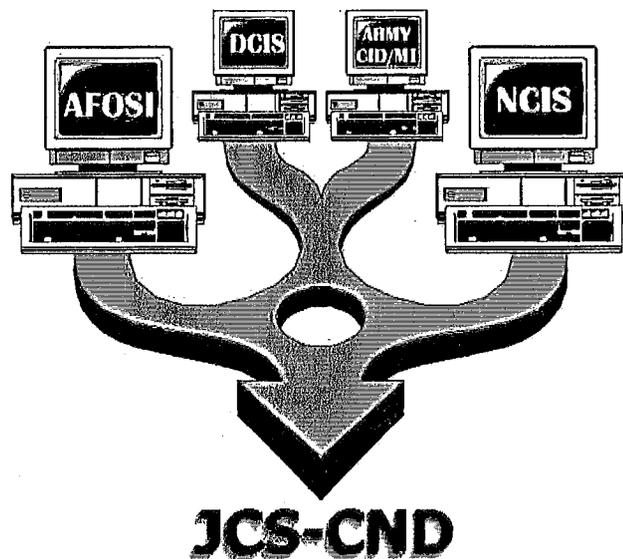
**Science and Technology (S&T) Protection.** NCIS is meeting new threats to our national interests and Fleet readiness by developing novel, proactive ways to protect our Navy-Marine Corps competitive advantage in cutting-edge science and technology, safeguarding billions of dollars in S&T investment and weapons development.

**Protecting DON's Piece of the PIE (Protected Information Environment).<sup>2</sup>**

Concurrent with advances in technology and the Revolution in Military Affairs, the Navy-Marine Corps Team is developing new warfighting doctrine. Network-Centric Warfare offers our leaders the potential to fight more decisively with less risk of U.S. casualties.

Increasing reliance on Network-Centric Warfare doctrine, however, is creating "NEW" (nonexplosive weapons)<sup>3</sup> vulnerabilities. NEW weapons threaten catastrophic disruption to and degradation of Navy-Marine Corps readiness. NCIS has a critical and emerging role to play countering NEW weaponry.

**Computer Network Defense.** NCIS is working with



DCIO counterparts and the JCS Joint Task Force on Computer Network Defense (JCS-CND) to build a

responsive coordination and response cell in DOD to address attacks on DOD networks. This law enforcement and counterintelligence cell is collocated with the Defense Information Support Agency in Arlington, VA.

The DCIO Liaison Officer to the JTF-CND is Special Agent Mike Dorsey, NCIS. SA Dorsey also serves on a National Infrastructure Protection Center Task Force investigating cyber attacks on the Department of Defense. Through our close integration with the JCS and national law enforcement organizations, NCIS is laying the foundation for more successful investigation and prosecution of cyber-criminals who threaten DOD networks.

**NCIS Operations Analysis Center.** NCIS is working with the Navy-Marine Corps Team to build quickly a world class computer network defense investigations and operations force that can provide naval commanders with threat assessments, earlier Indications and Warning of cyber attack, and speedy assessment of attacks on critical Navy-Marine Corps command and control networks. Organized and coordinated by NCIS Code 20 (Computer Investigations and Operations), the nerve center for this capability will be the Operations and Analysis Center (OAC) at NCIS Headquarters. This capability will help DON leaders:

- \* *anticipate, predict, prevent, deter, and manage NEW attacks on the DON PIE; and,*
- \* *safeguard billions of dollars in Navy - Marine Corps investment in revolutionary command and control architecture.*

*"...With nonexplosive weapons it may be difficult to tell if an incident is an act of war, the deed of a small terrorist group, a simple crime or a natural occurrence. This makes retaliation difficult.... Though frequently labeled 'weapons of mass destruction,' the NEW weapons are really 'weapons of mass disruption....' [We] should stop thinking and organizing in terms of anachronistic distinctions between 'here' and 'abroad,' between 'military' and 'civilian,' among 'crime,' 'war' and 'natural occurrence.' Nonexplosive weapons erode all such boundaries."*

*- Secretary of the Navy Richard Danzig*

## Priority 2: Improving Quality of Life

### Quality of Life \* Successful Recruiting \* Fleet Readiness

NCIS Special Agents may not routinely think our work has an impact on Navy recruiting and retention, but it does. Our impact on quality of life within the Navy and Marine Corps community affects the public's perception and the Navy-Marine Corps family's perception of the Navy-Marine Corps way of life. Perception impacts recruiting and retention. Ultimately, recruiting and retention affect Fleet readiness.

Navy-Marine Corps readiness is dependent on the success Navy-Marine Corps recruiters have in bringing educated and motivated men and women into the Fleet. Quality law enforcement is vital to public safety and quality of life in the Navy-Marine Corps community.

*"A major objective of mine is to demonstrate convincingly to America's mothers and fathers that their sons and daughters are safer in the Navy and Marine Corps than they would be on America's streets."*

*-Director Dave Brant*

**Special Operations Squads.** NCIS Special Operations Squads are proactively identifying and rooting out troublemakers in the Navy-Marine Corps community before their activities manifest themselves in ugly, violent, disruptive or corrosive ways harmful to quality of life and readiness. NCIS Special Operations Squads have thwarted murders-for-hire, robberies and large-scale theft rings, and uncovered LSD dealers targeting Fleet Sailors.

**Cold Case Homicide Squad.** NCIS created a Cold Case Homicide Squad to resurrect dormant homicide investigations, apply new technologies and techniques, and solve homicides affecting the Navy-Marine Corps community. Solving heinous crime increases public confidence in NCIS and deters similar acts in the future.



The murder of a Navy officer in an overseas port was solved by NCIS after local law enforcement and the FBI suspended their investigations. A Sailor's wife-killed in her off-base home within hours of his ship setting sail in 1990-went unresolved until the NCIS Cold Case Homicide Squad entered the case and identified her murderer in 1997. He has been arrested and is now suspected in a series of similar murders. Since being created in 1995, the 18-person Cold Case Homicide Squad has resolved 21 deaths involving Navy-Marine Corps personnel, or one resolved cold homicide case every 2.4 months.

*"My personal goal is that we become so expert in solving homicides we have no more 'cold' cases in the future...."*  
 -Assistant Director for Investigations  
 Ernie Simon

**Domestic Violence and Sexual Assault Units.** Domestic violence and sexual assaults are tragic crimes that wound families, disrupt the military community, and impact on Fleet readiness. NCIS is adopting new approaches to tackle age-old problems that trouble and distract our Sailors and Marines and their leaders, sapping time, energy, and attention.

A successful, specialized NCIS Domestic Violence and Sexual Assault Unit demonstration project in

Norfolk, VA is being replicated at other major fleet concentration centers to provide Commanding Officers with early indications and warning and quicker resolution of problems that could have significant impact on community quality of life, unit readiness, unit cohesion, and the welfare of Navy and Marine Corps dependents.

**Sexual Assault Prevention Operations.** Being progressive does not mean NCIS ignores ancient wisdom. "An ounce of prevention is worth a pound of cure," describes the service we can provide to the Navy-Marine Corps team.

Successful prevention of sexual assaults, for example, is a better use of NCIS talent than is investigation of preventable sexual assault allegations. NCIS demonstration projects are underway in New London, CT, and Okinawa to educate Sailors and Marines on the penalties and elements of the offenses rape, carnal knowledge, and indecent assault.

NCISRA Great Lakes has partnered with Command and local law enforcement to prevent and deter sexual assaults by attacking underage drinking by military personnel at nearby motels. A preliminary assessment of the operation indicates it is having a significant impact on the incidence of alcohol-related sexual assault allegations.

The goal of these unconventional approaches to the sexual assault problem is to lessen the anguish and disruption of sexual assault investigations by preventing sexual assaults that occur out of ignorance or through the irresponsible use of alcohol.

*"When I was a Berkeley cop our success wasn't measured in terms of how many crimes we solved, it was measured in terms of how many we prevented."*  
 — Former Director of NCIS Roy Nedrow

### Priority 3: NCIS-Navy-Marine Corps Modernization

NCIS-Navy-Marine Corps modernization suffered during the post-Cold War drawdown. NCIS "human capital" investment stagnated. Only two new agents were hired in five years. Training was drastically curtailed. Career broadening PCS transfers were cut back dramatically. NCIS equipment obsolescence cycles increased, and the physical plant deteriorated. Outstanding agents left the NCIS-Navy-Marine Corps Team to join other law enforcement agencies that were growing and modernizing.

**Recapitalizing, Reinvigorating, Rationalizing the NCIS Team.** NCIS is moving aggressively to modernize, reinvigorate, and rationalize the NCIS work force. NCIS is boldly exploring new business philosophies to achieve greater efficiencies. And, NCIS is investing in economic crime investigations that provide high "return on investment" for DON and recover funds that would otherwise have been diverted from Navy-Marine Corps quality of life and modernization programs. For example:



*Intern Peter Tran*

**Recruiting: NCIS Internship Program.** NCIS is developing a comprehensive internship program to bring young, talented personnel onto the NCIS-Navy-Marine Corps Team for inexpensive, short-duration "vetting" assignments of three months, two years, and four years.

*"We've hired two Special Agents, an intelligence analyst and management analyst so far from the ranks of interns, and I expect we'll hire several more interns as agents this year."*

*— Ms. Cheryl Marsh, NCIS Internship Program Manager*

The academic internship program has grown from one intern in 1996 to over 50 per year today. Many of the interns serving at NCIS Headquarters supporting the Cold Case Squad, Domestic Violence Program, Threat Assessment Unit, and Criminal Intelligence Department are enrolled in the prestigious Master of Forensic Science program at The George Washington University. Other interns are serving with NCIS in Korea, Hawaii, and the Northeast Field Office.

**Hiring: New Agents, New Skills.** NCIS is modernizing and reinvigorating the NCIS agent force by hiring at least 25 new agents annually who come to NCIS with computer skills, language proficiency, advanced degrees, and new ideas. This year we project we will hire between 40 and 50 new agents. Over the next three years we will hire 400 new personnel, about two-thirds of whom will be Special Agents.

**High Standards.** Despite a dramatic increase in hiring, NCIS is not compromising on quality of new hires. Actually, the opposite is happening. We are targeting our recruiting more aggressively on more highly qualified candidates with law degrees, masters' degrees, accounting degrees, computer science degrees, prior military experience, and language fluency. Selectivity is stringent. We anticipate hiring only one of every 50 applicants this year, making NCIS more selective than the Naval Academy, Harvard, and Yale.

**Retention: Competing in the Professional Marketplace.** NCIS is developing a journeyman agent professional development and promotion plan that will allow NCIS to compete successfully in recruiting and retaining the best agents with over ten years of investigative experience.

The most recent manifestation of this plan was the Director's decision last month to accelerate the promo-

tion ladder for qualified Special Agents from GS-11 to GS-12 to one year time-in-grade from the previous two years' time-in-grade. This change in our professional development policy resulted from a thoughtful query from an agent in the field. Subsequent evaluation of the proposed change determined it was cost-effective and consistent with the NCIS reinvigoration strategy.

**Leadership: Management Development Program.** The new NCIS Management Development Program will bring new vigor to the NCIS leadership selection, evaluation, and promotion process. [Ed. Note: More on the MDP will be promulgated via general administrative message in the near future.]

**Revolution in Business Affairs.** NCIS is a committed participant in the DON Revolution in Business Affairs (RBA). Adopting a more business-like approach to government, NCIS is aggressively applying new approaches to DON law enforcement service delivery. Risk management, risk diversification, return on investment, and "Just-in-Time" management principles are being used to modernize, make NCIS more efficient and productive, and make more resources available for Fleet modernization. For example:

**Virtual Private Network.** NCIS is leveraging DON technology better to achieve greater NCIS information systems architecture savings. Implementation of the NCIS Virtual Private Network/NIPRNET pilot program in four

NCIS Field Offices over the next three years is expected to improve Field Office computer infrastructure and save DON \$275,000 annually beginning in FY01.

**Economic Crime.** NCIS strives to help the Navy-Marine Corps Team contain and reduce costs by ferreting out and deterring procurement fraud and other serious economic crimes against the Navy and Marine Corps. NCIS accomplishes this mission with a disciplined and focused Economic Crimes Program that returns scarce funds to Navy and Marine Corps coffers.

The impact of fraud on DON is significant. Workman compensation claims, an area historically vulnerable to fraud, cost DON \$250 million last year. NAVSEA and NAVAIR alone paid out \$128 million and \$32 million in FECA (Federal Employee Compensation Act) claims, respectively, last year.

NCIS is attacking this problem

"NCIS investigations of suspected FECA fraud last year resulted in recoveries and cost avoidance to DON of \$1.00 for every nickel spent by NCIS-an astounding 2,000% return on investment-a total of \$14 million returned to the Fleet that can be spent on quality of life and modernization programs."

NCIS Strategic Planning Group Study of FECA Investigations

aggressively and successfully using NCIS investigators, human resource specialists, and command investigators, trained and supervised by NCIS RSIs, to investigate systemic FECA fraud.

**Challenge to NCIS and the DCIO Community**

The strategic planning process is dynamic. Successful plans are designed to be modular and flexible enough to change and evolve with the environment. The best plans actually shape that environment over time to the advantage of the institution.

As the foregoing discussion highlighted in several areas, NCIS employees at every level are having a significant impact on the direction in which NCIS is going. Individual initiative and leadership is manifesting itself in our plan and in the execution of the plan in things like the RSI program, Domestic Violence Program, sexual assault prevention pilot operations, NCIS Searchit, the Virtual Private Network initiative, the internship program, and changes to career development policy.

All DCIO professionals are invited and challenged to participate in building our plan, executing the plan, and improving NCIS and the DCIO Community. If you have ideas to share you can forward them to the NCIS Strategic Planning Group, e-mail: [dbutler@ncis.navy.mil](mailto:dbutler@ncis.navy.mil), or you can submit them to the Bulletin Editorial Board for publication in the "If you ask me..." column of this professional journal, e-mail: [lbjackson@ncis.navy.mil](mailto:lbjackson@ncis.navy.mil).

*End Notes:*

<sup>1</sup>Vision...Presence...Power, A Program Guide to the U.S. Navy, 1998 Edition, Department of the Navy, Washington, DC, May 1998, p.2.

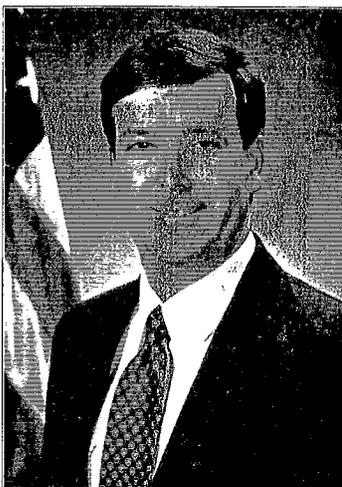
<sup>2</sup> Secretary of the Navy Memorandum dated 24 October 1996, "Subj: Defensive Information Warfare," identified 12 priority actions for the Chief of Naval Operations, SPAWAR, Commandant of the Marine Corps, DASN (C41) and the Director of NCIS to institutionalize defensive information principles and processes. The 12 actions included identifying information systems that are critical to our military effectiveness and national security (the Protected Information Environment); establishing the counterintelligence capabilities to cope with information warfare threats; and maintaining and strengthening "the closest ties to intelligence and law enforcement organizations."

<sup>3</sup> "The Next Superweapon: Panic," The Honorable Richard Danzig, *The New York Times*, November 15, 1998, p. WK15

If you would like to comment on any aspect of the plan - the NCIS Guiding Principles, for example - submit your comment to the Bulletin Editorial Board.

If you have insights to share regarding the NCIS internship program forward them to Ms. Cheryl Marsh at [cmarsh@ncis.navy.mil](mailto:cmarsh@ncis.navy.mil). We will have more to publish on the internship program and our recruiting and hiring plan in the next Bulletin.

If you are interested in contributing to creation of the new NCIS Special Agent evaluation system, watch the next Bulletin for more information on that project.



*Mr. Butler, a former active duty Naval Intelligence officer, served as a Special Agent with NCIS in Rota, Spain in the 1980s and as a Reserve NCIS Agent in Souda Bay, Crete, during Operation Desert Storm. A graduate of the Federal Law Enforcement Training Center, Harvard University and Columbia University, he currently serves as Executive Assistant to the Director of NCIS and Coordinator of the NCIS Strategic Planning Group.*

*Oops*

*In our rush to make the "Seamless Law Enforcement" article fit the space allocated it in the March edition of the Bulletin, we inadvertently neglected to mention that Fire Chief Dave Inman and Mary Ball, communications manager for federal fire in the region, played key roles in the creation of the regional security concept in San Diego.*

*Actually, Chief Inman played more than a key role. He was one of the very early proponents of the concept and may well have been its original architect.*

*And from a practical perspective, Mary Ball helped figure out a way to streamline communications among numerous police and fire jurisdictions.*

***Cheers and apologies to both.***