Review of Inspector General Criminal Investigator Academy (IG Academy)

Inspection 2009-12915

Assessment of IG Academy's current resources and identification of opportunities for program and quality of training improvement.

Tennessee Valley Authority
Office of the Inspector General
September 21, 2010

Table of Contents

Acronyms and Abbreviations

The following are acronyms and abbreviations widely used in this report.

AD	**Advanced Deputy Training**
ADDIE	**Analysis, Design, Development, Implementation, and Evaluation**
AGCIC	**Advanced General Criminal Investigator's Course**
AIIGI	**Advanced Interviewing for Inspector General Investigators**
Air Force OSI	**Air Force Office of Special Investigations**
BDUSM	**Basic Deputy U.S. Marshal Training Program**
BIRT	**Basic Instructor Refresher Training**
BNCITP	**Basic Non-Criminal Investigator Training Program**
BPF	**Basic Procurement Fraud Program**
BSIC	**Basic Special Investigator Course**
CIGIE	**Council of the Inspectors General on Integrity and Efficiency**
CITP	**Criminal Investigator Training Program**
DITP	**Death Investigations Training Program**
FLETA	**Federal Law Enforcement Training Accreditation**
FLETC	**Federal Law Enforcement Training Center**
FY	**Fiscal Year**
GAO	**Government Accountability Office**
GS	**General Schedule**
HOTP	**Hotline Operator Training Program**
IG	**Office of the Inspector General**
IG Academy	**Inspector General Criminal Investigator Academy**
IG-IFA	**Inspector General Interviewing for Fraud Auditors**
IG-ITP	**Inspector General Investigator Training Program**
IRS CID	**Internal Revenue Service Criminal Investigation Division**
ISD	**Instructional System Design**
LLITP	**Less-Than-Lethal Instructor Training Program**
NCIS	**Naval Criminal Investigative Service**
PCIE	**President's Council on Integrity and Efficiency**
PCITP	**Public Corruption Investigations Training Program**
PRTP	**Periodic Refresher Training Program**
SABT	**Special Agent Basic Training Program**
TFIA	**Tax Fraud Investigative Assistant**
TTP	**Transitional Training Program**
UCITP	**Undercover Investigator Training Program**
U.S. Marshals Service	**United States Marshals Service**
U.S. Secret Service	**United States Secret Service**

Executive Summary

The Inspector General (IG) Criminal Investigator Academy (IG Academy) was officially established in February 1994 by a Memorandum of Understanding between the Federal Law Enforcement Training Center (FLETC) and the President's Council on Integrity and Efficiency (PCIE). The academy is located at FLETC in Glynco, Georgia. The Memorandum of Understanding acknowledged "the significant benefits of efficient [*sic*] and effectiveness which are derived from a consolidated approach to training." The IG Academy, through its director, represents the IG agencies that have participating status at FLETC for training programs conducted in whole or in part by the IG Academy. In November 2000, the IG Academy was established by Public Law 106-422 to perform investigator training services for IGs created under the Inspector General Act of 1978. The PCIE was superseded by the Council of the Inspectors General on Integrity and Efficiency (CIGIE) under the Inspector General Reform Act of 2008. Therefore, CIGIE assumed accountability for the IG Academy.

In this review we found a definite lack of resources for the IG Academy, which impacts the learning methodologies utilized and the overall quality of the programs being delivered. The immediate resource needs for the IG Academy were identified, in part, from our benchmarking information obtained from other academies housed at FLETC. Benchmarking of those academies and review of the IG Academy included analyses of (1) the training curriculum, (2) course of study and instructor utilization/sources for selected courses, (3) course outlines and materials, and (4) course evaluation procedures. If the IG Academy is to exhibit the attributes of an effective training program, CIGIE must provide it with human capital and infrastructure resources, including instructional, information technology, curriculum, and administrative support.

As many publications and studies note, federal agencies need to transform their cultures to help change the way the government does business. In order to accomplish this mission, agencies need to reassess their current resources. Investing in and enhancing the value of employees through training and development is a crucial part of addressing this challenge. Challenges for the IG community include acquiring, developing, and retaining talent. CIGIE training through the IG Academy must provide the resources necessary to ensure that IG agents have the information, skills, tools, and competencies they need to work effectively in an ever-changing environment.

The Government Accountability Office's (GAO) *Guide for Assessing Strategic Training and Development Efforts in the Federal Government* lays out specific frameworks and guidelines on how federal agencies can analyze their current training program plan and design. It also prescribes how to evaluate the training effectiveness and development of programs that contribute to the improvement of organizational performance. GAO's guide describes four components of the training and development process: (1) planning/front-end analysis, (2) design/development, (3) implementation, and (4) evaluation. GAO appropriately notes that training can be accomplished through a variety of approaches, such as classroom training,

e-learning, and professional conferences that are educational or instructional in nature. E-learning includes education via the Internet, network, or stand-alone computer. Applications and processes include Web-based learning, computer based learning, virtual classrooms, and digital collaboration.

Unfortunately, the IG Academy's ability to identify, develop, and deliver appropriate learning is impacted by the lack of resources. Our early assessment of the IG Academy determined that utilizing the GAO-prescribed questions for the attributes of an effective training program was not feasible, based on the essential resource deficiencies and needs of the IG Academy training program. Simply put, the lack of resources is impacting the quality of training. Specific examples include the following:

➢ Lesson plans do not exist for specific blocks of instruction, and existing lesson plans are in need of updating and/or revision.

➢ All aspects of IG Academy training are not tested.

➢ A robust feedback/evaluation process that captures feedback from graduates and their supervisors and uses the data to determine and improve training effectiveness does not exist.

➢ Most IG Academy training programs are in need of a formal curriculum review conference and revision process.

➢ Courses have not been evaluated to determine learning alternatives and the most effective delivery mechanisms. The use of e-learning, and thus blended learning (i.e., a learning approach that integrates e-learning techniques with traditional teaching methods including lectures, in-person discussions, and seminars), is not a current option because instructional support and information technology resources are lacking.

The benchmarking of other federal training academies, review of blended learning opportunities, assessment of IG Academy operations, and identification of program improvement opportunities determined that the lack of IG Academy resources impacts the training program's efficiency and effectiveness. We conclude that CIGIE can increase the quality of training and program efficiency at the IG Academy by providing additional support, including a dedicated budget. CIGIE should consider the following resource needs, among others, for the IG Academy:

➢ **Staffing or access to staffing to conduct timely updates of curricula and lesson plans, assist in instructional systems design, and teach courses**

➢ **Information technology support**

➢ **The implementation of an electronic learning management system—a software application that provides, among other assets, administration, documentation, tracking, and reporting of training programs, classroom and online events, e-learning programs, and training content**

➢ **Administrative support**

➢ **The means to address a legal support deficiency**

Remarkably, the IG Academy has been able to provide training to investigators who consistently give very positive feedback despite the lack of resources identified in this report. Our review revealed a small but dedicated staff achieving far more than the bare statistics suggest should be possible. The Director and her staff are to be congratulated for holding together a program that enjoys the support of the majority of the IG community and continues to provide a valuable service.

Introduction

The Inspector General (IG) Criminal Investigator Academy (IG Academy) was officially established in February 1994 by a Memorandum of Understanding between the Federal Law Enforcement Training Center (FLETC) and the President's Council on Integrity and Efficiency (PCIE). The academy is located at FLETC in Glynco, Georgia. The Memorandum of Understanding acknowledged, "the significant benefits of efficient [*sic*] and effectiveness which are derived from a consolidated approach to training." The IG Academy, through its director, represents the IG agencies that have participating status at FLETC for training programs conducted in whole or in part by the IG Academy. The IG Academy director serves as the IG agencies' representative on academy matters for the Center Interagency Advisory Committee at FLETC. In coordination with the IG Academy director, FLETC designates program managers for the basic, follow-on, advanced, and specialized programs jointly conducted by FLETC and the IG Academy.

ROLE OF THE COUNCIL OF THE INSPECTORS GENERAL ON INTEGRITY AND EFFICIENCY (CIGIE)

In November 2000, the IG Academy was established by Public Law 106-422, for the purpose of performing investigator-training services for IGs created under the Inspector General Act of 1978. The PCIE was superseded by CIGIE under the Inspector General Reform Act of 2008. The mission of the CIGIE is to address integrity, economy, and effectiveness issues that transcend individual agencies, and to increase the professionalism and effectiveness of IG personnel by developing policies, standards, and approaches to aid in the establishment of a well-trained and highly skilled workforce. As stated on the CIGIE Web site, to accomplish its mission, CIGIE should:

> Maintain 1 or more academies as the Council considers desirable for the professional training of auditors, investigators, inspectors, evaluators and other personnel of the various offices of Inspector General.

FLETC participating organization status must be formally granted by the FLETC Board of Directors and entitles an agency to have a voice in policy formulation, priority for training scheduling, and a share of the direct costs of funding for basic training as funds become available through FLETC's appropriations.

For programs, jointly conducted by FLETC and the IG Academy, FLETC program managers' responsibilities include, but are not limited to, "assurance of continuing program quality, curriculum review and revision, and liaison regarding Academy matters."

IG ACADEMY HISTORICAL INFORMATION

Obtaining an understanding of IG Academy programs, staffing, funding, and training accomplishments was important in (1) assessing the adequacy of IG Academy resources and (2) gaining a perspective on the extent to which the IG Academy exhibits the attributes and characteristics of an effective training program.

The Goals of the IG Academy are to:

1. *Develop and deliver quality, timely, and cost-effective training that enables our partners to accomplish their missions.*
2. *Provide on-site representation and liaison to the FLETC on behalf of the IG community.*

IG Academy Programs

The IG Academy currently offers basic and advanced programs for investigators and a non-criminal course for auditors. As with all the courses, the curriculum and length of training vary significantly. The IG Academy's three basic programs are:

1. IG Investigator Training Program (15 days)
2. IG Transitional Training Program (3 days)
3. IG Non-Criminal Investigator Training Program (10 days)

Seven advanced training programs are currently offered:

1. IG Periodic Legal Refresher (3 days)
2. IG Public Corruption Investigations (4 days)
3. IG Advanced Interviewing for IG Investigators (3 days)
4. Law Enforcement Ethics Instructor Certification Seminar (5 days)
5. IG Interviewing for Fraud Auditors (3 days)
6. Undercover Investigation (10 days)
7. Hotline Operator Training (4 days)

IG Academy Staffing

Staffing for the IG Academy has varied. For fiscal years (FYs) 2003 through 2010, the staffing has gone from a high of 15 in 2003 to a low of 4 in 2007 and 2008. Current staffing is 6.5 full-time equivalents. Chart 1 shows the staffing of the IG Academy from FY 2003 through 2010.

Chart 1

Staffing							
2003	**2004**	**2005**	**2006**	**2007**	**2008**	**2009**	**2010**
15	12	13	10	4	4	4.5	6.5

All staffing resources are provided by IGs. Specifically:

The Current Staff includes:

- *1 Executive Director*
- *1 Budget Analyst*
- *1 Registrar*
- *3 Program Managers who also provide instruction*
- *1 Part-time Instructor*
- *Resource total of 6.5 positions*

❖ Five staffing positions are made available through a Memorandum of Understanding with their respective IGs. Two of the Memorandums of Understanding do not have a reimbursement clause, so the individuals are provided at the agencies' expense. However, one of the two non-reimbursed positions may change due to the loss of an investigator position within the supplying IG. Specifically, the detailed IG Academy instructor will return to the agency and resume investigator responsibilities unless a Memorandum of Understanding, requiring reimbursement, is agreed upon. This reimbursement would allow the IG to replace the investigator who is teaching at the IG Academy.

❖ One full-time and one part-time position are being provided with no Memorandum of Understanding, but their service is based solely on the benevolence of the particular IG toward training at the IG Academy.

IG Academy Funding

Various mechanisms have been used to fund training at the IG Academy. Funding has evolved from an IG allocation in which the respective IG community funded the training in FYs 2003 through 2007, to a fee-per-service basis in FYs 2008 through 2010.

- The cost allocation method was based on the number of agents at each agency, and there was no tuition cost. Therefore, larger IG offices paid more than smaller ones, but training was available on a first-come, first-served basis.

- The fee-per-service basis establishes the tuition costs needed to cover the costs of the IG Academy courses and overhead.

Chart 2 lists the funding provided for the IG Academy for FYs 2003 through 2010. The chart also shows the year-end IG Academy revolving fund balance for each year. The revolving fund balance is the residual revenue after all costs have been incurred. The increase in the revolving fund balance was a result of several factors, including (1) basing tuition costs on a minimum class size even though actual enrollment exceeded the minimum and (2) incorporating staffing costs into the tuition calculation when the detailing agency funded the position. Tuition costs were adjusted in FY 2010 to utilize the fund balance. At year-end 2010, the balance is expected to be minimal and contain only the funds necessary to cover expenditures for the first quarter, when revenue streams are limited.

Chart 2

Funding								
Year	2003	2004	2005	2006	2007	2008	2009	2010
Provided from IG Community	$2.8 Million	$2.7 Million	$2.3 Million	$2.2 Million	$290,000	$0	$0	$0
Revolving Fund Beginning Balance	$63,576	$362,000	$151,926	$175,033	$330,000	$389,000	$460,000	$858,000

The total expenses for the IG Academy for FYs 2008 and 2009, along with estimated expenses for FY 2010 are shown in Chart 3. Total expenses include IG Academy staff salaries, GSA external service fees, leased vehicle, operating supplies and expenses, operational travel, IG Academy staff training, and course costs.

Chart 3

Total Expenses		
2008	2009	2010 (estimated)
$897,207	$1,015,928	$1,323,600

For IG community students enrolling in FLETC courses, the IG Academy must also provide FLETC with instructors based on an instructor-to-trainee ratio. In summary, for the projected IG community students planning to enroll in FLETC courses, the IG Academy must detail a determined number of instructors based on a complex FLETC instructor needs formula. However, the IG Academy has the option of providing equivalent funding for the positions based on a General Schedule (GS) 12, Step 8 annual salary. In FYs 2008, 2009, and 2010, the IG Academy's quota was 4, 10, and 7 detailees, respectively. The cost for the detailees for FYs 2008 through 2010 were $352,000, $905,000, and $658,000, respectively. In FY 2010, the IG Academy opted to fund FLETC for hiring seven detailees at an annual salary of $94,000 each.

Training Accomplishments

The 653 students trained at the IG Academy in FY 2009 came from 68 different agencies, 51 of which were IGs. The remaining 17 were from police, defense, and other federal, state, and local agencies. The projected number of students to be trained at the IG Academy in FYs 2010 and 2011 were 411 from 29 agencies and 491 from 34 agencies, respectively. For FY 2010, the IG Academy had scheduled to accommodate 264 students in the basic courses and 360 students in advanced courses. The projected number of students to be trained often differs from the actual number. In FY 2009, the IG Academy trained 653 students, versus the projected number of 452 students. In FY 2010, the actual number of students through August 26, 2010, was 637, versus the scheduled 624, with a month of classes remaining. Chart 4 shows the number of IG Academy students trained, programs offered, and training venues used since 2003.

Chart 4

IG ACADEMY Training Output: Fiscal Years 2003–2009							
	2003	**2004**	**2005**	**2006**	**2007**	**2008**	**2009**
# of Active IG Academy Programs	12	12	13	12	4	7	9
Total Iterations of IG Academy Programs	31	31	32	29	10	21	25
# of Students Trained at IG Academy	733	570	861	766	368	617	653
Total # IG Students enrolled at FLETC	3090	1413	1747	1679	1493	1500	2280
# of Training Venues Used	2	2	2	2	2	2	6

Findings and Recommendations

The IG Academy was benchmarked against five similar federal academies, and assessments were performed to document the IG Academy's resources and assess their adequacy. The complete scope and methodology for this review are detailed in Appendix A. In summary, there were key differences between the resources of the benchmarked academies and the IG Academy, and many opportunities for additional resources to improve the quality of training. The IG Academy's annual budget and total number of staff is significantly less than those of the benchmarked academies. Also, unlike the benchmarked academies, the IG Academy does not have the following: curriculum development staff, a cadre of instructors, information technology support and/or staff, accredited programs, or staff dedicated to maintaining or obtaining accreditation through the Federal Law Enforcement Training Accreditation (FLETA) Board.

Resource assessments and review of deliverables noted that blended learning opportunities exist within the IG Academy, but they cannot be taken advantage of at this time because of lack of IG Academy instructors to provide course management, insufficient learning objectives for each chapter of each course, lack of updated and electronic lesson plans, and lack of information technology support. The IG Academy would benefit from the following resources, among others: (1) an electronic learning management system, (2) administrative support, (3) information technology support, (4) legal staff support, and (5) updated/automated lesson plans. The IG Academy should also take advantage, where possible and cost-effective, of the FLETC's physical and intellectual capital assets.

In order for the IG Academy to become a best-in-class training organization, CIGIE should address IG Academy resource needs, including:

- Providing course management for each course, certified instructors, information technology support, curriculum development expertise, and administrative support.

- Developing/installing an electronic learning management system, in conjunction with other CIGIE learning academies, that will facilitate registration, records retention, course updates, and delivery of continuing education.

- Providing the staffing necessary to become FLETA accredited.

BENCHMARKING

Benchmarking information from four academies at FLETC and one stand-alone training center were used to assess the IG Academy's resources. The benchmark academies were selected for their similarity to the IG Academy. All of the academies benchmarked initially subject their agents to FLETC's Criminal Investigator Training Program. The academies, including the IG Academy, operate a basic course that builds on the foundation provided by the FLETC Criminal Investigator Training Program and multiple advanced courses. However, the IG Academy is unique in that it serves all of the IGs, while the other academies benchmarked support a single agency. The stand-alone training center benchmarked was the United States Secret Service's

(U.S. Secret Service) James J. Rowley Training Center, located just outside of Washington, D.C. The benchmarked academies located at FLETC were the (1) Air Force Office of Special Investigations (Air Force OSI), (2) Naval Criminal Investigative Service (NCIS), (3) Internal Revenue Service Criminal Investigation Division (IRS CID), and (4) United States Marshals Service (U.S. Marshals Service). We noted significant differences between these academies and the IG Academy. Details on budget, staff, instructors, and students trained and scheduled for training for the IG Academy and benchmarked academies are shown in Chart 5.

Chart 5

	IG Academy	Air Force OSI	NCIS	IRS CID	U.S. Marshals Service	U.S. Secret Service
Annual Budget	$1.3 million (w/ S&B*) for 2010	$8.8 million (w/o S&B)	$7-11 million (w/o S&B)	$20 million (w/ S&B)	$15 million (w/ S&B)	$1.5 billion (w/ S&B)
# of Staff	6.5	42	44	85-Authorized 74-Actual	44	300
# of Instructors on Staff	3.5	22	12	43	17	N/A**
Basic Courses: Projected # of Students to Be Trained in 2011	258	240	120	144	240	240 Special Agents/240 Uniformed Division
Basic Courses: Total # Students Scheduled in 2010	264	176	120	264	624	240 Special Agents/240 Uniformed Division
Advanced Courses: Projected # Students to Be Trained in 2011	233	983	544	400	240	Varies
Advanced Courses: Total Students Scheduled in 2010	360	760	436	656	240	Varies
Curriculum Development Staff	No	Yes	Yes	Yes	No	Yes (11)

*S&B – salaries and benefits **N/A – 4 to 1 student-to-instructor ratio based on interviews.

The benchmark data and assessment of IG Academy operations, which will be discussed further, indicate a great disparity of resources (primarily the number of instructors) that negatively impacts the quality of training at the IG Academy. Specifically, the lack of IG Academy resources—

Benchmarking Information Found Key Differences When Compared to IG Academy

➢ *Total number of staff ranges from 42 to 85 for the academies benchmarked at FLETC (IG Academy has 6.5).*

➢ *Academies require instructors to be certified.*

➢ *Academies at FLETC have dedicated budgets ranging from $6.5 million without salaries and benefits to $20 million with salaries and benefits.*

➢ *Academies have their own IT staff or IT specialist available.*

➢ *Four of the five academies have specific, designated Curriculum Development staff.*

➢ *Academies mainly train students from a single agency, while the IG Academy is responsible for providing instruction to students from more than 70 different agencies.*

Unlike the other benchmarked federal academies, the IG Academy relies heavily on the FLETC-provided instructors to keep down the student-to-instructor ratio.

- Hampers the update, design, and development of programs, courses, and course material.
- Hinders adequate course evaluation and feedback from graduates and their supervisors, which are needed to determine and improve training effectiveness.
- Prohibits the IG Academy from gaining the advantages/benefits of using in-house agency instructors (i.e., training academy instructors who are on-staff).
- Prevents timely accreditation under the FLETA Board.

Benchmarking Differences

Benchmarking noted key differences pertaining to budget and staffing. However, the IG Academy's number of students trained compared favorably with the other academies. Output (i.e., number of students trained) is just one measure of a training program. Other considerations include determining what is needed to improve and sustain individual and agency performance and meet the needs of changing work and external environments. While the IG Academy continues to get positive feedback for its program, the benchmarking data show a lack of resources to develop and deliver quality training.

One glaring distinction between the benchmarked academies and the IG Academy is that the IG Academy does not have a dedicated budget. Some consideration was given to the resource needs in the recent budget proposal, but a budget was not specifically earmarked for the IG Academy. Staffing is also a critical difference. The IG Academy current staffing of only 6.5 full-time equivalents may be further impacted if one detailed instructor/agent is pulled back by the IG due to the loss of an agent position.

The benchmarking of other academies and discussions with the agencies benchmarked revealed other key ingredients for a comprehensive training program. Some of the factors that should drive final resource decisions are learning objectives, training needs in both number of students and courses to be delivered, and agency organizational structure and satellite locations. Key resource building block needs for the IG Academy are (1) instruction, (2) instructional system design, (3) course development and update, and (4) evaluation of training and development efforts.

Benchmarking results documented that four of the five academies benchmarked had obtained accreditation under the FLETA Board. In addition, all five academies have a staff dedicated to obtaining and maintaining FLETA accreditation.

Instructional System Design and Course Development and Update
The lack of resources at the IG Academy hampers the update, design, and development of programs, courses, and course material, which impacts their quality. For instance, many IG Academy lesson plans have not been updated since 2005 or 2006. Also, lesson plans do not exist for specific blocks of instruction. Comprehensive lesson plans are important to selecting and arranging activities that will produce the desired learning outcomes. Also, comprehensive learning objectives do not exist for all aspects of IG Academy training. Lesson plans must consider learning objectives and the most effective and efficient means of delivering content.

In the training program arena, the creation and update of training classes and programs are facilitated through organized design methodologies. The ADDIE model (Analysis, Design, Development, Implementation, and Evaluation) is a generic instructional system design (ISD) process traditionally used by instructional designers and training developers. The five phases— Analysis, Design, Development, Implementation, and Evaluation—provide an effective means to develop programs and identify support needs. The model applies to new course development and redesigns to include new technology and/or alternative delivery methods. Instructional theories such as behaviorism, constructivism, social learning, and cognitivism should also be considered in the design and implementation of instructional materials.

Like any good model, the ADDIE model requires time and resources. The benchmarking of other academies highlighted our finding that these are key resource needs that must be provided. Parenthetically, it is obvious that these deficiencies in the IG Academy program for investigators will limit any training program that CIGIE sponsors, including training for auditors. Therefore, it is likely that the director of training for CIGIE will build the elements discussed above into every training program that CIGIE sponsors. Robert Gagne[1] is one of the foremost researchers and contributors to the systematic approach to instructional design and training. Gagne noted nine key events of instruction in addition to the ADDIE methodology that we find must be included in the CIGIE instructional process:[2]

---

[1]   R. Gagnè. *The Conditions of Learning and the Theory of Instruction*, 4th Ed. (New York: Holt, Rinehart, and Winston, 1985).

[2]   Gagne, R., Briggs, L. & Wager, W. *Principles of Instructional Design,* 4th Ed. (Fort Worth, TX: HBJ College Publisher, 1992*).*

1. Gain attention.

2. Inform learner of objectives.

3. Stimulate recall of prior learning.

4. Present stimuli with distinctive features.

5. Guide learning.

6. Elicit performance.

7. Provide feedback.

8. Assess performance.

9. Enhance retention and learning transfer.

Evaluation of Training and Development Efforts
The IG Academy does not have a robust feedback/evaluation process that captures feedback from graduates and their supervisors and uses the data to assess and improve training effectiveness. There are several different levels of feedback.

- Level 1 is student feedback during or immediately after the training (reaction) and is captured by the IG Academy.

- Level 2 includes testing and evaluation results (learning). All aspects of the IG Academy training are not tested, and a test bank of questions does not exist for learning areas.

- Level 3 assessments pertain to obtaining student and supervisor feedback several weeks or months after the training to assess whether the training improved job performance (behavior). The IG Academy is not soliciting/obtaining Level 3 feedback because it does not have the resources.

Testing at all levels of training and Level 3 feedback would enhance the IG Academy's ability to assess learning and program effectiveness. Testing of all training activities is also a key component of e-learning, which is discussed later in this report. *GAO's Guide for Strategic Training and Development Efforts* concludes that agencies must develop indicators that determine how training and development efforts contribute to agency goals and objectives. This includes having clear goals for what the training or development program is expected to achieve and measures to ascertain progress toward these goals. One of the commonly accepted evaluation models extends beyond the three levels of feedback to include a comparison of costs and benefits.[3] While not all training programs and courses lend themselves to evaluation models, CIGIE and the IG Academy must take training course and program evaluation into consideration as resource needs are further evaluated and discussed. The academies we benchmarked consider this an important element of providing quality training and programs.

---

[3]   Donald L. Kirkpatrick (author of *Evaluating Training Programs: The Four Levels*) conceived a commonly recognized four-level model for evaluating training and development efforts. The fourth level is sometimes split into two levels, with the fifth level representing a comparison of costs and benefits quantified in dollars.

Course Instruction

The benchmarking of other academies noted a significant difference in the number of instructors on staff as compared to the IG Academy. According to the federal academies we benchmarked against, the advantages of using agency instructors include the following: agency instructors have more knowledge of student needs; the agency can ensure an emphasis on agency-specific issues; in some cases the instructor's field experience can provide training benefits; the agency has control over certification; and performance can readily be evaluated and addressed. Another important training issue is the student-to-instructor ratio. The IG Academy is compelled to use a significant number of outside instructors owing to the lack of instructors on staff (outside instructors are instructors who are not on an academy or FLETC staff and may come from agencies or nongovernment entities). Appendix B provides detailed information on IG Academy courses, including the number and source of instructors per class, ratio of students to instructors, and course descriptions.

> **_Advantages of Using Agency Instructors_**
> 1. *They have knowledge of student needs.*
> 2. *The agency can emphasize specific issues.*
> 3. *They have field experience.*
> 4. *The agency has control over certification.*
> 5. *Instructor performance can be readily evaluated and addressed.*

For the benchmarked agencies with academies at FLETC, we compared instructional resources for the criminal investigator agency basic course, which builds on the FLETC Criminal Investigator Training Program (CITP), one of the agency's other basic training programs, and a comparable one-week advance course. In summary:

- Each federal academy conducts an agency-specific basic program following FLETC's CITP. The IG Academy uses a combination of agency instructors, FLETC instructors, and outside instructors for its program. In 2010, the IG Academy used 30 instructors: Only 3 were IG Academy instructors, 22 were FLETC instructors, and 5 were from outside of the IG Academy and FLETC. Unlike the other benchmarked federal academies, the IG Academy relies heavily on the FLETC-provided instructors to keep down the student-to-instructor ratio. The FLETC instructors may be used for only a couple of hours or on a limited basis, depending on the aspect of the training being taught. It should be noted that the days for the agency-specific program vary among agencies.

- When the IG Academy's Basic Non-Criminal Investigator Training Program (BNCITP) was compared to the number of instructors and the student-to-instructor ratio of other basic programs of the benchmarked federal academies, the IG Academy was similar to the benchmarked federal academies. The IG Academy used three academy instructors, nine FLETC instructors, and six outside instructors.

- When the IG Academy's Public Corruption Investigations Training Program (PCITP) was compared to a similar one-week advanced program from each benchmarked federal academy, the benchmark data showed the IG Academy relies more on outside instructors. The IG Academy uses one academy instructor, one FLETC instructor, and ten outside instructors.

Chart 6 provides an in-depth look at the benchmarking comparison. The chart provides the student per academy instructor ratio, the student per FLETC instructor ratio, the student per outside instructor ratio, and the combined student per instructor ratio for the courses compared.

Chart 6

Agency	Criminal Investigator Training Program				2-Week Basic Course as Compared to IG Academy Basic Non-Criminal Investigator Training Program (BNCITP)				1-Week Advanced Course as Compared to IG Academy Public Corruption Investigations Training Program (PCITP)			
	Student/ Academy	Student/ FLETC	Student/ Outside	Student/ All	Student/ Academy	Student/ FLETC	Student/ Outside	Student/ All	Student/ Academy	Student/ FLETC	Student/ Outside	Student/ All
IG Academy	8.00	1.09	4.8	0.80	8.00	2.67	4.00	1.33	40	40	4	3.33
Air Force OSI	3.00	8.00	0.00	2.18	9.00	4.50	4.5	1.80	Not Provided	Not Provided	Not Provided	Not Provided
NCIS	1.09	8.00	8.00	.85	24.00	24.00	12.00	6.00	0.00	0.00	1.84	1.84
IRS CID	2.18	4.80	2.4	.92	8.00	0.00	4.00	2.66	4.00	0.00	0.00	4.00
U.S. Marshal Service	3.69	16.00	0.00	3.00	3.25	0.00	0.00	3.25	4.80	0.00	0.00	4.80

Appendices C and D provide further detail on the number of instructors used for the courses compared, student-to-instructor ratios, course descriptions, and length of courses.

FLETA Accreditation

The IG Academy does not have the resources to pursue FLETA accreditation efficiently and effectively. All of the resource deficiencies addressed in this report impact its efforts to become FLETA accredited. Four of the five academies benchmarked had obtained FLETA accreditation, and all five have a staff dedicated to obtaining and maintaining FLETA accreditation. CIGIE may determine that this is not a necessary goal for the IG Academy. However, the objectives of FLETA accreditation include ensuring that the right federal law enforcement training is provided at the correct time and in the correct way through a systematic approach to training. For an academy to become accredited, it must meet all FLETA standards. The FLETA Standard Manual sets forth 74 professional standards that measure whether an agency is conducting training in a manner that follows defined criteria and ensures quality. FLETA states that by developing a set of professional standards and an accreditation process, law enforcement is better able to measure its effectiveness in achieving its training mission. There are six steps to the accreditation process: (1) Application, (2) Self-Assessment, (3) FLETA Assessment, (4) FLETA Board Review Hearing, (5) FLETA Board Approval, and (6) Reaccreditation.

A gap analysis for the IG Academy noted that extensive resources will be required to obtain accreditation. The development and implementation of documented administrative controls will be a monumental task for the IG Academy. One of the IG Academy program managers has been assigned responsibility for FLETA accreditation efforts, but with other IG Academy responsibilities and the academy resource deficiencies identified, timely FLETA accreditation may not be achievable. The FLETA Standard Manual segregates the standards into the following four areas:

- Chapter 1 – Academy Administration

- Chapter 2 – Qualifications and Development of Training Staff

- Chapter 3 – Program Administration

- Chapter 4 – Program and Curriculum Development

Appendix E illustrates our evaluation of selected standards by chapter and clearly shows training program needs, which would require dedicated resources, including additional instructors.

OPPORTUNITIES FOR BLENDED LEARNING

Opportunities for blended learning exist for some IG Academy courses. A blended learning approach can combine face-to-face instruction with computer-mediated instruction (e-learning). However, blended learning identification opportunities and implementation at the IG Academy are hampered by the lack of specific updated learning objectives, updated/electronic lesson plans, an electronic learning management system, staffing, and IT support.

E-learning should be considered in evaluating the most effective means of training delivery. E-learning is essentially the computer- and network-enabled transfer of training material and instruction. Its applications and processes include Web-based learning and computer-based learning. It encompasses, among other media, CD-ROM, simulcasts, audio or video tape, virtual classrooms and material delivered via the Internet, intranet/extranet, and satellite TV. E-learning offers a number of advantages:

- Consolidation or elimination of certain blocks of lecture-based instruction makes that instruction portable and available to a greater number of students.

- It offers an efficient means to supplement course objectives and material and ensure content coverage.

- It minimizes classroom time where feasible and appropriate.

- It offers an efficient and effective means of delivering continuing education and material updates to students.

- It provides ability to capitalize on learning mechanisms and material, including video, Web-based, and/or online instruction developed by other agencies or entities.

- Instruction can be scheduled around personal and professional work.

- Students are able to study wherever they have access to the Internet or a computer.

- Students learn at their own pace.

- Students take responsibility for their learning.

- Student work can be tracked and updated material delivered easily.

E-learning also has some disadvantages:

- Some students may lack motivation or have poor study habits.
- Some courses are better delivered in person.
- Information technology can be frustrating for some students, and support must be provided.
- Instructors may not always be available on demand to answer questions.

Whether course material should be delivered via face-to-face interaction or a blended course depends on the analysis of the student competencies at stake, the audience and its location, and the IT resources available. The IG Academy noted that blended learning opportunities exist for some instruction modules pertaining to (1) hotline operator training; (2) introduction to the IG community, which is taught in several courses; (3) suspension and debarment; (4) report writing; (5) legal issues, such as workplace searches and represented parties; and (6) whistleblower protection. Additional examples of online learning include three topics being covered in the IG Academy's Undercover Investigator Training Program:

1. Fourth, Fifth, and Sixth Amendments

2. Offensive driving read-ahead material

3. Courtroom testimony simulation

The IG Academy should also use e-learning to provide continuing education efficiently and effectively. For example, updates on changes to laws and other applicable regulations can be provided through an electronic learning management system. Electronic learning management systems are mostly Web-based to facilitate "anytime, anywhere" access to learning content and administration. At a minimum, the learning management system usually allows for student registration, the delivery and tracking of e-learning courses and content, and testing, and may also allow for the management of instructor-led training classes. Most systems allow for learner self-service, facilitating self-enrollment and access to courses.[4]

In addition to gaining the staff and infrastructure needed to implement and support blended learning, the IG Academy should take the following steps to achieve efficient and effective blended learning:

- Develop or revise/update comprehensive and specific learning objectives for each chapter of each course.

- Assign a course manager the accountability for all aspects of the course, including the identification and implementation of blended learning where deemed appropriate.

- Once learning objectives are established, meet with a committee of instructors, course managers, field agents, other appointed academy members, and subject matter experts to determine specifically what must be taught to meet objectives and what is the best mechanism (e.g., online, Web-based, classroom) to accomplish learning objectives. Consideration would be given to cost, course content, and efficiency.

---

[4]   Network Dictionary, Computer Programming Software Terms, Glossary, and Dictionary, www.networkdictionary.com/software/1.php.

- Develop lesson plans that establish and document all specifics of the blended learning approach (e.g., hours in the classroom, hours of online learning, specific material to be covered).

- Have appropriate individuals (e.g., instructors, curriculum development personnel, academic advisors) perform a detailed review of the lesson plans and develop a test bank of questions so that every aspect of the course material is tested, including online and classroom learning.

- Implement, support, and staff an electronic learning management system. It should include means to provide electronic updates and fulfill other continuing education requirements to former students, as needed.

OPPORTUNITIES FOR IMPROVEMENT THAT IMPACT QUALITY OF TRAINING

This report has already cited IG Academy improvement opportunities, which will require additional instructors and resources pertaining to curriculum/lesson plan design and update, course and program evaluation, and blended learning. CIGIE's plans for a unified IG community-based training institute warrant considering resource-sharing opportunities, such as information technology, and curriculum design and update support. Additional specific resource needs, whether shared with other CIGIE training initiatives or predominantly IG Academy managed, would enhance the efficiency and effectiveness of operations and improve the quality of training. Many of these resource requirements for the IG Academy need immediate attention by CIGIE. This includes the funding of additional staffing and infrastructure support (e.g., administrative and information technology support capabilities).

Quality of training at the IG Academy would be enhanced by:

➢ **The addition of more instructors.**

➢ **The implementation of an electronic learning management system.**

➢ **Providing needed administrative support.**

➢ **Securing information technology support.**

➢ **Addressing legal support deficiency.**

➢ **Developing and updating curricula and lesson plans.**

Without the proper resources in place, the IG Academy staff completes manual processes, makes binders, types letters, and compiles handouts, which is time-consuming and often inefficient.

The IG Academy does not have an electronic learning management system for storing student records, class rosters, instructor information, schedules, course and program data, and other academy and FLETC information. Without such a system in place, the IG Academy must complete numerous tasks manually. An electronic learning management system would also facilitate providing training updates and other IG Academy information.

The current IG Academy staff consists mainly of high GS level employees who spend a great deal of time getting students through the security gate, making binders, typing letters, compiling handouts and completed course materials, and providing administrative classroom support. In addition to the lack of administrative support, the IG Academy lacks any dedicated IT support. When an information technology problem arises, the IG Academy relies on FLETC and/or personal contacts. Without the Office of Health, Safety, and Security, the IG Academy would not have a Web site. Additional resource needs include availability of legal instruction and updated/automated lesson plans.

- The IG Academy does not have any personnel to provide legal instruction. Although FLETC can provide legal instructors, they lack IG-specific knowledge. In previous years, the IG Academy was assigned a detailee, but this has not been provided for the last four years. While the previous detailee, who now works for FLETC, continued to provide some legal support to the IG Academy, he plans to retire this year.

- The IG Academy does not have readily accessible lesson plans for all current courses. Curriculum review update meetings and conferences would benefit from such automated lesson plans.

We further noted that the IG Academy lacks documented controls (e.g., written policies, procedures, and manuals) for most of the areas, as required by applicable accreditation standards.

FLETC RESOURCE OPPORTUNITIES

The IG Academy benefits from a plethora of FLETC resources, including physical resources (e.g., dorms, dining hall, training environments, and office space); access to the FLETC staff; and expertise from other federal law enforcement agencies also housed at FLETC. FLETC has other capabilities, which the IG Academy can utilize in enhancing delivery and quality of training. A visual inspection of FLETC resources and capabilities and interviews with FLETC personnel noted several examples:

- The Training Management Division at FLETC can provide assistance to help the IG Academy build a program. The FLETC Training Management Division can also help develop new programs and guide them through the approval process. In addition, it leads a curriculum review of all the FLETC courses every three years and has expertise in these endeavors.

- The FLETC Training Innovation Division is the test bed for technology and research. Simulation is not being used to replace instructor-led training, but to reinforce what has already been taught. While IG students are using training simulators in FLETC courses, simulation opportunities may exist for other IG-specific training. Our participation in automobile and watercraft simulation driving exercises demonstrated the technological capabilities.

- The FLETC TV/Film Studio works with partner organizations to produce training videos, computer-based training programs, and broadcasts using satellite or video conferencing. The studio located at FLETC or off-site productions are targeted to meet the specific needs of the agencies. Costs are typically a fraction of commercially produced programming, and training updates can be made available to a large number of students via electronic media, according to the FLETC TV/Film Studio representatives interviewed.

Recommendations

CIGIE should consider the merits of providing the IG Academy with the following:

- Additional instructors and ISD personnel/resources –The IG Academy relies on a cadre of outside instructors to teach many courses, which can lead to inconsistencies in what is taught. Additionally, lesson plans are often missing, outdated, or incomplete. A special need is for one attorney/instructor to design, develop, deliver, and evaluate the highly specialized legal training needed for criminal investigators in the IG community. Sufficient instructional and ISD personnel would enable the IG Academy to enhance current operations, improve efficiencies and effectiveness, and explore alternative instructional delivery methodologies, and thus positively impact the quality of training.

- Information technology staff or support – This is a critical unmet need. Lack of information technology support and basic information technology infrastructure dictates inefficient and ineffective operations. For example, the IG Academy lacks the information technology infrastructure, support, and expertise to explore the development and implementation of blended learning opportunities.

- Administrative support – Additional administrative staff is warranted to support training activities and academy operations, rather than utilization of high-level GS staff.

- An electronic learning management system – The IG Academy is unable to manage student records, curriculum and training records, and student evaluation and feedback efficiently and effectively due to the lack of an electronic learning management system. This critical unmet need leads to inefficiencies and potential liabilities. The IG Academy needs a robust electronic learning management system to conform to accepted standards of practice in law enforcement training. The electronic learning management system could be designed and implemented in coordination with other CIGIE learning academy projects.

- Accreditation expertise and resources – Accreditation is not currently a requirement for any federal law enforcement agency. However, increasingly the Office of Management and Budget is paying attention to whether agencies have achieved accreditation, and it encourages accreditation. The IG Academy lacks the staff and resources to proactively proceed with seeking accreditation or to operate in a manner that would allow it to maintain accreditation.

Objectives, Scope, and Methodology

Objectives

The objectives of this review were to:

1. Assess whether resources at the Inspector General Criminal Investigator Academy (IG Academy) are sufficient.
2. Identify opportunities to improve the IG Academy's ability to deliver quality, timely, and cost-effective training.

Scope

The scope of our review included the activities of the IG Academy and the benchmarking of five comparable academies. Benchmarking information pertained to:

- Current staffing and support resources
- Budget
- Number of students trained and scheduled for training
- Information technology resources and capabilities
- Utilization of agency, Federal Law Enforcement Training Center (FLETC), and outside instructors
- Use of curriculum development staff
- Federal Law Enforcement Training Accreditation (FLETA)

Training program best practices evaluation criteria were also considered in our resource evaluation of the IG Academy.

Methodology

To achieve our objectives, we:

- Interviewed IG Academy personnel to obtain an understanding of training program activities and job duties. Interview topics included, but were not limited to, (1) course development and evaluation, (2) course delivery, (3) cost, (4) budgeting, (5) FLETC requirements, (6) resources, (7) IT capabilities, (8) historical staffing, (9) future student projections and instructor needs, (10) funding and training output, (11) job descriptions, (12) feedback and evaluation processes, (13) needs assessments, and (14) new course development needs and ongoing updates.

- Interviewed the FLETA executive director and a program manager to discuss FLETA requirements and program objectives.

- Interviewed a current FLETC legal Instructor/former IG Academy legal Instructor to determine the IG communities' legal training needs.

- Interviewed key personnel at four similar academies, also located at the FLETC Glynco Campus, and officials at one off-site training academy to obtain benchmarking information and perspectives on training program best practices and essential resource needs.

- Interviewed key personnel at FLETC's Training Management Division and Training Innovation Division and obtained information on resources FLETC has to offer in such areas as curriculum revision and supplemental training technology simulations.

- Toured areas at FLETC, including the TV/Film Studio, and interviewed key personnel to obtain information on resources and opportunities available to the IG Academy and its partner organizations (e.g., distance learning, Web casts, podcasts).

- Obtained and reviewed IG Academy information and documentation for, among other IG Academy operations, (1) students trained, (2) budget, (3) course packages, (4) training costs, (5) scheduling and enrollment, (6) lesson plans, (7) course design, development, and update, (8) course and training program evaluations, (9) students enrolled in FLETC courses, (10) FLETC instructor allocations based on IG enrollment in FLETC operated programs, and (11) IG Academy courses offered.

- Hired a consultant, Sharon O. Henegan, to provide advisory services pertaining to education and training programs. Consultant's role included site visits with the inspection team, participating in benchmarking interviews, and providing observations regarding our findings and recommendations.

Inspector General (IG) Academy Instructor Resource Identification and Course Descriptions (IG Academy Instructor, Federal Law Enforcement Training Center (FLETC) Instructor, and Outside Instructor Use)

IG Academy Courses – Source of Instructors and Student Ratio

IGCIA	Length (Days)	# of students per class	# of instructors per class	Instructor Breakdown			Ratio (per class)				Iterations FY10
				IGCIA	FLETC	Outside	Student/ Academy	Student/ FLETC	Student/ Outside	Student/Total Instructors	
1)* IG-ITP	15	24	30	3	22	5	8.00	1.09	4.80	.80	4
2) BNCITP	10	24	18	3	9	6	8.00	2.67	4.00	1.33	4
3) UCITP	10	24	15	1	1	13	24.00	24.00	1.84	1.60	1
4) TTP	3	40	7	2	2	3	20.00	20.00	13.33	5.71	3
5) PRTP	3	48	11	1	1	9	48.00	48.00	5.33	4.36	4
6) PCITP	4	40	12	1	1	10	40.00	40.00	4.00	3.33	4
7) AIIGI	3	40	3	1	0	2	40.00	0.00	20.00	13.33	2
8) IG-IFA	3	40	4	1	1	2	40.00	40.00	20.00	10.00	2
9) HOTP	4	24	6	1	2	3	24.00	12.00	8.00	4.00	1

IG Academy Course Descriptions

- Inspector General Investigator Training Program (IG-ITP) – A three-week basic training program for new IIG Special Agents. This program builds on the foundation provided in the FLETC's Criminal Investigator Training Program (CITP) by introducing agents to the IG Act of 1978, as amended, and the multitude of authorities, duties, responsibilities, and obligations that stem from this act.

- Basic Non-Criminal Investigator Training Program (BNCITP) – A two-week training program designed to familiarize non-criminal investigators and Inspector General employees other than criminal investigators with basic criminal, civil, and administrative legal concepts and procedures, common fraud schemes, and investigative techniques typical to the IG community.

- Undercover Investigator Training Program (UCITP) – A new ten-day program for the IG Academy. Based on the needs assessment of the respondents, the most important topics for the program to cover are (1) Use of Informants; (2) Knowledge of Entrapment Considerations and Planning; and (3) Preparation and Approaching Subject(s).

- Transitional Training Program (TTP) – A three-day program designed to provide required basic training in IG-specific investigative issues, legal concerns, and techniques that will meet the needs of experienced federal criminal investigators who have recently been hired by an IG. This program builds on the criminal investigator's previous federal law enforcement investigative experience and advanced training, and provides assistance in transitioning to the world of the IG investigators.

- Periodic Refresher Training Program (PRTP) – A three-day program designed to meet the "periodic refresher training" requirements outlined in the Attorney General Guidelines for IG with Statutory Law Enforcement Authority. This course will review the areas of the law enumerated in the Guidelines, provide refresher instruction in the more important legal principles involved in investigations and trial, and provide an update on any new case law.

- Public Corruption Investigations Training Program (PCITP) – A four-day training program designed to instruct the investigator in the procedures, techniques, and legal issues associated with investigating allegations of employee and agency corruption.

- Advanced Interviewing for Inspector General Investigators (AIIGI) – A three-day program designed specifically for the IG investigator that will teach students to better assess truth or deception by analyzing facts, interpreting verbal and physical behavior, and evaluating the suspect's answers to non-accusatory questions.

- Inspector General Interviewing for Fraud Auditors (IG-IFA) – A three-day training program that provides the auditor, analyst, evaluator, fraud examiner, or inspector with tools to conduct more effective interviews, in order to better prevent and detect fraud.

- Hotline Operator Training Program (HOTP) – A new four-day program for the IGCIA. Based on the needs assessment of the respondents, the most important topics for the program to cover are (1) Employee Complaints and Confidentiality; (2) Conducting Telephonic Interviews; and (3) Understanding the Whistleblower Protection Act.

Benchmarked Academy Course Instructor Resource Identification and Course Descriptions (Agency Instructor, Federal Law Enforcement Training Center (FLETC) Instructor, and Outside Instructor Use)

Air Force OSI Academy Courses – Instructor Source and Student Ratio

AFOSI	Length (Days)	# of students per class	# of instructors per class	Instructor Breakdown			Ratio (per class)	Iterations FY10
				Academy	FLETC	Outside	Student/ Acad+FLETC+Outside	
1) BSIC	36	48	22	16	6	0	2.18	4
2) AGCIC	10	18	10	2	4	4	1.80	2

Air Force OSI Academy Course Descriptions

- Basic Special Investigator Course (BSIC) – This course, in combination with FLETC's criminal investigator training program, is the fundamental instructional format to prepare personnel to conduct operations in the Agency. (Corresponds with IG Academy's Inspector General Investigator Training Program.)

- Advanced General Criminal Investigator's Course (AGCIC) – This course provides experienced agents with a greater understanding of crime scene management and processing, and also equips them to create and provide individualized crime scene training to other law enforcement partners. It is designed as a train-the-trainer course. (Basic Air Force OSI course; therefore, it is compared with IG Academy's Basic Non-Criminal Investigator Training Program.)

NCIS Academy Courses – Instructor Source and Student Ratio

NCIS	Length (Days)	# of students per class	# of instructors per class	Instructor Breakdown			Ratio (per class)	Iterations FY10
				Academy	FLETC	Outside	Student/ Acad+FLETC+Outside	
1) SABT	48	24	28	22	3	3	.85	2
2) BPF	10	24	4	1	1	2	6.00	1
3) DITP	5	24	13	0	0	13	1.84	1

NCIS Academy Course Descriptions

- Special Agent Basic Training Program (SABT) – An agency-specific training program for newly hired agents. After graduating from FLETC's Criminal Investigator Training Program, students continue on to SABT. Through lecture, laboratories, practical exercises and tests, trainees build on their basic criminal investigator knowledge, skills, and abilities gained in Criminal Investigator Training Program (CITP) while learning new skills in accordance with agency standards. (Corresponds with IG Academy's Inspector General Investigator Training Program.)

- Basic Procurement Fraud Program (BPF) – A two-week training program designed to meet the needs of agent personnel performing fraud duties or supervising agents currently involved in economic crime investigation. (Basic Naval Criminal Investigative Service course; therefore, it is compared with IG Academy's Basic Non-Criminal Investigator Training Program.)

- Death Investigations Training Program (DITP) – A five day training program focusing on the fundamentals of working with death investigations. The course objective is to perfect the skills of the students and focus on the practical applications of working cases including infant deaths, suicides, and other unattended death investigations. (Advanced NCIS course; therefore, it is compared with IG Academy's Public Corruption Investigations Training Program.)

IRS CID Courses – Source of Instructors and Student Ratio

IRS CID	Length (Days)	# of students per class	# of instructors per class	Instructor Breakdown			Ratio (per class)	Iterations FY10
				Academy	FLETC	Outside	Student/ Acad+FLETC+Outside	
1) SABT	63	24	26	11	5	10	.92	8
2) TFIA	10	24	9	3	0	6	2.66	4
3) BIRT	4	24	6	6	0	0	4.00	1

IRS CID Academy Course Descriptions

- Special Agent Basic Training Program (SABT) – Basic training for new agents is a comprehensive training program consisting of four phases. The first phase is Pre Basic/Orientation. The second phase is FLETC's CITP. Upon successful completion of CITP, the agents attend the third phase, Special Agent Investigative Techniques. The first three phases are collectively known as SABT, and phase four consists of one to four years of on-the-job training. (Corresponds with IG Academy's Inspector General Investigator Training Program.)

- Tax Fraud Investigative Assistant (TFIA) – This course revolves around one central investigation that unfolds in a natural progression as seen in the field. This course offers guidelines for obtaining the maximum benefit from a facilitated learning process. The

goal of student-centered learning is to strengthen the problem-solving skills and critical thinking techniques of individuals completing any training program sponsored by the academy. (Basic Internal Revenue Service Criminal Investigation Division (IRS CID) course; therefore, it is compared with IG Academy's Basic Non-Criminal Investigator Training Program.)

- Basic Instructor Refresher Training (BIRT) – This course is for former instructors whose certification status has been expired less than three years and who wish to regain the certification status. In addition, BIRT is a requirement for those who have not instructed within the last three years or have not received a formal instructor assessment. (Advanced IRS CID course; therefore, it is compared with IG Academy's Periodic Refresher Training Program.)

U.S. Marshals Academy Courses –Instructor Source & Student Ratio

| US Marshal | Length (Days) | # of students per class | # of instructors per class | Instructor Breakdown | | | Ratio (per class) | Iterations FY10 |
				Academy	FLETC	Outside	Student/ Acad+FLETC+Other	
1) BDUSM	32	48	16	13	3	0	3.00	11
2) LLITP	10	26	8	8	0	0	3.25	1
3) AD	5	24	5	5	0	0	4.80	10

U.S. Marshals Academy Course Descriptions

- Basic Deputy U.S. Marshal Training Program (BDUSM) – This Academy-instructed curriculum targets elements of the Academy's mission. The candidates are given a wide range of subjects to prepare them for their careers. The major areas of study are Federal Court Security, Protection of the Judiciary and the Court Family, Advanced Firearms, Advanced Defensive Technologies, Officer Survival, Advanced Physical Conditioning, Fugitive Arrest Techniques, Use of Force Requirements, Protective Services Training, Process Service, and Retirement Planning. (Corresponds with IG Academy's Inspector General Investigator Training Program.)

- Less-Than-Lethal Instructor Training Program (LLITP) – This course provides basic instructor skills and concepts to enable participants to train, certify, and re-certify operational personnel in the use of Projectile Stun Guns, Electronic Restraint Devices, Electronic Immobilization Devices, Expandable Baton, and Oleoresin Capsicum spray. (Basic U.S. Marshall Academy course; therefore, it is compared with IG Academy's Basic Non-Criminal Investigator Training Program.)

- Advanced Deputy Training (AD) – This training curriculum reinforces the skills and broadens the knowledge of journeymen in existing missions. The course consists of classroom instruction, practical exercises, and specialty training in areas of operational duties, communication, firearms training, and officer survival. (Advanced U.S. Marshals Academy course; therefore, it is compared with IG Academy's Public Corruption Investigations Training Program.)

Instructor Resources for Benchmarked Courses by Course Type

For the benchmarked course instructor comparison pertaining to the Agency Specific Basic Course, a two-week basic course, and a one-week advance course, the instructors used by resource (i.e., Inspector General Criminal Investigator Academy (IG Academy), Federal Law Enforcement Training Center (FLETC), and External Entity) are identified by Agency on a course-type basis.

Course Type	Criminal Investigator Training Program			
Agency	Length of Days	IG Academy	FLETC	Other	Total Instructors Used
IG ACADEMY	15	3	22	5	30
Air Force OSI	36	16	6	0	22
NCIS	48	22	3	3	28
IRS CID	63	11	5	10	26
U.S. Marshals	32	13	3	0	16

Course Type	2 Week Basic Academy Course			
Agency	Length of Days	IG Academy	FLETC	Other	Total Instructors Used
IG ACADEMY	10	3	9	6	18
Air Force OSI	10	2	4	4	10
NCIS	10	1	1	2	4
IRS CID	10	3	0	6	9
U.S. Marshals	10	8	0	0	8

Course Type	Comparable 1 Week Advanced Course				
Agency	Length of Days	IG Academy	FLETC	Other	Total Instructors Used
IG ACADEMY	4	1	1	10	12
Air Force OSI	Not Provided	Not Provided	Not Provided	Not Provided	Not Provided
NCIS	5	0	0	13	13
IRS CID	4	6	0	0	6
U.S. Marshals	5	5	0	0	5

FLETA Accreditation Gap Analysis

The following information provides a brief description of Federal Law Enforcement Training Accreditation (FLETA) accreditation standards as they pertain to the FLETA Standards Manual chapter and our assessment as to whether the Inspector General Criminal Investigator Academy (IG Academy) meets some selected standards.

The IG Academy meets the standard.

The IG Academy does not meet the standard.

Chapter One –
Focuses on academy administration and "includes standards relating to Organization and Management of the Applicant's Training System. The objective of the Standards is to ensure the Applicant organizes, staffs, and manages to facilitate planning, directing, evaluating, and controlling a systematic training process that fulfills job-related law-enforcement training needs."

1.01.04

- The Applicant has a process in place to determine the short- and long-term training needs of its customer base.

  ➢ **The IG Academy performs annual surveys to determine the short- and long-term training needs of its customer base.**

1.05.02

- A Documented Administrative Control establishes a student performance record keeping system that includes:

  o Rosters documenting enrollment and attendance of all course participants.

  o A complete record of all training evaluations (grades/scores/final results) and an indication of whether the program was completed.

  o Written documentation of course completion and/or qualifications obtained provided to each student successfully completing the training program/course.

  o Documentation of any exceptions or waivers requested or granted.

  o Verification of physical abilities either as a prerequisite or as a final qualification.

  ➤ **The IG Academy does not have a written policy for this process. There is no electronic database to maintain these records, as the IG Academy keeps manual paper records that are stored in boxes.**

Chapter Two –
Focuses on the qualifications and development of training staff and includes Standards relating to the development and qualification of training staff. "The objective of the Standards is to ensure that the training staff possesses the technical knowledge, experience, and developmental instructional skills required to fulfill their assigned duties."

2.02.01

- The Applicant has a documented administrative control establishing a system for monitoring and mentoring new instructors.

  ➤ **The IG Academy does not have a process for monitoring and mentoring new instructors.**

2.02.02

- The Applicant has in place a mechanism to provide instructional skills training that develops the necessary instructor capabilities to fulfill the Applicant's training program requirements.

  ➢ **The IG Academy does not have a mechanism in place to provide instructional skills training; and not all instructors complete a certification.**

2.03.01

- The Applicant establishes processes, criteria, and supervisory-documented quality checks of instructor preparations, class presentations, and results.

  ➢ **The IG Academy does not have any documented administrative controls pertaining to the review and assessment of instruction provided.**

Chapter Three –
Focuses on program administration and includes, "Standards relating to the management of resources used to support the training operation. The objective of the Standards in this chapter is: to ensure the Applicant has procedures in place to share resources with external agencies as well as in-house divisions; to provide facility and logistical support for training; to manage training records, training facilities and equipment; and, to gain and manage financial and technical support for the Applicant's program."

3.01.01

- The Applicant requires that lesson plans or equivalent training guides be created for all forms of instruction

  ➢ **The IG Academy does not currently require the creation of lesson plans.**

3.01.05

- Development, approval, security, administration, and maintenance of examinations and examination question banks are systematically controlled.

  ➢ **The IG Academy does not have any documented administrative controls for this standard.**

Chapter Four –

Relates to program and curriculum development and "includes Standards that are essential to all accredited training programs, including e-learning components. The objective of the Standards is to ensure that the Applicant implements training that is developed, conducted, and evaluated using a systematic approach that provides continuous self-evaluation and improvement based on analysis, training design, course development, instructional implementation, evaluation and revision processes. These standards also establish that the Applicant has a systematic process that ensures the student is competent in the necessary knowledge, skills, and abilities to perform the identified law enforcement tasks the training was developed to produce. Further, they ensure that the Applicant will administer, monitor, and manage this process using individuals trained in current curriculum/course development techniques and requirements."

4.01.02

- Applicant has a process in place for the storage, retrieval, and archiving of all program and curriculum development documents.

  ➢ **The IG Academy completes the curriculum development process every three years, but does not have a formal process in place for the storage, retrieval, and archiving of all program and curriculum development documents.**

4.06.02

- A comprehensive evaluation of individual training programs is conducted on a periodic basis to identify program strengths and weaknesses.

  ➢ **The IG Academy completes only Level I evaluations.**