



# STAKEHOLDERS

*While many organizations solicit input from stakeholders on an annual or semi-annual basis for updating their strategic plans, the FBI has incorporated its stakeholders into the day-to-day business of accomplishing its mission. Federal, State, local, foreign, and private sector stakeholders are a critical piece of the Bureau's strategy for transformation and their daily input is used to inform, guide and direct FBI activities. Across every FBI program, we recognize that a prerequisite for any operational coordination is the full and free exchange of information. Without procedures and mechanisms that allow information sharing on a regular and timely basis, we and our partners cannot expect to align our operational efforts to best accomplish our shared mission. Accordingly, we have taken steps to establish unified FBI-wide policies for sharing information and intelligence. Listed below are some of our key stakeholder initiatives:*

## Congress

Our relationship with Congress, and particularly with the eight primary Senate and House committees that oversee FBI funding and operations (Senate and House Judiciary, Intelligence, Appropriations, and Governmental Affairs/Government Reform Committees), is a key component of our revitalized efforts to solicit input from stakeholders. A constructive dialogue with Congressional committees and individual members of Congress is critical to achieving Director Mueller's vision of a transformed FBI, one that learns the lessons of 9/11 and is more focused on managing intelligence and fighting terrorism. The Bureau takes seriously, for example, its responsibility to keep members of Congress informed about FBI budgets, program accomplishments, and reform efforts, and to respond to their oversight inquiries, requests for documents, and constituent matters. Although these liaison and information sharing efforts have existed for decades, the FBI is more proactive in its outreach than ever before.

Since 9/11, FBI officials have testified at 112 Congressional hearings and provided 831 briefings to members of Congress and their staff. In addition, the FBI has responded to over 5,500 pieces of correspondence from Members of Congress. Our Office of Congressional Affairs has more

than tripled in size and is actively engaged in efforts to foster information sharing, including delivery of intelligence products to the Senate and House Intelligence Committees; delivery of our weekly Law Enforcement Bulletin to the oversight committees and Congressional leaders; tours of FBI facilities (Quantico, Engineering Research Facility, CJIS, etc.) as well as field office visits; and courtesy visits between Director Mueller and key lawmakers. We are also encouraging the Special Agents in Charge of field offices to engage Members of Congress on matters of local interest, with a recent focus on the accomplishments of our Joint Terrorism Task Forces (JTTFs) and improved information sharing with state and local law enforcement.

### **State and Municipal Law Enforcement**

We have taken many steps to continue to improve our relationships with the approximately 750,000 men and women of state and municipal police departments around the country. This critical improvement is the direct result of new and expanded collaborative efforts, innovative approaches to information sharing, new policies and technologies, and above all a commitment to support our partners in law enforcement. We have worked closely with our partners as we developed and implemented these changes, seeking input and feedback each step of the way. This coordination is reflected in the following areas:

#### **Task Forces**

The FBI has long relied on strong operational relationships with state and municipal law enforcement. We work in partnership on a wide range of task forces, including JTTFs, Counterintelligence Task Forces, Field Intelligence Groups, Safe Streets Task Forces (that fight violent street gangs), Crimes Against Children Task Forces, Financial Institution Fraud and Identity Theft Task Forces, Health Care Fraud Task Forces, Organized Crime Drug Enforcement Task Forces (OCDETF), Major Theft Task Forces, Safe Trails Task Forces (that fight violent crime in Indian Country), and case-specific task forces related to serial murders, hate crimes, and other types of criminal behavior. FBI personnel on these task forces work side-by-side with their local counterparts to prevent acts of terrorism, solve crimes, and improve the level of safety and security in their communities.

#### **Office of Law Enforcement Coordination (OLEC)**

Director Mueller established the OLEC shortly after 9/11 to strengthen relationships between the FBI and its federal, state and local law enforcement

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partners. The OLEC works closely with law enforcement groups such as the International Association of Chiefs of Police and the Fraternal Order of Police, providing a voice for these groups within the Bureau and giving them a place at the decision-making table when law enforcement and prevention strategies are being developed.

We selected a former Chief of Police to be Assistant Director in charge of OLEC and located him in an office near the Director. The Assistant Director has decades of experience in law enforcement and has earned a reputation for building bridges within the criminal justice community. He has initiated a number of initiatives to enhance coordination through his office, including:

- a. Director’s Law Enforcement Advisory Group – This advisory group is comprised of the heads of national law enforcement organizations and meets regularly with senior FBI executives to provide input on various issues of common concern. Issues discussed at recent meetings include: (1) the issuance of Homeland Security “alerts” and the impact on state and local agencies when threat advisory levels are raised; (2) the FBI’s investigative priorities; (3) state and local law enforcement counterterrorism needs; (4) ways to enhance communication within law enforcement; and (5) recommended improvements to the training at the National Academy.
- b. FBI Police Executive Fellowship Program – In 2002, OLEC established a fellowship program to give high-ranking state and local law enforcement managers an opportunity to spend six months working in an FBI Headquarters program such as the National JTTF or the Office of Intelligence. The four officers who have participated to date have brought vital law enforcement perspectives to Headquarters and have made important contributions to our information and intelligence sharing efforts.
- c. Community Oriented Policing Training – OLEC has worked closely with the Training and Development Division to revise the curriculum for new agent trainees by incorporating Community Oriented Policing concepts. New agent trainees learn that a high level of involvement with the community is expected and required if they are to succeed in their jobs.
- d. Terrorism Quick Reference Card – This small but practical guide is designed to fit into the overhead visor of police vehicles and lists suspicious factors that may indicate ongoing terrorist activity. To date, 430,000 cards have been distributed to state and municipal law enforcement officers.

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### **Terrorist Screening Center**

On September 16, 2003, the President directed the Attorney General, Secretary of Homeland Security, Secretary of State, and Director of Central Intelligence to develop the Terrorist Screening Center to consolidate information from terrorist watch lists and provide 24-hour, seven-days-a-week operational support for law enforcement, consular officers, and other officials. The FBI was directed to lead this effort and begin operations by December 1, 2003. Thanks to significant contributions by all participating agencies, operations began – and continue - on schedule.

### **Law Enforcement Online (LEO)**

LEO is a real-time, interactive computer communications and information service – an Internet for the law enforcement, criminal justice, and public safety communities. LEO has been expanded significantly since 9/11 to facilitate information sharing with state and municipal law enforcement and other first responders.

### **Alert Notification System**

In June 2003, we launched a new Alert Notification System to notify police chiefs or local command centers of alerts, threats, or other critical information. The system allows the FBI to send messages that pop up on computers – like instant messaging, but in a secure environment – and to send notifications to designated cell phones and pagers. Messages can be selectively sent to specific groups (as dictated by geography or function) or broadcast to all possible recipients. Messages can include text, photos, and maps.

### **Intelligence Bulletins**

Since 9/11, the Counterterrorism Division has issued over 100 Intelligence Bulletins to state and municipal law enforcement agencies. These weekly reports share information from all sources that may aid the recipients in preparing for or responding to security threats in their areas. The information is intended for use by patrol officers and other law enforcement personnel who may encounter situations or information through their direct contact with the general public.

### **Information Sharing Pilot Projects**

Ongoing pilot projects are helping us test new concepts for improving information sharing and coordination with our state and local partners

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around the country. These include: a) a new counterterrorism database that stores documented instances of suspicious behavior by individuals in one region of the country; and b) a new information management tool known as the Law Enforcement National Data Exchange (N-DEx), which will allow investigators to make the most of data in existing repositories and examine relationships among numerous criminal incidents.

### **New Counterterrorism Training Initiatives**

After 9/11, we recognized the need to train not only our own employees, but also our state and municipal law enforcement partners to meet the challenge of international terrorism. Several new or updated training efforts are helping us share counterterrorism expertise and knowledge about terrorist activities.

- a. State and Local Anti-Terrorism Training (SLATT) – SLATT is a new training initiative mandated by the USA PATRIOT Act. In partnership with DOJ’s Bureau of Justice Assistance and the Institute for Intergovernmental Research, we developed a national counterterrorism “Train the Trainer” program. In the first phase, Institute instructor teams provided 200 FBI instructors with a counterterrorism “Train the Trainer” course. These 200, in turn, trained 25,036 police officers from April through December 2003 at minimal cost. This initiative has not only raised the level of counterterrorism expertise among state and municipal partners, it has also given FBI field agents an opportunity to interact with local officers and improve their professional relationships.
- b. National Academy – Since 1935, the FBI has offered the National Academy program to experienced law enforcement managers nominated by their agency heads because of their leadership qualities. Counterterrorism instruction within the curriculum has been significantly enhanced since 9/11.
- c. Field Office Initiated Training – Counterterrorism training is being provided by individual field offices to state and local law enforcement personnel in their regions.
- d. WMD Training – FBI personnel are providing training related to WMD at DHS’s Center for Domestic Preparedness.

### **Behavioral Analysis Unit**

The FBI has long provided the law enforcement community with behavioral analysis support and advice in a variety of investigative matters, such as serial murders and child abduction cases. This service continues to be in demand

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and we are now lending similar expertise and assistance in terrorism-related matters. In July 2003, we established a new behavioral assessment unit in the Critical Incident Response Group to provide behavioral analysis support on matters involving terrorism, threatening communications, bombings, stalkings, arsons, and anticipated or active crisis situations. The new unit also provides training and identifies behavior-focused anti-terrorism research projects to enhance investigative and preventive measures. In addition, we established a Communicated Threat Assessment Database which, when populated with historical and current case information, will serve as the repository for all communicated threats submitted to the unit for analysis.

### **Regional Computer Forensic Laboratory (RCFL) Program**

The RCFL Program is another initiative designed to enhance our working relationships with state and municipal police departments and provide an important resource to our partners. RCFLs are laboratory facilities that conduct forensic examinations of digital media to support investigations and prosecutions and conduct local training. RCFLs are operated jointly by the FBI and other law enforcement agencies operating within a geographic area. The program has expanded quickly since the original laboratory was opened in 1999. The FBI expects to have more than ten laboratories operational by the end of 2004.

### **The Intelligence Community**

The FBI has established much stronger working relationships with the CIA and other members of the Intelligence Community. From the Director's daily meetings with the DCI and his CIA briefers, to our regular exchange of personnel among agencies, to our joint investigations, and to our joint efforts at the Terrorist Threat Integration Center, the Terrorist Screening Center, and other multiagency entities, the FBI and its partners in the Intelligence Community are now integrated at virtually every level of operations.

### **Terrorist Threat Integration Center (TTIC)**

TTIC is a good example of our collaborative relationship with the CIA and other federal partners. Established on May 1, 2003 at the direction of President Bush, the center coordinates strategic analysis of threats based on intelligence from the FBI, CIA, DHS, and the Department of Defense. Analysts from each agency work side-by-side to piece together the big picture of threats to the United States and its interests.

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### **Exchange of Personnel**

The FBI has several dozen employees detailed to CIA entities, with the largest contingent working at the CIA's Counter Terrorism Center. We also have FBI agents and intelligence analysts detailed to the National Security Agency (NSA), National Security Council, Defense Intelligence Agency (DIA), Department of Defense, and Department of Energy.

CIA personnel are working in key positions throughout the Bureau. The Associate Deputy Assistant Director for Operations in the Counterterrorism Division is a CIA detailee. Four CIA officers are detailed to the Security Division, including the Assistant Director and the Chief of the Personnel Security Section. An experienced manager from the CIA's Directorate of Science and Technology now heads the Investigative Technologies Division and a Section Chief in that division is on rotation from CIA.

### **Joint Briefings**

Each morning, the Director is briefed by a CIA briefer. The DCI and the FBI Director jointly brief the President on current terrorism threats. In addition, CIA and DHS personnel attend the Director's internal terrorism briefings every weekday morning and afternoon.

### **Secure Networks**

The FBI is now using secure systems to disseminate classified intelligence reports and analytical products to the Intelligence Community and other federal agencies. The FBI hosts a web site on the Top Secret Intelink/Joint World-Wide Intelligence Community System, a fully-encrypted system that connects more than 100 Department of Defense, CIA, and other Intelligence Community sites. In addition, a new top secret network is being piloted in several field offices, which will connect FBI Headquarters and field offices to the CIA and other members of the Intelligence Community.

### **Compatibility of Information Technology Systems**

Improving the compatibility of information technology systems throughout the Intelligence Community will increase the speed and ease of information sharing and collaboration. Accordingly, the FBI's information technology team is working closely with the Chief Information Officers (CIOs) at DHS and other DOJ and Intelligence Community agencies, as we develop and implement our technology upgrades. This coordination has affected our decisions on several key upgrades in both software and hardware. To further facilitate coordination, our Executive Assistant Director for Administration

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sits on the Intelligence Community CIO Executive Council. The Council recommends technical requirements, policies, and procedures and coordinates initiatives to improve the interoperability of information technology systems within the Intelligence Community.

### **Terrorist Explosive Device Analytical Center (TEDAC)**

According to a recent State Department report, more than 85% of all terrorist attacks against U.S. citizens and interests during the past five years involved improvised explosive devices (IEDs), otherwise known as homemade bombs. Unlike manufactured military ordnance, these bombs often reflect the unique characteristics, or signature, of the terrorists who made them. A systematic examination of IEDs can help us draw linkages between terrorist devices and the individuals involved in their construction, and thereby improve our chances of preventing a terrorist attack. Until recently, there was no single federal agency responsible for the worldwide collection, forensic analysis, and timely dissemination of intelligence about IEDs, so the FBI established TEDAC. The center will provide “one-stop shopping” for all information on IEDs recovered both inside and outside the U.S. While the FBI manages the center, other federal agencies, including the CIA, DIA, NSA, and the Bureau of Alcohol, Tobacco, Firearms, and Explosives all contribute to its intelligence efforts.

### **Department of Homeland Security (DHS)**

DHS plays a critical role in assessing and protecting vulnerabilities in our national infrastructure and at our borders, and in overseeing our response capabilities. The FBI is working closely with DHS to ensure that we maintain the integration and comprehensive information sharing vital to the success of our missions. Both agencies share database access at TTIC, the National JTTF at FBI Headquarters, the Terrorist Screening Center, and at local JTTFs around the country. We hold weekly briefings in which FBI and DHS counterterrorism analysts share information about current developments. We also now coordinate joint warnings through the Homeland Security Advisory System to address customers’ concerns about multiple and duplicative warnings. We designated an experienced executive from the Transportation Security Administration to run the Terrorist Screening Center and detailed a senior DHS executive to the Office of Intelligence to improve coordination between the agencies.



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On March 4, 2003, the Attorney General, Secretary of Homeland Security, and DCI signed a comprehensive Memorandum of Understanding (MOU) establishing policies and procedures for information sharing, handling, and use. Pursuant to that MOU, information related to terrorist threats and vulnerabilities is provided to DHS automatically without DHS having to request it. Consistent with the protection of sensitive sources and methods and the protection of privacy rights, we now share as a rule and withhold by exception.

### **Foreign Governments**

With terrorists traveling, communicating, and planning attacks all around the world, coordination with our foreign partners has become more critical than ever before. We have steadily increased our international presence since 9/11 and now routinely deploy agents and crime scene experts to assist in the investigation of overseas attacks. As of January 2004, 413 FBI personnel were assigned overseas, over 200 of whom were permanently assigned. Their efforts, and the relationships that grow from them, have played a critical role in our successful international operations.

### **International Investigations**

Bureau personnel participate in numerous investigations of terrorist attacks in foreign countries. Our approach to these investigations differs from the approach we traditionally have taken. Prior to 9/11, our overseas investigations primarily were focused on building cases for prosecution in the United States. Today, our focus has broadened in order to provide foreign partners with the investigative, forensic, analytical, or technical support that will enhance our joint efforts to prevent and disrupt terrorist attacks. Our partners have embraced this approach, and it is paying dividends with greater reciprocal cooperation and more effective joint investigations.

### **Expansion of Legal Attaché (Legat) Offices**

Former Director Freeh recognized the need for greater operational collaboration with foreign government services, and during his tenure the FBI expanded the number of Legats from 23 to 44. This expansion has continued under Director Mueller in recognition of the importance of foreign cooperation in fighting terrorism. With Congressional approval, the FBI has opened ten more Legats since 2001, including ones in Beijing, Kuala Lumpur, and Abu Dhabi.

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### **Joint Task Forces and Operations**

The FBI is working with its international partners in new ways, including joint task forces, new information sharing initiatives and, in some cases, joint operations. One example is the U.S./Saudi Joint Task Force on Terrorist Financing, which was formed in 2003 to identify sources of financial support for terrorist groups and to develop strategies to stem the tide of such support. The FBI also continues to provide extensive support, such as technical assistance, laboratory testing, and forensic support, to several countries involved in investigating specific acts of terrorism, including Saudi Arabia and Indonesia. We have, for instance, provided assistance to Indonesian investigators in the case of the Bali bombings in October 2002.

### **Fingerprint/Identification Initiatives**

Critical to our counterterrorism efforts is the use of biometric and biographical information to establish a person's identity conclusively. Several new initiatives are helping us expand our intelligence base with critical identifiers, such as fingerprints, DNA, photographs, and biographical information from foreign sources. The CJIS Division has led several overseas deployments to gather and exchange fingerprints of known and suspected terrorists. CJIS has obtained fingerprints and other identifying information for more than 10,000 terrorist suspects and detainees from more than 16 countries. CJIS is adding selected enemy combatant fingerprints to existing fingerprint databases and making them available for military, law enforcement, and homeland security needs. CJIS is also working closely with the military services to provide identification services and assistance in Iraq and Afghanistan. Lastly, CJIS personnel have provided basic training to foreign law enforcement entities on how to take viable and legible fingerprints that can be used reliably by the FBI and our partners.

### **International Training Initiatives**

We are increasing training opportunities for our foreign partners at the FBI National Academy and at the International Law Enforcement Academies in Hungary and Thailand. Since 2001, we have trained over 20,000 international law enforcement students on topics ranging from management principles to law enforcement communications to forensic science. The relationships fostered by these training initiatives have borne fruit in improved operational coordination. In the aftermath of the May 2003 bombings in Riyadh that killed nine Americans, we received unprecedented cooperation from Saudi officials, partly because a number of Saudi police officials had received National Academy training in the science of evidence collection. As a result, our forensic technicians and their Saudi counterparts

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were using the same terminology and methods of evidence collection. As our Saudi partners told us, “We were taught together, now we can work together.”

## The Private Sector

The FBI increasingly looks to partnerships with the private sector to enlist support for its law enforcement and intelligence missions. Among those partnerships are the following:

### Community Outreach

If the FBI is to successfully predict and prevent terrorist attacks, it is imperative that we build and maintain close ties to key minority communities. The Muslim, Iraqi, and Arab-American communities have contributed a great deal to our successes, and we are grateful for their assistance and ongoing commitment to preventing acts of terrorism.

Beginning in late 2001, Director Mueller has met biannually with a group of leaders from the Arab American, Muslim American, and Sikh American communities to discuss issues, including terrorism-related money transactions, “no-fly” lists, cultural awareness training, and recruiting. In addition, each FBI field office was tasked with establishing contacts with Arab-American, Muslim, and Sikh community organizations and leaders in their territories. Since 9/11, senior field managers have attended over 1,880 town hall, community, or association meetings; participated in over 900 meetings with Middle East-American groups; and attended over 300 meetings with civil rights leaders to address their concerns. Field managers also sponsored over 130 sessions of training by representatives of Middle Eastern groups in order to improve our agents’ cultural awareness and sensitivity.

### InfraGard

InfraGard is a partnership between the FBI and the private sector designed to foster the exchange of information between law enforcement and the owners and operators of our nation’s critical infrastructure. Using a secure web site, InfraGard members receive sensitive, but unclassified, information such as Alerts, Advisories and Information Bulletins from the FBI and DHS. InfraGard currently has 10,000 members and 79 chapters throughout the 56 field divisions. These members primarily represent small and medium-sized businesses in all of the critical infrastructure sectors. InfraGard chapters meet regularly to discuss cyber crime, terrorism, and criminal threats to critical infrastructures, and often include representatives from state, local, and federal government, academia, and law enforcement agencies. At a time when the

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failure to report cyber crimes remains a major obstacle to stemming such crimes, InfraGard helps to build trust and encourages reporting. The program allows us to alert companies to threats so they can better protect themselves, and ultimately helps us identify and counter those groups and individuals who threaten our critical infrastructures.

### **Financial Sector Outreach**

Expanding upon long-established relationships between our white-collar crime program and the financial services industry, the Terrorist Financing Operations Section conducts extensive liaison with the financial community through a series of national and international initiatives. In addition, in 2003, we established Special Agent Terrorism Financing Coordinators in each JTTF to share information and improve relationships with financial institutions in their areas.

### **Railroad Initiative**

As evidenced by the recent bombings in Madrid, Spain, America's rail companies have critical assets that, if compromised, could cause serious disruption to our national infrastructure. To enhance our liaison with this important sector, a railroad police official has joined the National JTTF. Working through this representative, we now provide training to JTTFs that have critical railroad assets in their areas, familiarizing them with those assets and various measures for their protection.

### **Conclusion**

The FBI seeks the input of hundreds of its key stakeholders on a daily basis to ensure that we are accomplishing our mission in the most effective and efficient manner. In addition, every field office surveys federal, state and local officials, as well as private sector entities, on a regular basis to ensure we understand the crime and intelligence issues they see as the most significant threats in their respective areas. Officials from across the FBI frequently brief members of Congress on all aspects of Bureau operations to solicit their input on and support of the direction of FBI programs. All of these efforts have led to a stronger FBI, a more collaborative law enforcement community around the globe, and a more secure America.