
STRATEGIC GOAL I



**Prevent Terrorism and Promote
the Nation's Security**

GOAL I

PREVENT TERRORISM AND PROMOTE THE NATION'S SECURITY

Citizens of a nation paralyzed by fear do not dream of their future; they are obsessed with survival in the present. The terrorist attacks of September 11, 2001, were intended not only to wreak physical damage on lives and property, but to reach more deeply into the American psyche, to dash the dream of Americans that they and their children would live and prosper in a lawful, hopeful, and safe society. If Americans were to live in constant fear and dread for the safety of their families and possessions – and for their futures – the terrorists would have scored a resounding victory.

As “stewards of the American dream,” the leaders and employees of DOJ are resolved that our dreams remain intact, that we enjoy the security and peace of mind to pursue our dreams, terrorist intentions notwithstanding. “Awaiting an attack is not an option,” Deputy Attorney Paul McNulty has said, and the DOJ priorities reflect that intention. Since September 11, the prevention of terrorist attacks has been the Federal Bureau of Investigation’s (FBI) top priority and overriding focus; similarly, the prosecution of persons suspected of terrorist acts is the top priority of United States Attorneys and the Criminal Division. Although these three organizations are prominent in the Department’s Strategic Goal One, the attention to terrorism is evident throughout the DOJ Strategic Plan. Nearly every component within the Department has approached its mission with the understanding that terrorism has recast the landscape.

As in the past, DOJ’s approach to protecting our citizens is by preventing terrorist acts; by investigating and prosecuting those who commit, or intend to commit, terrorist acts in the United States; and by combating espionage against the United States by strengthening counterintelligence capabilities. As is evident in the strategic plan, this approach relies heavily on the partnerships we have forged with international as well as domestic law

enforcement entities. Experience is showing us that the best means to overcome the terrorist threat is to unite with peace-loving allies to fight it.

STRATEGIC OBJECTIVE I.1

Prevent, disrupt, and defeat terrorist operations before they occur

Terrorism is the most significant national security threat our country faces. DOJ’s top priority in response to the threat is clear: it must prevent, disrupt, and defeat terrorist operations before attacks occur. The magnitude of the September 11 attacks transformed the Department’s approach to terrorism from one of reaction and response to one of prevention. As the Attorney General has said, “for those of us in government whose job it is to protect our country from terrorism, every day is September 12th.”

“We will continue to use every tool and authority available to us to identify risks at the earliest stage possible.”

*Deputy Attorney General,
May 2006*

Strategies to Achieve the Objective

Deploy the National Security Division to combat terrorism and protect national security

An evolving threat like global terrorism requires evolving structures and strategies to combat it. The creation of the National Security Division (NSD) within DOJ is an example of how the Government is adapting to the war on terrorism. The NSD is responsible for assisting the Attorney General and other senior Department and Executive Branch officials in ensuring that the national security-related activities of the

United States are consistent with relevant law; overseeing terrorism investigations and prosecutions; handling counterespionage cases and matters; obtaining court authorization for the collection of foreign intelligence under the Foreign Intelligence Surveillance Act (FISA); and conducting oversight of intelligence agency compliance with certain national security legal requirements.

A consolidation of DOJ's Office of Intelligence Policy and Review and the DOJ Criminal Division's Counterterrorism and Counterespionage Sections, NSD's core mission is to coordinate the Department's efforts to combat terrorism and protect national security. The organizational changes strengthen the Department's efforts to combat terrorism and other threats to our national security. In an era when it is increasingly important to balance and closely coordinate intelligence and law enforcement responsibilities, the NSD will be able to provide constructive and effective approaches to counterterrorism (CT) and counterespionage cases, and thoughtful, innovative legal and policy guidance.

Employing renewed and newly implemented investigative tools and coordinating with partners in the law enforcement and intelligence communities, the NSD will be able to effectively and efficiently collect foreign intelligence, investigate and prosecute cases, and conduct vigorous oversight related to matters that include weapons of mass destruction, domestic and international terrorism, suspected terrorists, terrorist financing, and the enforcement of United States export control laws. By utilizing disruption strategies, targeting and defeating means of material support, and improving tools to prevent and disrupt radicalization and recruitment, NSD will protect our Nation's security and fight terrorism at home and abroad.

Implement a three-pronged approach (intelligence, operations, and integration) to support global counterterrorism activities that attack the enemy and diminish its key resources and support

In Intelligence, the FBI CT Workforce will collect, report, analyze, and disseminate critical information. The FBI will ensure that the human

and technological assets necessary to facilitate the collection of raw intelligence data will be in place. Additionally, the intelligence information the FBI produces will be tailored to the customer's requirements and be timely in its delivery. The FBI will also evaluate how effective its products are in driving decision making.

In Operations, the CT Workforce will mitigate threats and ensure effective crisis response. The FBI will prioritize investigative and operational efforts toward the collection of intelligence, and ensure, when applicable, that law enforcement tools to mitigate threats to the public are appropriately utilized. In all instances, the FBI Counterterrorism Division (CTD) and the Field CT Workforce will work to execute the specific aspects of our threat mitigation strategy (The Joint Terrorism Task Forces (JTTFs), as the CT action arm of the Federal Government domestically, will serve as the centerpiece in threat mitigation and crisis response efforts as described in Strategic Objective 1.2).

In Integration, the CT Workforce will lead a collaborative environment that fuses intelligence and operations to achieve a coordinated response. To this end, it is essential that the FBI understand its roles and requirements and accept accountability for its actions through effective program management. In terms of the CT strategy, program management includes the (1) allocation of resources (utilization), (2) specification of tools, (3) uniform reporting, and (4) policy requirements.

Promote and, when available, use new legislation and authorities to collect foreign intelligence information and conduct investigations and prosecutions of terrorist incidents

Because modern terrorism can defy conventional crime fighting laws and authorities, the Department will endorse changes that will strengthen the likelihood of criminal terrorists being identified and brought to justice, while at the same time protecting civil liberties. Among these laws are those related to surveillance and wiretapping, which ensure law enforcement's ability to trace the communications of terrorists using current technologies and new ones that may be developed in the coming years. Under the President's leadership, Congress has

amended the laws to place terrorism on a par with organized crime and drug trafficking. The Department will continue to assess the need for greater legal restrictions on terrorist activities while protecting civil liberties of law-abiding citizens.

Attack the infrastructure by which terrorists travel internationally by targeting smuggling organizations and strengthening worldwide enforcement mechanisms

The Extraterritorial Criminal Travel (ECT) Strike Force, developed in 2006, leverages investigative and prosecutorial expertise to attack foreign-based criminal travel networks. A number of the Department of Homeland Security's (DHS) Immigration and Customs Enforcement (ICE) field offices will be assigned targets identified as criminal travel networks of significant national concern, including those engaged in the movement of aliens from countries of special interest. Field office investigations will be guided by a cadre of ICE agents and Criminal Division attorneys with experience in international investigations and prosecutions. Success in this effort will enable us to disrupt and dismantle criminal travel network operations, identify and seize their assets and illegal proceeds, detect and repair international travel vulnerabilities exploited by these networks, reduce the potential for terrorist mobility overseas, and cripple their ability to enter and travel within the United States.

Improve host-nation law enforcement agencies that are on the front lines of terrorism in an effort to control indigenous crime and reduce the proliferation of related transnational crime

The Criminal Division's International Criminal Investigative Training Assistance Program (ICITAP) will continue to develop assistance programs that effectively strengthen foreign law enforcement institutions to prevent, disrupt, and defeat money laundering, terrorist financing, and terrorist acts. ICITAP's strategy is to deliver programs and products that focus on developing sustainable law enforcement institutions to combat the terrorist threat. Examples of these programs and products include developing a regional organized crime strategy; assisting in

the establishment of a marine police force; designing a training program for border security; assisting local governments with the development of a national CT strategy; and developing a Total Information Management System that facilitates the identification and apprehension of national and international fugitives and terrorists.

Prepare foreign counterparts to cooperate more fully and effectively with the United States in combating terrorism and related transnational crime

The Criminal Divisions' Office of Overseas Prosecutorial Development, Assistance and Training (OPDAT) will provide assistance to foreign counterparts to improve the skills of foreign prosecutors, investigators, and judges; encourage legislative and justice sector reform in countries with inadequate laws; and promote the rule of law and regard for human rights. It will bolster foreign counterparts' CT regimes by placing CT Resident Legal Advisors (RLAs) in all frontline countries, and by the enactment of antiterrorism legislation, the delivery of skills development training to prosecutors and judges, and the establishment of task forces to focus on particular criminal activity, such as money laundering and terrorism. Such assistance enhances the ability of foreign governments to prevent terrorism, or disrupt it before it passes through their borders to threaten the United States, and establishes a framework for effective international law enforcement cooperation.

Implement the legal tools within our authority to prevent terrorist threats

DOJ's Criminal Division is responsible for handling requests for the imposition of Special Administrative Measures (SAMs), for the potential Government monitoring of prisoners' communications with their attorneys; reviewing applications for S Visa nomination status, for granting visas to aliens who assist United States law enforcement in the investigation and prosecution of crimes and terrorist activities; and administering the International Prisoner Transfer Program.

In this role, the division will expand the list of permissible limitations on SAM restrictees' outside contacts, in order to prevent the spread of possible terrorist-related or national security information. It will maintain regular contact with the representatives of many foreign governments in an effort to maximize the number of foreign-national prisoners that can be transferred to their home countries, and prevent harm to persons or properties by providing SAMs for specific inmates in a timely manner.

Aggressively investigate and prosecute corrupt embassy and consular officials

United States officials abroad exercise considerable discretion in approving and issuing visas for entry into the United States, and corrupt officials present a substantial threat to the prevention, disruption, and defeat of terrorist operations. The Criminal Division's Public Integrity Section works with the Department of State's (DoS) Diplomatic Security Service to investigate allegations of corruption on the part of officials in United States embassies and consulates around the world. Public Integrity Section attorneys will continue to prosecute corrupt embassy and consular officials in order to insure the integrity of the visa process.

Assist foreign partners to ensure international judicial cooperation

DOJ's Criminal Division Office of International Affairs (OIA) takes the lead role in making formal requests to countries around the world in order to secure the return of international fugitives and evidence critical to the investigation and prosecution of terrorist activity. Using a network of bilateral extradition treaties, mutual legal assistance treaties (MLATs), and multilateral conventions, OIA will work closely with United States and foreign prosecution, law enforcement, and judicial authorities in matters relating to CT investigations and securing critical evidence located outside the jurisdiction of the United States.

Protect the Nation's cyber infrastructure from attacks

Through the Internet, terrorists and hostile adversaries plan and commit crimes against the United States under a veil of anonymity. They conduct operational planning, raise funds, recruit co-conspirators, and even launch attacks on information systems that may result in the disruption of critical systems. Consequently, the United States Government's CT and national security operations increasingly focus on online conduct and communications, and agencies within the intelligence and homeland security communities routinely seek out DOJ's Computer Crime and Intellectual Property Section's (CCIPS) expertise and experience in the law and technology that governs the Internet and computer-based communications.

Accordingly, CCIPS is engaged in multiple interagency efforts to prevent terrorism. Most of these activities involve DHS and the National Security and Homeland Security Councils. Some of CCIPS' CT and national security activities are conducted through the National Cyber Response Coordination Group (NCRCG), an interagency body that CCIPS co-chairs with DHS and the Department of Defense (DoD). The NCRCG is a forum of federal agencies that facilitates intra-governmental coordination and public/private preparedness operations to respond to and recover from large-scale cyber attacks, including attacks committed by terrorists. CCIPS' investment of resources into the NCRCG has resulted in new interagency processes, procedures, and planning to ensure that the United States Government is prepared in the event of a significant cyber incident precipitated by terrorists or hostile nations. CCIPS also works with FBI's Cyber Division, which has responsibilities for criminal and intelligence investigations, on counterintelligence matters involving nation-states.

Key Crosscutting Programs and Activities

The following is a representative sample of programs and activities related to this objective involving DOJ components and organizations outside the Department:

- ❖ **Extraterritorial Criminal Travel Strike Force.** Criminal Division's Domestic Security Section works closely with ICE in the development and implementation of the ECT Strike Force, a component of our *National Strategy to Combat Terrorist Travel* that was mandated by the Intelligence Reform Act of 2004.
- ❖ **State Border Service.** A DHS ICE Special Agent, detailed to ICITAP, has served as an ongoing advisor to the State Border Service on immigration and cross-border enforcement issues since February 2003. The ICE agent provides on-the-job training and assistance to State Investigation & Protection Agency Management and the Counter Terrorism Unit.
- ❖ **Terrorist Finance Working Group.** OPDAT participates in the Terrorist Finance Working Group (TFWG), chaired by the DoS, coordinating with members of other agencies. The TFWG is engaged in CT technical assistance programs to ensure that efforts are not duplicated. The investigation and prosecution of embassy and consular officials requires close collaboration with the DoS Diplomatic Security Service.
- ❖ **Investigative Data Warehouse.** Maintained by the FBI, the Investigative Data Warehouse (IDW) is a centralized, web-enabled, closed system repository for intelligence and investigative data. In addition to Bank Secrecy Act data provided by the Department of Treasury's Financial Crimes Enforcement Network (FinCEN), IDW includes information contained in myriad other law enforcement and intelligence community databases.

- ❖ **E-GUARDIAN.** E-Guardian is an automated method for sharing certain unclassified fields from Guardian's Terrorism Threat System with state and local law enforcement officers via the FBI's Law Enforcement Online (LEO).

STRATEGIC OBJECTIVE 1.2

Strengthen partnerships to prevent, deter, and respond to terrorist incidents

As an official of the FBI's CTD has stated, "Before September 11th, we collected information to solve crimes. . . Now, we are sharing information and working together every day to prevent crime, and to prevent the next terrorist act....we are working together in new ways and with new partners." Like the shift from response to prevention, the sharing of information with our partners marks a departure from DOJ's previous mode of operating. The Department recognizes that the most efficient

"[W]e are working together in new ways and with new partners."

*FBI official,
March 2005*

and effective means of fighting terrorism is to communicate, coordinate, and cooperate (C-3) with our trusted partners engaged in the global war on

terrorism. Those partners include the Intelligence and Law Enforcement Communities, DoS, DHS, DoD, and certain foreign governments. DOJ will seek to complement its internal capacity by developing treaties with foreign powers and agreements with other agencies to share intelligence and collaborate on criminal investigations.

To support the global war on terrorism and to protect the Nation from terrorist attacks, the Drug Enforcement Administration (DEA) has reshaped its operations and intelligence capabilities and its operational philosophy. In addition, DEA is formalizing new partnerships abroad and with United States intelligence and national security communities. In Afghanistan, DEA's Foreign Deployed Advisory Support Teams (FAST) are building the infrastructure and establishing the country's counternarcotic capabilities. Also, DEA has provided thousands of hours of classroom training for Afghan officials assigned to the National Interdiction

Unit and the Counter Narcotics Police of Afghanistan, as well as for British coalition forces. The education that DEA provides in the areas of drug investigations, clandestine lab hazards and safety, and evidence is crucial to building an effective, independent, and sustainable counternarcotic force within Afghanistan.

The OIA establishes staffs and supports the Department's Attache positions around the world. This is an initiative that is reaping major benefits in addressing our global anti-crime and antiterrorism initiatives overseas. It directly supports United States law enforcement personnel and prosecutors (federal, state and local) in their efforts to obtain evidence and fugitives located abroad. DOJ Attaches work directly with United States and foreign law enforcement, prosecutors, and judges on operational matters. The Attaches serve a cross-cutting function, supporting cases and investigations directed by a variety of sections of the Criminal Division, United States Attorneys' offices, and state and local authorities.

Strategies to Achieve the Objective

Through the National Security Division, coordinate with federal, state, and local government agencies in a comprehensive effort to develop and maintain enhanced domestic preparedness

Employing renewed and newly implemented investigative tools and coordinating with our partners in the law enforcement and Intelligence Communities, the NSD will be able to effectively and efficiently collect foreign intelligence and investigate and prosecute terrorism- and national security-related cases.

Through the Crisis Management Coordinator Program and the realignment and strengthening of resources, the NSD will fully coordinate with federal, state, and local government agencies in a comprehensive effort to develop and maintain enhanced domestic preparedness. The organization will align critical incident response plans with the National Response Plan and build regional capability to respond to terrorist and other incidents. It will also plan and conduct

challenge exercises to test and improve readiness.

Assist foreign partners to ensure international judicial cooperation

NSD will assist in drafting antiterrorism laws and treaties and provide consultation and training in specific investigative and prosecution strategies. NSD will work closely with counterparts in other countries on parallel and intersecting investigations and prosecutions, utilizing all existing tools, including MLATs, extradition treaties, and sharing of information and evidence.

NSD will work through multilateral fora, such as the G-8, the Organization of American States, and the European Union, as well as through bilateral efforts, and, in coordination with the DoS, will increase information-sharing and strengthen the laws and prosecutive tools of our allies and emerging nations.

Use Anti-Terrorism Advisory Councils to coordinate the exchange of terrorism-related information, as well as provide or facilitate counterterrorism training for all appropriate parties in a judicial district

The Anti-Terrorism Advisory Councils (ATACs) are an effort to maintain a coordinated and consistent national program, while at the same time empowering United States Attorneys' offices across the country to pursue terrorism investigations and prosecutions. The ATACs have helped reduce the "stovepiping" of information and helped to "connect the dots" to prevent terrorists from exploiting gaps in our CT efforts. At the direction of the Attorney General, each United States Attorney's office identifies an experienced prosecutor to serve as the Anti-Terrorism Coordinator for that specific district. Assisted by the Counterterrorism Section of the NSD, representatives from federal law enforcement agencies (including the FBI, DEA, the Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF), the United States Marshals Service (USMS), Secret Service, and the DHS Directorate of Border and Transportation Security), and various state and local law enforcement organizations comprise each district's ATAC. The ATACs are a national



network that coordinates specific antiterrorism initiatives, conducts training programs, and facilitates information-sharing. They work closely with the FBI's JTTFs across the country.

Cultivate new partnerships to further the organization's mission to prevent transnational crime and terrorism

Active in more than 50 nations, ICITAP's training strategies are the nexus to United States Government and non-governmental organizations (NGOs), expanding the training and technical resources provided to foreign law enforcement and other foreign assistance programs. ICITAP's strategy is to continue to foster relationships with various organizations through program collaboration and interagency working groups. The Millennium Challenge Corporation is ICITAP's newest partner in foreign assistance and, together, the partners have developed new programs in Malawi, Ukraine, and Kyrgyzstan. ICITAP was instrumental in the development of the Pakistan Federal Investigations Agency's Special Investigation Group that is responsible for investigating terrorist-related bombings and other terrorist activity.

Improve the skills of foreign prosecutors, investigators, and judges; encourage legislative and justice sector reform in countries with inadequate laws; and promote the rule of law and regard for human rights

OPDAT has developed highly complex and politically sensitive legal technical assistance programs targeting terrorist financing in more than 20 of the Department's priority countries. OPDAT coordinates and implements bilateral

training programs for prosecutors, investigators, and judges that present international standards and best practices in the areas of money laundering and terrorist financing. OPDAT also implements regional meetings assisting Middle Eastern, Asian, and African nations in developing new laws and procedures to combat the abuse of charities, bulk cash smuggling, money laundering, and other methods known to finance terrorist activities.

OPDAT also places RLAs in-country to assist in criminal justice reforms and to foster close relations with foreign counterparts. CT RLAs develop technical assistance programs for prosecutors, judges, and investigators to help enhance skills development and to implement new money laundering and terrorist financing laws and procedures. Most importantly, the RLA CT program strengthens bilateral relations and cooperation on criminal justice matters.

Train domestic security forces in Iraq

The difficulties faced by security personnel of the newly-elected Iraqi Government are well-known, as these forces struggle to regain control of the country from various insurgent groups. To assist the Iraqis in this struggle, the United States Government has entered into agreements to provide training for the Iraqi police force. The FBI has constant representation through a fully staffed Legal Attache Program (Legat) office in the American Embassy, Baghdad, which handles a wide variety of onsite issues and provides extensive coordination for training ventures. The FBI has been integrally involved in the training of the Iraqi Police Service and the Iraqi Security Forces. A joint Iraqi-United States Major Crimes Task Force (MCTF) was initiated to thoroughly investigate violent attacks on the stability of the Iraqi nation. The primary objective of the MCTF is to select, vet, and train a core group of Iraqi National Police officers in the investigation of complex criminal investigations. Improving the professionalism and skills of the police force will result in successful prosecutions of criminals and elimination of insurgents, thus providing improved security.

Support the Legal Attache Program mission

The FBI's Legat program works in close coordination with the Department's counterparts in the law enforcement and intelligence community overseas to prevent, mitigate, and investigate terrorist attacks on United States interests abroad. Legats establish and maintain prompt and continuous exchange of information with foreign law enforcement and intelligence agencies, essential to the successful fulfillment of the FBI's CT responsibilities.

The Department will continue to assess the need for an expansion of Legat program into additional areas of the world where the CT mission may need additional support and involvement. The expansion strategy is designed to optimize the FBI's overseas abilities and support its core investigative priorities through assisting foreign agencies with legitimate investigative requests. The FBI Office of International Operations will consider areas for expansion in nations or regions known for terrorist group origins, fund raising, transit, support, and/or sympathy.

The Criminal Division of the Department currently has attaches stationed in 10 countries around the world. These DOJ attaches work closely with FBI Legats and other United States law enforcement attaches, and United States and foreign prosecution, law enforcement, and judicial authorities to support CT investigations.

Enhance and enable trusted partners

The path to success prominently includes the FBI's enhancement and enabling of our trusted partners, such as the Intelligence and Law Enforcement Communities, DHS, DoD, DoS, and certain foreign governments, to ensure they are informed of FBI intelligence and investigative results so they too can act against any significant threat. The most efficient and effective means to fight terrorism is to C-3 with our trusted partners engaged in the global war on terror. C-3 requires maintaining and growing existing relationships as well as developing new relationships.

To meet the enforcement requirements of our partners, the FBI will orient and focus collection and reporting efforts around their unique and specific needs. The Bureau will also improve information-sharing and collaboration between key internal and external partners. Historically the FBI and its CTD have operated with the paradigm of "need to know." Today, the FBI's paradigm is a "need to share." The FBI will work within and outside the boundaries of the FBI organization to make sure the organization transforms to a "need to share" culture.

Engage the Bureau of Alcohol, Tobacco, Firearms, and Explosives in strong partnerships with the law enforcement community to capitalize on its expertise and combat terrorism

ATF will continue to bring its authorities and expertise in the investigation and regulation of firearms and explosives to a wide variety of partnerships combating terrorism. ATF presently participates in several intra- and inter-departmental efforts aimed at pooling investigative resources, providing training, and sharing intelligence. ATF special agents are assigned to JTTFs nationwide, providing access to investigative expertise and information-sharing. ATF works closely with DOJ's National ATAC Coordinator and provides training on ATF investigative strategies, capabilities, and activities to ATAC coordinators at United States Attorneys offices, intelligence research specialists, other Federal prosecutors, and Law Enforcement Coordinating Council members. ATF also supports the Federal Air Marshals by supporting the Force Multiplier Program. Nationwide, ATF leads or participates on literally hundreds of enforcement task forces, all of which enhance information-sharing that serves to deter and disrupt terrorist and criminal activity.

Building on its expertise in explosives, ATF operates as a critical partner in DoD's Terrorist Explosive Device Analytical Center (TEDAC), where partners conduct technical and forensic analyses of improvised explosive devices (IEDs) to link incidents and perpetrators in support of preventive and protective missions against terrorism. Since March 2005, ATF special agents and explosives enforcement officers (EEOs) have been playing a lead role in the Combined Explosives Exploitation Cell (CEXC)

that responds to and investigates attacks involving IEDs in Iraq. The CEXC mission is a part of the U.S. Military Central Command, and the assigned personnel respond to terrorist bombing attacks, providing onsite investigative assistance in processing post-blast incidents directed at U.S. and allied forces and lending their specific expertise to analyze information to prevent additional attacks.

Finally, ATF conducts advanced firearms and explosives training for Federal, U.S. military, state, local, and international students on topics that include the safe destruction of explosives, on-scene analytical and advanced post-blast analysis, and firearms trafficking. Through the International Law Enforcement Academy (ILEA), ATF provides advanced instruction to law enforcement officials from more than 50 countries.



Use the Foreign Deployed Advisory Support Teams Program to implement counternarcotics strategies and deny drug-related terrorist activities

In support of the Administration's *Counternarcotics Strategy for Afghanistan*, DEA has established the FAST Program. These five investigative and intelligence support teams advise, train, and mentor their Afghan counterparts in the National Interdiction Unit of the Counter Narcotics Police – Afghanistan, and directly augment the Kabul Country Office. FAST helps institute self-reliant counterdrug operations in the Afghan Government. Since the program's establishment in Fiscal Year (FY) 2005, FAST has played a pivotal role in protecting the lives of both our United States military and our coalition partners in Afghanistan. The teams have identified

narcotics traffickers involved in targeting United States forces with IEDs and have provided critical information obtained from DEA human intelligence sources to United States Special Forces Teams. Additionally, DEA has requested funding to expand the FAST Program into the Western Hemisphere where illicit drugs flowing to the United States are produced or transited.

Deny safe havens to criminal organizations involved in drug-related terrorist activities

Through *Operation Containment*, DEA is working with 18 countries to reduce the flow of Afghan heroin into world markets. DEA's *Operation Containment* seeks to deny safe havens to criminal organizations involved in drug trafficking, drug-related terrorist activities, and money laundering, thus depriving drug trafficking organizations of their illicit profits. Established in 2002, *Operation Containment* also targets other illicit materials such as precursor chemicals, weapons, ammunition, and the currency routinely used by heroin trafficking organizations to finance illegal activities. This program was established because of the lack of fully developed institutional systems, such as courts and law enforcement agencies, for drug enforcement in Afghanistan.

Use intelligence to support counternarcotics strategies and stop drug-related terrorist activities

In addition to its traditional drug law enforcement mission, DEA has assumed new intelligence responsibilities and functions in 2006 to support the global war on terror. DEA's Intelligence Program has refocused its strategic drug intelligence program to include identifying emerging threats and providing predictive intelligence that contributes to planning for the allocation of enforcement resources. DEA also has expanded its Intelligence Program to include: establishing the Office of National Security Intelligence; appointing a DEA representative to the National Security Council Office for Combating Terrorism, part of the Intelligence Community; assisting DOJ in creating and establishing the Organized Crime Drug Enforcement Task Force (OCDETF) Fusion Center; implementing the National Virtual

Pointer System and the Centers for Drug Information to South Asia; and initiating at the El Paso Intelligence Center (EPIC) Open Connectivity and the System Portal that includes the National Seizure System. In addition, DEA has established an Intelligence Program in Afghanistan that enhances drug intelligence collection, analysis, and sharing with our other federal and international partners to support the identification and dismantlement of drug trafficking organizations that are involved in transnational crime and support to terrorism.

Investigate and prosecute drug trafficking organizations that use the profits of drug trafficking to finance international terrorism

Since September 11, 2001, the Special Operations Division's (SOD) Narco-Terrorism Section has actively worked with the intelligence community to develop leads to assist in targeting terrorist organizations that traffic in narcotics. Criminal Division's Narcotic and Dangerous Drug Section (NDDS) attorneys have worked closely with these agents to coordinate these investigations, ensuring that actionable leads are sent to the appropriate agencies and protecting any classified sources of information. The Department will continue this effort in the future by investigating and prosecuting narco-terrorism organizations and discerning the financing that drug trafficking provides to terrorist groups; by sharing actionable leads and intelligence with other enforcement organizations involved in narco-terror investigations; and by working closely with members of the Intelligence Community and playing an active role in protecting classified sources of information.

Use our international partnerships to negotiate and enter into extradition treaties

International cooperation is critical in our battle to fight international terrorism. Terrorism and transnational crime know no boundaries and the battle against foreign threats and illegal enterprises that often fund or support terrorists' activities cannot be thwarted within United States borders. As a result, strong partnerships with our international counterparts are needed.

Extradition and mutual legal assistance requests are critical tools for law enforcement and prosecutors in bringing criminals, including terrorists, to justice. Without such tools, terrorists will remain at large and evidence will be unavailable. While the United States has extradition treaties in force with over 110 countries around the world, there remain scores of countries in which the United States has no extradition treaty. DOJ, through the Criminal Division and FBI Legats, is currently involved in a variety of important treaty negotiations, including the 50 bilateral instruments that are needed to give effect to the United States - European Union agreements on extradition and mutual legal assistance. Such treaties create a partnership between the United States and its foreign partners in bringing justice to all criminals.

Key Crosscutting Programs and Activities

The following is a representative sample of programs and activities related to this objective involving DOJ components and organizations outside the Department:

- ❖ **Anti-Terrorism Advisory Councils.** Staffed by an experienced Assistant United States Attorney prosecutor as district coordinator, with representatives from FBI, ATF, DEA, USMS, Secret Service, DHS Directorate of Border and Transportation Security, as well as state and local law enforcement, ATACs coordinate specific antiterrorism initiatives, initiate training programs, and facilitate information-sharing.
- ❖ **Foreign Terrorist Tracking Task Force.** Led by the FBI, and including DoD, DHS, DoS, the Social Security Administration, the Office of Personnel Management, the Department of Energy, and the Central Intelligence Agency (CIA), the mission of the Foreign Terrorist Tracking Task Force (FTTTF) is to provide information that helps keep foreign terrorists and their supporters out of the country or leads to their exclusion, removal, surveillance, or prosecution.

- ❖ **Joint Terrorism Task Forces.** Found in each of the FBI's 56 districts, JTTFs perform cohesive intelligence, investigative, and prosecutorial functions to disrupt terrorist activities. The JTTF program currently consists of 101 task forces. Federal full-time participants include several bureaus under DHS; USMS; ATF; the Naval Criminal Investigative Service; CIA; DoS Diplomatic Security Service; United States Postal Inspection Service; Internal Revenue Service (IRS); Air Force Office of Special Investigations; Defense Intelligence Agency; Defense Criminal Investigative Service; United States Park Police; and the Treasury Inspector General for Tax Administration.
- ❖ **Projects Under the Auspices of the National Joint Terrorism Task Force.**
 - Correctional Intelligence Initiative:* designed to enhance intelligence-sharing between correctional agencies and the JTTF with regard to terrorism matters in general and to prevent prison radicalization in particular;
 - Visa Revocation Project:* designed to identify and locate known or suspected terrorists whose visas have been revoked by the United States DoS and who may be currently residing in the United States;
 - Operation Tripwire:* designed to improve the gathering and sharing of the FBI's intelligence base of possible domestic terrorist sleeper cells.
- ❖ **Transitional Security and Rule of Law Working Group.** DOJ participates in DoS Coordinator for Reconstruction and Stabilization meetings designed to develop inter-operability and integration between civilian assets and the United States military in future post-conflict and stabilization operations to prevent terrorism.
- ❖ **International Law Enforcement Academies.** DOJ participates in this working group designed to address curriculum, funding, and specialized training issues on various topics, such as CT and organized crime.
- ❖ **United Nations Mission in Kosovo.** DOJ's ICITAP coordinates with the United Nations Mission in Kosovo (UNMiK) to ensure that

the development of the civilian police is properly managed and integrated into the international community's overall strategy. In Kosovo, ICITAP also works in collaboration with the Organization for Security and Cooperation in Europe through the development of the Kosovo Police Service School, which has trained more than 7,300 police officers since 1999.

- ❖ **Counternarcotics Strategy for Afghanistan.** DEA works with the United States Embassy Kabul, DoS, DoD, and the Government of Afghanistan in support of the *Counternarcotics Strategy for Afghanistan*, which is designed to reduce heroin production and contribute to the stabilization and rebuilding of the country.
- ❖ **El Paso Intelligence Center.** DEA and partner agencies jointly support and use EPIC and various other intelligence centers, systems, and networks to provide counternarcotics and CT-related information and analysis, promote information-sharing, and ensure the coordination of investigations in order to disrupt, dismantle, and prosecute major organizations responsible for the supply of illicit drugs in America and the flow of drug money.

STRATEGIC OBJECTIVE 1.3

Prosecute those who have committed, or intend to commit, terrorist acts in the United States

Strategies to Achieve the Objective

Build strong cases for prosecution through the United States Attorneys' offices and the Counterterrorism Section of the National Security Division

United States Attorneys' offices in each district, in conjunction with skilled attorneys from the Counterterrorism Section of the Criminal Division, will work to build strong cases, coordinating efforts throughout investigations, so that evidence is solid, properly obtained and developed, and appropriately preserved while

protecting classified evidence and other intelligence interests. In certain instances, prosecutors will utilize the ATACs to coordinate efforts that require the assistance of other law enforcement organizations. With coordinated prosecution strategies, federal and local law enforcement authorities will be better guided toward the strongest, most relevant evidence available for a sound prosecution.

Deploy the Anti-Terrorism Advisory Councils created within each judicial district to coordinate specific antiterrorism initiatives, initiate training programs, and facilitate information-sharing

The ATACs, described earlier under Strategic Objective 1.2, will coordinate antiterrorism initiatives by ensuring that federal, state, and local enforcement efforts are focused and coordinated as they pursue targets that may be connected to terrorism. They will also mobilize certain national prevention-based initiatives that involve significant prospects of imminent prosecution, and they will provide a central forum for agencies to congregate and identify potential terrorism links. ATACs will sponsor various training programs related to terrorism. They will facilitate information-sharing among various law enforcement entities and will disseminate terrorism-related information to ATAC members on a regular basis. The advisory councils will work in close coordination with the JTTFs.

Investigate and mitigate threats

The prevention strategy measures success not only by prosecutions brought and won, but also by threats disrupted and terrorist acts avoided, many of which may not result in criminal prosecutions. In addition, cutting off the provision of support and resources to terrorists and foreign terrorist organizations through the use of tools such as material support statutes are essential to preventing terrorist attacks. Finally, prosecutions of offenses that terrorists often commit, such as identity theft and

"[I]n deciding whether to prosecute, we will not wait to see what can become of risks."

Deputy Attorney General, May 2006

immigration violations, have been sought since September 11 in cases where they are the only available avenues of deterring and disrupting potential terrorist planning and support activities without compromising national security information.

Focus Racketeering Influenced Crime Organization methods and charges on the United States-based terrorist infrastructure

The Criminal Division's Organized Crime and Racketeering Section (OCRS) will partner with the Counterterrorism Section of the National Security Division in the Terrorist Financing Unit to identify, investigate, and dismantle the United States-based terrorist infrastructure. Regular meetings among personnel involved in terrorist financing and organized crime prosecution will be held to discuss policy and management, joint education and training, information-sharing, and case partnerships.

Key Crosscutting Programs and Activities

The following is a representative sample of programs and activities related to this objective involving DOJ components and organizations outside the Department:

- ❖ **The National Security Council's Policy Coordination Committee for International Organized Crime.** The OCRS, will be involved in a senior targeting group tasked to identify and prioritize targets, develop strategies and policies, and oversee the implementation of programs designed to combat international organized crime activities that threaten the national security of the country.

STRATEGIC OBJECTIVE 1.4

Combat espionage against the United States

Foreign espionage strikes at the heart of our national security, impacting our political, military and economic strengths. In recent years, the foreign intelligence threat to the United States

has expanded dramatically and has become more complex and less predictable in scope and nature. In addition to traditional threats targeted toward obtaining sensitive information on traditional United States targets (i.e., national defense, military operations and policy, United States intelligence, and science and technology information), numerous non-traditional threats and targets have emerged.

Moreover, many of these intelligence threats have expanded their targets to include other sectors affecting United States security, most notably sensitive economic information and proprietary technology information. Concurrently, foreign threats now have elaborate, sophisticated networks consisting of governmental and non-governmental entities engaged in long-term efforts to obtain information using a wide array of intelligence collection platforms to achieve their goals.

Foreign intelligence threats are planned, authorized, and financed by powers beyond our boundaries. Rapid and continuous changes in technology have provided these foreign intelligence threats with new, inexpensive, and efficient means to target, collect, and disseminate sensitive information. Intelligence operations against the United States are now far more fluid and complex than at any time in the past, making detection and prevention far more difficult.

Strategies to Achieve the Objective

Protect United States national security against foreign intelligence operations and espionage, including economic espionage

The FBI Counterintelligence Program will strive to combat espionage by becoming more proactive and preventive in approach, leading to early indications and warnings of traditional espionage, as well as other less traditional espionage-related activities like the illicit transfer of technology, export control, theft of intellectual property (IP), and trade secret compromise. The program's focus will be on developing strategic partnerships with and across the spectrum of military, industrial, and research stakeholders, owners and developers.

The FBI Counterintelligence Program will: 1) engage and lead in the cultivation of strategic partnerships; 2) identify specific targets of, and vulnerabilities to, foreign intelligence service intrusion, and 3) identify priority threat country objectives and operations via sophisticated human intelligence and technical counterintelligence operations, including offensive and defensive cyber techniques.

Successful efforts in this area will enable the United States to identify intelligence service objectives, officers, assets, and operations; disrupt intelligence service operations; and change the behavior of targeted/exploited institutions and individuals. These efforts will prevent the proliferation of chemical, biological, radiological, nuclear, and explosives information, technology and materials; foreign intelligence penetration of the United States Intelligence Community; foreign intelligence penetration of other United States Government agencies and contractors; and foreign intelligence compromise of Critical National Assets.

Strengthen the Department's intelligence base and analytical capability to assess and respond to intelligence threats

The robust and enhanced use of intelligence information has become a critical tool in fighting the war on terror. The FISA, as amended, has proven to be one of the most critical instruments in that effort, and the NSD now oversees the Department's implementation of that Act. With the reorganization of the FBI's national security activities into a National Security Branch and the consolidation of the Department's counterintelligence components into the NSD, the Department is positioned better to improve its capacity to evaluate and anticipate threats posed by the intelligence activities of foreign powers.

Effective performance in this area will ensure appropriate oversight of agents of foreign powers. The NSD's Foreign Agents Registration Act component will continue to maintain and update the Foreign Agents Registration database, respond to requests for legal opinions concerning registration requirements, report to Congress on a semi-

annual basis, and conduct proper compliance audits of registrants.

Key Crosscutting Programs and Activities

The following is a representative sample of programs and activities related to this objective involving DOJ components and organizations outside the Department:

- ❖ **Regional Counterintelligence Working Groups.** Led by the FBI and established in late 2003 to implement the *National Strategy for Counterintelligence*, the groups address intelligence gaps and identify counterintelligence trends and priorities in the operational arena among United States Intelligence Community agencies at the field level. Initiatives include joint operations, new databases, and expanded interagency communications.
- ❖ **National Counterintelligence Working Group.** Led by the FBI, with counterintelligence agency head-level representatives and other guests, the group's mission is ongoing interagency planning for better coordination of counterintelligence operations and initiatives among United States Intelligence Community agencies.
- ❖ **Agents-in-Lab Initiative.** Based upon a Congressional mandate, FBI agents have been placed in key Department of Energy laboratories. Based upon their placement, the laboratories' awareness of the threat has significantly increased and actionable intelligence for both the laboratory and the FBI has increased.
- ❖ **Business Alliance.** FBI allies with representatives of major Government contractors to build executive-level relationships and foster threat and vulnerability information-sharing with private industries located within territories having at-risk and sensitive national security and economic technologies, and research and development projects.

- ❖ **Academic Alliance.** DOJ participates in open dialogue with the presidents of major universities and raises awareness of covert interests of foreign intelligence services in their proprietary information and IP.