



# GOAL I

*Prevent Terrorism  
and Promote the  
Nation's Security*

## Prevent Terrorism and Promote the Nation's Security

**GOAL I: PREVENT TERRORISM AND PROMOTE THE NATION'S SECURITY**

"The fact is that terrorist groups behave much like deadly viruses. Their reach is global in nature, they are tenacious, and they adapt quickly to increase their chances of survival." This characterization of terrorist groups by the Director of the FBI explains the strong response the Department has taken to combat the insidious dangers these groups pose. The attacks on the World Trade Center in New York City and on the Pentagon in Washington, D.C., as well as the attack aborted over Somerset County, Pennsylvania, have brought terrorism dramatically to American soil. With these incidents, terrorism for most citizens shifted from being a distant, occasional threat to a realization of imminent danger to ourselves, our families, and our institutions. The enormous loss of life and property argues forcefully that the Homeland must be protected from future terrorist assaults. The Department of Justice has been unrelenting in waging its battle against these threats.

As the attacks changed the course of history, they also changed the meaning of

national security for the United States and dramatically shifted DOJ priorities. Now, the prevention of terrorist attacks is the FBI's top priority and overriding focus; prosecution of persons suspected of terrorist acts is the top priority of U.S. Attorneys and the Criminal Division. This resolve is most vividly reflected in the Department's Strategic Goal One, but is apparent throughout the DOJ Strategic Plan: nearly every component within the Department has a critical role in countering the terrorist threat. The efforts of those components are described throughout this plan.

The Department of Justice's approach to protecting the U.S. from terrorism is three-pronged, focusing on the prevention of terrorist acts; the investigation and prosecution of those who have committed, or intend to commit, terrorist acts in the United States; and combating espionage against the United States by strengthening counterintelligence capabilities. Prevention is our highest priority, because success in preventing terrorism saves lives and property, and reduces the need to investigate incidents and prosecute individuals. We

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cannot wait for terrorists to strike to begin investigations and make arrests. The death tolls are too high, the consequences too great.

### **Strategic Objective 1.1**

#### **Prevent, disrupt, and defeat terrorist operations before they occur**

DOJ is committed to stopping terrorism at any stage of development, from the positioning of those who would conduct an act to the financiers of the operations. A terrorist attack, such as a bombing, is the culmination of extensive planning and resource gathering. The DOJ's fusion of national intelligence and law enforcement creates an inhospitable terrorist environment that exposes terrorist activity and prevents terrorist attacks.

In responding to terrorist threats, the Department will develop a comprehensive knowledge of terrorist organizations and a comprehensive understanding of their intentions. This requires effective mechanisms to receive information on a timely basis and to develop program-specific intelligence products that will provide improved evaluation, exploitation, and dissemination of information. A closely coordinated effort among FBI Headquarters, FBI field offices, the U.S. Attorneys' offices, the Criminal Division, the Department of Homeland Security, the U.S. intelligence community, state and local partners, and the Department's Office of Intelligence Policy and Review (OIPR) in the collection,

analysis, and dissemination of information related to specific threats is essential. Once threats are identified, all appropriate investigative actions must be taken, with the goal being the successful prevention of terrorist acts and prosecution of those involved. Every effort will be made to locate those responsible for terrorist acts wherever they are and prevent them from inflicting further harm.

Much of the terrorism that threatens the United States emanates from foreign nations. As part of its war on terrorism, the Department assists other countries in developing effective criminal justice systems that can prevent terrorism, or disrupt it before it passes through their borders to threaten the U.S.

### **Strategies to Achieve the Objective**

#### *Disrupt terrorist presence*

Preventing terrorists from entry into the country, enhancing intelligence to monitor terrorist subsistence, and increasing awareness of terrorist surveillance on potential targets are methods that the FBI will employ to disrupt the terrorist presence to stage an attack.

#### *Disrupt terrorist ability*

The FBI will protect the U.S. from terrorist attack by disrupting the terrorists' ability to conduct an act. Training, finances, recruiting, logistical support, pre-attack

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planning, and preparation are all required components of terrorist operations. These dependencies create vulnerabilities and the FBI will focus on creating a comprehensive intelligence base to exploit these vulnerabilities.

### *Develop intelligence-driven operations*



The FBI will focus on gathering intelligence from all sources. Each terrorist case opened will collect intelligence information concerning potential terrorist activity in field divisions. All cases will be nationally managed and applied to a broader national perspective. This intelligence focuses on identification of terrorist training, fund raising, recruiting, logistical support, and pre-attack planning activity.

### *Multiply preventive efforts through increased representation in Joint Terrorism Task Forces (JTTFs)*

JTTFs are located in each of the FBI's 56 field divisions and in larger resident agencies.

Each JTTF consists of FBI Special Agents and regional investigative experts from the intelligence community, other federal agencies, and state and local law enforcement. Prevention is achieved through sharing information and acting promptly. The JTTF is the medium through which operational information is disseminated accurately and expeditiously from FBI headquarters and acted upon. JTTF members are operational force multipliers in the war against terrorism.

### *Utilize Anti-Terrorism Advisory Councils within each judicial district to coordinate anti-terrorist activities*

At the direction of the Attorney General, each U.S. Attorney's Office identified an experienced prosecutor to serve as the Anti-Terrorism Coordinator for that specific district. Assisted by the Counterterrorism Section of the Criminal Division, representatives from federal law enforcement agencies (including the FBI, DEA, ATF, U.S. Marshals Service, Secret Service, and the Department of Homeland Security Directorate of Border and Transportation Security) and from various state and local law enforcement organizations constitute the district's Anti-Terrorism Advisory Council (ATAC). The advisory councils will be part of a national network that will coordinate specific anti-terrorism initiatives, initiate training programs, and facilitate information sharing. They will work closely with the FBI's Joint Terrorism Task Forces.

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### *Develop an intelligence capability that fully supports the Department's counter-terrorism efforts*

The DOJ will develop a comprehensive intelligence program that can identify emerging threats and patterns, find relationships among individuals and groups, and provide useful information to investigators in a timely manner. This intelligence and analysis effort will range from tactical to strategic to program intelligence in order to fully support the investigative aspect of the counterterrorism effort throughout all aspects of operation. Finally, the Department will ensure that the information collected and analyzed is disseminated appropriately to ensure that all relevant partners are fully informed and engaged in the counterterrorism effort.

### *Fully coordinate with federal, state, and local government agencies in a comprehensive effort to develop and maintain adequate domestic preparedness*

Because of the catastrophic consequences posed by a terrorist attack involving weapons of mass destruction, we must increase the preparedness of the Nation by strengthening capabilities at the local, state, and federal levels to respond effectively to terrorist events. At present, there are several international terrorist organizations that have expressed an interest in constructing weapons of mass destruction and appear to have the requisite money, resources, and access to do so. Through the Anti-terrorism

Advisory Councils and the Joint Terrorism Task Forces, the Department will work with communities throughout the country to ensure that they have the resources and training to respond to incidents of terrorism and to assist U.S. citizens who are the victims of such violence. A comprehensive training program is integral to an effective terrorism response.

In addition to partnerships with federal counterparts, the Department will continue to foster the promulgation and dissemination of cooperative domestic preparedness initiatives in support of state and local emergency responders. Consistent with the leadership and guidance of the Criminal Division, the U.S. Attorneys have been charged with the responsibility of developing district crisis response plans. The plans will provide a crosswalk to FBI crisis response plans as well as similarly focused state, local, and regional emergency response plans.

### *Assist foreign partners to ensure international judicial cooperation*

International cooperation is critical in our battle to fight international terrorism. Our experience has been that some of our allies in the effort to prevent terrorist attacks do not have the legal structure and technical capacity to prevent terrorist fundraising or the movement of funds in support of terrorist conspiracies. The DOJ has been a leader in the drive to assess our foreign partners' legal structure and capacity

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to stop terrorist networks by identifying and choking off their funds. Where deficiencies are noted, we advise our foreign partners on the appropriate legal structure and train government officials in an effort to increase their capacity.

### *Reform the Federal Bureau of Investigation*

The Department will continue implementing its reform and reorganization of the FBI in a deliberate, phased approach, focusing on the Bureau's new priority of fighting terrorism. To that end, the FBI has installed a top-level management structure to ensure a solid framework capable of aligning resources with national priority concerns. It has restructured its Counterterrorism Division, shifting from a reactive to a proactive orientation; implemented a more active, direct management approach to ensure more coordinated national and international investigations; and enhanced its analytical capabilities while increasing the use of data mining, financial record and communication analyses, and other specialized techniques to combat terrorism.

The Department and FBI are next moving to implement a revitalized Intelligence Program, recognizing that the FBI must enhance its intelligence collection and analytical capacity and create formal and reliable mechanisms to ensure that critical information is disseminated and shared appropriately. The new focus on intelligence will ensure that the FBI can fulfill the information collection needs of the new multi-agency Terrorist Threat Integration Center.

The reform of the FBI is one of the Attorney General's 10 Management Initiatives, described in Chapter III of this strategic plan.

### *Make resources available for counterterrorism efforts by realizing efficiencies in DOJ programs and activities*

To ensure sufficient funding in the fight against terrorism, the Department is working to consolidate duplicative functions within its components, to streamline departmental processes and eliminate inefficiencies. The budget savings expected from this effort will be applied to counterterrorism activities. This initiative is also one of the Attorney General's 10 Management Initiatives, described in Chapter III.

### *Coordinate Communications and Outreach*

The Department will continue the leadership role in information-sharing and operational cooperation, particularly in the area of countering terrorism. This strategy, discussed more fully in Chapter III in this document, is also one of the Attorney General's 10 Management Initiatives.

## KEY CROSSCUTTING PROGRAMS

*Department of Homeland Security.* DOJ will work closely with the newly-established Department of Homeland Security as it exercises its responsibility to develop and coordinate the implementation of a

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comprehensive national strategy to secure the United States from terrorist threats or attacks.

**FBI Joint Terrorism Task Force System.** In the past, the FBI JTTF System has been the principal component for counterterrorism coordination efforts within the DOJ. With the establishment of the Anti-Terrorism Advisory Councils (ATAC) coordinated out of U.S. Attorney Offices, described among the strategies of Objective 1.1, representatives of the JTTFs will participate as members of the ATAC organizations, but continue to exercise primary operational authority over counterterrorism investigative activities.

**InfraGard.** The FBI, in conjunction with the private sector, has developed an initiative called "InfraGard" to expand direct contacts with private and public sector infrastructure stakeholders to share information about cyber-intrusions, exploited vulnerabilities, and physical infrastructure threats.

**Financial Systems Assessment Teams (FSAT).** The Department, through its participation on the interagency Terrorist Financing Working Group, develops and provides money laundering, asset forfeiture, and terrorist financing assistance and training to countries deemed to be most vulnerable to terrorist financing. As an initial step, the Criminal Division brings unique technical expertise in the area of money laundering, asset forfeiture, and international money movements and participates on the FSATs, which determine the anti-money laundering and terrorist financing capacity of the selected countries and

develop action plans for the training and technical assistance that these countries need to effectively identify and freeze assets used to finance terrorism and to create an effective legal, regulatory, and enforcement regime to combat terrorist financing.

### Strategic Objective 1.2

#### **Investigate and prosecute those who have committed, or intend to commit, terrorist acts in the United States**

Although the Department emphasizes preventing acts of terrorism against Americans and their institutions, many of the same



investigative tools and organizational structures developed for prevention can be used to investigate crimes of terrorism once they have been committed. Just as coordinating task forces, intelligence-gathering, and information-sharing are key elements of a prevention program, so too are these the essential elements of an effective investigation of crimes that have been committed.

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ted. The Department also assists other countries to develop the capacity to identify and investigate criminals who commit terrorist acts. This assistance enables those countries to become effective partners for the U.S. in its efforts to bring terrorists to justice.

After investigation, the Department of Justice's approach to protecting its citizens from terrorism is the effective prosecution of those who have been charged with criminal violations related to terrorism. A successful prosecution strategy carries a dual benefit. Not only does it bring criminals to justice and take them off the streets, it also can deter future acts of terrorism by disrupting terrorist organizations by incarcerating their members and discouraging those who remain at large.

Many of the same methods developed for preventing terrorism can be applied to build a strong case for prosecuting terrorist crimes. Coordinating task forces, collaborative intelligence-gathering, and cooperative information-sharing have been described above as key elements of prevention and investigation strategies. They are also essential elements of an effective prosecution program.

### **Strategies to Achieve the Objective**

*Utilize regional expertise in terrorism investigations with the FBI's Joint Terrorism Task Force*

The FBI Joint Terrorism Task Forces are points of fusion for state, local, and federal law enforcement and the intelligence community. The collective regional knowledge of task force members enhances the investigative capacity of each FBI field division and many resident agencies. Additionally, the participating agencies in a JTTF allow for enhanced cooperation and coordination in sharing information and pursuing investigations. JTTFs bring the resources of multiple counterterrorism partners under one roof to investigate potential terrorist activities.

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

The Anti-Terrorism Advisory Councils, described earlier under Strategic Objective 1.1, will coordinate anti-terrorism 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. These advisory councils will sponsor various training programs related to terrorism. They will facilitate information sharing among various law



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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.

*Promote and, when available, use new legislation and authorities to conduct investigations of terrorist incidents*

Because modern terrorism defies 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, ensuring law enforcement's ability to trace



the communications of terrorists over cell phones, computer networks, and new technologies that may be developed in the coming years. Under the President's leadership, Congress has amended the laws, most notably by passing the USA PATRIOT Act, and authorized new technology-neutral

tools to combat and defeat terrorism and to detect and disrupt terrorist plans. The Department will implement these tools and constantly evaluate their efficacy and continued need in the fight against terrorism.

*Apply all resources available to develop a comprehensive approach to investigating acts of terrorism*

The Department will expend the full range of its investigative resources to identify and apprehend criminals responsible for terrorist acts. To this end, DOJ will enhance its internal capabilities, such as by hiring investigators and support staff who are fluent speakers in languages used by terrorist organizations. The Department will also 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. It will continue to seek to charge terrorists and terrorist organizations with all crimes and violations committed by them, such as narcotics trafficking or money laundering, as exemplified by recent indictments against members of Colombian terrorist organizations such as the Revolutionary Armed Forces of Colombia (FARC) and the United Self-Defense Groups of Colombia (AUC).

The FBI's Legat program works in close coordination with the Department's counterparts in the law enforcement and intelligence community overseas to, among other critical missions, prevent, mitigate, and investigate terrorist attacks on U.S. inter-

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ests abroad. The Department will work to expand the FBI's Legat program by opening new offices and sub-offices in those areas of the world where the counterterrorism mission needs additional support and involvement.

*Build strong cases for prosecution through the U.S. Attorney's Offices and the Counterterrorism Section of the Criminal Division*

U.S. Attorney's Offices in each district, in conjunction with skilled attorneys from the Counterterrorism Section of the Criminal Division, will work to build stronger 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 Anti-Terrorism Advisory Councils to coordinate efforts that require the assistance of other law enforcement organizations. With clarified prosecution strategies, federal and local law enforcement authorities will be better guided toward the strongest, most relevant evidence available for a sound prosecution.

*Promote and, when available, use new legislation and authorities to prosecute suspected terrorist criminals to the fullest extent of the law*

Until passage of the USA PATRIOT Act, our laws made it easier to prosecute members of conventional organized crime than

to crack down on terrorists who, as events have shown, can kill thousands of innocent people with a single act. The same is true for drug traffickers and individuals involved in espionage—our laws have treated these criminals and those who aid and abet them more seriously than terrorists. 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.

### Strategic Objective 1.3

#### **Combat espionage against the United States by strengthening counterintelligence capabilities**

Foreign intelligence threats are planned, authorized, and financed by powers beyond our boundaries. Given the origin, nature, and constantly changing focus of these threats, they can never be completely eliminated. However, the success of foreign intelligence operations and the harm that they can cause to the United States can be mitigated with effective counterintelligence.

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 U.S. targets, (i.e., national defense, military operations and

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policy, U.S. 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 U.S. security, most notably sensitive economic information and proprietary technology information. Concurrently, foreign threats now have elaborate sophisticated networks consisting of governmental and nongovernmental entities engaged in long-term efforts to obtain information using a wide array of intelligence collection platforms to achieve their goals.

Moreover, rapid and continuous changes in technology have provided 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.

### **Strategy to Achieve the Objective**

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

The DOJ will expand its knowledge of the intentions, methods, and capabilities of foreign intelligence threats. In addition, the Department will review the precise application of existing policies and guidelines addressing these threats, particularly when foreign powers conduct activities in previously atypical areas.

The basis of the foreign counterintelligence program is the analysis of reliable human source information and timely information derived through the Foreign Intelligence Surveillance Act. Gaining such information will require strengthening cross-program sharing of information and expertise; improving surveillance capabilities; and developing new technologies, including improved information management systems, to keep pace with the rapidly changing foreign intelligence threats. The Department will improve its capacity to evaluate and anticipate threats posed by the intelligence activities of foreign powers. An increased emphasis on predictive analysis should produce operational intelligence products of broader scope and improved timeliness, as well as long-range strategic studies addressing the intelligence collection plans, methods, intentions, capabilities, and personnel of foreign powers.

### **KEY CROSSCUTTING PROGRAMS**

*National Security List.* The Department, in coordination with other elements of the intelligence community, engages in long-range analysis to identify and counter emerging threats. Foreign intelligence threats are investigated under the National Security List, which includes two categories of threats: country threats and issue threats. The categories were established to focus investigative efforts on activities which are detrimental to U.S. interests, and to provide sufficient resources to maximize efforts against those that are the most significant.

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*Strategic Partnerships.* Leveraging the jurisdiction and expertise of other members of the intelligence community through working groups and task forces provides an effectiveness and efficiency not present in any one agency. The widespread use of this technique brings instantaneous information-sharing and synergy to better counter hostile intelligence activities.

*Domain Knowledge.* There has been a renewed emphasis to systematically and thoroughly understand the U.S. targets identified by foreign intelligence services, in order to deter their intelligence collection efforts. The breadth of intelligence activities targeting economic and proprietary information has necessitated a comprehensive program to ensure all potential targets are aware of and understand how to combat the threat.

### MANAGEMENT CHALLENGE

*Effectively Managing Counterterrorism Resources.* In recent years, the threat of terrorist attacks against the United States has

increased. Despite substantial funding for anti-terrorism programs and activities Governmentwide, there may remain potential funding gaps (or duplication of service between state and local governments). Additionally, clear linkages need to be established between DOJ threat analysis and the development of a national anti-terrorism strategy. A recent audit by the Inspector General found that funds disseminated to state, local and non-Department of Justice federal agencies were particularly at risk due to lack of oversight. The Department will meet the management challenge by ensuring accountability in all its programs, especially its counterterrorism efforts.

### FY 2008 OUTCOME GOAL

- ❖ There will be NO terrorist acts committed by foreign nationals against U.S. interests within U.S. borders.