

2010 REPORT ON THE INTERAGENCY THREAT ASSESSMENT AND COORDINATION GROUP (ITACG)

Prepared by the

Program Manager, Information Sharing Environment

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2010 Report for the Secretary of Homeland Security, the Attorney General, the Director of National Intelligence, the Committee on Homeland Security and Governmental Affairs of the United States Senate, and the Committee on Homeland Security of the United States House of Representatives

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EXECUTIVE SUMMARY

The Homeland Security Act, as amended by the Implementing Recommendations of the 9/11 Commission Act of 2007, established the Interagency Threat Assessment and Coordination Group (ITACG) to improve the way in which Federal intelligence agencies produce and disseminate intelligence information to State, local, tribal, and private sector (SLTP) partners. In the three years since the founding of the ITACG, the maturity, trust, and integrity of the program has grown. The ITACG continues to play a crucial role in institutionalizing the process of information sharing between the Federal government and SLTP partners by assisting Federal partners in interpreting and analyzing intelligence intended for dissemination to frontline law enforcement, public safety, and homeland security personnel. This report highlights significant progress made by the ITACG during the October 2009 to September 2010 timeframe and notes anticipated activities for the next year.

Key Findings:

- The ITACG Detail is better integrated into the intelligence production processes of the Department of Homeland Security (DHS), the Federal Bureau of Investigation (FBI), and the National Counterterrorism Center (NCTC). This can be attributed to leaderships' active involvement with the ITACG Detail and their commitment to improving the sharing of information with SLTP partners.
- The recruitment and processing of personnel for the ITACG Detail, which has
 proven to be challenging for both the ITACG Advisory Council and the ITACG
 Detail in the past, improved considerably. The ITACG Detail added a health
 professional and full-time tribal representative and will be at full strength for the
 remainder of the fiscal year 2011.
- The ITACG Detail coordinated more than 250 intelligence products on behalf of SLTP partners, including 37 Roll Call Releases designed specifically for "streetlevel" first responders. The Detail requested that 74 products be downgraded in classification for release to SLTP partners. The vast majority of these downgrade requests were met.
- The ITACG Detail provided approximately 80 briefings to Federal, SLTP and international partners. The Detail used these exchanges to highlight the importance of the SLTP customer-set, gather feedback from SLTP partners on Roll Call Releases and other IC products, and discuss the need for additional reporting.
- The DHS Deputy Undersecretary for Intelligence and Analysis (I&A) solicited customer feedback on products that are nominated by or jointly produced by the ITACG Detail. SLTP partners have found the Roll Call Release to be a good tool for providing situational awareness and educating first responders to a specific type of suspicious activity.

- The ITACG Detail's broad access to government information systems and close coordination with Intelligence Community (IC) members during face-to-face discussions provided detailees the access they need to perform their vital missions.
- The ITACG Advisory Council finalized the Advisory Council membership selection standard operating procedure (SOP), launched a strategic communications effort to help focus and refine ITACG outreach activities, and realigned functional support to the ITACG, resulting in both operational and fiscal efficiencies.
- The ITACG Advisory Council also finalized and approved the ITACG Strategic Goals and Objectives that are intended to serve as a performance management framework for the ITACG program as a whole. With the development of a performance management framework, the ITACG set the foundation to create the appropriate performance measures to fully assess the ITACG's progress.
- A Civil Rights and Civil Liberties Impact Assessment (CLIA) was completed in September 2010. This assessment found that there was a low risk that members of the ITACG would improperly rely on race, ethnicity, religion, or other constitutionally suspect classifications in recommending or selecting products for dissemination.

1.0 Introduction

The Program Manager for the Information Sharing Environment (PM-ISE) is required to monitor and assess the effectiveness of the Interagency Threat Assessment and Coordination Group (ITACG) and to issue an annual report on its progress to the Secretary of Homeland Security, the Attorney General, the Director of National Intelligence, the Committee on Homeland Security and Governmental Affairs of the United States Senate, and the Committee on Homeland Security of the United States House of Representatives. This is the third annual report on the activities of the ITACG. The report highlights significant progress made by the ITACG during the October 2009 to September 2010 timeframe and notes anticipated activities for the next year.

1.1 Background

The ITACG was established pursuant to the Implementing Recommendations of the 9/11 Commission Act of 2007 as a partnership among the Department of Homeland Security (DHS), the National Counterterrorism Center (NCTC), and the Federal Bureau of Investigation (FBI). The ITACG's unique mission is dedicated entirely to bridging the intelligence information gap between traditional intelligence agencies and State, local, tribal, and private sector (SLTP) partners. The ITACG's role in the Intelligence Community (IC) is to advocate for the intelligence and information needs of SLTP partners and to help Federal intelligence agencies improve the way in which they produce and disseminate intelligence information to these intelligence customers. The ITACG has two components—(1) the ITACG Detail and (2) the ITACG Advisory Council. Each component is further described below.

1.1.1 The ITACG Detail

The ITACG Detail is comprised of representatives of State, local and tribal homeland security, law enforcement, fire, and health activities and Federal intelligence analysts assigned to the NCTC. The ITACG Detail is responsible for:

- Educating and advising NCTC intelligence analysts about the needs of the State, local, and tribal homeland security and law enforcement officers, and other emergency response providers;
- Assisting NCTC analysts in integrating, analyzing, and otherwise preparing versions of products derived from information within the scope of the Information Sharing Environment (ISE)² that are unclassified or classified at the lowest

¹ Homeland Security Act of 2002, Pub. L. No. 107-296, 116 Stat. 2135, sec. 210D(c), codified as amended at 6 U.S.C. 124k(c).

² Includes homeland security information, terrorism information, and weapons of mass destruction information per the Intelligence Reform and Terrorism Prevention Act of 2004, Pub. L. No. 108-458, 118 Stat. 3638, sec. 1016(a).

possible level and suitable for dissemination to State, local, and tribal homeland security and law enforcement agencies to help deter and prevent terrorist attacks;

- Implementing, in coordination with NCTC intelligence analysts, the policies, processes, procedures, standards, and guidelines developed by the ITACG Advisory Council;
- Assisting in the dissemination of products derived from information within the scope of the ISE to State, local, and tribal jurisdictions only through appropriate channels identified by the ITACG Advisory Council;³ and
- Making recommendations, as appropriate, to the Secretary of Homeland Security, or the Secretary's designee, for further dissemination of intelligence products that could inform or improve the security of a State, local, or tribal government, or a private sector entity.⁴

The ITACG Detail is led by a senior intelligence official appointed by the DHS (referred to as the ITACG Director). A Deputy Director is appointed by the FBI. ITACG detailees serve on a one-year fellowship sponsored by the DHS. Upon their arrival to the Detail, detailees receive counterterrorism and intelligence training to supplement their operational skills.⁵

1.1.2 The ITACG Advisory Council

The ITACG Advisory Council is responsible for setting policy and developing processes for the integration, analysis, and dissemination of federally-coordinated information within the scope of the ISE. The ITACG Advisory Council is chaired by the Secretary of Homeland Security or the Secretary's designee and its members include representatives of the DHS, the FBI, the NCTC, the Department of Defense, the Department of Energy, the Department of State; other entities of the Federal government, as appropriate; the PM-ISE or the PM-ISE's designee; and executive-level law enforcement and intelligence officials from State, local, and tribal governments. The Secretary of Homeland Security, in consultation with the Director of National Intelligence, the Attorney General, and the PM-ISE is responsible for establishing criteria for selecting members of the ITACG Advisory Council, and ensuring at least 50 percent of the members of the ITACG Advisory Council are from State, local, and tribal governments. The ITACG Advisory Council is to meet regularly, but not less than quarterly, at the NCTC.

³ 6 U.S.C. 124k(d)(5)(D).

⁴ The Reducing Over-Classification Act, Pub. L. No. 111-258, 124 Stat. 2648, sec. 5(b) added this responsibility to the ITACG Detail.

⁵ Detailees attend the Counterterrorism Analyst Course at the Defense Intelligence Agency and also receive on the job training within the first couple of weeks. Each member of the Detail is also encouraged to attend other training offered by Intelligence Community components on an ad hoc basis.

⁶ 6 U.S.C. 124k(e).

⁷ 6 U.S.C. 124k(g)(1).

2.0 The ITACG Detail: Activities and Progress

2.1 "The Detail"

The previous report to the Congress identified the need to include both a health professional and a full-time representative of the tribal community on the Detail. Both of these positions were filled. The Detail also identified the need to fill gaps for additional fire and law enforcement personnel and these positions are expected to be filled over the next several months, bringing the Detail to a total of ten personnel for the remainder of the fiscal year. The current roster of the ITACG Detail is included at Appendix 1. Several detailees have extended their fellowship to allow for a seamless transition during the orientation period of new detailees. This has been beneficial to the continuity of the Detail's operations.

In August 2010, the NCTC Directorate of Intelligence (DI) assigned a new analyst to the Detail to perform in-depth research and analysis in support of SLTP-focused products, and facilitate relationships among the Detail and DI analysts. This analyst also monitors current intelligence reporting and reviews NCTC draft production to make sure the Detail has the opportunity to review and to contribute to products that would benefit from its subject matter expertise.

On December 13, 2010, the NCTC will realign the ITACG Detail under the Deputy Director of Operations Support. The intent of this change is to increase the Detail's involvement in the daily flow of intelligence by placing it under the directorate responsible for the operational components and functions within the center that most closely align with the Detail's mission. The Deputy Director of Operations Support manages the Operations Center, the Threat Matrix staff, *Terrorism Summary* production, and the Operations Management Group, which handles exercises and special events. The PM-ISE will assess the impact of this realignment in next year's report.

2.2 Improved Integration in Intelligence Production

In the last year, the Detail took great strides to become better integrated into the intelligence production processes at the DHS, the FBI, and the NCTC. The Detail now participates in regularly scheduled production meetings, including the weekly production video-teleconference between the DHS (Intelligence and Analysis, Customs and Border Protection, and Transportation Security Administration) and the FBI; the daily NCTC DI production meetings; and the weekly FBI Directorate of Intelligence production meetings. These meetings afford the Detail with advance knowledge of scheduled production and a venue for the Detail to contribute to intelligence production at these agencies. In addition, the Detail reviews the DHS Standing Information Needs (SINs) to help improve its recommendations on production and co-production of intelligence

products. The SINs reflect intelligence needs that are to be collected on a recurring basis.⁸

The DHS and the FBI fully embrace the Detail and integrate them into their formal product vetting processes. Every DHS and FBI product intended for SLTP dissemination is sent to the ITACG for review and comment. In addition, the Detail periodically embeds a detailee at the DHS and the FBI to provide a unique State and local perspective and answer any questions regarding the kind of information for which State and local analysts are looking.

At the NCTC, the Detail actively participates in the analysis and production of intelligence intended for SLTP partners. Detailees routinely brainstorm and collaborate with DI analysts on intelligence products, offering a State, local, tribal, homeland security and law enforcement perspective that would otherwise be difficult for analysts to obtain. In addition, the NCTC analyst assigned to the Detail circulates draft NCTC production to members of the Detail, compiles comments, and works with NCTC analysts to ensure the comments are integrated into NCTC products intended for Federal customers, including senior policymakers.

The improvements in intelligence production can be attributed to DHS, FBI, and NCTC leaderships' active involvement with the ITACG Detail and their commitment to improving the sharing of information with SLTP partners.

2.3 Roll Call Release, Terrorism Summary and Other Intelligence Products

Last year, the Detail continued to work closely with the DHS, the FBI, and the NCTC to encourage the broadest dissemination of intelligence products to SLTP partners whenever possible. The Detail identifies topics of interest based on existing intelligence reporting, open source reporting, breaking events, and through brainstorming. The Detail also hosts ad hoc working groups with analysts to discuss specific threat streams and production that would be helpful to SLTP partners. The two products the ITACG Detail is most closely involved with are the *Roll Call Release* and the *Terrorism Summary (TERRSUM)*.

2.3.1 Roll Call Release

In the last year, the Detail authored, co-authored, or recommended the production of 37 Roll Call Release products. The *Roll Call Release* is an ad hoc, collaborative, "For Official Use Only" product developed by the DHS, the FBI, and the ITACG. The product is written specifically for "street-level" first responders and focuses on terrorist tactics, techniques, and procedures; terrorism trends; and indicators of suspicious activity. *Roll*

⁸ Since October 2009, DHS I&A has incorporated State and major urban area fusion centers in its process for documenting SINs.

Call Releases are posted to the Homeland Security Information Network (HSIN)⁹ and the Law Enforcement Online (LEO)¹⁰ and are enduring in nature. For example, after the Times Square incident in May 2010, the Detail requested that a particular *Roll Call Release*, which was originally published months before the incident, be reissued since it contained particularly relevant information.

2.3.2 Terrorism Summary

The Detail identifies classified reporting of potential interest to SLTP partners daily and nominates this reporting for inclusion in the TERRSUM. The TERRSUM is NCTC's secret daily digest of counterterrorism intelligence intended for Federal and non-Federal law enforcement, homeland security, and military personnel. After nominating topics for inclusion in the TERRSUM, the Detail has the opportunity to review the document while in draft to provide feedback or help clarify the intelligence for SLTP partners. The TERRSUM is posted on the NCTC CURRENT-Secret portal.

Besides the *Roll Call Release* and the TERRSUM, the Detail works closely with DHS, FBI, and NCTC analysts on other products including DHS *Homeland Security Notes*, FBI intelligence bulletins, and NCTC *CURRENT* and *Spotlight* articles. In summary, the ITACG has coordinated more than 250 products on behalf of SLTP partners.

2.4 Role of the ITACG during Periods of Heightened Threat

Recent events, including the 12/25, Times Square, and Europe terror plots, made the role of the ITACG even more valuable due to the diversification of the threats. During a period of heightened threat, the Detail monitors intelligence reporting to make sure the counterterrorism needs and concerns of SLTP partners are adequately addressed. As necessary, the Detail coordinates with intelligence producers to make recommendations on information that needs to be included in follow-on products so that SLTP partners can take the most informed courses of action. For example, after the Times Square incident, the Detail collaborated with DHS, FBI, and NCTC analysts in the production of one joint assessment and six Roll Call Releases covering a range of relevant topics. One product in particular was presented to the President as an example of the work which was being done in response to this incident. Based on more recent threat streams, the Detail coordinated with DHS, FBI, and NCTC analysts to produce a Roll Call Release that focuses on terrorist tactics, techniques, and procedures. The goal of these efforts is to better inform SLTP partners on genuine terrorism threats, while diminishing the possibility of SLTP partners reacting improperly to reporting of low, questionable, or no credibility, during periods of heightened threat.

⁹ This is the DHS's web-based portal for information sharing and collaboration between Federal, State, local, tribal, territorial, private sector, and international partners.

This is the FBI's Internet accessible focal point for electronic Sensitive But Unclassified (SBU) communications.

The Detail is also involved with the development of a new DHS intelligence product— *Snapshot*—which was created to fill a need, identified by State and local partners, for an informational product which would be disseminated immediately after a breaking event of national interest. The goal is to provide a thumbnail sketch of late-breaking events to answer as many questions as possible based on information known at the time, even if the initial information may be insufficient, inaccurate, or subject to change. *Snapshots* are generally followed by other federally-coordinated products including *Roll Call Releases* and longer-term analytical products such as threat assessments. For example, a *Snapshot* was issued in March 2010 after two suicide bombers attacked Moscow's subway system, killing 35 people. This was followed by a *Roll Call Release* to address improvised explosive device tactics against mass transit.

2.5 Requests for Classification Downgrade

A critical function of the Detail is to identify intelligence products which should be downgraded in classification for release to SLTP partners. The Detail reviews reporting from the IC on a daily basis, looking for products which cover information that may be of interest to SLTP partners. Once a product or specific information contained therein is identified, the Detail contacts the author or the originating agency's disclosure office and requests a classification downgrade. Once the downgrade is approved and completed, the Detail requests the document be posted to the appropriate portal for SLTP customers.

Last year, the Detail requested a classification downgrade for 74 products on behalf of SLTP partners. Based on these requests, 58 products were downgraded; ten of the requests were denied due to source sensitivities; and six requests are pending as of the date of this report.

2.6 Outreach

The ITACG Detail participates in national-level conferences, weekly and bi-weekly conferences, and other venues attended by SLTP partners. During these events, the Detail identifies topics and briefers for inclusion into the agenda and delivers presentations based on products prepared or co-authored by the Detail. The Detail uses these exchanges to gather feedback from SLTP partners on *Roll Call Releases* and other IC products, and identify needs for additional reporting.

The Detail also conducts extensive outreach to establish working relationships with Federal, SLTP and international partners. Briefings to the IC partners afford detailees the opportunity to highlight the importance of SLTP partners as intelligence customers and suggest ways that analysts can tailor their products for this non-traditional customer set. During these briefings, detailees also provide the SLTP perspective for intelligence products, identify potential gaps in information sharing, and encourage the broadest possible distribution of intelligence products. Last year, the Detail provided

approximately 80 briefings to Federal, SLTP and international partners. A list of these briefings is included at Appendix 2.

Finally, the ITACG Director and detailees met with staff of the Committee on Homeland Security of the United States House of Representatives on eight occasions between October 2009 and September 2010. During these meetings, the ITACG provided updates on intelligence products, recruiting, training, and coordination with State and major urban area fusion centers and other State, local and tribal partners. During these sessions, Committee staff generally expressed the desire for the ITACG to continue interaction with State and major urban area fusion centers to provide intelligence information effectively at the lowest classification possible.

2.7 Other Significant Activities

2.7.1 Intelligence Guide for First Responders (Second Edition)

Due to the overwhelming response to the *Intelligence Guide for First Responders*, published last year, the Detail produced a second edition of the guide, which incorporates feedback from Federal and non-Federal partners and includes information on Joint Terrorism Task Forces, State and major urban area fusion centers, and the Nationwide Suspicious Activity Reporting Initiative. The NCTC plans to print 50,000 copies of the second edition to supplement the 75,000 copies which have already been distributed to SLTP partners.

2.7.2 Corrections Intelligence Initiative (CII)

The Detail identified gaps in the dissemination of intelligence to non-Federal correctional institutions and developed substantive relationships within the NCTC's Directorate of Strategic Operational Planning, the FBI's National Joint Terrorism Task Force (NJTTF) and CII, and the DHS I&A. The Detail formed a working group, consisting of personnel from the FBI, the NCTC, the National Sheriffs' Association, and the Major County Sheriffs' Association, to examine the needs of State and local correctional facilities and identify and implement solutions to solve their information sharing issues.

2.7.3 Health Intelligence Flow Project

The Detail developed the Health Intelligence Flow Project to map the exchange of intelligence in the public health and the healthcare communities and identify points of intersection among the IC and law enforcement, fire, and other first responders. During this project, the Detail connected the following offices: DHS Office of Health Affairs, Health and Human Services (HHS) Office of Preparedness and Emergency Operations Critical Infrastructure Protection, and Center for Disease Control (CDC) Office of Security and Emergency Preparedness.

2.7.4 "Boston Game"

In December 2009, the Detail coordinated and facilitated an exercise called the "Boston Game" which brought Federal and SLTP personnel from various disciplines together to solve a problem based on real-world scenarios using Serious Gaming Technology. 11 The event was co-hosted by the DHS, the NCTC, and the Boston Regional Intelligence Center. The feedback from the Boston Game was overwhelmingly positive and as a direct result, the Federal Emergency Management Agency (FEMA) decided to sponsor Serious Gaming Technology and incorporate Serious Gaming in its training and exercises.

2.7.5 Engagement with Tribal Communities

Starting in December 2009, the Detail began focusing on outreach and education with members of Native American communities located in Indian Country. The Detail found the capabilities to share information with tribal partners varied greatly due to financial stability, connectivity, manpower, and geographic location. The assessment clearly identified a gap in information sharing with tribal partners which could result in either criminal and/or violent extremist activity going undetected.

2.7.6 SLT Outreach and Education on Homegrown Violent Extremism

The Detail helped prepare a *Roll Call Release* to support DHS I&A's State and local outreach effort on homegrown violent extremism. This joint-DHS, FBI and NCTC effort is aimed at educating SLTP personnel on patterns and trends in violent extremism. The *Roll Call Release* contains information needs to assist first responders in identifying indicators of terrorism-related activity.

2.7.7 Guide for Public Safety Responders

This year, the Detail produced a new guide to provide public safety first responders with a pocket reference aid to help identify suspicious activity and take appropriate action in response to suspected terrorism-related activity. The NCTC plans to print and distribute 250,000 copies of the "Pocket Guide" via the State and major urban area fusion centers. This guide is also expected to be posted on HSIN and LEO.

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This was created by the NCTC as an analyst training tool. The computer-based technology simulates real life challenges of performing analysis and making judgments under tight time pressure. Gaming leverages the best parts of traditional scenario-based training to create a program which is unparalleled in providing situational awareness, leveraging expertise, encouraging collaboration between participants, enhancing critical thinking, fostering analytical readiness, enhancing performance, and reinforcing the value of information sharing.

¹² The term Indian Country is defined within Chapter 18 of the United States Code and includes Native American reservations under the jurisdiction of the United States Government, dependent communities within the border of the United States and all federal Indian allotments.

2.7.8 ITACG Alumni Association (Coming Soon)

The vision of the Alumni Association is to leverage former ITACG Detail members as force-multipliers to enhance information sharing and sustain relationships among the ITACG, the IC, and State and local agencies. ITACG alumni will maintain a secret security clearance and participate in quarterly threat briefs and regularly scheduled and ad hoc conference calls. Also, ITACG alumni will participate in the coordination of products intended for the SLTP audience.

3.0 Performance of the ITACG

Since March 2010, DHS I&A solicited customer feedback on every intelligence product it has produced, including products that are nominated by or jointly produced by the ITACG. At the request of the ITACG Advisory Council, DHS I&A examined feedback gathered during the period of March to September 2010 to determine whether this feedback could be used to gauge the ITACG's performance. While these surveys are not necessarily a direct reflection on the ITACG's performance since the ITACG is not fully responsible for production and dissemination to SLTP, they do provide insight into customer satisfaction with products that are coordinated with, or co-produced by the ITACG.

During this timeframe, SLTP responses represented approximately 70 percent of all feedback gathered by DHS I&A. The surveys provide insight into product use and how customers rate the relevancy of the product to their missions. Overall, the feedback was positive with the vast majority of customers rating products as "very important" or "critical" to their mission. In particular, customers found the *Roll Call Release* to be a good tool for providing situational awareness and educating first responders to a specific type of suspicious activity. The ITACG reviews all customer feedback and incorporates that feedback to improve future products.

Another indicator of the ITACG's performance is reflected in the feedback gathered from State and major urban area fusion centers. This summer, the DHS, the FBI, and the PM-ISE jointly assessed the capabilities of each of the designated State and major urban area fusion centers. During this assessment, fusion center directors were asked several questions relating to the utility of federally-produced intelligence. In response to these questions, the majority of State and major urban area fusion centers noted distinct improvements in the intelligence products provided to them, especially over the last six to twelve months. Fusion center directors indicated intelligence reporting has become more frequent, more relevant, and more concise, and attributed these improvements to leaderships' focus on improving intelligence dissemination. Specifically, State and major urban area fusion center directors indicated that joint-seal DHS I&A and FBI products, including *Roll Call Releases*, contribute significantly to their missions. Notwithstanding

these improvements, fusion center directors would like to see improvements in the timeliness of intelligence production and dissemination.

4.0 ITACG Detail's Access to Information

On October 7, 2010, the President signed into law the Reducing Over-Classification Act, which requires the PM-ISE to include in this annual report an assessment of whether the ITACG Detailees have appropriate access to all relevant information within the scope of the ISE at the NCTC to accomplish its objectives.¹³

Each detailee—regardless of whether the individual is from a Federal, State, local or tribal agency—has the appropriate access to classified and unclassified IC and Federal law enforcement systems, databases, reporting, and analysis, including access to DHS, FBI, and NCTC systems. This access permits Detail members to follow threats, breaking events, and reporting of interest to SLTP mission partners.

The Detail's access to information systems and sensitive databases is further enhanced by its attendance at daily IC and law enforcement briefings. An ITACG representative attends daily, Federal Government-wide secure video teleconferences. These include the NCTC, the FBI, the DHS, the Central Intelligence Agency, the Terrorist Screening Center, the Department of Defense, and many others. Also, the Detail participates in the FBI Counterterrorism Watch shift change, the NJTTF brief, as well as other similar events. The forthcoming realignment of the ITACG Detail to the NCTC's Directorate of Operations Support promises to increase the Detail's involvement in the daily flow of intelligence at NCTC. In summary, the Detail's broad access to government intelligence systems and close coordination with IC members during face-to-face discussions, provide detailees the access they need to perform their vital missions.

5.0 The ITACG Advisory Council: Activities and Progress

5.1 "The Council"

The Council is chaired by DHS's Principal Deputy Undersecretary for Intelligence & Analysis, and its membership includes representatives of the DHS, the FBI, the NCTC, the Department of Defense, the Department of State, the Office of the Director of National Intelligence, the PM-ISE, and executive-level law enforcement and intelligence officials from State, local, and tribal governments as well as the National Governors Association and private sector (Chamber of Commerce). The non-Federal members of the Council comprise at least 50 percent of the Council's membership as required by

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¹³ Reducing Over-Classification Act, Pub. L. No. 111-258, 124 Stat. 2648, sec. 5(c).

law. The current roster for the ITACG Advisory Council can be found at Appendix 3. The position for the Department of Energy is vacant as of November 2010.

The Council met at least quarterly during the October 2009 to September 2010 timeframe. The Council conducted three in-person meetings—December 2009, June 2010, and September 2010; and four teleconferences—October 2009, November 2009, March 2010, and April 2010. During these meetings, the Council routinely received reports from the ITACG Director and Detail, including updates on recent activities, recruitment, and personnel rotations; the ITACG Executive Secretary/Business Office Support; and the Nominating Subcommittee. Also, the Director of NCTC provided a current threat briefing and recent intelligence products that were disseminated to SLTP partners were discussed. The SLTP members of the Council played an integral role in each of these meetings; providing both an important perspective as well as direct feedback to the ITACG Detail on the relevance and utility of federally-coordinated intelligence products.

This year, the Council began inviting the chief executives of the detailees' home organizations to attend one of its in-person meetings. The trip is federally-funded and the chief executives are provided tours and other briefings during their visit. Also, alternate Council members were designated to ensure adequate representation at each meeting if the permanent member cannot attend due to competing priorities.

5.2 Membership Selection Standard Operating Procedure

Section 521 of the Implementing Recommendations of the 9/11 Commission Act of 2007 requires the Secretary of Homeland Security—in consultation with the Director of National Intelligence, the Attorney General, and the PM-ISE—to establish procedures for selecting members of the ITACG Advisory Council. Pursuant to this law, the ITACG Advisory Council finalized the ITACG Advisory Council Membership Selection Standard Operating Procedure (SOP), which was signed by the Secretary of Homeland Security, and is pending signature by the Attorney General, and the Director of National Intelligence. This SOP provides for the selection of Federal, State, local, tribal, and private sector members of the Council, and includes a provision for ex officio attendees to provide individual advice and perspective on Council matters. Also, the SOP requires new members to hold a SECRET-level security clearance which is a pre-requisite for developing a shared understanding of the threat as well as the methodology behind sharing intelligence with SLTP partners.

5.3 Realignment of Functional Support to ITACG

In November 2009, the functional support for the ITACG, which was previously split among three offices at the DHS, was realigned to one office under the DHS I&A. The realignment of the ITACG support function resulted in both operational and fiscal efficiencies by reducing the number of staff involved with providing administrative support to the ITACG Detail and Advisory Council. Also, the realignment of the ITACG

support function helped create synergy among the ITACG and other State, local and tribal information sharing efforts that are managed within the DHS I&A organization, including the Homeland Security State & Local Intelligence Community of Interest (HS SLIC).¹⁴

5.4 Recruitment

The Advisory Council continues to make ITACG Detail recruiting and rotations a high priority. Significant progress has been made in the past year as the ITACG has developed new approaches to identifying and securing qualified personnel. The changes to the recruiting process are designed to increase the responsibilities of the ITACG Advisory Council members as well as the ITACG Director in the recruiting process and are also aimed at striking the appropriate balance of detailees in terms of functional and geographic diversity.

A variety of methods are used to recruit detailees. Most recruiting contacts are made through networking between Advisory Council members and State and local executives, detailee briefings and outreach, and the distribution of flyers at conferences. Also, information about the ITACG Detail, including an application, can be found on both the PM-ISE and the Department of Justice's Global Justice Information Sharing Initiative (Global) websites. Much of the interest in the ITACG Detail comes from the local sector, in particular, mid-level and executive-level law enforcement and fire service personnel.

Spotlight on Recruiting

In November 2009, the ITACG Advisory Council reworked the SOPs for recruiting personnel to the Detail. The procedures now reflect a seven-step process for recruiting:

- 1. The Recruitment Subcommittee identifies target recruitment disciplines and geographic areas.
- 2. The Council members are required to personally recruit candidates or use the services of their respective organizations for this purpose.
- 3. If a candidate of interest is identified, his/her name shall be provided to the Recruitment Subcommittee to initiate contact with the chief executive officer (CEO) of the candidate's home agency.
- 4. If the CEO of the department or agency is interested in providing a detailee, the sponsoring Advisory Council member shall contact the ITACG Executive Secretariat to request a recruitment packet be forwarded to the CEO.

¹⁴ HS SLIC is a nationwide, virtual community of intelligence analysts that contains collaborative tools such as discussion thread, chat, and secure messaging.

- 5. Follow-up contact occurs within a three-week period to assess continued interest, and to facilitate further processing of the candidate.
- 6. It is the responsibility of the ITACG Executive Secretariat to make sure the completion of the required paperwork and report to the Subcommittee on the status of paperwork submissions.
- 7. Upon completion of paperwork and prescreening, the candidate should be invited to visit NCTC for a pre-offer interview by the Detail. The results of the interview and detailee recommendations are submitted to the Subcommittee chair within five days of the interview.

5.5 Performance Measures (Goals and Objectives)

In 2010, the ITACG Advisory Council requested the PM-ISE's assistance to develop a performance management framework. The PM-ISE worked with ITACG leadership to create a mission specific performance framework to aid the ITACG in achieving its mission. This effort included the review of applicable statutes and historical documentation of the ITACG to make sure they are aligned with its requirements and mandates, and multiple ITACG and PM-ISE work sessions. The effort resulted in defined and documented strategic goals, the outcomes to achieve the goals, and the supporting objectives to achieve the stated outcomes. The ITACG set the foundation to create the appropriate performance measures to assess their progress towards achieving its strategic goals.

The Council finalized and approved the Interagency Threat Assessment Coordination Group Strategic Goals and Objectives in June 2010. The Strategic Goals and Objectives, included at Appendix 4, are intended to serve as performance measures for the ITACG program as a whole—for both the Advisory Council and the Detail. The Strategic Goals and Objectives intend to measure the point at which the regular production of intelligence for SLTP customers is achieved among the entire IC, and are used to set expectations for new detailees. Based on the recommendation of Council members, the Strategic Goals and Objectives are now reviewed at each in-person meeting of the Council as a reminder of the need to continue to measure progress along a maturity continuum.

5.6 ITACG Strategic Communications

The ITACG Advisory Council launched a strategic communications effort to help focus and refine its outreach activities. The scope of the effort included a communications strategy, a video, and other materials used to market the ITACG. The overarching goals of the strategic communications effort are to provide focus and structure to ITACG communications, maximize reach and penetration of ITACG communications, and establish and strengthen strategic partnerships. The effort involved a series of interviews with DHS, FBI, and ITACG leadership as well as the detailees to discuss the

ITACG's communications goals, stakeholders, messages, tactics, and products. The themes captured from these interviews include:

- ITACG communications need to focus on advancing its mission, not creating its own brand identity;
- ITACG's role as an advocate for SLTP partners ultimately needs to be adopted by the IC through a fundamental culture shift; and
- ITACG communications have the greatest impact on its audience when SLTP partners carry the message.

Informed by this effort, the ITACG communications strategy revolves around a common message that is to be reflected in ITACG briefings and other communications and outreach materials, including the ITACG pocket brochure, plans for a new ITACG website, and a video that was recently produced for an audience of first responders. The common message in the communications strategy is that timely and operationally relevant intelligence products are being developed specifically to meet the needs of SLTP partners.

6.0 Civil Rights and Civil Liberties Impact Assessment for the ITACG

By statute, the DHS Office for Civil Rights and Civil Liberties (together with the Civil Liberties and Privacy Office at the Office of the Director of National Intelligence and the Chief Privacy and Civil Liberties Office for the Department of Justice) is required to submit privacy and civil liberties impact assessments of the ITACG program. A Privacy Impact Assessment (PIA) and a Civil Rights and Civil Liberties Impact Assessment (CLIA) involve the review of various Federal department and agency programs, policies, and activities to determine whether they have an impact on the information privacy or the civil rights or civil liberties of the individuals and communities affected. A thorough fact investigation, legal analysis, and policy analysis is conducted, and recommendations are made for reform where appropriate.

An ITACG CLIA was completed in September 2010. This assessment found that there was a low risk that members of the ITACG would improperly rely on race, ethnicity, religion, or other constitutionally suspect classifications in recommending or selecting products for dissemination, and that current training, oversight, and monitoring significantly mitigate that risk. Nevertheless, the review recommends the ITACG Advisory Council include guidance on the use of race, ethnicity, religion, and other constitutionally suspect classifications in its policies on the operation of the ITACG Detail. Further, the CLIA recommends the ITACG Advisory Council include a reference

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¹⁵ Implementing the Recommendations of the 9/11 Commission Act of 2007, Pub. L. No. 110-53, 121 Stat. 266, sec. 521(c).

to the NCTC policies on information access and dissemination in its own policies regarding the ITACG's operation. ¹⁶

7.0 Funding

The ITACG Detail is presently funded to support ten State, local and tribal homeland security and law enforcement officers. Last year, the DHS covered all ITACG detailee-related costs, including reimbursement of salaries, benefits, housing, travel, and other various reimbursements. Recruitment costs, including travel and contract support, are also covered by the DHS. The NCTC administratively houses the Detail, providing work space and information systems support. Regarding the ITACG Advisory Council, the DHS funds travel costs for the executive-level State, local and tribal members of the Council and provides executive secretariat support to the Council.

In 2007, the Congress authorized the appropriation of funds through FY2012 to carry out legislation associated with the ITACG.¹⁷ The ITACG Advisory Council will need to take the necessary steps to secure funding beyond FY2012.

8.0 Next Steps

Over the last year, the ITACG helped mature the process of information sharing between the Federal government and its SLTP partners. Specific improvements have been made in the areas of intelligence production, outreach, and education.

The ultimate goal of the ITACG is the seamless integration of SLTP partners as full mission partners in securing the homeland and its citizens, wherein the homeland intelligence and information sharing enterprise effectively meets the needs of SLTP partners without an ITACG-like entity. With the development of a performance management framework, the ITACG set the foundation to create the appropriate performance measures to assess the ITACG's progress towards achieving its strategic goals. Based on the foundation that was created, the next steps are to develop an agreed upon set of performance measures, develop a process to repeatedly collect data against these performance measures, and determine the maturity level of the ITACG based on the analysis of this data.

Concerning the information sharing gaps that were identified during the ITACG's outreach to Indian Country, the ITACG Detail will continue to leverage the expertise of its tribal representative to identify and promote tribal perspectives to intelligence

¹⁶ A PIA was completed in July of 2008. The PIA concluded that the information privacy of individuals whose personally identifiable information is captured in intelligence products is unaffected by operation of the ITACG.

^{17 6} U.S.C. 124k(i).

reporting. This representative will also work closely with his counterparts at the ODNI, the PM-ISE, and on the ITACG Advisory Council to address these information sharing gaps.

Finally, the ITACG Advisory Council should make sure the recommendations of the Civil Rights and Civil Liberties Impact Assessment, completed in September 2010, are incorporated into its policies on the operation of the ITACG Detail.

Appendix 1: ITACG Detail Roster

ITACG Director: Ms. Tamara Hutchinson, Department of Homeland Security (DHS)

ITACG Deputy Director: Ms. Deborah Cryan, Federal Bureau of Investigation (FBI)

Detailees:

- Captain Rickey Salyers, Phoenix Fire Department
- Major Monte McKee, Indiana State Police
- Sergeant Anthony Brown, Oakland County Sheriff's Office
- Sergeant Jeffrey Rogers, Arlington (TX) Police Department
- Lieutenant Karl Knott, Abington Police Department
- Lieutenant Timothy Connolly, Boston Police Department
- Ms. Ruth Cover, Nebraska Health and Human Services
- Investigator Shawn Dyball, Orange County Intelligence Assessment Center (ETA Nov)
- Firefighter Kathleen Stanley, Fairfax County Fire and Rescue Department (ETA Nov)
- Sergeant Kevin Storm, Oneida Indian Nation Police (ETA Dec)

Federal analysts:

- Ms. Abigail Williams, FBI
- Mr. David Flores, National Counterterrorism Center (NCTC)
- Ms. Laura Viscomi, NCTC

Appendix 2: ITACG Detail Presentations to Federal, SLTP, and International Partners

Briefs to Federal Partners:

- DHS: State and Local Fusion Center representatives, National Operations Center, Office of Policy Development, Private Sector Office, Office of Operations Coordination & Planning, National Protection and Programs Directorate, Office of Health Affairs, National Protection & Programs Directorate, Office of Infrastructure Protection (NPPD/IP), Office of Health Affairs Health Security Intelligence Enterprise
- FBI National Security Branch: Counterterrorism Analysis Section, WMD
 Intelligence Analysis Section, Terrorist Explosives Device Analytical Center
 (TEDAC), Weapons of Mass Destruction Directorate, Indian Country Unit, Office of Law Enforcement Coordination, National Academy, Basic Intelligence Course
- NCTC: Directorate of Operations Support, Information Sharing and Knowledge Development, Domestic Representatives, and Directorate of Intelligence, and Directorate of Strategic Operational Planning.
- Information Technology and Communications Sectors Annual "QUAD" meeting (2 private sector and 2 Federal coordinating councils)
- TSA Multi-Modal Conference
- Department of Justice
- Department of Interior
- Homeland Defense and Security Coordinator, Naval Postgraduate School
- Sacramento JTTF
- U.S. Marshal Service
- Global Maritime Intelligence Integration, National Maritime Intelligence Center
- Department of Transportation, Maritime Administration
- U.S. Coast Guard
- National Security Agency, Counter IED Coordinating Center
- Department of State Bureau of Intelligence and Research
- Federal Emergency Management Agency, Tribal
- Department of Defense, Nuclear C2 System Support Staff
- CIA Law Enforcement Information Sharing Summit
- CIA Kent School

Briefs to SLTP Partners:

- Major City Chiefs (MCC)
- International Association of Fire Chiefs (IAFC)
- International Association of Chiefs of Police (IACP): Annual Conference, Tribal Group, Governing Body, and Smaller Agency Advisory Group
- Law Enforcement Intelligence Unit (LEIU)
- National Native American Law Enforcement Association (NNALEA)
- Bergen County Sheriff's Office, New Jersey
- District of Columbia: Metro Transit Police, Public Health, Health Emergency Preparedness and Response Administration, Washington Region Threat and Analysis Center
- Miami Dade Metropolitan Police Department
- Michigan State Critical Infrastructure Conference
- Sacramento Regional Terrorism Threat Assessment Center
- Phoenix Fire Department
- Target Corporation Global Crisis Management Assets Protection Group
- Health and Human Services: Office of Security and Strategic Information and Critical Infrastructure Protection Office
- Law Enforcement Information Management Training Conference and Exposition
- Biosecurity Meeting of the American Association for the Advancement of Science
- International Association of Fire Chiefs
- New York City Fire Department
- National Capitol Regional Intelligence Center (NCRIC)
- Rhode Island National Guard
- · Centers for Disease Control
- Annual Meeting of American Board for Certification in Homeland Security
- NCR Police Chief/Fire Chiefs annual meeting
- New York State Office of the Director of Homeland Security
- Chicago Police Intelligence Center
- National Sheriff's Association (NSA)

Briefs to International Partners:

- Royal Canadian Mounted Police
- UK Metropolitan Police
- Pakistan Ministry of Interior
- Integrated Threat Assessment Centre (ITAC), Canada
- Combined Threat Assessment Group, New Zealand
- INTERPOL

Appendix 3: ITACG Advisory Council Roster

Chair: Mr. Bart Johnson, Department of Homeland Security (DHS)

Executive Secretary: Ms. Melissa Smislova, DHS

Federal members:

- Mr. Eric Velez, Federal Bureau of Investigation (FBI)
- Mr. Russell Travers, National Counterterrorism Center (NCTC)
- Mr. Chip Cutler, Chief, Department of Defense, Joint Interagency Task Force Counter Terrorism (DoD, JITF-CT)
- Ms. Suzanne McCormick, Department of State, Intelligence & Research (INR)
- Mr. Kshemendra Paul, Program Manager, Information Sharing Environment (PM-ISE)
- Mr. Russell Porter, Office of the Director of National Intelligence (ODNI)
- Department of Energy (vacant)

State, local, tribal, private sector members:

- Mr. Van Godsey, Criminal Intelligence Coordinating Council (CICC)
- Mr. Ritchie Martinez, International Association of Law Enforcement Analysts (IALEIA)
- Mr. Gary Edwards, National Native American Law Enforcement Association (NNALEA)
- Mr. David Clague, National Sheriff's Association (NSA)
- Mr. James McMahon, International Association Chiefs of Police (IACP)
- Chief James Schwartz, International Association of Fire Chiefs (IAFC)
- Mr. Matthew Bettenhausen, National Governors Association (NGA)
- Sheriff Richard Stanek, Major County Sheriffs' Association (MCSA)
- Mr. Michael Hickey, U.S. Chamber of Commerce
- Law Enforcement Intelligence Unit (LEIU) (vacant)
- Major Cities Chiefs Association (MCCA) (vacant)

Appendix 4: Interagency Threat Assessment Coordination Group Strategic Goals and Objectives

ITACG Mission: Support efforts to produce "Federally-coordinated" information products intended for dissemination to State, local, tribal, and private sector (SLTP) partners through existing channels established by Federal departments and agencies.

Goals	Objectives	Milestones		
Goal 1: Enable the development and dissemination of	1.1 Standards and processes are established for the creation federally-coordinated information that meet SLTP	1.1.a	Standards and processes are established which result in the creation of federally-coordinated information by the IC that satisfies the needs of SLTP	
federally-coordinated products that satisfy needs of the SLTP		1.1.b	Standards and processes are established which facilitate the routine sharing of IC information with SLTP stakeholders	
partners	requirements	1.1.c	Terrorism alerts and situational awareness products are created in a timely manner and contain sufficient detail, source assessments and context statements	
		1.1.d	Timely IC tearline reporting is developed and disseminated to SLTP customers	
		1.1.e	Intelligence products are clear, relevant, timely, and address the specific needs of SLTP customers	
	1.2 Standards and processes are established to improve the dissemination of federally-coordinated information for SLTP	1.2.a	Processes are established which complement existing information sharing systems (e.g., access to classified information through commercial means)	
		1.2.b	Federal information sharing systems (portals, websites, networks) are adapted to better serve the SLTP customer	
		1.2.c	ITACG serves as a catalyst for timely dissemination of federally-coordinated information	
	1.3 Processes exist to support the education and training of Intelligence Community	1.3.a	Effective outreach strategies are implemented by the ITACG to ensure the IC is educated on the requirements of the SLTP stakeholders	
		1.3.b	Advice and counsel are provided to the IC regarding the operations of SLT entities, including how such entities use Counterterrorism-related information to fulfill their CT responsibilities as part of their core mission	
		1.3.c	Participation in formal IC analytic training venues (e.g., DHS' Basic Intelligence Threat Analysis Course, FBI's Intelligence Basic Course, NCTC's Directorate of Intelligence Orientation Course and DIA's Advanced Counterterrorism Analyst Course) take place to ensure SLTP requirements are understood	

Goals	Objectives	res Milestones	
	1.4 Formalized relationships are established with relevant agencies and programs to facilitate ITACG operations	ps are d with gencies ams to TACG ITACG to support its mission 1.4.b Relationships are established with non-Title 50 organizations to support the ITACG's mission Relationships are established with non-Title 50	
Goal 2: Operate and Manage the ITACG's mission processes and resources to effectively and efficiently integrate, analyze, and disseminate federally-coordinated information	2.1 Effectively lead and manage a diverse group of SLTP personnel	diverse creating a shared vision and mission	-
	2.2 Ensure prospective detailees are carefully selected to support and enhance the ITACG mission	recruitment, nomination, and selection of highly qualified candidates and 2.2.b Nation-wide recruitment plan is created and implemented based upon professional discipline	to
	Ensure detailees have clearly defined roles and responsibilities Management controls exist to ensure internal functions and resources are focused on mission success	detailees 2.3.b Job descriptions are tailored to each ITACG detailee 2.4.a Standard Operating Procedures are developed for the operation of the ITACG detail 2.4.b Financial procedures are established and budgets effectively reviewed and managed	
	2.5 Develop a strategic communications plan for the ITACG	ations implemented to ensure Federal agencies, SLTP stak	ke

Performance Management – Tools and Concepts

ITACG Maturity Model Level Descriptions

ITACG Maturity Level Descriptions	Ad Hoc – Level 1 State and local information needs are not being met by Federal products	Defined – Level 2 Initial operating capability and processes of ITACG established to	Managed – Level 3 SLTP requirements are being incorporated into Federal information	Institutionalized – Level 4 Federal agencies produce, share and disseminate both
	,	include assignment of personnel and work with the IC to ensure SLTP requirements are understood	and intelligence products; Federal agencies have improved their ability to produce, share and disseminate both time-sensitive and strategic information and intelligence products that meet SLT needs	time-sensitive and strategic information and intelligence products that meet SLTP needs as a normal part of doing business

ITACG Detail Maturity Level Descriptions

Goal 1

Enable the development of federally-coordinated perspectives on intelligence and analytical products that satisfy the needs of SLTP entities

ITACG Maturity Ad Hoc – Level 1		Defined – Level 2	Managed – Level 3	Institutionalized – Level 4	
Objective 1.1 Creation of federally-coordinated information	ITACG detail reviews IC reporting and provides advice on SLTP requirements	ITACG Detail informs IC of SLTP requirements and provides advice on tailoring products to meet these requirements	ITACG Detail assists IC in developing standards for products tailored to SLTP	Standards and processes are institutionalized by the IC to meet SLTP requirements	
Objective 1.2 Dissemination of federally-coordinated information	ITACG detail reviews IC dissemination and provides advice on SLTP requirements	ITACG Detail informs IC of SLTP requirements and provides advice on dissemination	ITACG Detail assists IC in developing standards for dissemination of products tailored to SLTP	Dissemination standards and processes are institutionalized by the IC to meet SLTP requirements	
Objective 1.3 Education and training of the IC	ITACG identifies opportunities to educate, inform and counsel IC	Detail work with IC to provide understanding of SLTP stakeholder requirements through participation in training and other informational activities	ITACG Detail develops formalized processes to educate and train IC	IC is informed of SLTP requirements and they are incorporated in intelligence production as normal part of doing business	
Objective 1.4 Relationships between the ITACG and the IC	ITACG Detail established, housed at NCTC	Detailees work closely with IC to create understanding of SLTP requirements	Formalized relationships established with relevant agencies and programs to facilitate ITACG operations	Needs of SLTP stakeholders well understood and socialized in the IC resulting in timely products tailored to their requirements	

Goal 2

Operate and manage the ITACG's mission processes and resources to effectively and efficiently integrate, analyze, and disseminate federally-coordinated information

	_	_		
ITACG Maturity	Ad Hoc – Level 1	Defined – Level 2	Managed – Level 3	Institutionalized – Level 4
Objective 2.1 Detail staffing	Advisory Council and ITACG Detail involved in recruiting process	SOP for the recruitment, nomination, and selection of staff developed and implemented	Recruitment Strategy is based upon professional discipline, geography, and organizational size as well as individuals' qualifications	Policies and processes ensure the effective selection and assignment of SLTP subject matter experts into IC departments and agencies to support the mission of the ITACG
Objective 2.2 Detail roles and responsibilities	ITACG Detail responsibilities and roles are defined	ITACG roles and responsibilities are established to support mission processes	ITACG managers and staff roles and responsibilities are fully implemented	ITACG's mission processes are effective and continually improved through the use of performance management best practices
Objective 2.3 Governance and management	ITACG Advisory Council and ITACG Detail formed	Policies and processes put in place for the operation of both entities	ITACG Advisory Council and ITACG Detail SOPs are developed and implemented	ITACG's program is effectively governed and operations efficiently managed
Objective 2.4 Strategic communications plan	ITACG identifies SLTP stakeholders	ITACG performs routine outreach to IC, SLTP stakeholders and keeps Congress apprised of progress	Formalized Strategic Communications Strategy developed and implemented	Mission of ITACG is well understood by IC, SLTP stakeholders and Congress
Objective 2.5 Product value and reliability	Detail helps to inform IC on how to tailor products to SLTP requirements	Details assists in the development of new product lines	SLTP information requirements incorporated into IC reporting	IC products are timely and relevant to SLTP stakeholders' missions



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