DEPUTY SECRETARY OF DEFENSE

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SEP 13 2007

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
UNDER SECRETARIES OF DEFENSE
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DIRECTOR, ADMINISTRATION AND MANAGEMENT
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DIRECTORS OF THE DOD FIELD ACTIVITIES

SUBJECT: Implementation of Interim Threat Reporting Procedures

Effective September 17, 2007, the TALON Reporting System will be closed. Department of Defense (DoD) components will submit Suspicious Incident/Activity Reports and other non-intelligence reporting concerning force protection threats to DoD resources to the FBI's Guardian Reporting System on an interim basis.

DoD components will follow the guidelines in Enclosure 1 for reporting information to their supporting Joint Terrorism Task Force (JTTF), the FBI Threat Monitoring Unit, or the FBI Counterterrorism Watch Center at the National Counterterrorism Center (NCTC). These organizations will review the information and enter it into the Guardian Reporting System. These procedures will remain in effect until DoD approves and implements a permanent force protection threat reporting system.

In accordance with the Attorney General's guidelines for threat reporting, information based solely on the ethnicity, race, or religion of an individual or solely on the exercise of rights guaranteed by the First Amendment (e.g., protected free speech and lawful assembly) will not be entered into the system.

Gordon England

Enclosures:
1. DoD Threat Reporting-Guardian Implementation Plan
2. Joint Terrorism Task Force (JTTF) and Other Recipient Contact Information
3. Suspicious Incident Report(SIR)/Suspicious Activity Report(SAR) Guide for Guardian Reporting

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DoD Threat Reporting - Guardian Implementation Plan

Background:

- Guardian is a web-based application on FBINET (Secret level Intranet) designed to allow for the immediate communication of terrorist threat and suspicious activity information throughout the FBI. Guardian provides the ability to store, search, and analyze suspicious incident reporting. Including DoD suspicious incident reports in Guardian will provide DoD a more complete threat picture and coordinated response to such threats.

- DoD agencies have assigned personnel to the FBI's National Threat Center, Threat Monitoring Unit (TMU), and the FBI Counterterrorism Watch Center (CT Watch) at the National Counterterrorism Center (NCTC). DoD agencies also assigned personnel to the National Joint Terrorism Task Force (NJTTF) and numerous Joint Terrorism Task Forces (JTTF) around the nation. A listing of these organizations is attached to this implementation plan.

- DoD personnel assigned to the above mentioned organizations have full access to the Guardian system for data entry, and routinely review, search, and analyze incidents in the database to accomplish trends analysis and indications and warnings reports in support of DoD activities.

Covered Information: The implementation plan applies to the following information except as provided in the provision that focuses on excluded information.

- Urgent reporting regarding a terrorism-related event, terrorist threat, or suspicious activity
  - Example: A stolen vehicle is recovered on a DoD installation and contains firearms and a laptop computer with information pertaining to planned attacks on a government facility.

- Specific and actionable reports warranting the initiation of investigative activity
  - Example: Security guards observe a person taking prolonged video of the entrance to a DoD facility with a hand-held video recorder. The same individual has been observed recording video of the building on two separate occasions in the past week.

- Non-actionable reports that may be relevant to the establishment of patterns of suspicious activity

- Example: Military uniforms were stolen out of an employee's vehicle parked at Baltimore Washington International (BWI) Airport.

- When Covered Information contains the names of U.S. Persons, it must be marked as such to meet FBI reporting guidelines.

Excluded Information: The following information shall not be submitted for entry, or entered, by DoD into Guardian.

- Information based solely on the ethnicity, race, or religion of an individual or solely on the exercise of rights guaranteed by the First Amendment.

- Intelligence information covered under E.O. 12333 as amended, and DoD 5240.1R, will be reported instead via Intelligence Information Reports or other intelligence reporting.

- Information gathered under Foreign Intelligence Surveillance Act (FISA), 50 USC, 1801, et seq.

- Information classified above the Secret level.

Implementation

- All information will be reviewed to determine whether it is covered or excluded from the entry procedures.

- Covered Information will be submitted for entry into Guardian by way of one of the approved methods described below.

- No Excluded Information will be submitted for entry into Guardian.

- Prior to the submission of Covered Information, the information will be provided to the servicing Military Criminal Investigative Organization (MCIO) or other military security organizations, local command officials, and local, state, and federal authorities, as needed, in accordance with Military Department specific guidelines for the dissemination, coordination, and investigation of threat incidents. The Suspicious Incident Report/Suspicious Activity Report (SIR/SAR) should indicate whether the report is for informational purposes or action and if the servicing MCIO or another investigative agency has taken the incident for action.

- DoD suspicious incident reporting will be entered into Guardian through the following methods:

    - **In the Continental United States (CONUS) (including Alaska, Hawaii, and Puerto Rico)**:
        - The reporting organization will provide the details of the Covered Information to its local/regional JTTF representative via SIR/SAR.
        - The JTTF representatives will be responsible for entering data into the Guardian system.
        - In the event that a JTTF representative is not available, the information may be provided directly to the DoD representatives at the FBI TMU or CT Watch.

    - **Outside the Continental United States (OCONUS)**:
        - The reporting organization will provide the details of the Covered Information to the DoD representatives at the FBI's TMU or CT Watch.
        - The DoD representatives at the FBI's TMU will enter the data into Guardian.

- Information can be reported directly to the JTTF, TMU, or CT Watch representatives via SIPRNET, NIPRNET, or telephone consistent with the classification of the data being reported.

- A suggested SIR/SAR format (attached to this implementation plan) that is consistent with Guardian data entry fields may be used to report suspicious incidents. Use of this format will assist in data entry into the Guardian system by individuals assigned to JTTFs, the TMU, and the CT Watch.

- Commanders may request analytical products highlighting regional and national trends through their servicing MCIO. The servicing MCIO will request these products from its regional JTTF, NJTTF, or the TMU.

- All analyses, law enforcement advisories, and other products derived from the Guardian database will be coordinated with the FBI Supervisory personnel prior to publication and dissemination.

- Prior to obtaining access to the Guardian system, DoD personnel will attend, at minimum, FBI training for the database. DoD Guardian users will review SIR/SAR data to ensure it meets reporting requirements prior to entry and will follow FBI policies and procedures related to the Guardian system, as applicable.

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JOINT TERRORISM TASK FORCE (JTTF) AND OTHER RECIPIENT CONTACT INFORMATION

Region	Address	Phone	URL
NCTC Threat Monitoring Unit	Farm Credit Drive Liberty Crossing McLean, VA 22102	571-280-6246	being established
CT Watch Center		571-280-5000	ctwatch@ic.fbi.gov
Atlanta	2635 Century Parkway Northeast Suite: 400 Atlanta, GA 30345	404-679-9000	atlanta.fbi.gov
Austin (San Antonio)	9420 Research Boulevard Suite 400, Echelon III Austin, TX 78759	512-345-1111	sanantonio.fbi.gov
Baltimore	2600 Lord Baltimore Baltimore, MD 21244	410-265-8080	baltimore.fbi.gov
Birmingham	1000 18th Street North Birmingham, AL 35203	205-326-6166	birmingham.fbi.gov
Boston	One Center Plaza Suite 600 Boston, MA 02108	617-742-5533	boston.fbi.gov
Charleston (Columbia)	170 Meeting Street Suite 200, Regions Building Charleston, SC 29401	843-722-0135	columbia.fbi.gov
Charlotte	400 South Tyron Street Suite 900, Wachovia Building Charlotte, NC 28285	704-377-9200	charlotte.fbi.gov
Chicago	2111 West Roosevelt Road Chicago, IL 60608	312-431-1333	chicago.fbi.gov
Colorado Springs (Denver)	111 South Tejon Street Suite 600 Colorado Springs, CO 80903	719-633-3852	denver.fbi.gov
Corpus Christi (Houston)	800 North Shoreline Suite 1100, North Tower Corpus Christi, TX 78401	361-883-8671	houston.fbi.gov
Dallas	One Justice Way Dallas, TX 75220	972-559-5000	dallas.fbi.gov
Dayton (Cincinnati)	200 West 2nd Street	937-222-	cincinnati.fbi.gov

	Room 411, FOB Dayton, OH 45402	7485	
Denver	1961 Stout Street Room 1823, 18th Floor, FOB Denver, CO 80294	303-629-7171	denver.fbi.gov
Detroit	477 Michigan Avenue 26th Floor, P. V. McNamara FOB Detroit, MI 48226	313-965-2323	detroit.fbi.gov
Fayetteville (Charlotte)	225 Green Street Suite 310 Fayetteville, NC 28301	910-483-5163	charlotte.fbi.gov
Fresno (Sacramento)	7108 North Fresno Fresno, CA 93720	559-436-4474	sacramento.fbi.gov
Honolulu	300 Ala Moana Boulevard Room 4-230, Kalanianaole FOB Honolulu, HI 96850	808-566-4300	honolulu.fbi.gov
Houston	2500 East T.C. Jester Houston, TX 77008	713-693-5000	houston.fbi.gov
Jacksonville	7820 Arlington Expressway Suite 200 Jacksonville, FL 32211	904-721-1211	jacksonville.fbi.gov
Kansas City	1300 Summit Kansas City, MO 64105	816-512-8200	kansascity.fbi.gov
Las Vegas	700 East Charleston Boulevard J.L. Bailey Building Las Vegas, NV 89104	702-385-1281	lasvegas.fbi.gov
Los Angeles	11000 Wilshire Boulevard Suite 1700, FOB Los Angeles, CA 90024	310-477-6565	losangeles.fbi.gov
Louisville	600 MLK, JR Place Room 500 Louisville, KY 40202	502-583-3941	louisville.fbi.gov
Memphis	225 North Humphreys Boulevard Suite 3000, Eagle Crest Building Memphis, TN 38120	901-747-4300	memphis.fbi.gov

Miami	16320 Northwest Second Avenue Miami, FL 33169	305-944-9101	miami.fbi.gov
Minneapolis	111 Washington Avenue, South Suite 1100 Minneapolis, MN 55401	612-376-3200	minneapolis.fbi.gov
Nashville (Memphis)	2868 Elm Hill Pike Nashville, TN 37214	615-292-7158	memphis.fbi.gov
New Haven	600 State Street New Haven, CT 06511	203-777-6311	newhaven.fbi.gov
New Orleans	2901 Leon C. Simon Boulevard New Orleans, LA 70126	504-816-3000	neworleans.fbi.gov
New York	26 Federal Plaza 23rd Floor New York City, NY 10278	212-384-1000	newyork.fbi.gov
Newark	11 Center Place Newark, NJ 07102	973-792-3000	newark.fbi.gov
Norfolk	150 Corporate Boulevard Norfolk, VA 23502	757-455-0100	norfolk.fbi.gov
Orlando (Tampa)	500 Winderley Place Suite 324 Maitland, FL 32751	407-875-9976	tampa.fbi.gov
Phoenix	201 East Indianola Avenue Suite 400 Phoenix, AZ 85012	602-279-5511	phoenix.fbi.gov
Riverside (Los Angeles)	3480 Vine Street Suite 200 Riverside, CA 92507	909-686-0335	losangeles.fbi.gov
Saint Louis	2222 Market Street Saint Louis, MO 63103	314-231-4324	stlouis.fbi.gov
San Antonio	615 East Houston Street Suite 200, USPS Courthouse Building San Antonio, TX 78205	210-225-6741	sanantonio.fbi.gov
San Diego	9797 Aero Drive FOB San Diego, CA 92123	858-565-1255	sandiego.fbi.gov
San Francisco	450 Golden Gate Avenue 13th Floor	415-553-7400	sanfrancisco.fbi.gov

	San Francisco, CA 94102		
Seattle	1110 Third Avenue Seattle, WA 98101	206-622-0460	seattle.fbi.gov
Tacoma (Seattle)	1110 Third Avenue Seattle, WA 98101	253-272-8439	seattle.fbi.gov
Tampa	5525 West Gray Street Tampa, FL 33609	813-253-1000	tampa.fbi.gov
Tucson (Phoenix)	One South Church Avenue Suite 600 Tucson, AZ 85701	520-623-4306	phoenix.fbi.gov
Washington DC	601 4th Street N.W. Washington Metropolitan Field Office Washington, DC 20535	202-278-2000	washingtondc.fbi.gov
Yuma (Phoenix)	775 East 39th Street Yuma, AZ 85364	928-344-3050	phoenix.fbi.gov

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Suspicious Incident Report (SIR)/Suspicious Activity Report (SAR) Guide for Guardian Reporting

First Line: Please pass this report to the JTTF/TMU/CT Watch DoD representative for entry into Guardian.

1. Classification: (S/C/U)
2. Reporting Official: (Name/contact number)
3. Incident Date: (Date incident occurred)
4. Originating Agency: (Agency/location)
5. Date(s) of Incident:
6. Synopsis: (One sentence description of incident)
7. Facts of Incident: (Details of incident, who/what/why/where/when)
8. Source: (Indicate source of information if applicable, e.g., citizen, registered information source, or government employee)
    a. Source Name: (Last, First MI)
    b. Source Contact Info: (Telephone/address/business)
    c. Description: (Physical characteristics)
    d. DOB:
    e. Sex:
9. Target(s):
    a. Description: (General description of targeted area/location)
    b. Target Type: (Building, bridge, etc.)
    c. Location Name:
    d. Location Address: (Include city, state, zip)
10. Subject(s):
    a. Name: (First/Middle/Last)
    b. Alias:
    c. Description: (Height(lbs)/Weight(inches)/Hair/Scars/Marks/Tattoos, etc.)
    d. Sex: (M/F)
    e. Race:
    f. U.S. Person: (Y/N/Status)
    g. Address:
    h. Employment:
    i. Photo: (Available?, included?)
    j. Alleged Group Affiliations:
    k. Weapons:
    l. Vehicle(s):

Action/Information: (Add one of the following statements to the incident report) The above information was passed to _____ and they have taken the lead for investigative action. Enter into Guardian for informational purposes only. **OR** Request you pass to the nearest JTTF for investigative action.