



National Prevention Framework

May 2013



Homeland
Security

Executive Summary

The National Prevention Framework describes what the whole community—from community members to senior leaders in government—should do upon the discovery of intelligence or information regarding an imminent threat to the homeland in order to thwart an initial or follow-on terrorist attack. This Framework helps achieve the National Preparedness Goal of a secure and resilient Nation that is optimally prepared to prevent an imminent terrorist attack within the United States. The processes and policies described in this document will be conducted in accordance with existing laws and regulations.

This Framework provides guidance to leaders and practitioners at all levels of government; private and nonprofit sector partners; and individuals to prevent, avoid or stop a threatened or actual act of terrorism by:

- Describing the core capabilities needed to prevent an imminent act of terrorism
- Aligning key roles and responsibilities to deliver Prevention capabilities in time-sensitive situations
- Describing coordinating structures that enable all stakeholders to work together
- Laying the foundation for further operational coordination and planning that will synchronize Prevention efforts within the whole community and across the Protection, Mitigation, Response, and Recovery mission areas.

This Framework applies only to those capabilities, plans, and operations necessary to ensure the Nation is prepared to prevent an imminent act of terrorism against the United States, and does not capture the full spectrum of the Nation’s efforts to counter terrorism. The seven Prevention core capabilities are planning; public information and warning; operational coordination; forensics and attribution; intelligence and information sharing; interdiction and disruption; and screening, search, and detection. This Framework sets out three principles that guide the development and execution of the core capabilities for Prevention: Engaged Partnerships; Scalability, Flexibility, and Adaptability; and Readiness to Act.

Having already established the ability to quickly collect, analyze, and further disseminate intelligence becomes critical in an imminent threat situation. In order to accomplish this, law enforcement, intelligence, homeland security professionals, and other members of the whole community must form engaged partnerships.¹ These partnerships allow for the seamless acquisition and passage of information. In addition to Federal Bureau of Investigation (FBI) Joint Terrorism Task Forces (JTTFs) and Field Intelligence Groups (FIGs), as well as state and major urban area fusion centers, a variety of analytical and investigative efforts support the ability to identify and counter terrorist threats by executing these prevention support activities. These efforts include other local, state, tribal, territorial, and Federal law enforcement agencies, and various intelligence centers and related efforts such as High Intensity Drug Trafficking Areas, Regional Information Sharing Systems Centers, criminal intelligence units, real-time crime analysis centers, and others.

¹ These partnerships should support the development, implementation, and/or expansion of programs designed to partner with local communities to counter violent extremism in accordance with the *Strategic Implementation Plan for Empowering Local Partners to Prevent Violent Extremism in the United States* (December 2011).

Coordinating structures facilitate problem solving, improve access to resources, and foster coordination and information sharing. Departments or agencies, as well as private and nonprofit entities, with unique missions in Prevention, bring additional capabilities to bear through these structures. Coordinating structures can function on multiple levels, to include national-level coordinating structures, such as the Department of Homeland Security National Operations Center, the FBI Strategic Information and Operations Center, the Office of the Director of National Intelligence National Counterterrorism Center, the Department of Defense National Military Command Center, the FBI National Joint Terrorism Task Force, and others. Field coordinating structures, such as the FBI JTTFs and FIGs; state and major urban area fusion centers; state and local counterterrorism and intelligence units; and others also play a critical role as coordinating structures for the prevention of imminent acts of terrorism. These coordinating structures are scalable, flexible, and adaptable.

The responsibility for prevention builds from the individual and the community to local jurisdictions; state, tribal, territorial, and insular area governments; and the Federal Government. This Framework assists the whole community in thwarting initial or follow-on terrorist attacks.

This Framework provides individuals, communities, and governmental, private sector, and nongovernmental decision makers with an understanding of the full spectrum of Prevention activities and what they can do to ensure the Nation is prepared to prevent imminent acts of terrorism. Initiatives based on Prevention mission activities and core capabilities help guide communities to create conditions for a safer, more secure, and more resilient Nation by enhancing prevention through operational coordination and information sharing.

The environment in which the Nation operates grows ever more complex and unpredictable. In implementing the National Prevention Framework to build national preparedness, partners are encouraged to develop a shared understanding of broad-level strategic implications as they make critical decisions in building future capacity and capability. The whole community should be engaged in examining and implementing the strategy and doctrine contained in this Framework, considering both current and future requirements in the process.

Table of Contents

Introduction	1
Framework Purpose and Organization	1
Intended Audience	2
Scope	2
Guiding Principles	4
Risk Basis	4
Roles and Responsibilities	5
Individuals, Families, and Households	5
Communities	5
Nongovernmental Organizations	5
Private Sector Entities	5
Local Governments	6
State, Tribal, Territorial, and Insular Area Governments	6
Federal Government	6
Core Capabilities	9
Intelligence and Information Sharing	10
Screening, Search, and Detection	12
Interdiction and Disruption	13
Forensics and Attribution	13
Planning	14
Public Information and Warning	15
Operational Coordination	16
Coordinating Structures and Integration	17
Local and Regional Coordinating Structures	18
State Coordinating Structures	19
Federal Coordinating Structures	20
Integration	21

Relationship to Other Mission Areas 22
 Protection Mission Area..... 23
 Mitigation Mission Area..... 23
 Response and Recovery Mission Areas..... 23

Operational Planning..... 23
 Prevention Operational Planning..... 24
 Planning Assumptions 24
 Framework Application 25

Supporting Resources 25

Conclusion 26

Introduction

Presidential Policy Directive (PPD) 8: National Preparedness was released in March 2011 with the goal of strengthening the security and resilience of the United States through systematic preparation for the threats that pose the greatest risk to the security of the Nation. PPD-8 defines five preparedness mission areas—Prevention, Protection, Mitigation, Response, and Recovery—and mandates the development of a series of policy and planning documents to explain and guide the Nation’s approach for ensuring and enhancing national preparedness. This National Prevention Framework, part of the National Preparedness System, sets the strategy and doctrine for building, sustaining, and delivering the core capabilities for Prevention identified in the National Preparedness Goal.

Prevention: The capabilities necessary to avoid, prevent, or stop a threatened or actual act of terrorism. As defined by PPD-8, the term “prevention” refers to preventing imminent threats.

Protection: The capabilities necessary to secure the homeland against acts of terrorism and manmade or natural disasters.

Mitigation: The capabilities necessary to reduce loss of life and property by lessening the impact of disasters.

Response: The capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred.

Recovery: The capabilities necessary to assist communities affected by an incident to recover effectively.

Framework Purpose and Organization

The National Prevention Framework describes what the whole community²—from community members to senior leaders in government—should do upon the discovery of intelligence or information regarding an imminent threat to the homeland in order to thwart an initial or follow-on terrorist attack.

This Framework helps achieve the National Preparedness Goal of a secure and resilient Nation that is optimally prepared to prevent an imminent terrorist attack within the United States. The processes and policies described in this document will be conducted in accordance with existing laws and regulations.

This Framework provides guidance to leaders and practitioners at all levels of government; private and nonprofit sector partners; and individuals to prevent, avoid or stop a threatened or actual act of terrorism by:

- Describing the core capabilities needed to prevent an imminent act of terrorism

² The whole community includes individuals, families, and households; communities; the private and nonprofit sectors; faith-based organizations; and local, state, tribal, territorial, and Federal governments. Whole community is defined in the National Preparedness Goal as “a focus on enabling the participation in national preparedness activities of a wider range of players from the private and nonprofit sectors, including nongovernmental organizations and the general public, in conjunction with the participation of Federal, state, and local governmental partners in order to foster better coordination and working relationships.”

- Aligning key roles and responsibilities to deliver Prevention capabilities in time-sensitive situations
- Describing coordinating structures that enable all stakeholders to work together
- Laying the foundation for further operational coordination and planning that will synchronize Prevention efforts within the whole community and across the Protection, Mitigation, Response, and Recovery mission areas.

Intended Audience

This Framework applies to all levels of government; the private and nonprofit sectors; and individuals, as all play a role in preventing terrorism. It is especially useful for government leaders who have an obligation to prevent terrorist attacks on the homeland. Senior leaders, such as Federal department or agency heads; state and territorial governors; mayors; tribal leaders; police and fire chiefs; commissioners; sheriffs; public health and health system leaders; other city or county officials; and community leaders should use this Framework as a comprehensive and accessible reference guide to the core capabilities and coordinating structures needed to prevent imminent acts of terrorism.

This Framework also provides guidance to intelligence, law enforcement, and homeland security professionals on how existing entities, such as the Federal Bureau of Investigation (FBI) Joint Terrorism Task Forces (JTTFs); state and major urban area fusion centers; state and local counterterrorism and intelligence units; and other Department of Homeland Security- and Department of Justice-sponsored task forces and initiatives that have an intelligence or information sharing role can collaborate and prioritize their efforts to support the delivery of Prevention core capabilities.

This Framework is also for individuals, communities, and private sector partners.³ It outlines the role of the public in terrorism prevention, especially in reporting potential terrorism-related or suspicious activities. This Framework explains how the general public and private sector may serve as partners for law enforcement in terrorism prevention.

Engaging the whole community is critical to success and individual and community preparedness is a key component. By providing equal access to acquire and use the necessary knowledge and skills, this Framework seeks to enable the whole community to contribute to and benefit from national preparedness. This includes children; individuals with disabilities and others with access and functional needs;⁴ those from religious, racial, and ethnically diverse backgrounds; and people with limited English proficiency. Their contributions must be integrated into the Nation's efforts, and their needs must be incorporated as the whole community plans and executes the core capabilities.

Scope

The United States carries out many programs and operations to prevent terrorism at home and abroad by stopping terrorist development, acquisition, and the use of weapons of mass destruction, including explosives, eliminating terrorist safe havens, building enduring counterterrorism partnerships, and countering terrorist ideology.

³ For the purposes of this Framework, private sector includes critical infrastructure owners and operators, both of privately owned businesses and infrastructure as well as publicly owned infrastructure.

⁴ Access and functional needs includes ensuring the equal access and meaningful participation of all individuals, without discrimination.

Ideally terrorism is addressed at its root by countering radicalization to violent extremism. Generally, in the global context, terrorism prevention activities should be conducted before a plot becomes viable and as far from the intended target as possible. Therefore, it is preferable to prevent recruitment and radicalization toward violence; to deter terrorist plots; and to detect, disrupt, thwart, and interdict emerging terrorist plots at the earliest stages. However, this Framework applies only to those capabilities, plans, and operations necessary to ensure the Nation is prepared to prevent an imminent act of terrorism against the United States, and does not capture the full spectrum of the Nation's efforts to counter terrorism.

The National Prevention Framework acknowledges a host of ongoing support activities that enable terrorism prevention efforts. The support activities include those programs, initiatives, and information sharing efforts that directly support local communities in preventing terrorism, including understanding, recognizing, and preventing crimes and other activities that are precursors or indicators of terrorist activity and violent extremism. Additionally, these support activities position the whole community to be prepared to execute the core capabilities necessary to prevent an imminent terrorist threat. Specifically, having already established the ability to quickly collect, analyze, and further disseminate intelligence becomes critical in an imminent threat situation. In order to accomplish this, law enforcement, intelligence, homeland security professionals, and other members of the whole community must form engaged partnerships.⁵ These partnerships allow for the seamless acquisition and passage of information. In addition to FBI JTTFs and Field Intelligence Groups (FIGs), as well as state and major urban area fusion centers, a variety of analytical and investigative efforts support the ability to identify and counter terrorist threats by executing these prevention support activities. These efforts include other local, state, tribal, territorial, and Federal law enforcement agencies, and various intelligence centers and related efforts such as High Intensity Drug Trafficking Areas, Regional Information Sharing Systems Centers, criminal intelligence units, real-time crime analysis centers, and others.

A terrorist threat is considered **imminent** if intelligence or operational information warns of a credible, specific, and impending terrorist threat or ongoing attack against the United States that is sufficiently specific and credible to recommend implementation of additional measures to thwart an attack.

An imminent terrorist threat may emerge at any time and become known through one of several different means:

- Intelligence of a terrorist threat to the Nation may come to the Federal Government through the U.S. intelligence community.
- Intelligence or information of a terrorist threat to the Nation may occur at the level of positioned law enforcement, such as state or local law enforcement, or deployed Federal personnel.
- Information or notification of a terrorist threat or potential threat may come directly from members of the public through suspicious activity reporting.

How and where the threat emerges has important implications for how events unfold and the delivery of terrorism prevention capabilities. Intelligence or information concerning an imminent threat may include the locations of terrorists or terrorist weapons, or other locations associated with an investigation, and may occur in one or more major domains: air; maritime; borders and ports of

⁵ These partnerships should support the development, implementation, and/or expansion of programs designed to partner with local communities to counter violent extremism in accordance with the *Strategic Implementation Plan for Empowering Local Partners to Prevent Violent Extremism in the United States* (December 2011).

entry; and the Nation's interior. Each domain has distinct features and jurisdictional factors that affect how Prevention capabilities are delivered.

The National Prevention Framework focuses on how the whole community will marshal capabilities in a rapid, coordinated approach in two potential situations:

- To avoid, prevent, or stop an imminent terrorist threat
- To prevent follow-on terrorist attacks.

Guiding Principles

The desired end-state of the Prevention mission area is a Nation optimally prepared to prevent an imminent terrorist attack within the United States. To achieve this end-state, this Framework sets out three principles that guide the development and execution of the core capabilities for Prevention: **(1) Engaged Partnerships; (2) Scalability, Flexibility, and Adaptability; and (3) Readiness to Act.**

1. **Engaged Partnerships. The whole community has a role to play in terrorism prevention through engaged partnerships.** The prevention of terrorism is a shared responsibility among the various local, state, tribal, territorial, Federal, nonprofit, and private sector entities; individuals; and international partners. Each partner should play a prominent role in building capabilities, developing plans, and conducting exercises in preparation for preventing an imminent terrorist attack.
2. **Scalability, Flexibility, and Adaptability. Core capabilities should be scalable, flexible, and adaptable and executed as needed to address the full range of threats as they evolve.** Depending on the type, scope, or location of the threat, officials from all levels of government may elect to execute some or all core capabilities covered in this Framework. The coordinating structures outlined in this Framework can be tailored and leveraged to marshal the appropriate core capabilities to defeat the threat.
3. **Readiness to Act. Preventing a terrorist attack requires a unified effort in a time-constrained environment.** Therefore, to be prepared to prevent terrorism, the whole community must preemptively build and maintain the appropriate core capabilities prior to a threat and proactively deliver core capabilities in a coordinated fashion once a threat is identified.

Risk Basis

The Secretary of Homeland Security led an interagency effort to conduct a Strategic National Risk Assessment (SNRA) to identify the threats and hazards that pose the greatest risk to the Nation. The SNRA is useful in identifying the core capabilities essential to address these risks in each of the five preparedness mission areas—Prevention, Protection, Mitigation, Response, and Recovery—in the National Preparedness Goal. This Framework addresses the delivery of the core capabilities required to prevent the following adversarial/human-caused threats identified in the SNRA.⁶

- Aircraft as a weapon
- Armed assault
- Biological terrorism attack (non-food)

⁶ Cyber threats identified in the SNRA are addressed in the National Protection Framework.

- Chemical/biological food contamination terrorism attack
- Chemical terrorism attack (non-food)
- Explosives terrorism attack
- Nuclear terrorism attack
- Radiological terrorism attack.

These threats may manifest as multiple, geographically dispersed, near-simultaneous attacks or as a coordinated campaign over a prolonged period of time.

All levels of government, private and nonprofit sector organizations, communities, and households should assess their particular risks to identify capability requirements and prioritize their preparedness efforts.

Roles and Responsibilities

This section provides an overview of who has a role to play in preventing terrorism. Local, state, tribal, territorial, and Federal partners have roles and responsibilities for Prevention. This Framework also includes an important role for community members and the private sector. This list of partners should work together to prepare and deliver essential core capabilities to prevent terrorist attacks on the United States.

Individuals, Families, and Households

Individuals, families, and households play an important role in the prevention of terrorism by identifying and reporting potential terrorism-related information to law enforcement. Individual vigilance and awareness help communities remain safer and bolster prevention efforts.

Communities

Communities are unified groups that share goals, values, or purposes, and may operate independently of geographic boundaries or jurisdictions. Communities and community organizations foster the development of organizations and organizational capacity that act toward a common goal, such as a local neighborhood watch. These groups may possess the knowledge and understanding of the threats they face and have the capacity to alert authorities of potential terrorism-related information and/or suspicious activities.

Nongovernmental Organizations

Nongovernmental organizations (NGOs), including nonprofit entities, faith-based organizations, and academia, support terrorism prevention activities through information sharing by identifying and reporting potential terrorism-related information to law enforcement.

Private Sector Entities

Private sector entities operate in all sectors of business, commerce, private universities, and industry that support the operation, security, and resilience of global trade systems. Private sector entities assist in the prevention of terrorism by identifying and reporting potential terrorism-related information to law enforcement.

Local Governments

Local governments provide leadership for services such as law enforcement, fire, public safety, environmental response, public health, emergency management, emergency medical services, and public works for all manner of threats, hazards, and emergencies. Local governments coordinate prevention resources and capabilities with neighboring jurisdictions, the state, and the private and nonprofit sectors. Local law enforcement agencies are responsible for the protection of life and property, the preservation of peace, the prevention of crime, and the arrest of violators of the law. These agencies respond to incidents, conduct criminal investigations, collect criminal intelligence, and collaborate with other law enforcement agencies to resolve crime. They also engage in community, private industry, and interagency partnerships so as to identify and prevent criminal acts to include terrorism and transnational threats.

State, Tribal, Territorial, and Insular Area Governments

State, tribal, territorial, and insular area governments coordinate activities in support of cities, counties, and intrastate regions. State law enforcement agencies are responsible for the protection of life and property, the preservation of peace, the prevention of crime, and the arrest of violators of the law. These agencies respond to incidents, conduct criminal investigations, collect criminal intelligence, and collaborate with other law enforcement agencies to resolve crime. They also engage in community, private industry, and interagency partnerships to identify and prevent criminal acts, including terrorism and transnational threats, and are responsible for overseeing their state's threat prevention activities. Governors are responsible for the state's response to any emergency, and serve as the state's chief communicator and primary source of information on an incident. Under the leadership of the governor, states use their resources and capabilities and often mobilize them in coordination with local and Federal efforts during an incident. Governors command their states' National Guard forces and are able to call them up to assist under state active duty. Governors retain command over their National Guard except when they are federalized. When faced with a threat, governors also make decisions regarding the provision of mutual aid and calls for Federal assistance. States also administer Federal homeland security grants to local and tribal governments under certain grant programs, allocating key resources to bolster their prevention and preparedness capabilities. Tribal governments engage in government-to-government relationships with local, state, tribal, territorial, and Federal governments and have special status under Federal laws and treaties. Tribal, territorial, and insular area governments provide essential services to members and non-members residing within their jurisdictional boundaries. Depending on the availability of resources and jurisdictional issues, tribal governments may provide law enforcement services for their members in addition to fire and emergency services throughout their jurisdictions. Tribal leaders are responsible for overseeing their tribe's engagement with local, state, tribal, territorial, and Federal programs.

Federal Government

The President leads the Federal Government Prevention efforts to prepare the Nation for acts of terrorism. To be successful, any approach to the delivery of Prevention capabilities will require an all-of-Nation approach. All Federal departments and agencies must cooperate with one another, and with local, state, tribal, territorial, and insular area governments, community members, and the private sector to the maximum extent possible.

The Federal Government carries out statutory and regulatory responsibilities for a wide array of Prevention programs and provides assistance in a number of areas, including funding, research, coordination, oversight, and implementation. The following departments and agencies have specific roles regarding terrorism prevention:

- **Department of Defense (DOD).** The Secretary of Defense conducts homeland defense and civil support missions to prevent an imminent terrorist attack from occurring. DOD is responsible for domestic military activities that protect U.S. sovereignty, U.S. territory, the domestic population, and the critical defense infrastructure against external threats and aggression or other threats as directed by the President or the Secretary of Defense. DOD also provides Defense Support of Civil Authorities for domestic incidents as directed by the President or Secretary of Defense or when consistent with military readiness and appropriate under the circumstances and the law.
- **Department of Homeland Security (DHS).** By directive of the President, the Secretary of Homeland Security is the principal Federal official for domestic incident management. Pursuant to the Homeland Security Act of 2002, the Secretary is the focal point regarding natural and manmade crises and emergency planning. The primary DHS mission is to prevent terrorist attacks within the United States; reduce the vulnerability of the United States to terrorism; and to minimize the damage and assist in the recovery from terrorist attacks that do occur within the United States. In order to protect against, mitigate, and, when appropriate, prevent terrorist attacks, major disasters, and other emergencies, the Secretary is responsible for identifying strategic priorities and coordinating domestic all-hazards preparedness efforts of all Executive Branch departments and agencies, in consultation with local, state, tribal, and territorial governments, nongovernmental organizations, faith-based organizations, private sector partners, and the general public.⁷

Specific DHS prevention activities include preventing terrorists from entering or remaining in the country; preventing the introduction or importation of weapons of mass destruction (WMD) and weapons-related material into the homeland through screening, search, detection, and interdiction; detecting potential WMD threats that might be already within the United States; preventing the use of U.S. transportation systems for terroristic purposes; interdicting terrorist activity within the maritime, air, and land domains; and, as appropriate, accessing, analyzing, and disseminating information about terrorism and other threats to the Nation and critical infrastructure. DHS coordinates its prevention activities and shares information, as appropriate, with local, state, tribal, and territorial governments and its partners in the Federal Government and private sector.

- **Department of Justice (DOJ).** Like other Executive Branch departments and agencies, the Department of Justice and the FBI will endeavor to coordinate their activities with other members of the law enforcement community, and with members of the Intelligence Community, to achieve maximum cooperation consistent with the law and operational necessity.

The Attorney General has lead responsibility for criminal investigations of terrorist acts or terrorist threats, where such acts are within the Federal criminal jurisdiction of the United States, as well as for related intelligence collection activities within the United States, subject to the National Security Act of 1947 (as amended) and other applicable law, Executive Order 12333 (as amended), and Attorney General-approved procedures to that Executive Order. Generally acting through the FBI Director, the Attorney General, in cooperation with Federal departments and agencies engaged in activities to protect our national security, shall also coordinate the activities of the other members of the law enforcement community to detect, prevent, preempt, and disrupt terrorist attacks against the United States. Generally acting through the FBI Director, the

⁷ Except for those activities that may interfere with the authority of the Attorney General or the FBI Director, as described in PPD-8.

Attorney General has primary responsibility for finding and neutralizing WMD within the United States.

The FBI Director exercises lead agency responsibility in investigating all crimes for which it has primary or concurrent jurisdiction and that involve terrorist activities or acts in preparation of terrorist activities within the statutory jurisdiction of the United States. Within the United States, this responsibility includes the collection, coordination, analysis, management, and dissemination of intelligence and criminal information in collaboration with other Executive Branch departments as appropriate.

Relating to any foreign counterintelligence matter, the FBI Director is designated by Presidential directives to take charge of investigative work regarding espionage, sabotage, subversive activities, and other foreign counterintelligence matters.

Working with other departments when appropriate, the Attorney General, generally acting through the FBI Director, will reduce domestic terrorist threats, thwart, and investigate attacks on and/or criminal disruptions of critical infrastructure and key resources. Pursuant to the National Security Act of 1947 (as amended), the Attorney General and/or acting through the FBI Director, serves as the Federal lead on terrorism investigations and prosecution within the statutory jurisdiction of the United States for threats, acts in furtherance of, attempts, or actual terrorist attacks. The Attorney General and the Secretary of Homeland Security shall use applicable statutory authority and attendant mechanisms for cooperation and coordination, including but not limited to those established by Presidential directive.

Following a terrorist threat or an actual incident that falls within the criminal jurisdiction of the United States, the full capabilities of the United States shall be dedicated, consistent with U.S. law and with activities of other Federal departments and agencies to protect our national security, to assist the Attorney General to identify the perpetrators and bring them to justice.

- **Office of the Director of National Intelligence (ODNI).** The Director of National Intelligence serves as the head of the Intelligence Community, acts as the principal advisor to the President for intelligence matters relating to national security, and oversees and directs implementation of the National Intelligence Program. The Intelligence Community, comprising 17 elements across the Federal Government, functions consistent with law, Executive Order, regulations, and policy to support the national security-related missions of the U.S. Government. It provides a range of analytic products including those that assess threats to the homeland and inform planning, capability development, and operational activities of homeland security enterprise partners and stakeholders. In addition to intelligence community elements with specific homeland security missions, ODNI maintains a number of mission and support centers that provide unique capabilities for homeland security partners.
- **Department of State.** The Secretary of State conducts the diplomacy and foreign policy of the United States and employs the Department of State's authorities and resources pertaining to the international prevention of terrorist activities. The Department of State works closely with international partner nations and regional and multilateral organizations in these terrorism prevention efforts to address foreign threats against the U.S. homeland.
- **Other Federal departments and agencies.** Executive departments of agencies also have a role in terrorism prevention. In accordance with the President's intent as outlined in the National Security Strategy, preventing a terrorist attack requires a whole of government approach. To that end, under the National Prevention Framework, and consistent with existing laws, Executive Orders, regulations, and policies, various other Federal departments and agencies may play

primary, coordinating, and/or supporting roles in the prevention of an imminent act of terrorism based on their authorities and resources and the nature of the threat or incident. While not called out individually, many Federal agencies and departments contribute greatly to the prevention effort.

Core Capabilities

Building on the National Preparedness Goal, this section provides a more detailed explanation of what each Prevention core capability entails and the context in which the Nation must be prepared to execute it. This is not intended to be an exhaustive list of all capabilities and critical tasks that may be required to prevent an imminent terrorist threat; rather, it is a description of the capabilities and tasks the whole community will most likely need to achieve the desired end-state of a Nation that is optimally prepared to prevent an imminent terrorist attack on the homeland. Consistent with the National Preparedness System, efforts to build and sustain core capabilities should be based on a structured approach, such as the Plan, Organize, Equip, Train, Exercise (POETE) model.⁸ The delivery of Prevention core capabilities is compatible with the National Incident Management System.

⁸ POETE stands for Plan, Organize, Equip, Train, Exercise, and constitutes one model of the common variables for core capability development and investment through, for example, the Homeland Security Grant Program.

Table 1: Core Capabilities by Mission Area⁹

Prevention	Protection	Mitigation	Response	Recovery
Planning				
Public Information and Warning				
Operational Coordination				
Intelligence and Information Sharing	Intelligence and Information Sharing	Community Resilience	Critical Transportation	Economic Recovery
Interdiction and Disruption	Interdiction and Disruption	Long-term Vulnerability Reduction	Environmental Response/ Health and Safety	Health and Social Services
Screening, Search, and Detection	Screening, Search, and Detection	Risk and Disaster Resilience Assessment	Fatality Management Services	Housing
Forensics and Attribution	Access Control and Identity Verification	Threat and Hazard Identification	Infrastructure Systems	Natural and Cultural Resources
	Cybersecurity		Mass Care Services	
	Physical Protective Measures		Mass Search and Rescue Operations	
	Risk Management for Protection Programs and Activities		On-scene Security and Protection	
	Supply Chain Integrity and Security		Operational Communications	
			Public and Private Services and Resources	
	Public Health and Medical Services			
		Situational Assessment		

Intelligence and Information Sharing

Description: Identify, develop, and provide timely, accurate, and actionable information resulting from the planning, direction, collection, exploitation, processing, analysis, production, dissemination, evaluation, and feedback of available information concerning imminent terrorist threats to the United States, its people, property, or interests; the development, proliferation, or use of WMDs; or any other matter bearing on U.S. national or homeland security by local, state, tribal, territorial, and Federal governments and other stakeholders. Information sharing is the ability to exchange

⁹ The National Preparedness Goal outlines the core capabilities for each mission area.

intelligence, information, data, or knowledge among local, state, tribal, territorial, and Federal governments, private sector entities, or international partners as appropriate.¹⁰

The Intelligence and Information Sharing capability involves the effective implementation of the intelligence cycle and information integration process by local, state, tribal, territorial, and Federal intelligence entities, the private sector, the public, and international partners, as appropriate, to develop situational awareness on the actor(s), method(s), means, weapon(s), or target(s) related to an imminent terrorist threat within the United States.

Incidents over the last decade have demonstrated that the ability to responsibly share information is a prerequisite for preventing terrorist threats to our homeland. No single agency, department, or level of government can independently complete a threat picture of all terrorism and national security threats. With this in mind, the Intelligence and Information Sharing capability involves engagement across local, state, tribal, territorial, Federal, private sector, faith-based organizations, and international partners to facilitate the collection, analysis, and sharing of suspicious activity reports to further support the identification and prevention of terrorist threats; enhance situational awareness of threats, alerts, and warnings; and develop and disseminate risk assessments and analysis of national intelligence to state, local, and private sector partners, and across mission areas as appropriate.

This capability relies on the information sharing and analysis of FBI JTTFs and FIGs; state and major urban area fusion centers; and the intelligence community during times of imminent threat and in accordance with existing laws, directives, and policies. It involves the reprioritization and redirection of law enforcement, intelligence, and homeland security assets as necessary and appropriate. Amplifying information will also be obtained via law enforcement operations. Together, these efforts inform local policing and enable partners at all levels of government, the private sector, and the public to implement the most effective protective and preventive measures. Finally, the Intelligence and Information Sharing capability recognizes that efforts to identify and counter terrorist threats will require ongoing coordination between the aforementioned efforts and other analytic and investigative efforts.

Critical Tasks

- Planning and Direction: Establish the intelligence and information requirements of the consumer.
 - Rapidly reprioritize law enforcement and intelligence assets as necessary and appropriate.
 - Engage with public and private sector partners in order to determine what intelligence and information assets may be available for reprioritization.
 - Obtain additional information through avenues such as law enforcement deployment, questioning of witnesses and suspects, increased surveillance activity, and community policing and outreach.
- Collection: Gather the required raw data to produce the desired finished intelligence and information products.
 - Gather/collect information via law enforcement operations, suspicious activity reporting, surveillance, community engagement, and other activities and sources as necessary.
- Exploitation and Processing: Convert raw data into comprehensible information.

¹⁰ Activities under the Intelligence and Information Sharing Capability will be conducted consistent with Executive Order 13587, which directs structural reforms aimed at strengthening oversight regarding the responsible sharing and safeguarding of classified information access and use.

- Analysis and Production: Integrate, evaluate, analyze, and prepare the processed information for inclusion in the finished product.
- Dissemination: Deliver finished intelligence and information products to the consumer and others as applicable.
 - Develop appropriately classified/unclassified products to disseminate threat information to local, state, tribal, territorial, Federal, international, private sector, nonprofit sector, faith-based organizations, and public partners.
- Feedback and Evaluation: Acquire continual feedback during the intelligence cycle that aids in refining each individual stage and the cycle as a whole.
- Assessment: Continually assess threat information to inform continued prevention operations and ongoing response activities.

Screening, Search, and Detection

Description: Identify, discover, or locate imminent terrorist threats through active and passive surveillance and search procedures. This may include the use of systematic examinations and assessments, sensor technologies, or physical investigation and intelligence.

These measures are ongoing and may be taken in response to actionable intelligence that indicates potential targets, approach vectors, or type of weapon to be used. They may also be taken to verify or characterize the threat of materials or weapons that have already been located. Search and detection operations may be conducted with limited or no intelligence about the location of the threat, which would require the Nation to prioritize its search and detection resources.

This capability includes action taken to detect terrorist activities in the planning, progress, or execution phases. The fully developed capability means the whole community is prepared to quickly and effectively identify and locate terrorists and their means, methods, and weapons to prevent a terrorist act within the United States.

Critical Tasks

- Locate persons and networks associated with imminent terrorist threats.
- Develop and engage an observant Nation (i.e., individuals and families; communities; NGOs; private sector entities; and local, state, tribal, and territorial partners).
- Screen and/or scan inbound and outbound persons, baggage, mail, cargo, and conveyances using technical, non-technical, intrusive, and non-intrusive means without unduly hampering commerce.
 - Apply additional measures for high risk persons, conveyances, or items.
- Conduct physical searches.
- Conduct chemical, biological, radiological, nuclear, and explosive (CBRNE) surveillance search and detection operations.
 - Conduct ambient and active detection of CBRNE.
 - Operate in a hazardous environment.
 - Conduct technical search/detection operations.
 - Conduct non-technical search/detection operations.

- Conduct biosurveillance.¹¹
- Search databases and other information and intelligence sources.
- Employ wide-area search and detection assets in targeted region in concert with state and local personnel or other Federal agencies (depending on the threat).

Interdiction and Disruption

Description: Delay, divert, intercept, halt, apprehend, or secure imminent threats.

This capability includes those interdiction and disruption activities that may be undertaken in response to specific, actionable intelligence. Interdiction and disruption may include the targeting of persons or terrorist weapons to stop or thwart their movement or entry into the United States; preventing terrorist acquisition and transfer of CBRNE materials, precursors, and related technologies; preventing financial or material support for terrorist operations; and implementing tactical law enforcement operations to halt terrorist operations. It might also include urgent activities required when a CBRNE device is encountered unexpectedly. Interdiction and disruption capabilities help to thwart emerging or developing terrorist plots and neutralize terrorist cells, operatives, and operations. These capabilities should be conducted in a manner that preserves evidence and the Government's ability to prosecute those that violate the law.

Critical Tasks

- Interdict conveyances, cargo, and persons associated with an imminent terrorist threat or act.
- Prevent terrorist entry into the United States and its territories.
- Prevent movement and operation of terrorists within the United States.
- Render safe and dispose of CBRNE hazards in multiple locations and in all environments consistent with established protocols.
- Disrupt terrorist financing or prevent other material support from reaching its target.
- Prevent terrorist acquisition and transfer of CBRNE materials, precursors, and related technology.
- Conduct anti-terrorism operations in the United States.
- Conduct tactical counterterrorism operations in the United States, potentially in multiple locations and in all environments.
- Strategically deploy assets to interdict, deter, or disrupt threats from reaching potential target(s).

Forensics and Attribution

Description: Conduct forensic analysis and attribute terrorist acts (including the means and methods of terrorism) to their source(s), to include forensic analysis as well as attribution for an attack and for the preparation for an attack in an effort to prevent initial or follow-on acts and/or swiftly develop options.

Forensics is the collection and examination of evidence associated with an act, and is a critical part of the process supporting an attribution determination. Attribution involves the fusion of the science-

¹¹ Biosurveillance includes medical, public health, animal health, and the environment.

based technical forensic examination results, all-source intelligence information and other law enforcement/investigative information. The forensics and attribution capability is central to the identification of a terrorist actor(s), co-conspirators, and their sponsorship. They are conducted, in part, to inform government leadership of the responsible actor(s) and/or sponsorship and to assist in the prevention of acts or follow-on acts of terrorism. Attribution assessments always include a confidence determination.

This capability may need to be delivered in a time-constrained, hazardous, or crisis environment. Upon a terrorist act or incident, execution of this capability begins with the swift exploitation of evidence for the collection of intelligence information, and subsequent analysis that contributes to the attribution process. Evidence exploitation may occur at attack sites, identified support locations, networks, or at the site of prior and post activities.

Critical Tasks

- Preserve the crime scene and conduct site exploitation for intelligence collection.
- Conduct crime scene investigation.
- Conduct forensic evidence examination, including biometric and DNA analysis.
- Conduct CBRNE material analysis.
- Conduct digital media and network exploitation.
- Assess capabilities of perpetrating terrorists with known terrorist capabilities and methods of operation.
- Conduct investigations to identify the perpetrator(s), conspirator(s), and sponsorship.
- Interview witnesses, potential associates, and/or perpetrators.
- Analyze intelligence and forensics results to refine/confirm investigative leads.
- Fuse intelligence, law enforcement information, and technical forensic conclusions to develop attribution assessments.
- Interpret and communicate attribution results, confidence levels, and their significance to national decision makers.

Planning

Description: Conduct a systematic process engaging the whole community, as appropriate, in the development of executable strategic, operational, and/or community-based approaches to meet defined objectives.

Planning is a required capability and an inherent requirement that spans across all mission areas. In the context of Prevention, planning includes crisis action planning and the development of options upon the discovery of credible information about an imminent threat to the homeland or to prevent follow-on attacks. Both activities may occur in a time-constrained environment.

Critical Tasks

- Initiate a time-sensitive, flexible planning process that builds on existing plans and incorporates real-time intelligence.
- Make appropriate assumptions to inform decision makers and counterterrorism professionals' actions to prevent imminent attacks on the homeland.

- Evaluate current intelligence and coordinate the development of options as appropriate.
- Identify possible terrorism targets and vulnerabilities.
- Identify law enforcement, intelligence, diplomatic, private sector, economic, and/or military options designed to prevent, deter, or disrupt imminent terrorist attacks in the homeland.
- Present courses of action to decision makers to locate, interdict, deter, or disrupt or prevent imminent attacks in the homeland.

Public Information and Warning

Description: Deliver coordinated, prompt, reliable, and actionable terrorism-related information to the whole community through the use of clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any imminent threat and, as appropriate, the actions being taken and the assistance being made available.

Public Information and Warning is a core capability that applies across all preparedness mission areas. In the context of Prevention, this is the capability to provide the public with advance notice regarding the potential for a terrorist attack against the homeland. The process of communicating terrorism-related information to the public must be timely and well-coordinated through standardized procedures. These procedures will inform stakeholders of pending threats, as appropriate, and provide instruction on the precautions necessary to protect themselves, their families, and their property. Since certain communities respond better to different types of media outreach, the method of communication with the public should be tailored to best meet the specific needs of the audience.¹²

The collection, protection, evaluation, and dissemination of critical threat information to the American public; local, state, tribal, territorial, and insular area governments; and the nonprofit and private sectors are central to this task. This information on credible terrorist threats is provided to the public, primarily through National Terrorism Advisory System (NTAS) alerts.¹³ The NTAS system is

¹² For example, information and warnings must be effectively communicated to individuals with disabilities by using appropriate auxiliary aids and services, such as through the use of accessible Web sites and technologies, qualified interpreters, and the captioning of audio and video materials for people who are deaf, hard of hearing, blind, have low vision, or have speech disabilities. Similarly, information and warnings should be communicated to limited English proficient individuals through interpretation and translated documents.

¹³ Under NTAS, DHS will coordinate with other Federal entities to include the FBI in order to issue detailed alerts to the public when the Federal Government receives information about a credible terrorist threat. National Terrorism Advisory System (NTAS) alerts provide a concise summary of the potential threat, including geographic region, mode of transportation, or critical infrastructure potentially affected by the threat, actions being taken to ensure public safety, and the recommended steps that individuals, communities, businesses, and governments can take to help prevent, mitigate, or respond to a threat. NTAS alerts will also be displayed in places such as transit hubs, airports, and government buildings in appropriate languages where there are significant limited English proficient populations.

NTAS alerts will include a clear statement on the nature of the threat, which will be defined in one of two ways:

- Elevated Threat: warns of a credible terrorist threat against the United States
- Imminent Threat: warns of a credible, specific, and impending terrorist threat against the United States.

Depending on the nature of the threat, alerts may be sent to law enforcement, distributed to the affected areas of the private sector, or issued more broadly to the public through both official and social media channels, including a

designed to effectively communicate information about terrorist threats by providing timely, detailed information to the public; government agencies; first responders; airports and other transportation hubs; and the private sector. Depending on the nature of the threat, information about the threat may be sent to law enforcement, distributed to affected areas of the private sector, or issued more broadly to the public through both official and social media channels. Alerts may be broad, local, or sector-specific. A decision may be made for less specific, less imminent threats to provide information to the American public and other stakeholders through other means such as press releases, DHS/FBI Joint Information Bulletins to law enforcement, first responders and other key stakeholders and other options as appropriate to the specific situation.

Should an NTAS alert be issued, fusion centers may be leveraged to disseminate time-sensitive NTAS alerts and associated preventive and protective measure information to fusion center partners and generate value-added analysis, information, and intelligence within a local context.

Critical Tasks

- Increase public awareness of indicators of terrorism and terrorism-related crime; for example, through the “If You See Something, Say Something”™ public awareness program.
- Refine and consider options to release pre-event information publicly, and take action accordingly.
- Protect information so as not to compromise ongoing prevention operations (e.g., intelligence activities and investigation).
- Share prompt and actionable messages, to include NTAS alerts, with the public and other stakeholders, as appropriate, to aid in the prevention of imminent or follow-on terrorist attacks.
- Use all appropriate communication means, such as the Integrated Public Alert and Warning System (IPAWS)¹⁴ and social media.

Operational Coordination

Description: Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities.

This is the capability to conduct actions and activities that enable senior decision makers to determine appropriate courses of action and to provide oversight for complex operations to achieve unity of effort and effective outcomes. Effective operational coordination provides for cohesive command and control in order to ensure coordination of the investigative, intelligence, and other activities in the face of an imminent terrorist threat or following an act of terrorism committed in the homeland.

Operational Coordination includes efforts to coordinate activities across and among all levels of government, with appropriate private and nonprofit sector entities, and across the preparedness

designated DHS Web site. These threat alerts will be issued for a specific time period and will automatically expire. Alerts may be extended if new information becomes available or as a specific threat evolves.

¹⁴ IPAWS, run by the Federal Emergency Management Agency, is a public alert and warning system that expands on the traditional emergency alert system to include more modern technologies to reach as many people as possible using as many pathways as possible. IPAWS ensures the President can alert and warn the public under all conditions, and will provide local, state, tribal, territorial, and Federal warning authorities with the capabilities to alert and warn their respective communities of all hazards impacting public safety and well-being via multiple communications pathways.

mission areas. This capability involves national- and field-level operations and intelligence centers, as well as on-scene command and control centers that coordinate multi-agency efforts to prevent imminent threats or conduct law enforcement investigative and response activities after an act of terrorism.

Critical Tasks

- Collaborate with all relevant stakeholders.
- Ensure clear lines and modes of communication among participating organizations and jurisdictions, both horizontally and vertically.
- Facilitate effective intelligence and information sharing.
- Define and communicate clear roles and responsibilities relative to courses of action.
- Integrate and synchronize actions of participating organizations and jurisdictions to ensure unity of effort.
- Determine priorities, objectives, strategies, and resource allocations.
- Coordinate activities across and among all levels of government and with critical nonprofit and private sector partners to prevent imminent terrorist threats and/or conduct law enforcement investigative and response activities after an act of terrorism.

Coordinating Structures and Integration

A coordinating structure is composed of representatives from multiple departments or agencies and public and/or private sector organizations who are able to facilitate the preparedness and delivery of capabilities. Coordinating structures ensure ongoing communication and coordination among Federal agencies and corresponding local, state, tribal, and territorial authorities and nonprofit and private sector organizations, as applicable. Coordinating structures bring together those entities involved in conducting activities and operations to address the requirements of the mission and serve both a readiness and an operational role. The functions and benefits provided by these coordinating structures are not necessarily limited to Prevention; many coordinating structures also support the Protection, Response, and Recovery mission areas.

Coordinating structures facilitate problem solving, improve access to resources, and foster coordination and information sharing. Departments or agencies, as well as private and nonprofit entities, with unique missions in Prevention, bring additional capabilities to bear through these structures. Coordinating structures can function on multiple levels, to include national-level coordinating structures, such as the DHS National Operations Center (NOC), the FBI Strategic Information and Operations Center (SIOC), the ODNI National Counterterrorism Center (NCTC), the DOD National Military Command Center (NMCC), the FBI National Joint Terrorism Task Force (NJTTF), and others. Field coordinating structures, such as the FBI JTTFs and FIGs; state and major urban area fusion centers; state and local counterterrorism and intelligence units; and others also play a critical role as coordinating structures for the prevention of imminent acts of terrorism. These coordinating structures are scalable, flexible, and adaptable. Staffing and location can be tailored to address specific terrorist threats.

The National Security Council (NSC) is the principal policy body for consideration of national security policy issues requiring Presidential determination. The NSC advises and assists the President in integrating all aspects of national security policy as it affects the United States—domestic, foreign, military, intelligence, and economic (in conjunction with the National Economic Council). Along with its subordinate committees, the NSC is the President’s principal means for coordinating Executive Branch departments and agencies in the development and implementation of national security policy.

While not a complete list, the following structures play a key role in delivering the Prevention core capabilities. At the end of each coordinating structure is a short list of core capabilities most relevant to that coordinating structure that delivers the listed capabilities. The capabilities listed are not intended to be exhaustive.

Local and Regional Coordinating Structures

Joint Operations Center

The Joint Operations Center (JOC) is a multijurisdictional interagency investigative and intelligence operations center led by the FBI. The JOC operates only during a crisis situation or for special events that require additional coordination between participating entities. The JOC coordinates and/or directs law enforcement investigations, intelligence, and operational activities in response to a threat or terrorist incident, major criminal investigation, or special event, including a National Special Security Event. In order to provide successful investigative case management, the JOC may be activated and made operational at any point in the response to a threat or incident.

- Core Capabilities: Intelligence and Information Sharing; Screening, Search, and Detection; Interdiction and Disruption; Forensics and Attribution; Operational Coordination; Planning.

Joint Terrorism Task Forces

JTTFs are FBI-led multijurisdictional task forces established to conduct terrorism-related investigations and are based in 103 cities nationwide. FBI JTTFs focus primarily on terrorism-related issues, with specific regard to terrorism investigations with local, regional, national, and international implications. Investigations conducted by JTTFs are focused on known threat actors or identified individuals who meet the thresholds established in accordance with the Attorney General’s Guidelines for Domestic FBI Operations to initiate assessments or investigations.

FBI JTTFs respond to WMD threats and other terrorism threats, bringing the law enforcement, homeland security, and intelligence communities’ counter-WMD capabilities to bear, ensuring that the whole of government is ready to respond to WMD threats if/when they emerge. This involves the development of comprehensive plans and policy at the strategic and operational levels that inform leaders, decision makers, and counterterrorism professionals about specific responsibilities and courses of action.

FBI JTTFs also conduct terrorism-related investigations and resolve reports of possible terrorism activity submitted from the public. This occurs via the FBI’s Guardian system and the FBI’s e-Guardian system, which is one of the reporting mechanisms for law enforcement agencies to share Suspicious Activity Reporting (SAR) information within the Nationwide SAR Initiative (NSI).

- Core Capabilities: Intelligence and Information Sharing; Screening, Search, and Detection; Interdiction and Disruption; Forensics and Attribution; Operational Coordination.

State Coordinating Structures

State and Major Urban Area Fusion Centers

Fusion centers serve as focal points within the state and local environment for the receipt, analysis, gathering, and sharing of threat-related information between the Federal Government and local, state, tribal, territorial, and private sector partners.¹⁵ Fusion centers empower front-line law enforcement; public safety; fire service; emergency response; animal, environmental, and public health; critical infrastructure protection; and private sector security personnel to understand local implications of national intelligence, thus enabling officials to better protect their communities. Fusion centers provide interdisciplinary expertise and situational awareness to inform decision making at all levels of government. They conduct analysis and facilitate information sharing to assist law enforcement and homeland security partners in preventing, protecting against, and responding to crime and terrorism. Fusion centers are owned and operated by state and local entities with support from Federal partners in the form of deployed personnel, training, technical assistance, exercise support, security clearances, and connectivity to Federal systems, technology, and grant funding.

Fusion centers contribute to the Information Sharing Environment through their role in receiving threat information from the Federal Government; analyzing information in the context of their local environment; disseminating that information to local agencies; and gathering tips, leads, and SAR from local agencies and the public. Fusion center products assist homeland security partners at all levels of government in identifying and addressing imminent and emerging threats. With timely, accurate information on potential terrorist threats, fusion centers can directly contribute to and inform investigations initiated and conducted by Federal entities, such as the FBI JTTFs.

- Core Capabilities: Intelligence and Information Sharing; Screening, Search, and Detection; Public Information and Warning.

State and Local Intelligence and Analytic Entities¹⁶

State and local intelligence and analytic entities strengthen and coordinate the intelligence and information sharing capabilities and operations of local, state, tribal, territorial, and Federal law enforcement agencies to prevent and disrupt terrorism and criminal activities while protecting privacy, civil rights, and civil liberties. Complementing the national network of fusion centers and FBI JTTFs, these entities represent and support locally-led counterterrorism, intelligence, and information sharing efforts. This may include supporting Federal investigations, intelligence collection and analysis activities, intelligence-led policing efforts, and community engagement for the purpose of countering violent extremism. While locally-led, these efforts are designed to support the prevention of terrorism threats and incidents in the homeland, as well as national and transnational crime.

- Core Capabilities: Intelligence and Information Sharing; Screening, Search, and Detection; Interdiction and Disruption.

¹⁵ State and local partners are encouraged to refer to the *Baseline Capabilities for State and Major Urban Area Fusion Centers* (September 2008) for additional information on fusion center capabilities.

¹⁶ These intelligence and analytic entities include state and local intelligence units, real-time crime analysis centers, and other law enforcement or homeland security investigative and analytic centers that have not been designated as fusion centers by state governments.

Federal Coordinating Structures

National Counterterrorism Center

The NCTC is an ODNI-led coordinating structure that leads the Nation's efforts to combat terrorism by analyzing the threat and facilitating information sharing with local, state, tribal, territorial, and Federal partners. The NCTC is the primary organization for the analysis and integration of all intelligence pertaining to terrorism and counterterrorism, except with regard to solely domestic threats with no foreign nexus. The NCTC also conducts strategic and operational planning for integrated counterterrorism activities.¹⁷ Intelligence and information sharing is accomplished via a collaborative report of finished intelligence that updates the Presidential Daily Brief and daily National Terrorism Bulletin. The NCTC maintains oversight of the repository of information on international terrorist identities and provides an authoritative database supporting the Terrorist Screening Center (TSC) and the U.S. Government watchlisting system. The NCTC also provides expertise and analysis of key terrorism-related issues.

- Core Capabilities: Intelligence and Information Sharing; Screening, Search, and Detection; Forensics and Attribution; Planning.

National Operations and Coordination Centers

National operations and coordination centers facilitate time-sensitive incident management coordination, situational awareness, and the sharing of critical intelligence and information. These centers provide valuable support in the prevention of terrorism and may be composed of representatives from local, state, tribal, territorial, and/or Federal entities. Examples include the FBI SIOC, DOD NMCC, NCTC Counterterrorism Watch, and DHS NOC. Pursuant to the Homeland Security Act of 2002, Section 515, the NOC is the principal operations center for DHS and shall: (1) provide situational awareness and a common operating picture for the entire Federal Government, and for local, state, and tribal governments as appropriate, in the event of a natural disaster, act of terrorism, or other manmade disaster; and (2) ensure that critical terrorism and disaster-related information reaches government decision makers. The SIOC acts as the FBI's worldwide emergency operations center (EOC) by: maintaining situational awareness of criminal or terrorist threats, critical incidents, and crises; providing command, control, communications connectivity, and the FBI's common operating picture for managing operational responses; establishing the headquarters command post and developing connectivity to JOCs; and sharing information and intelligence with other EOCs at all levels of government, to include the DHS NOC.

- Core Capabilities: Intelligence and Information Sharing; Public Information and Warning; Operational Coordination.

National Joint Terrorism Task Force

The FBI NJTTF provides program oversight and support to the FBI JTTFs throughout the United States; coordinates the efforts of all FBI JTTFs; and facilitates the coordination of local, state, tribal, territorial, and Federal agencies acting as an integrated force to combat terrorism on a national and international scale. The FBI NJTTF exchanges information, analyzes data, and plans counterterrorism strategies. The FBI NJTTF conducts its mission in close coordination with the NCTC.

- Core Capabilities: Intelligence and Information Sharing; Operational Coordination.

¹⁷ National Security Act of 1947 Section 119 (50 USC S 404o) and Quadrennial Homeland Security Report (p. A3).

Terrorist Screening Center

The TSC supports local, state, tribal, territorial, and Federal law enforcement agencies and some foreign governments that conduct terrorist screening by making the Terrorist Screening Database (TSDB) information available to them for screening purposes. The TSC 24-hour call center also supports agencies' terrorist screening processes by determining whether the person being screened is an identity match to the TSDB. The TSC supports terrorism screening at a variety of Federal agencies and has also made terrorist identities information accessible through the National Crime Information Center system to law enforcement officers—including 870,000 local, state, tribal, and territorial officers nationwide—adding those resources to the fight against terrorism. The TSC's primary responsibility is to ensure that the identity data that is already known to the U.S. Government is held in one location where it can be queried by those who need it, including local, state, tribal, territorial, and Federal law enforcement and border control officers in certain foreign countries. While doing so, the TSC is dedicated to ensuring that data is maintained in a manner consistent with protecting privacy and civil liberties.

- Core Capabilities: Intelligence and Information Sharing; Screening, Search, and Detection.

Nationwide Suspicious Activity Reporting Initiative

The NSI is a collaborative effort led by the DOJ's Bureau of Justice Assistance in partnership with DHS, FBI, and local, state, tribal, and territorial law enforcement partners. The NSI provides law enforcement with another tool to help prevent terrorism and other related criminal activity by establishing a national capacity for gathering, documenting, processing, analyzing, and sharing SAR information. The NSI establishes a standardized process—which includes stakeholder outreach, privacy protections, training, and enabling technology—to identify and report suspicious activity in jurisdictions across the country, and serves as the unified focal point for sharing SAR information. There are multiple options for entry of the SAR data, to include the Shared Space, Guardian, and eGuardian systems, which allow FBI JTTFs and fusion centers to seamlessly access and share SAR information. The NSI also includes comprehensive training for chief executives, analysts, front line officers, and public safety partners on SAR awareness, as well as how to identify and report pre-incident terrorism indicators while ensuring protection of privacy, civil rights, and civil liberties.

- Core Capabilities: Intelligence and Information Sharing; Public Information and Warning.

Integration

Figure 1 depicts how the coordinating structures identified in the National Prevention Framework contribute at all levels to preventing an imminent terrorist attack upon the United States. This Framework stresses the importance of contributions made by individuals; community organizations; private and nonprofit sector partners; and local, state, tribal, territorial, and Federal entities that ultimately may result in thwarting the next attack.



Figure 1: Prevention Coordinating Structures

Relationship to Other Mission Areas

PPD-8 mandates that the Secretary of Homeland Security coordinate the development of this series of five integrated national planning frameworks in the National Planning System. The National Planning System is an essential part of the National Preparedness System, which guides, organizes, and unifies the Nation’s homeland security efforts to support the achievement of the National Preparedness Goal.

Many Prevention coordinating structures and organizations contribute directly to activities and inform efforts within the other mission areas. The Prevention mission area is focused exclusively on terrorist threats. The other four mission areas—Protection, Mitigation, Response, and Recovery—are “all-hazards.” In addition to the terrorist threats identified above, the SNRA identifies a range of hazards (e.g., natural disasters, pandemics, technological accidents, and cyber attacks) that pose a risk to the safety and security of the Nation. These hazards, and the core capabilities required to address them, are addressed in the other four preparedness mission areas, as appropriate.

Recognizing that Prevention efforts may interact with other efforts, especially those of Protection and Response, the core capabilities¹⁸ and coordinating structures of this Framework should be integrated with those of the other national planning frameworks. This integration will require the establishment of joint priorities.

¹⁸ See Table 1.

Protection Mission Area

Prevention and Protection are closely aligned. The Prevention mission area focuses on those intelligence, law enforcement, and homeland security activities that prevent an adversary from carrying out a terrorist attack within the United States. Protection activities include a focus on decreasing the likelihood of an attack within the homeland. Protection and Prevention share a number of common elements and rely on many of the same core capabilities. Many Protection and Prevention processes described in these frameworks are designed to operate simultaneously and to complement each other.

Mitigation Mission Area

The law enforcement, intelligence, and homeland security communities play a significant role in the Mitigation mission area. Outreach and community involvement help to establish and maintain strong partnerships to increase awareness of potential threats. Intelligence-focused relationships among local, state, tribal, territorial, and Federal law enforcement; intelligence and homeland security entities; and with the public and private sector, academia, and other community organizations and NGOs facilitate information sharing. In turn, this creates more opportunities to thwart acts of terrorism and to lessen the effects of large-scale, manmade catastrophes should they occur. Through these dialogues, communities may better deter and detect specific threats and mitigate vulnerabilities. They may also develop new ways of reducing risks and reporting successful practices. Finally, through integrated and risk-informed planning efforts, law enforcement and homeland security partners can help improve the whole community's ability to avoid future loss of life and property.

Response and Recovery Mission Areas

In the post-attack environment, terrorism prevention activities continue in order to prevent potential follow-on attacks. These activities require the coordination of efforts with Response and Recovery, likely to occur in a JOC in conjunction with the Joint Field Office. Similarly, Prevention- and Response-related authorities must be in communication during times of an imminent threat so that Response assets, to the extent practical and appropriate, may be pre-positioned. Prevention may involve processing the scene of a terror attack for evidence while Response will likely be working at the same time in the same space to save lives and minimize loss. Actions to be taken involve prioritizing activities across the Prevention and Response mission areas. Furthermore, Prevention assets may provide Response and Recovery personnel data concerning contamination in the impacted area, which will assist Response and Recovery activities.

Operational Planning

The national planning frameworks explain the role of each mission area in national preparedness and provide the overarching strategy and doctrine for how the whole community builds, sustains, and delivers the core capabilities. The concepts in the frameworks are used to guide operational planning, which provides further information regarding roles and responsibilities, identifies the critical tasks an entity will take in executing core capabilities, and identifies resourcing, personnel, and sourcing requirements. Operational planning is conducted across the whole community, including the private and nonprofit sectors and all levels of government. At the Federal level, each framework is supported by a mission area-specific Federal Interagency Operational Plan (FIOP). Comprehensive Preparedness Guide (CPG) 101 provides further information on the various types of plans and guidance on the fundamentals of planning.

The following sections outline how operational planning is applied within the Prevention mission area.

Prevention Operational Planning

This section supports the planning core capability by providing guidance on the development of local, state, tribal, territorial, and Federal operational plans that support the National Prevention Framework. A plan is an explanation of anticipated actions that provides a starting point for operations. It provides three main benefits: (1) it allows jurisdictions to influence the course of events during an imminent threat by determining in advance the actions, policies, and processes that will be followed; (2) it contributes to unity of effort by providing a common blueprint for activity in the event of a crisis; and (3) it guides preparedness activities and resourcing.

Local, state, tribal, territorial, Federal, and private sector planning efforts supporting the National Prevention Framework should address the following:

- Collaboration with all relevant stakeholders
- Understanding the situation expected during the intended operation
- A detailed concept of operations that explains how Prevention operations during an imminent threat will be executed in a coordinated fashion
- A description of critical tasks
- A description of roles and responsibilities
- Resource and personnel requirements
- Specific provisions for the rapid integration of resources and personnel
- Integration of provisions regarding the rights of individuals protected by civil rights laws, including individuals with disabilities, racial and ethnic minorities, and individuals who have limited English proficiency
- Account for multiple, geographically dispersed attacks of an extended nature
- Explain how Prevention plans may be executed simultaneously with other plans.

It is important to recognize that planning is an iterative process. Plans will need to be revised on a regular basis, including after exercises and real-world incidents.

Planning Assumptions

PPD-8 requires an FIOP to support the National Prevention Framework. The FIOP should leverage current and past planning efforts to cover threats that exceed the capabilities of local, state, tribal, and territorial governments, such as CBRNE threats that involve multiple jurisdictions, states, regions, or the entire Nation.

The Prevention FIOP assumes:

- The capabilities of individuals and households, communities and community organizations, the private and nonprofit sectors, and local, state, tribal, and territorial entities will play a critical role in preventing an imminent terrorist attack

- A terrorist attack will occur with little or no warning and involve multiple geographic areas
- Multiple, near simultaneous terrorist attacks will exceed the capabilities of any one department or agency.

The Prevention FIOP will address unique planning considerations for terrorist threats identified in the SNRA:

- Chemical
- Biological
- Radiological/nuclear
- Explosives
- Armed assault.

The Prevention FIOP will serve as the foundation for department- and agency-level operational plans. Department- and agency-level operational plans will detail how a specific department or agency will fulfill their responsibilities, critical tasks, and resource requirements identified in the operational plan. Existing plans, protocols, or standard operating procedures can be used and will be updated as needed.

Framework Application

CPG 101 provides guidance for developing emergency operations plans at the local, state, tribal, and territorial levels. It promotes a common understanding of the fundamentals of risk-informed planning and decision making to help planners produce integrated, coordinated, and synchronized plans. Even though CPG 101 was designed for emergency management planners, certain elements of CPG 101—such as the basics of planning, format and function of planning, and planning processes—also apply to prevention planning at the local, state, tribal, and territorial levels.¹⁹ The Federal Government can also use this guidance, as appropriate.

Local, state, tribal, and territorial officials are strongly encouraged to develop a prevention plan in support of the National Prevention Framework. Prevention plans should explain how stakeholders will deliver the Prevention core capabilities, as appropriate, and execute the critical tasks outlined in the Core Capabilities section. Additionally, all plans should identify the type of tasks, scope of capabilities, and time frame of support that each jurisdiction may need from the Federal Government, including any incident-specific considerations.

Supporting Resources

In accordance with PPD-8, and in coordination with Federal departments and agencies, an SNRA was conducted to support the development of the National Preparedness Goal and the identification of core capabilities.

U. S. Government departments and agencies and local, state, tribal, and territorial governments possess policies and/or plans to prevent imminent acts of terrorism. The Federal Government uses plans and strategic guidance documents, such as the Maritime Operational Threat Response Plan, the

¹⁹CPG 502 also provides state and major urban area fusion center and EOC officials with guidance for the coordination among fusion centers and EOCs. It outlines the roles of fusion centers and EOCs and provides steps by which these entities can work together to share information and intelligence on an ongoing basis.

Aviation Operational Threat Response Plan, the National Strategy for Counterterrorism, and the National Strategy for Countering Biological Threats.

Conclusion

The responsibility for prevention builds from the individual and the community to local jurisdictions; state, tribal, territorial, and insular area governments; and the Federal Government. This Framework assists the whole community in thwarting initial or follow-on terrorist attacks.

This Framework provides individuals, communities, and governmental, private sector, and nongovernmental decision makers with an understanding of the full spectrum of Prevention activities and what they can do to ensure the Nation is prepared to prevent imminent acts of terrorism. Initiatives based on Prevention mission activities and core capabilities help guide communities to create conditions for a safer, more secure, and more resilient Nation by enhancing prevention through operational coordination and information sharing.

The environment in which the Nation operates grows ever more complex and unpredictable. In implementing the National Prevention Framework to build national preparedness, partners are encouraged to develop a shared understanding of broad-level strategic implications as they make critical decisions in building future capacity and capability. The whole community should be engaged in examining and implementing the strategy and doctrine contained in this Framework, considering both current and future requirements in the process. This means that this Framework is a living document, and it will be regularly reviewed to evaluate consistency with existing and new policies, evolving conditions, and the experience gained from its use. The first review will be completed no later than 18 months after the release of the Framework. Subsequent reviews will be conducted in order to evaluate the effectiveness of the Framework on a quadrennial basis.

DHS, DOJ/FBI, and ODNI will coordinate and oversee the review and maintenance process for the National Prevention Framework. The revision process includes developing or updating any documents necessary to carry out capabilities. Significant updates to the Framework will be vetted through a Federal senior-level interagency review process. This Framework will be reviewed in order to accomplish the following:

- Assess and update information on the core capabilities in support of Prevention goals and objectives
- Ensure that it adequately reflects the organization of responsible entities
- Ensure that it is consistent with the other four mission areas
- Update processes based on changes in the national threat/hazard environment
- Incorporate lessons learned and effective practices from day-to-day operations, exercises, and actual incidents and alerts
- Reflect progress in the Nation's Prevention mission activities, the need to execute new law, executive orders, and Presidential directives, as well as strategic changes to national priorities and guidance, critical tasks, or national capabilities.

The implementation and review of this Framework will consider effective practices and lessons learned from exercises and operations, as well as pertinent new processes and technologies. Effective practices include continuity planning, which ensures that the capabilities contained in this Framework can continue to be executed regardless of the threat or hazard. Pertinent new processes and technologies should enable the Nation to adapt efficiently to the evolving risk environment and

use data relating to location, context, and interdependencies that allow for effective integration across all missions using a standards-based approach.

America's security and resilience work is never finished. While the Nation is safer, stronger, and better prepared than a decade ago, the commitment to remain secure against the greatest risks it faces remains resolute. By bringing the whole community together now to support the collective and integrated action needed to address our shared future needs, the Nation will continue to ensure preparedness for whatever challenges unfold.

This page intentionally left blank.