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# **Overall Training Objective:**

Provide an instructional foundation on the DIOG and then apply the knowledge gained by using hypothetical examples and scenarios. Upon completing this course of instruction you should have a firm grasp of the concepts and principles underpinning the DIOG.

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#### **Participation Standards:**

Questions are welcome; however, if your question is about a specific set of facts that may divert the training objective, please direct your question to one of the Training team members at a break for a response.

During the scenario exercises, participants will be called upon to provide their response to particular facts or circumstances. Each Unit/Section should select a representative to speak for the Unit/Section and rotate that responsibility among the group. The scenarios are meant to prompt discussion, but the presenters must keep the scenario moving forward. Please understand that everyone may not be able to voice their perspective in the group setting. Keep in mind there may be several avenues to reach the same justified conclusion. You may use your handouts and training aids to inform

**Course Completion:** 

•You must complete the entire mandatory 16.5 hours of training. You must score an 80% or higher to pass. You will be notified of your score via e-mail. If you do not pass the first time, you will be permitted to take the test again.

•Please annotate on the attendance sheet your presence at the training if you pre-registered. If you did not pre-register, please print your name, division, and the items requested on the attendance roster.

• After the course is complete, you will be receiving a survey e-mail containing questions that will test your knowledge and understanding of the material presented. The test is open book.



- Provides ability to FBI authorities to be more proactive and preventative, and the flexibility to deal with complex threats that do not fall neatly into individual programs
- Provides clarity and improves compliance by combining several sets of guidelines into one consistent set of guidelines
- Removes discrepancies, sets uniform rules for criminal, national security, and foreign intelligence collection cases. Each program will have a program-specific policy guide (PG)







- DIOG applies to all investigative and intelligence collection activities conducted by the FBI
  - within the United States

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- in the United States territories
- outside the territories of all countries
- DIOG does <u>not</u> apply to investigative and intelligence collection activities of the FBI <u>in</u> foreign countries

 governed by AGGs for Extraterritorial FBI Operations (national security and criminal)

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- The primary purpose of the AGG-DOM and the DIOG is to standardize policy so that criminal, national security and foreign intelligence investigative activities are performed in a legal and consistent manner
- The DIOG replaces numerous FBI manuals, electronic communications, letterhead memoranda and other policy documents. The DIOG is located on the Corporate policy Office (CPO) Policy and Guidance Library web site
- The changes implemented by the DIOG better equip you to protect the people of the United States against crime and threats to the national security
- The DIOG stresses the importance of oversight and self-regulation to ensure compliance

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- The Attorney General Procedure for Reporting and Use of Information Concerning Violations of Law and Authorization for Participation in Otherwise Illegal Activity in FBI Foreign Intelligence, Counterintelligence or International Terrorism Intelligence Investigations (August 8, 1988) \*
- The Attorney General's Guidelines for Reporting on Civil Disorders and Demonstrations Involving a Federal Interest (April 5, 1976)

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 The Attorney General's Procedures for Lawful, Warrantless Monitoring of Verbal Communications (May 30, 2002) (only portion applicable to FBI)



**Note:** Regarding Extraterritorial FBI's Operations, the AGG-Dom did not repeal or supersede certain portions of the prior guidelines (marked \* in prior slides). These national security extraterritorial portions continue to remain in effect pending the approval of new Attorney General's Guidelines for Extraterritorial FBI Operations for both national security and criminal investigations. Additionally, the classified Attorney General Guidelines for Extraterritorial FBI Operations and Criminal Investigations (1993) continue to remain in effect pending approval of the new guidelines.

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#### The FBI is authorized to:

- Conduct investigations and collect evidence (criminal and national security) and collect foreign intelligence (AGG-Dom, Part II)
- Provide investigative assistance to federal, state, local, tribal, and foreign agencies (AGG-Dom, Part III) and (DIOG Section 12)
- Collect information necessary for and conduct intelligence analysis & planning (AGG-Dom, Part II & IV) and (DIOG Section 15)
- Retain and share information (AGG-Dom, Part VI) and (DIOG Section 14)



# The word "Assessment" has two distinct meanings:

- The AGG-Dom authorizes as an investigative activity an "assessment" which requires an authorized purpose and objective as discussed in DIOG Section 5.
- The U.S. intelligence community uses the word "assessment" to describe written intelligence products as discussed in DIOG Section 15.7.B.

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- The FBI is an intelligence agency as well as a law enforcement agency
- The FBI is authorized to engage in intelligence analysis and planning, using all lawful sources of information:
  - development of overviews and analysis
  - research and analysis to produce reports and assessments
  - operate intelligence systems that facilitate and support investigations through ongoing compilation and analysis of data and information

- The FBI is the "lead federal agency" in the following areas:
  - Federal Crimes of Terrorism (listed in DIOG Section 2.4.C)
  - Other non-Terrorism federal crimes (listed in DIOG Section 2.4.D)
  - Counterintelligence and Espionage (listed in DIOG Section 2.4.F)
  - Criminal Investigations (some listed in DIOG Section 2.4.G; see also CID PGs)

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#### **Departures from the AGG – Dom:**

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- In Advance: FBI Director, Deputy Director, or EAD (NSB or Criminal Cyber Response and Services Branch) must approve with notice to the General Counsel.
- In Emergency: Approving authority who authorizes the departure must give notice as soon thereafter as practical to Director, Deputy Director or EAD with notice to General Counsel OGC must keep records of all departures to advise DOJ, as required.

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### **Departures from the DIOG:**

In Advance: Appropriate substantive AD or DAD must approve with notice to the General Counsel or appropriate Deputy General Counsel (DGC).

**In Emergency:** Approving authority who authorizes the departure must give notice as soon thereafter as practical; SAC or HQ Section Chief must provide written notice to appropriate substantive AD and the General Counsel.

#### The AGG-Dom and DIOG apply to all FBI domestic investigations and operations conducted by "FBI employees" – defined as:

- applicable support personnel
- intelligence analysts
- special agents
- task force officers (TFO)
- detailees
- FBI contractors
- confidential human sources (CHS)

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#### Authorities of an FBI Special Agent:

- Investigate violations of the laws, including the criminal drug laws, of the United States (21 U.S.C. § 871; 28 U.S.C. §§ 533, 534 and 535; 28 C.F.R. § 0.85)
- 2. Collect evidence in cases in which the United States is or may be a party in interest (28 C.F.R. § 0.85 [a]) as redelegated through exercise of the authority contained in 28 C.F.R. § 0.138 to direct personnel in the FBI
- 3. Make arrests (18 U.S.C. §§ 3052 and 3062)

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 Serve and execute arrest warrants and seize property under warrant; issue and/or serve administrative subpoenas; serve subpoenas issued by other proper authority; and make civil investigative demands (18 U.S.C. §§ 3052, 3107; 21 U.S.C. § 876; 15 U.S.C. § 1312)



# Authorities of an FBI Special Agent (cont.):

- 5. Carry firearms (18 U.S.C. § 3052)
- Administer oaths to witnesses attending to testify or depose in the course of investigations of frauds on or attempts to defraud the United States or irregularities or misconduct of employees or agents of the United States (5 U.S.C. § 303)
- Seize property subject to seizure under the criminal and civil forfeiture laws of the United States (e.g., 18 U.S.C. §§ 981 and 982)

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8. Perform other duties imposed by law



# The AGG-Dom did not limit other authorized FBI activities, such as:

- Conducting background checks and inquires concerning applicants and employees under federal personnel security programs
- Maintenance and operation of national criminal records systems and preparation of national crime statistics
- Forensic assistance and administration functions of the FBI Laboratory

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#### The FBI's Core Values are:

- Rigorous obedience to the U.S. Constitution
- Respect for the dignity of all those we protect
- Compassion
- Fairness
- Uncompromising personal integrity and institutional integrity

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- Accountability by accepting responsibility for our actions and decisions and their consequences
- Leadership, by example, both personal and professional



#### **Everyone's Responsibility:**

• To learn and understand the laws, rules and regulations that govern their activities

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- To fully comply with all laws, rules and regulations governing investigations, operations, programs and activities
- To report to proper authority any known or suspected failures to adhere to the law, rules or regulations

## **DIOG Section 3.2:**

- DD is the proponent of the DIOG and subordinate implementing procedural directives and specific policy implementation guides (PGs)
- DD has oversight of DIOG compliance, monitoring and auditing processes
- DD has responsibility for DIOG training
- DD, through the Corporate Policy Office (CPO), will ensure the DIOG is updated one year from implementation, and every three years thereafter

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#### **DIOG Section 3.3:**

- Comply with AGG-Dom and DIOG standards for initiation, conducting, and closing investigative activity; collection activity; or use of an investigative method
- Obtain training on DIOG standards relevant to their position and perform activities consistent with those standards
- Ensure all investigative activity complies with all laws and policy

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 Identify victims, offer FBI assistance, and furnish information to the FBI Victim Specialist

# (Continued – DIOG Section 3.3)

- Ensure civil liberties and privacy are protected throughout the assessment or investigative process
- Conduct <u>no</u> investigative activity solely on the basis of activities protected by the 1<sup>st</sup> Amendment or solely on the basis of race, ethnicity, national origin or religion of the subject
- Report non-compliance to the proper authority

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#### **DIOG Section 3.4.A – Supervisor Defined:**

 Field Office or FBIHQ personnel, including: SIA, SSA, SSRA, UC, ASAC, ASC, SAC, DAD, AD, ADIC, and EAD



### **DIOG Section 3.4.B - Supervisor Responsibilities:**

- Determine whether the DIOG standards are satisfied for initiating, approving, conducting and closing an investigative activity, collection activity, or investigative method
- Ensure all investigative activity complies with all laws and policy
- Obtain training on DIOG standards relevant to their position and <u>conform</u> their decisions to those standards
- Ensure civil liberties and privacy are protected throughout the assessment or investigative process

# **Continued DIOG Section 3.4.B - Supervisor Responsibilities:**

- If encountering a practice that does not comply with the law, rules, or regulations, the supervisor must:
  - 1. report that compliance concern to the proper authority
  - 2. take action to maintain compliance, when necessary

 Ensure no retaliation or adverse action is taken against persons who raise compliance concerns

#### **DIOG Section 3.4.C - Supervisory Delegation:**

- Any DIOG requirement imposed on a Supervisor may be delegated/performed by a <u>designated</u> Acting, Primary, or Secondary Relief supervisor as indicated below, unless specified otherwise by federal statute, EO, PD, AGG, FBI Policy or any other regulation.
  - Supervisor may delegate authority to a supervisor one level junior to himself/herself (e.g. SAC to ASAC; or SC to Assistant/SC)
    - Must identify the task delegated
    - Must identify the supervisory position given approval authority
    - Must be in writing
    - · Must be retained appropriately

 Higher level Supervisors in the same chain-of-command as the original supervisor may approve a particular activity without written delegation documentation





#### Assessment Justification/File Reviews:

- Conducted for every 30 day period for Type 1 and 2 Assessments

   (with 10 additional days to complete and document)
- Conducted for every 90 day period for Type 3, 4, and 6 Assessments
   (with 30 additional days to complete and document)
- Supervisor Must:
  - Evaluate progress made toward the achievement of authorized purpose and objective
  - Ensure activities that occurred during prior period were appropriate
  - Determine whether it is reasonably likely that information may be obtained that is relevant to the authorized objective – thus warranting an extension for another 30/90 day period
  - Determine whether adequate predication has been developed to open a predicated investigation
  - Determine whether the assessment should be terminated

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#### Predicated (Preliminary and Full) Investigation File Reviews:

- Conducted for every 90 day period
  - (with 30 additional days to complete and document)
- Supervisor Must:
  - Evaluate progress made toward the achievement of authorized purpose and objective
  - Ensure activities that occurred during prior period were appropriate
  - Determine whether it is reasonably likely that information may be obtained that is relevant to the authorized objective – thus warranting an extension for another 90 day period
  - Determine whether adequate predication has been developed to open/or continues to justify a predicated investigation

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#### CDC's Role and Responsibilities:

- 1. Must review all Assessments, Preliminary Investigations (PI) and Full Investigations (FI) that involve a "Sensitive Investigative Matter" (SIM)
- 2. Must review particular investigative methods as mandated by DIOG Section 5 and 11
- 3. Requirements imposed on the CDC may be performed by an Associate Division Counsel, Legal Advisor, or designated Acting CDC. All delegations must be in writing and retained appropriately.
#### **CDC Determinations:**

The primary purpose of the CDC's review is to ensure the legality of the actions proposed. In this context, the review includes a determination that the:

- Investigative activity is not legally objectionable (can be overruled by OGC)
  - Activity is not based solely on the exercise of 1<sup>st</sup> Amendment rights or on the race, ethnicity, national origin or religion of the subject

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- The investigation is founded upon an "authorized purpose" (Assessments) or have adequate factual predication (Preliminary and Full)
- Advise as to the "wisdom" of the proposed action

#### **Continued: CDC Determinations**

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The CDC's determination is based on facts known at the time of the review and recommendation.

The CDC may require additional reviews or provide guidance as to monitoring the results of investigative activity to ensure that the authorized purpose and/or factual predication remain intact after additional facts are developed.

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**OGC Role:** In coordination with the DOJ NSD, the OGC is responsible for conducting regular reviews of all aspects of FBI national security and foreign intelligence activities.

The primary purpose of the OGC's review is to ensure the legality of the actions proposed. These reviews, conducted in the field offices and in HQ Units, broadly examine such activities for compliance with the AGG-Dom and other requirements. In this context, the review includes a determination that the:

- Investigative activity is not legally objectionable (Activity is not based solely on the exercise of 1<sup>st</sup> Amendment rights or on the race, ethnicity, national origin or religion of the subject)
- The investigation is founded upon an "authorized purpose" (Assessments) or have adequate factual predication (Preliminary and Full) and meets the standards in the DIOG
- Advise as to the "wisdom" of the proposed action

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## FIRST AMENDMENT RIGHTS (cont.):

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- No investigative activity, including assessments, may be taken solely on the basis of activities that are protected by the First Amendment or on the race, ethnicity, national origin or religion of the subject.
- If an assessment or predicated investigation touches on or is partially motivated by First Amendment activities, race, ethnicity, national origin or religion, it is particularly important to identify and document the basis for the assessment with clarity

All activities must be consistent with the Attorney General's 2003 Guidance Regarding the Use of Race by Federal Law Enforcement Agencies (forbids the use of racial profiling and requires activities involving the investigation or prevention of threats to the national security to comply with the Constitution and laws of the United States)

The DIOG stresses several points in each section:

- No investigation or assessment can be commenced based solely on race, ethnicity, national origin, religion, or exercise of First Amendment rights
- The FBI must use the least intrusive method that is feasible under the circumstances
- In connection with Foreign Intelligence collection, agents must operate openly and consensually with U.S. Persons, to the extent practicable
- All investigative activities must have an "authorized purpose"

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#### **DIOG Guidance on use of Race or Ethnicity**

#### As to individuals:

- 1. Permits the consideration of ethnic and racial identity information based on specific reporting;
- 2. The race or ethnicity of suspected members, associates, or supporters of an ethnic-based gang or criminal enterprise may be collected when gathering information about or investigating the organization; or
- 3. Ethnicity may be considered in evaluating whether a subject is or is not—a possible associate of a criminal or terrorist group that is known to be comprised of members of the same ethnic grouping—as long as it is not the dominant factor for focusing on a particular person

#### **DIOG Guidance on use of Race or Ethnicity**

#### As to a <u>community</u>:

1. Collecting and analyzing demographics – if these locations will reasonably aid the analysis of potential threats and vulnerabilities, and, overall, assist domain awareness

2. Geo-Mapping ethnic/racial demographics - if properly collected

3. General ethnic/racial behavior – <u>cannot</u> be collected, <u>unless</u> it bears a rational relationship to a valid investigative or analytical need

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4. Specific and relevant ethnic behavior

5. Exploitive ethnic behavior - by criminal or terrorist groups

The AGG-DOM and the DIOG <u>require</u> that the "<u>least intrusive</u>" means or method <u>be</u> <u>considered</u> and, <u>if operationally sound and</u> <u>effective</u>, used to obtain intelligence or evidence in lieu of a more intrusive method

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# By emphasizing the use of less intrusive means, employees will be able to balance:

Our need for evidence/intelligence

VS.

Mitigating potential negative impact on the privacy and civil liberties of people/public

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Primary factor in determining "intrusiveness":

- The degree of procedural protection that the law and the AGG-DOM provide for the use of the particular method.
  - Examples of <u>"more intrusive</u>" methods: Search Warrants, wiretaps, UCOs

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 Examples of "less intrusive" methods: checks of government databases, state or local criminal record checks, commercial databases, interviews

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# Items to consider when determining the relative intrusiveness of an investigative method:

- Is method permitted prior to the initiation of an assessment?
- Is the method relevant to the assessment or investigation?
- Will the information collected or obtained likely further the investigative objective?
- What alternatives exist for gathering the same information?
- Are those alternatives relatively less intrusive?
- What time span is involved in using the investigative method (days, weeks, months)?
- What confidence level is associated with the information gathered using the investigative method?
- Will the method resolve a pending investigative issue quickly?



### Factors to Determine "Intrusiveness":

- 1. Nature of the information sought
- 2. Scope of the information sought
- 3. Scope of the use of the investigative method
- 4. Source of the information sought
- 5. Risk of public exposure

		Assessments	Preliminary Investigations	Fuli
Obtain publiciy available information				
Access and examine FBI and other DOJ records, and obtain information	n from any FBI or DOJ personnel	ľ		
Access and examine records maintained by, and request information fro agencies	om, other federai, state, local, tribal, or foreign governmental entitles or			
Use online services and resources (whether nonprofit or commercial)		1		
Use and recruit human sources in conformity with AG Guidelines Regar	an sources in conformity with AG Guidelines Regarding the Use of FBI Confidential Human Sources			
interview or request information from membere of the public and private	entities [includes pretextual interviews]			
Accept information voluntarily provided by governmental or private entiti	les			
Engage in observation or surveillance not requiring a court order				
Mail covere	······································			
Physical searches of personal or real property where a warrant or court of privacy (e.g., trash covere)	order is not legally required because there is no reasonable expectation			
Consensual monitoring of communications, including consensual comp Where a sensitive monitoring circumstance is involved, monitoring must foreign intelligence or a threat to the national security, by the National S	t be approved by the Criminal Division or, if the investigation concerns			
Use of closed-circult television, direction finders, and other monitoring d	levices, subject to legal review by the CDC or FBI OGC			
olygraph examinations				
Undercover operations				
Compuisory process as authorized by law, including Federal Grand Jung subpoenas for telephone and electronic mall subscriber records can be	y and other subpoenas and National Security Letters (Federal Grand Jury used during type 1 and 2 Assessments only)			
Accessing stored wire and electronic communications and transactional	l records			
Use of pen registers and trap and trace devices	۲			
Electronic surveillance	· · · · · · · · · · · · · · · · · · ·			
Foreign intelligence collection under Title VII of FISA				
Physical searches, including mail openings, where a warrant or court on	rier is legally required because there is an expectation of privacy	-		

Authorized Method and DIOG Reference*		uthorized Method and DIOG Reference*	App	roval Levels for Assessments and Predicated Inv		
		ndioitted Metring min provi Heleteine	Assessments	Predicated	Foreign Intelligence	
1	5.9A	Obtain publicly available information	None Required	None Required	None Required	
·		Tasking a UCE to attend a religious service	Not Permitted	SSA Approval	SSA Approval	
2		Physical survéillance of a person or group (Consult the DIOG for handheld photo and video surveillance with no reasonable expectation of <i>nivgery</i> )	DjOG for requirements	None Required	None Required	
				ASAC Approval	ASAC Approval	
			ASAC Approval	ASAC Approval	ASAC Approval	
3	5.9C	Access and examine FBI and other Department of Justice (DOJ) records, and obtain information from any FBI or other DOJ personnai	None Required	None Requir <b>ed</b>	None Required	
4	5.9D	Access and examine records maintained by, and request information from, other federal, state, local, or tribal, or foreign governmental entitles or agencies	None (Unless such approval is required by MOU or other agreements)	None (Unless such approval is required by MOU or other agreements)	None (Unless such approval is required by MOU or other agreements)	
5		Use online services and resources (whether nonprofit or commercial)	None Required	None Required	None Required	
6		Interview or request information from members of the public and private entities	None Required except for contact with represented persons, members of U.S. Congress, or their staffs, While House personnel, or other substantive division requirements	None Regulard except for contact with represented persons, members of U.S. Congress, or their staffs, While House personnel, or other substantive division requirements	None Required except for contact with represented persons, members of U.S. Congress, or their staffs, White House personnel, or other substantive division requirements	
7		Accept Information voluntarily provided by governmental or private entities	None Required	None Required	None Required	
8		Use and recruit human sources	None Required (utilize	None Required (utilize Delta)	None Required (utilize Delta)	
°	0.811	Tasking a CHS to attend a religious service	SAC Approval	SSA Approval	SSA Approval	
g		Federal Grand Jury subpoenes for telephone or electronic mail subscriber information	US Attorney Office Approval (Type 1 and 2 Assessments Only)	US Attomey Office Approval	Not Permitted	
10	5.9C	Pattern Based Data Mining	SORC	SORC	SORC	
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Approval Levels for Assessments and Predicated Investigations Predicated Authorized Method and DIOG Reference\* Foreign Intellig Assesamente 11 11.3 Mali covers Physical searches of personal or real property where a warrant or court order is not legally required 12 11.4 ecause there is no reasonable expectation of privac (e.g. CDC or OGC Review SSA Approval CDC or OGC Review sual monitoring of communications, including ons 13 11.5 Not Permitted SSA Approval consensual computer monitoring Consensual monitoring of communications, including consensual computer monitoring, with a sensitive CDC or OGC Review, SAC Approval, DOJ Criminal or DOJ NSD Approval CDC or OGC Review, SAO Approval, DOJ Criminal or DOJ NSD Approval 14 Not Permitted 11.5 nonitorino circumstance Use of closed-circuit television, direction finders, and other monitoring devices 15 11.6 SSA Approval CDC Review, SAC or ASAC with delegated authority; National Security cases also require NSD unit UACB 16 11.7 SSA Approval Polygraph examinations CDC Review, SAC or ASAC with delegated authority, NSB-Unit/UACB Approval 17 11.6 Undercover operations, Group II CDC review, SAC, and AD and CUORC or UCRC (EAD/DD cartain cases) Approval CDC review, SAC and AD and UCRC (EAD/DD 18 11.6 Undercover operations, Group I certain cases) Approval Compulsory process as authorized by law; Federal 19 US Attorney's Office Approval 11.9 Grand Jury and trial subpoenss Administrative Subpoenas: Drugs SAC, ASAC, SSRA, or Drug Squad SSA 20 11.9 Administrative Subpoenas: Sexual Exploitation Not Permitted Not Permitted Administrative Subpoenas: Healthcare Fraud U.S. Attorney's Office Approval Field Office: CDC Review, ADIO or SAC Approval Not Permitted 21 letional Security Letters Not Permitted 11.9 HQ: NSLB Review; DD or EAD-NSB or AD & DADa Not Permitted CT/CD/CyD or GC or Deputy GC-NSLB Approval ccessing stored wire and electronic communications 22 11,10 Not Permitted Statute/Court Order, Consult DIOG Not Permitted end transactional records Only Available for Non-USPER by FISA Court 23 Use of pen registers and trap and trace devices FISA Court or District Court Order 11.11 Not Permitted order 24 11.12 Electronic surveillance Physical searches, where there is reasonable expectation of privacy, including mail openings 25 11.15 Acquisition of foreign intelligence information in conformity with Title VII of the Foreign Intelligence FISA Court Order FISA Court order 26 11.14 Surveillance Act

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