



FBI Intelligence Requirements and Collection Management Handbook

Prepared by FBI HQ Office of Intelligence

Principal Author

Collection Management Unit, Intelligence Operations Section, Office of Intelligence

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NOTICE

All FBI Headquarters investigative divisions, field offices, and Legats are to immediately adopt the FBI Intelligence Requirements and Collection Management Handbook for the identification, validation, prioritization, and satisfaction of all FBI and customer intelligence requirements.

No revisions may be made without the expressed authorization of the Executive Assistant Director for Intelligence (EAD-I) or its principal author, Intelligence Analyst [REDACTED]

[REDACTED] Please address all comments, questions, and concerns to the Office of Intelligence, Intelligence Requirements and Collection Management Unit (IRCMU), Room 11526, FBI HQ.

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EXECUTIVE SUMMARY

This handbook defines a procedural strategy for developing standing intelligence requirements and handling a Request for Information (RFI) [REDACTED]

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[REDACTED] It details the step-by-step IRCM methods developed within the FBI to support its own investigative programs, and to support our Law enforcement and Intelligence Community partners. The methodology addresses the four [REDACTED] process:

Requirements Management

This function is performed at FBI HQ and by each FIG. Requirements management translates the needs of intelligence customers into requirements to collect information, produce intelligence reports, and disseminate intelligence to those who need it. The requirements management function receives, analyzes, validates, consolidates, and prioritizes requirements received from FBI components and external agencies. It translates the needs of the customer into specific instructions about what to collect, report, and disseminate, including when time sensitive information is needed, by whom, and in what format. Prioritized requirements are then communicated as tasks for action by other agencies (the Intelligence Community or state and local law enforcement), and the appropriate FBI operations manager (FBI HQ investigative divisions), or resource manager (field investigative squad). Requirements that cannot be satisfied within the FBI are communicated as requests to external agencies.

Operations Management

This function is performed by FBI HQ divisions (Operational Sections and Units) and determines how best to satisfy a requirement, that has been levied as a task, within a particular FBI investigative discipline, including the development of a target strategy, if necessary. Operational managers receive prioritized requirements from requirements management; and they determine what operational or analytical resources are available and capable of satisfying those requirements. The operations manager then refines and transmits tasks, as leads, to the FBI operational or support components-such as field offices or HQ analytical sections-which control individual collection or intelligence production resources.

Resource Management

Resource management is performed within field offices (squads or task forces) or FBI HQ divisions that own collection or production resources (analytic or communications exploitation sections). Resource management directs and controls individual collection or

intelligence production resources necessary to satisfy a task from the requirements management function or leads from the operations management function. When a requirement cannot be fulfilled with existing resources, the resource management function reports the status back to requirements and operations management and coordinates actions to acquire new technical or human capabilities to expand the intelligence base. This includes the development of a targeting strategy, if necessary.

Dissemination & Customer Feedback

The dissemination function delivers timely intelligence to customers in a useful format. It is performed at FBI HQ and in field offices. Tasks and requests to satisfy intelligence requirements will clearly identify customers who should receive finished intelligence products. This function will insure that disseminated intelligence products are focused on quality assurance standards and security requirements, and are appropriately formatted, marked, and controlled. A tailored survey will be produced to solicit feedback from all participants to determine if the requester received a quality product.

INTELLIGENCE NEEDS AND REQUIREMENTS

The identification of intelligence needs and the translation of these intelligence needs into intelligence requirements are key steps in providing FBI Agents, Task Force Officers, and Intelligence Analysts with the best information about the criminal and national security threats they face.

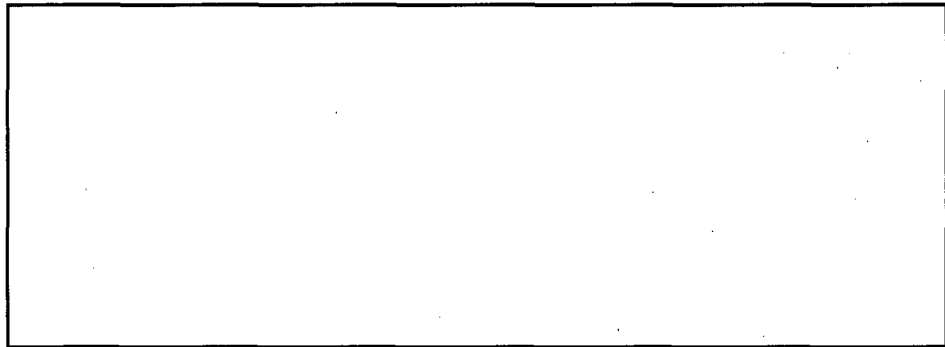
WHAT IS AN INTELLIGENCE NEED?

An intelligence need (sometimes referred to as an intelligence gap) is an unanswered question about a cyber, criminal, or national security issue or threat. Investigators, analysts, or program managers normally identify intelligence needs as they compile and assess information related to:

- Crime or Threat Surveys,
- Threat Assessments,
- Annual Field Office Reports, or
- Other intelligence products such as Racketeering Enterprise or Terrorism Enterprise Investigation packages.

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However, any question, regardless of how it was derived, which identifies a lack of information about a criminal or national security threat, can be considered an intelligence need.



WHAT IS AN INTELLIGENCE REQUIREMENT?

An intelligence requirement is an intelligence need (also known as an Intelligence Information Need (IIN)), which has been adopted by an intelligence organization for action by its collection or production resources, or for nomination to other intelligence organizations for action.

Requirements are identified information needs – what we must know to safeguard the nation [REDACTED]

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[REDACTED] Requirements are developed based on critical information required to protect the United States from National Security and criminal threats. The Attorney General and the Director of the FBI participate in the formulation of national intelligence requirements.

How should intelligence needs be handled?

When identified, intelligence needs should be recorded and provided to the local Field Intelligence Group (FIG) to be incorporated into its intelligence requirements and collection management efforts [REDACTED]

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FIGs will solicit IINs or intelligence needs from state, local, or tribal law enforcement agencies, within their area of responsibility [REDACTED]

[REDACTED] Appendix B, Intelligence Information Needs contains templates for use by FIGs in collecting and consolidating the needs for state, local, or tribal agencies. A list of sample IINs is included in a “baseline” template which can be provided to state, local, or tribal agencies for their consideration.

[REDACTED]
[REDACTED]
[REDACTED] If all logical local checks have been completed and the intelligence needs have not been resolved, FIG analysts will forward them to the appropriate FBI Headquarters component for action.

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How does an intelligence need become a requirement?

An intelligence need that has not been resolved after exhausting all available investigative and intelligence holdings and liaison contacts is nominated to the FIG or Headquarters components that manage intelligence requirements.

Note: The Intelligence Requirements and Collection Management Unit of the OI is responsible for the management of FBI intelligence requirements and is currently defining FBI-wide procedures that will be coordinated with Headquarters operational divisions and FIGs [REDACTED]

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Intelligence needs are validated to ensure that they are appropriate to the mission of the FBI, understandable and complete. They are then assessed to determine if they can be resolved by intelligence collection or production resources within the FBI, levied on external agencies as FBI requirements, or both. At this point, intelligence needs are considered validated intelligence requirements.

Requirements will be tasked to analytic components for the production of an intelligence assessment when it is determined, in coordination with those same analytic components, that intelligence is available to satisfy the requirement, but must be assessed and incorporated into a tailored product to meet the requestors need.

Note: Not all facets of a production requirement may be satisfied by available intelligence and, therefore, may be tasked as a requirement for collection. This fact may cause the outstanding intelligence need to be noted as a limitation in the product if the intelligence has not yet been acquired to completely fulfill the requirement.

Example of a production requirement:

[REDACTED]

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Key Intelligence Needs or Questions:

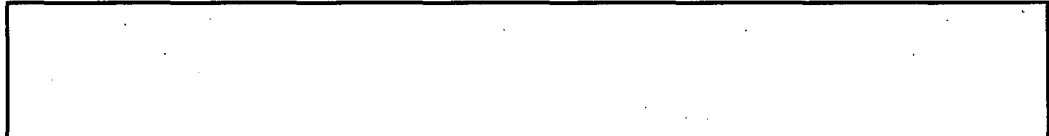
The following are possible key questions that may be refined after communication with likely customers in the LEC, IC, and policy organizations.

[REDACTED]

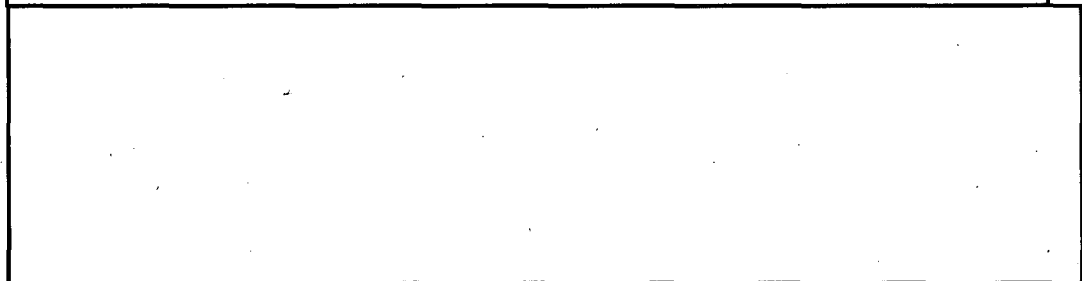
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Dissemination:

The product will be disseminated within FBI Headquarters and Field Offices. A redacted version will be disseminated to the LEC and IC.

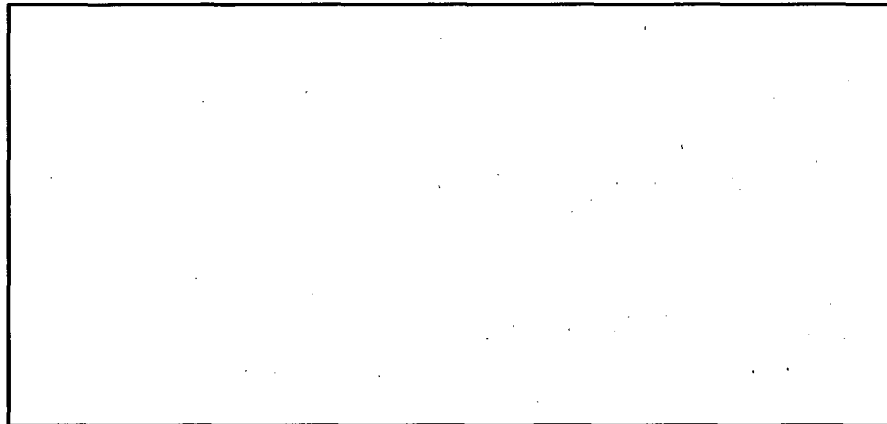


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Examples of indicators:



Indicators will be incorporated into FBI requirements and collection plans as Specific Information Requirements (SIRs) to be reported by Field Offices or satisfied by external agencies. SIRs also will include time thresholds for the completion and transmission of reports to establish standards for responsiveness. SIRs also will include instructions for dissemination, such as the report type to be used, and a list of customers to whom reports are to be distributed.

THE RFI [REDACTED] REQUEST PROCESS

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INTRODUCTION

This narrative describes the methodology developed for processing Requests for Information (RFIs) and other ad hoc requirements for intelligence submitted to FBI HQ and the Field Intelligence Groups (FIGs). There are four broad functions which define the Requirements and Collection Management concept, each with an associated set of processes, all presented here. The four functions are Requirements Management (discussed in Sections A, B and D), Operations Management (Section C), Resource Management (also in Section C), and Dissemination (Sections E & F). These Section names and numbers correspond directly to the Process names and numbers used in the Process Flow Diagrams, which have been incorporated into this document.

This set of collective processes are grounded in, and authorized by, [REDACTED]

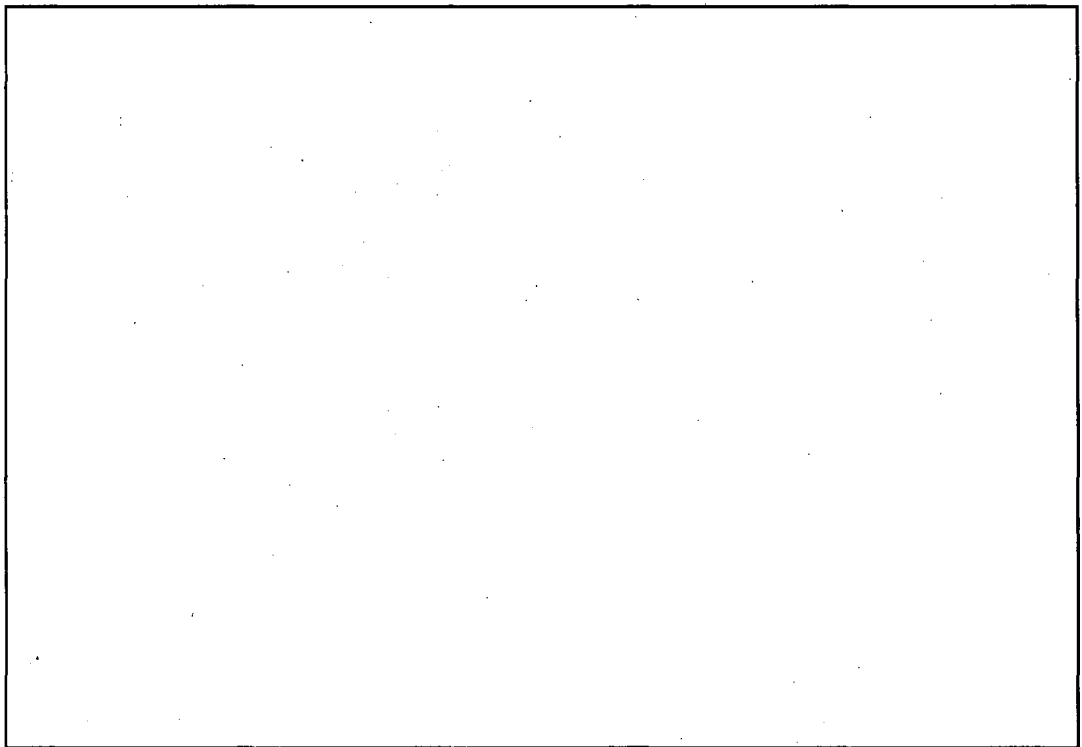
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A. RQTM: RECEIVE REQUEST OR FEEDBACK

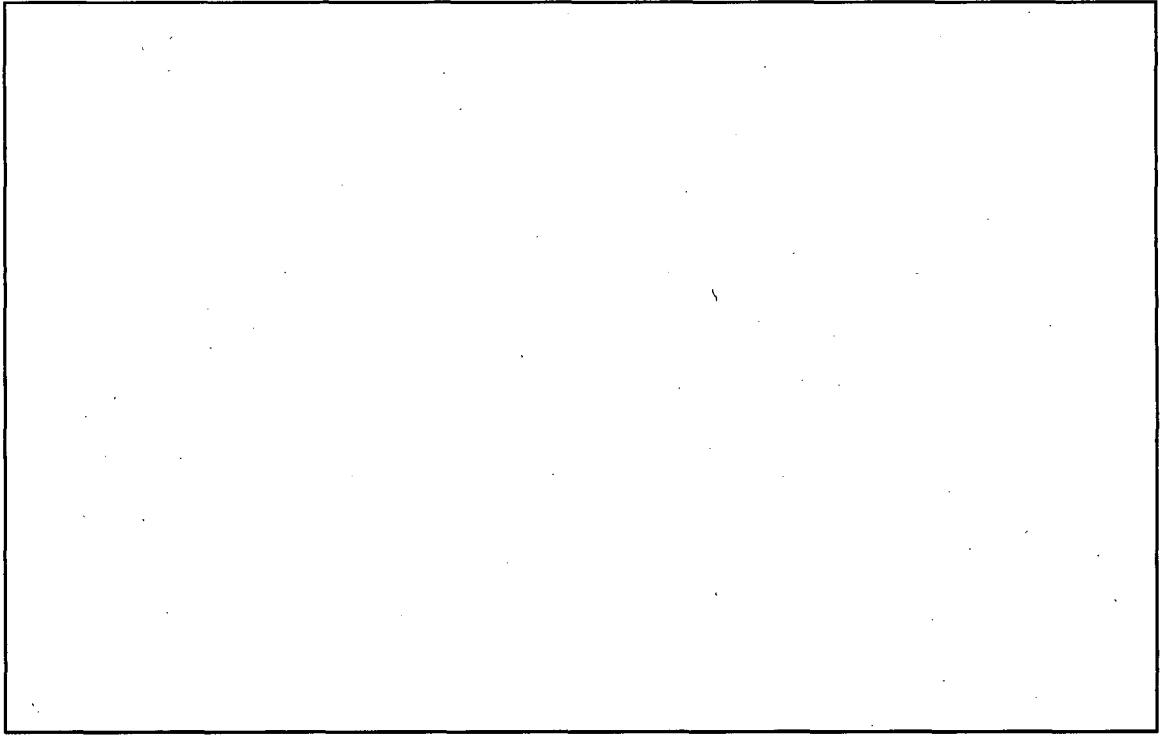
Initial processing of RFIs or other ad hoc requests is conducted within the Requirements Management (RQTM) function [REDACTED]. It consists of entering the RFI into the IRCM database, establishing the suspense date, making the Intelligence Analyst (IA) assignment, and determining if the request is time sensitive and is depicted.

A.1 Receive RFI from Customer [REDACTED]

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approved means. After receipt by the FBI, a preliminary review is conducted to ensure completeness. If necessary, informal clarification or omitted data may be requested from the submitter prior to any further processing.

More information can be found on the information and data fields required for a Request to be considered complete in Appendix A, Required Management Data, and in Appendix B, Intelligence Information Needs (IINs).

A.2 Log In Request, Response from Customer [redacted]

[redacted]

A.2.1 Response from Customer [redacted]

[redacted]

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A.3 Supervisor Assignment to IA [redacted]

[redacted]

A.4 Acknowledge Receipt [redacted]

[redacted]

A.5 Time Sensitive Requests [redacted]

[redacted]

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A.6 Reject or Clarify with Explanation to Customer [redacted]

[redacted]

[redacted]

another point in the process and always is made with Supervisor approval; and the action taken here is solely the official customer interaction process.

A.7 Reject?

A.7.1 Close

A.7.2 Status Report to Customer

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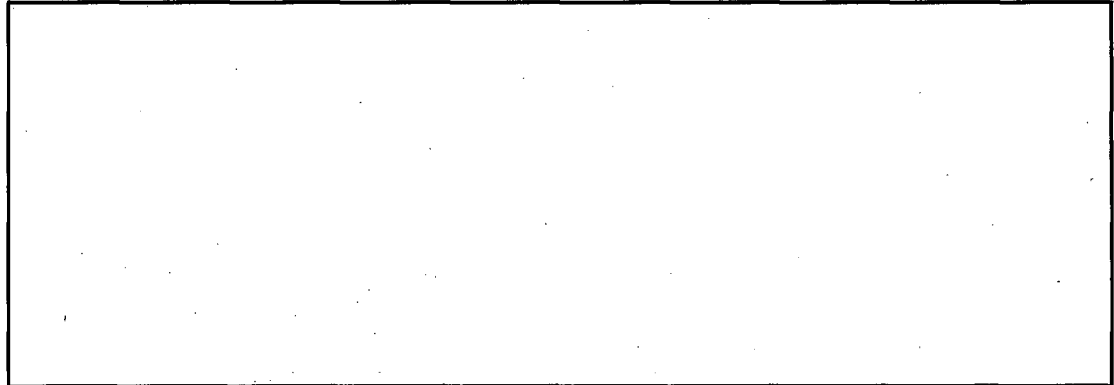
A.8 Request Clarification from Customer

B. RQTM: VALIDATE, PROCESS, DEVELOP STRATEGY

The Requirements Management function accomplishes further processing of Requests [redacted] They are first validated, then assigned a tentative suspense and examined for possible consolidation with ongoing work. Requests are prioritized, collection strategies and plans are created, and classification handling and dissemination plans are developed. Finally, the resulting tasks are assigned and routed to the appropriate component.

B.1 VALIDATE REQUEST

B.1.1 ROUTINE VALIDATION



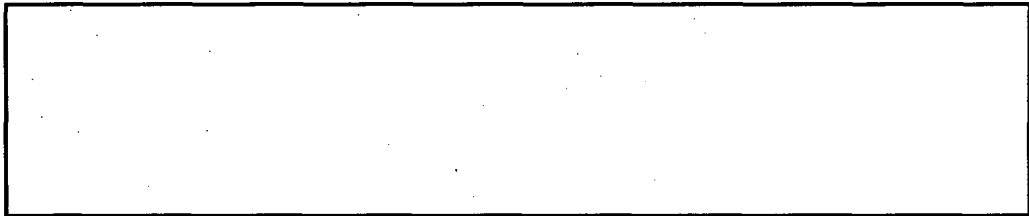
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B.1.1.1 Understood, Complete, Appropriate? 

YES: Requests not rejected and not requiring clarification are considered to be fully validated. They are next evaluated for production and collection requirements in Process B.2, Process Request.

NO: If a Request is determined to be incomplete, inappropriate, or not understandable, it moves to Process B.1.1.2, Compile Validation Issues.

B.1.1.2 Compile Validation Issues 



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B.1.2 TIME SENSITIVE VALIDATION



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B.1.2.1 Accept?

[Redacted]

B.1.2.2 Tm/S Validate

[Redacted]

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B.1.2.3 Tm/S Abbreviated Review

[Redacted]

B.2 PROCESS REQUEST

B.2.1 Analyze

[Redacted]

B.2.2 Consolidate?

[Redacted]

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[Redacted]

B.2.2.1 Add to Dissemination

[Redacted]

B.2.2.2 Status Report to Customer

[Redacted]

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B.2.3 Prioritize

[Redacted]

B.2.4 Resource Repository Checks

[Redacted]

B.2.5 Produce Product?

[Redacted]

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B.2.5.1 All Internal?

[Redacted]

B.2.5.1.1 Specify External RFI Requirement

[Redacted]

B.2.5.1.2 Assign Product Tasking to Appropriate ERI Component [redacted]

[redacted]

B.2.5.1.3 Tasking Statement [redacted]

[redacted]

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B.2.6 Conduct Assessment Meeting [redacted]

[redacted]

B.2.7 Customer Clarification Required? [redacted]

[redacted]

B.2.8 Status Report to Customer [redacted]

[redacted]

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B.3 DEVELOP STRATEGY TO SATISFY REQUEST

B.3.1 Develop Collection Strategy [redacted]

[redacted]

B.3.2 Assign Collection Task [redacted]

[redacted]

B.3.2.1 Update Collection Planning Document

[Redacted]

B.3.2.2 Status Report to Customer

[Redacted]

B.3.3 All Internal?

[Redacted]

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B.3.3.1 Route to OM or RM?

[Redacted]

B.4 RETURN FOR CLARIFICATION PROCESS

B.4.1 Request to Customer

[Redacted]

B.4.2 Hold or Proceed

[Redacted]

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B.4.3 Hold Pending Response

[Redacted]

B.4.4 Response from Customer

[Redacted]

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C. OPERATIONS MANAGEMENT & RESOURCE MANAGEMENT

[Redacted]

C.1 OPERATIONS MANAGEMENT (OM)

C.1.1 OM Receive Tasking

[Redacted]

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C.1.2 Log Task

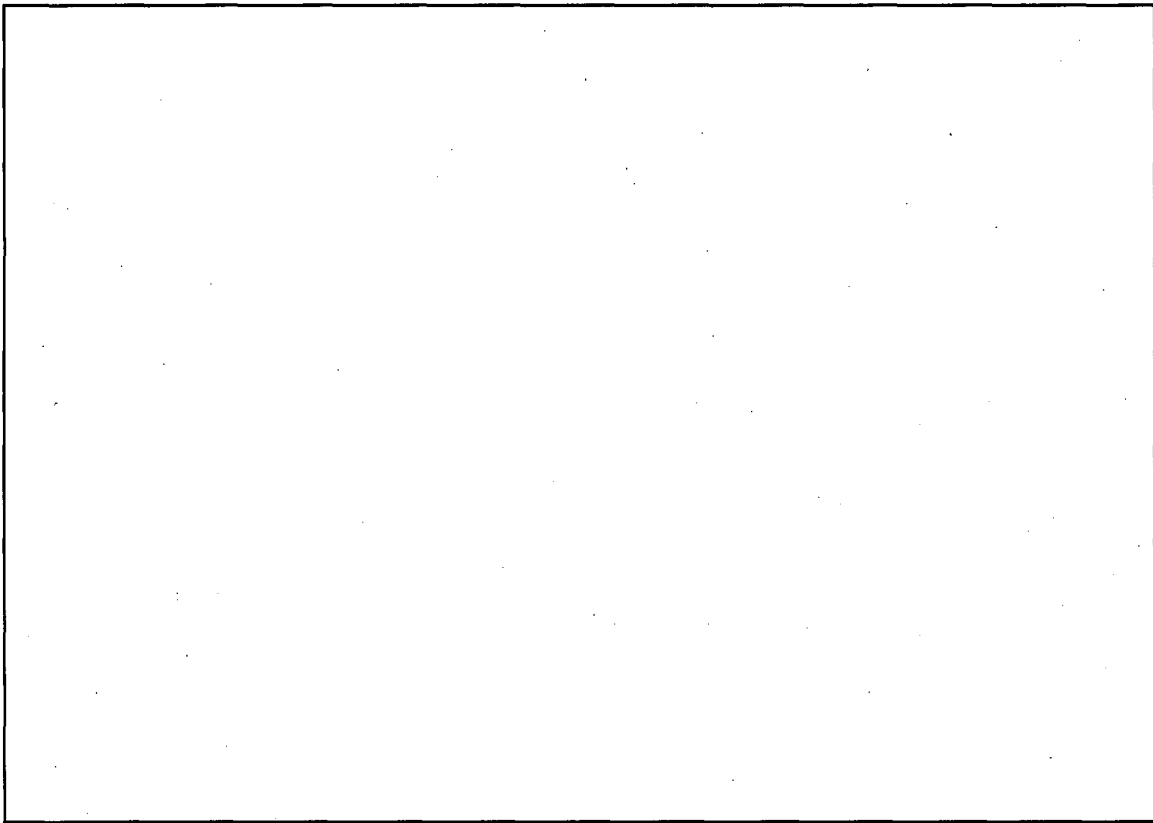
[Redacted]

C.1.3 Attach to Current Work?

[Redacted]

C.1.4 Resources Available?

[Redacted]



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[Redacted]

C.1.5 Assign Lead

[Redacted]

[Redacted]

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C.1.5.1 Status to ROTM

[Redacted]

[Redacted]

C.2 RESOURCE MANAGEMENT (RM)

C.2.1 RM Receive Lead

[Redacted]

[Redacted]

C.2.2 Log Task

[Redacted]

[Redacted]

C.2.3 Attach to Current Work?

[Redacted]

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[Redacted]

C.2.4 Resources Available?

[Redacted]

[Redacted]

[Redacted]

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C.2.4.1 Status to ROTM

[Redacted]

[Redacted]

C.3 RM: IMPLEMENT AND EVALUATE

C.3.1 Implement Collection or Production Plan

[Redacted]

[Redacted]

C.3.2 Monitor Progress

[Redacted]

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[Redacted]

C.3.2.1 Is work Underway?

[Redacted]

[Redacted]

C.3.2.2 Is Work on Schedule?

[Redacted]

[Redacted]

C.3.2.3 Re-Work: Changes, Guidance

[Redacted]

[Redacted]

C.3.3 Receive Results

[Redacted]

[Redacted]

C.3.4 Evaluate Results

[Redacted]

C.3.4.1 Are All Key Issues Addressed?

[Redacted]

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C.3.4.2 Is Analysis Consistent?

[Redacted]

C.3.4.3 Are Products Complete?

[Redacted]

C.3.4.4 Re-Work: Changes, Guidance

[Redacted]

C.3.5 Lead Covered

[Redacted]

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C.4 NEW CAPABILITY

C.4.1 Define Required New Capability

[Redacted]

C.4.2 Can We Get It?

[Redacted]

C.4.2.1 Close

[Redacted]

C.4.2.2 Status to ROTM

[Redacted]

C.4.3 Can We Get By It Deadline?

[Redacted]

C.5 INTERNAL HOLD OR PROCEED PROCESS

C.5.1 Hold or Proceed?

[Redacted]

C.5.1.1 Status to ROTM

[Redacted]

C.5.1.2 OM or RM?

C.5.2 HOLD: Pending Capability Development

C.5.3 Developmental Delay?

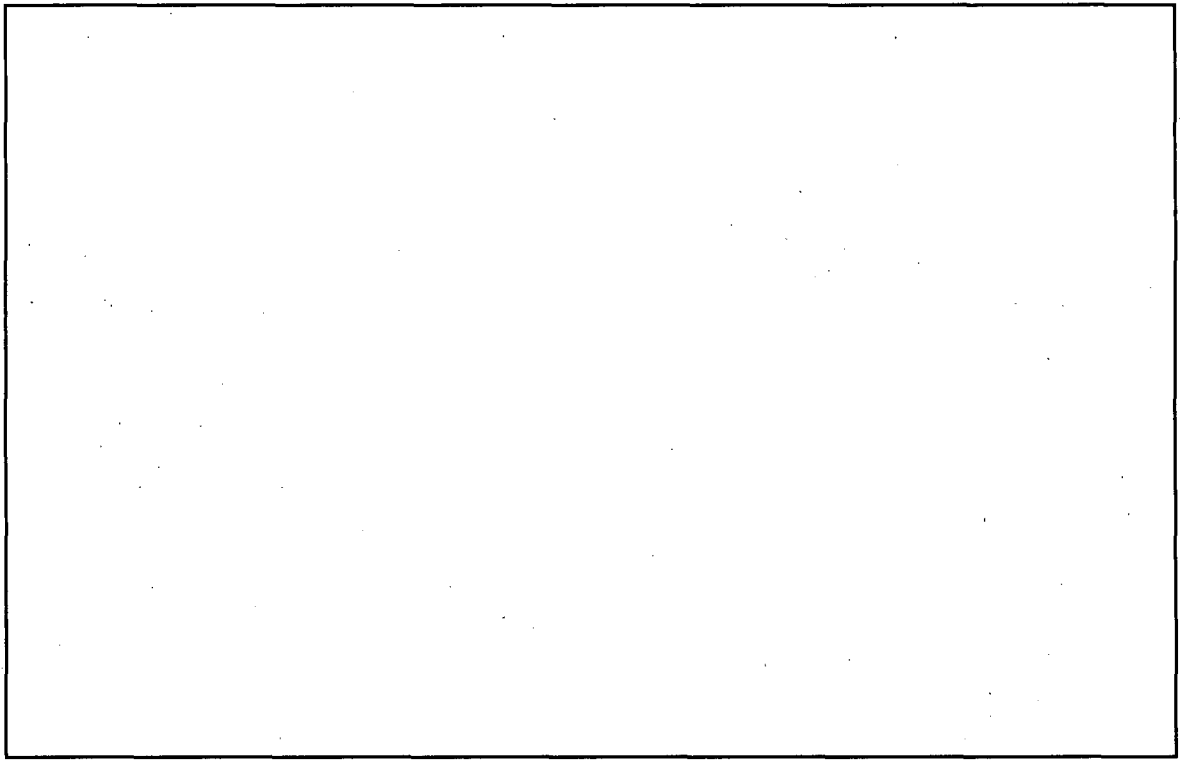
C.5.4 Receive New Capability

D. RQTM: EVALUATE RESULTS

D.1 RQTM: EVALUATE COLLECTION OR PRODUCTION RESULTS

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D.1.1 Receive Results

D.1.2 Evaluate Results

D.1.2.1 Are All Key Issues Addressed?

D.1.2.2 Is Analysis Consistent?

D.1.2.3 Are Products Complete?

D.1.3 Can Issues Be Resolved?

D.1.3.1 Resolve

D.1.4 Can Requirements Be Rewritten?

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[Redacted]

D.1.4.1 Close

[Redacted]

[Redacted]

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D.1.4.1.1 Status Report to Customer

[Redacted]

[Redacted]

D.1.4.2 Rewrite Requirement to Fill Remaining Needs Reassign as Task

[Redacted]

[Redacted]

D.1.5 Approve Product

[Redacted]

[Redacted]

D.2 RQTM: QUERY CUSTOMER

[Redacted]

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D.2.1 Receive Capability Status

[Redacted]

[Redacted]

D.2.2 Solicit Customer Decision

[Redacted]

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D.2.3 Request to Customer

[Redacted]

D.2.4 Response from Customer

[Redacted]

D.2.5 Will Customer Accept New Deadline?

[Redacted]

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D.2.5.1 Close

[Redacted]

E. DISSEMINATION

E.1 Dissemination Function Receives Approved Product

[Redacted]

E.2 Address Security Requirements

[Redacted]

E.3 Disseminate Product

[Redacted]

E.4 Receive Acknowledgement From Customer

[Redacted]

E.5 Dissemination Function Closes Requirement

[Redacted]

E.5.1 Status to RQTM

[Redacted]

F. CUSTOMER FEEDBACK

F.1 Solicit Customer Feedback

[Redacted]

F.2 Receive / Record Customer Feedback

[Redacted]

F.3 Evaluate & Integrate Customer Feedback

[Redacted]

[Redacted]

F.4 Provide Feedback to OM or RM

[Redacted]

[Redacted]

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F.5 Receive OM or RM Acknowledgement of Feedback

[Redacted]

[Redacted]

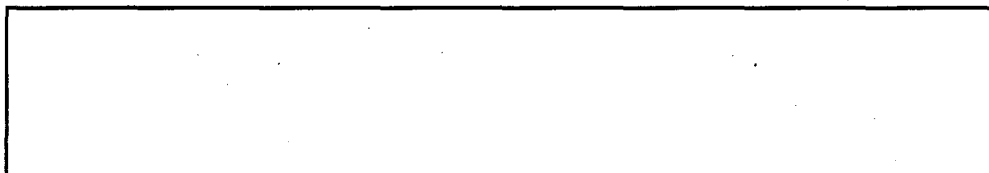
F.6 Final Entry to DB

[Redacted]

[Redacted]

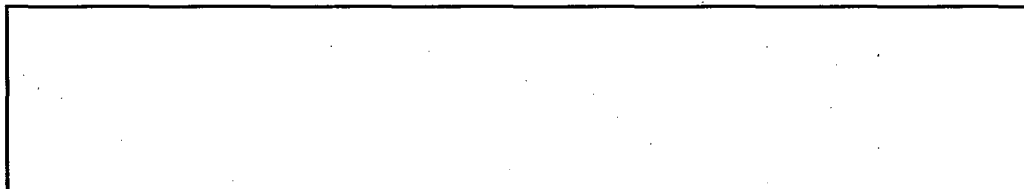
APPROACH TO PREPARING STANDING INTELLIGENCE REQUIREMENTS SETS

Identify FBI intelligence needs.

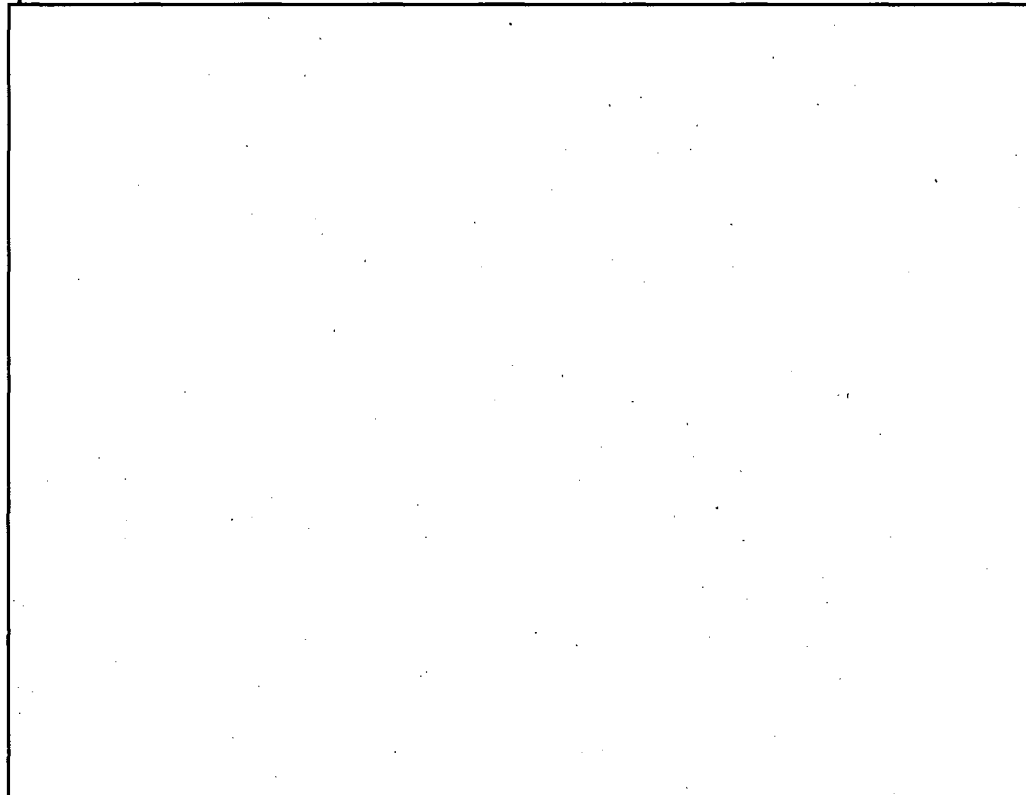
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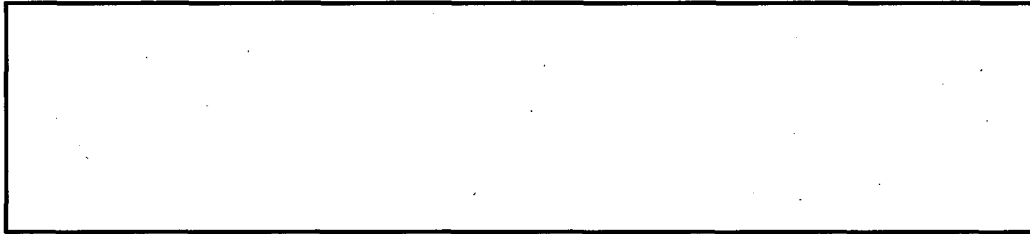
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Gather relevant Intelligence Community (IC) and Law Enforcement Community (LEC) requirements.

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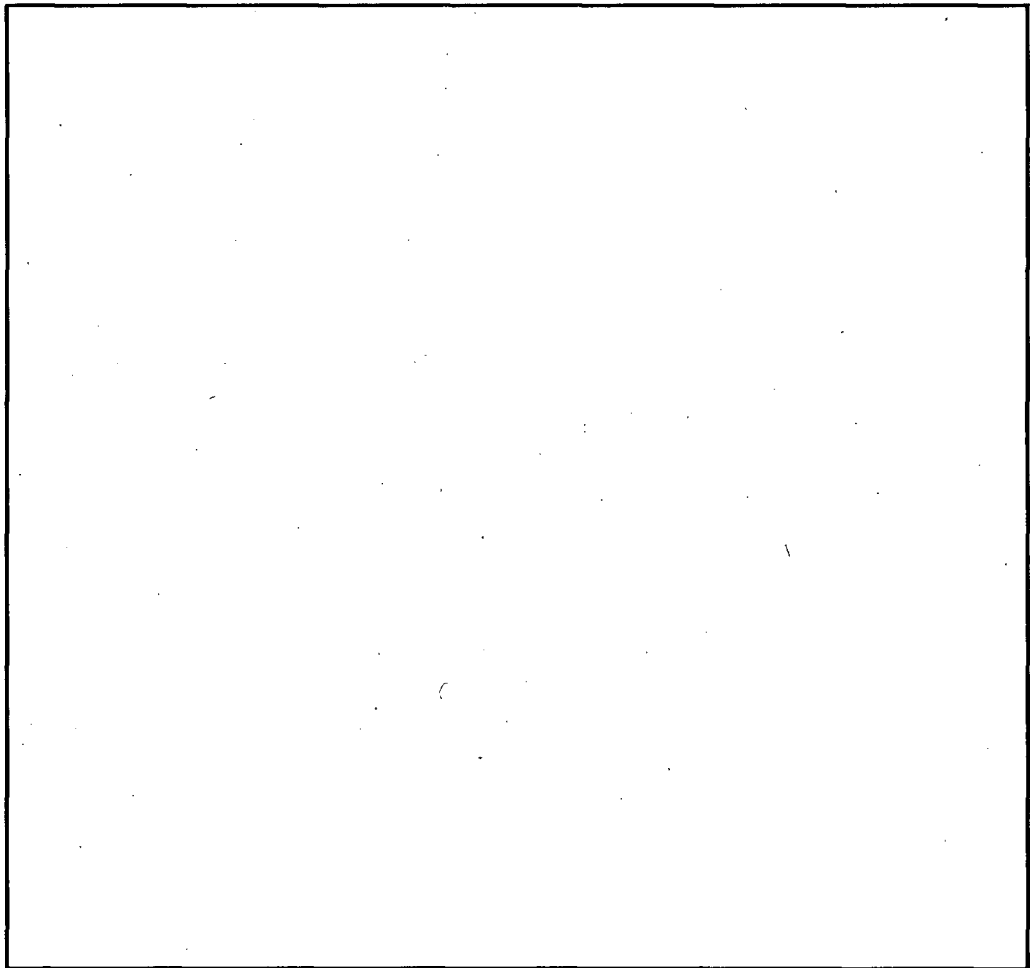


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Describe the skills and knowledge required of participants.

Set leads for addressees to identify participants and contact information.

Conduct required internal FBI meetings to finalize intelligence needs and develop indicators.



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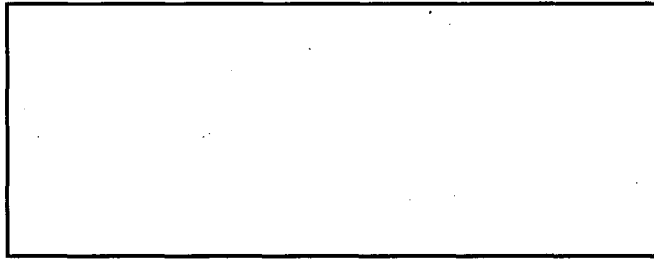
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APPENDIX A: Requirements Management Data

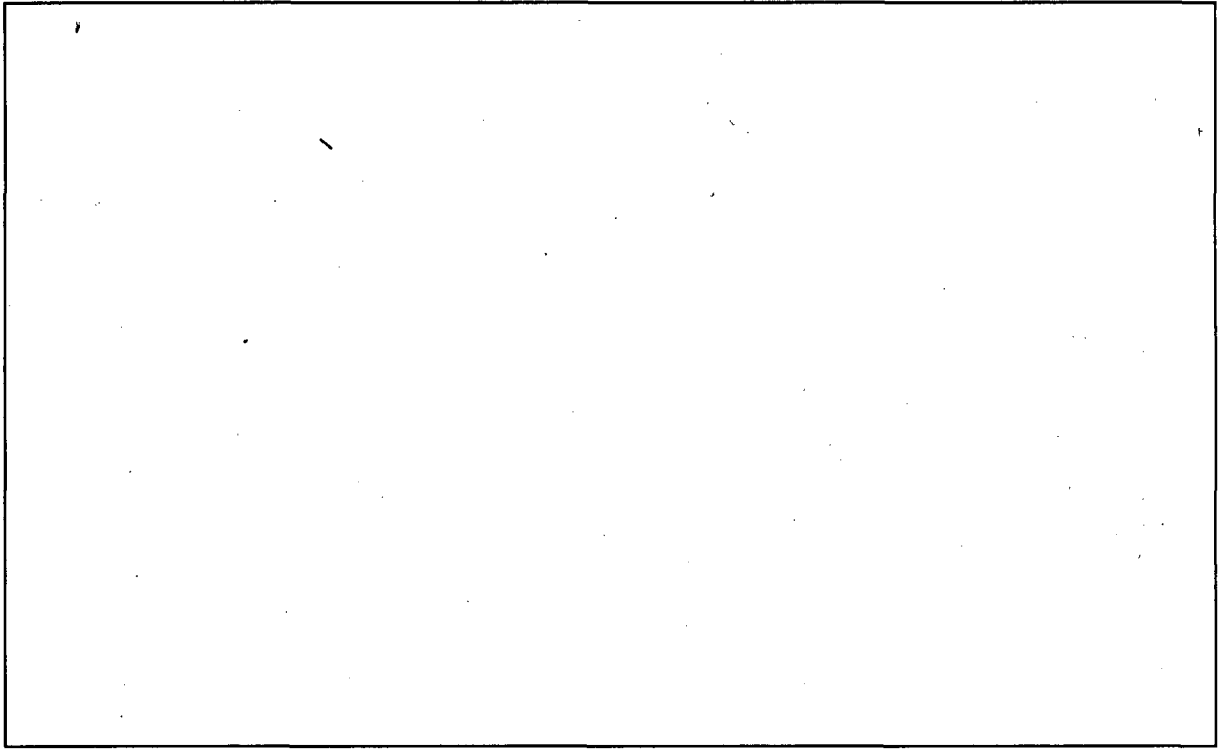
Revised Draft list:

- a.
- b. Name of requesting organization
- c. Address of requesting organization
- d. Point of Contact information
- e. Date of receipt of request by the Requirements Manager
- f. Date of originator's request
- g.
- h.
- i. Physical file location
- j. Text of original request
- k. Customer's deadline
- l. Dissemination instructions
- m.
- n.
- o. Nature of product requested

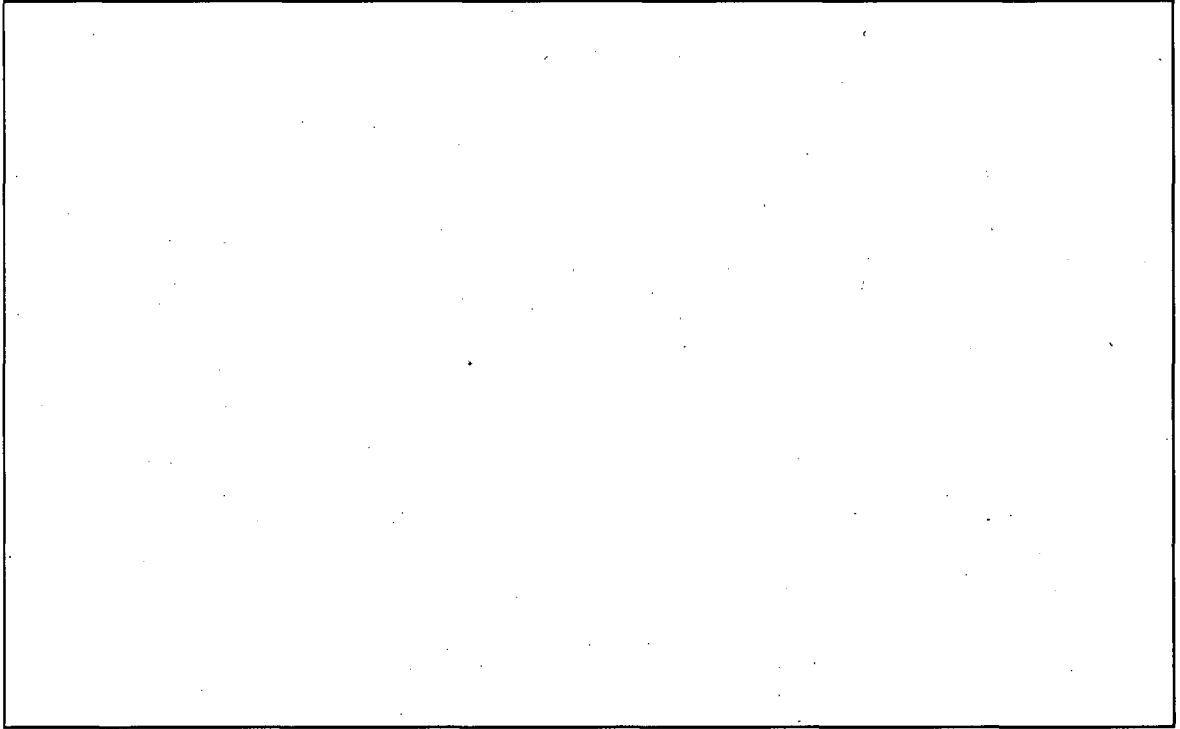
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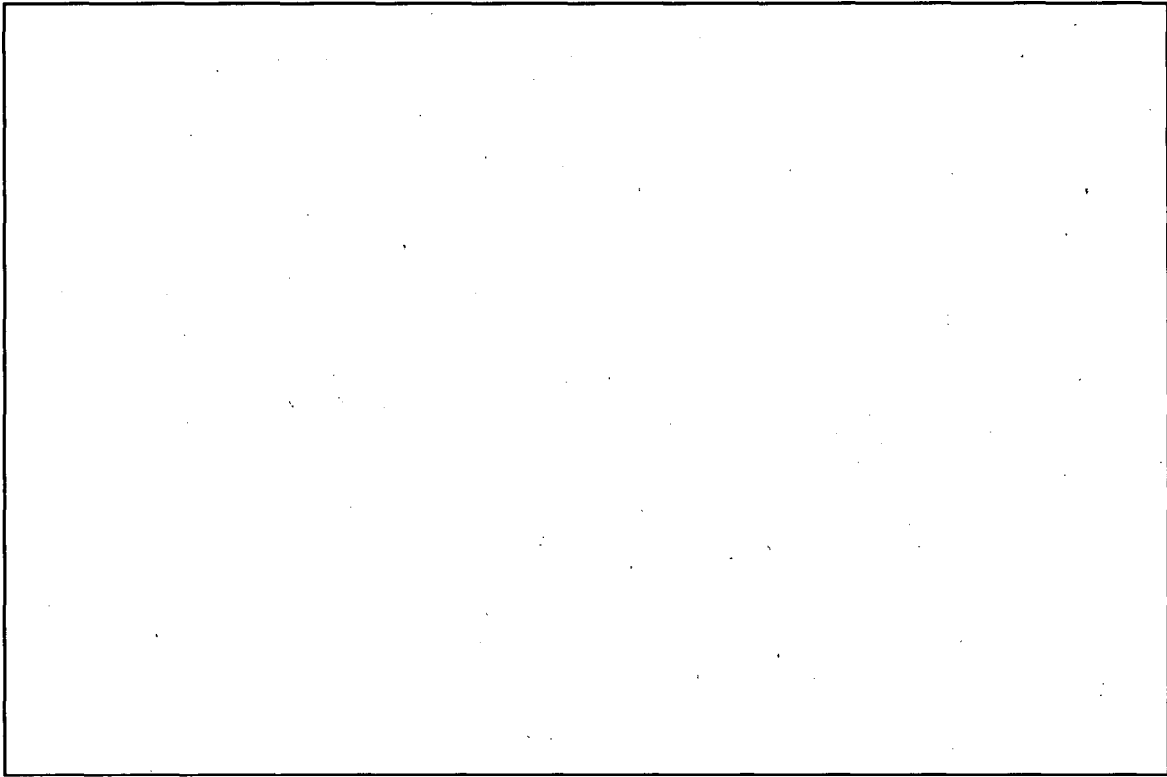
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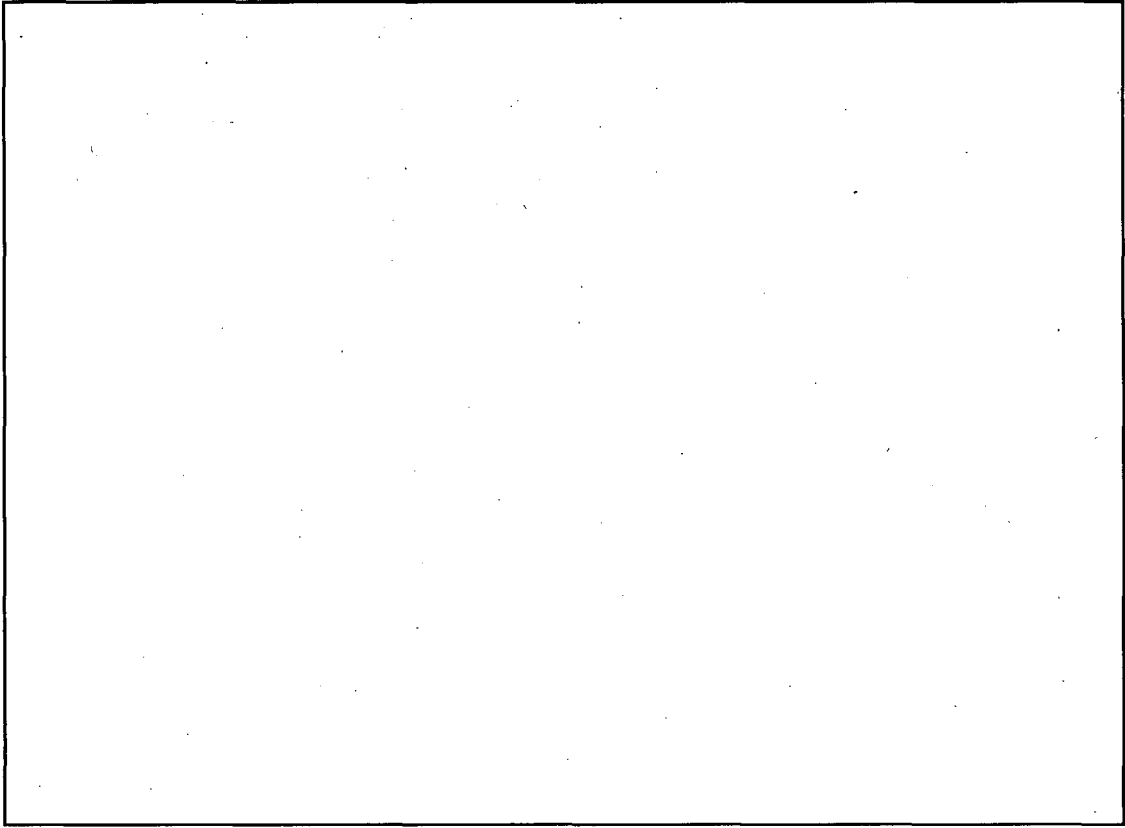
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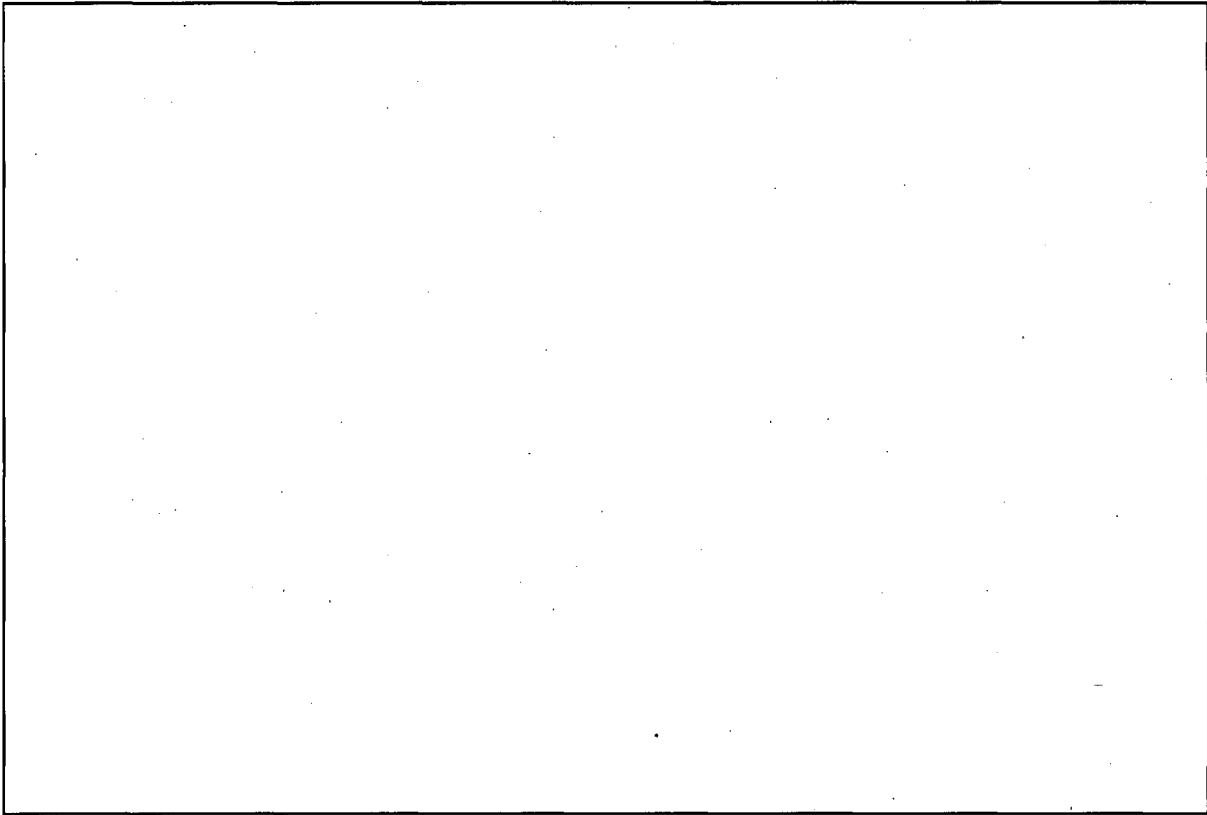
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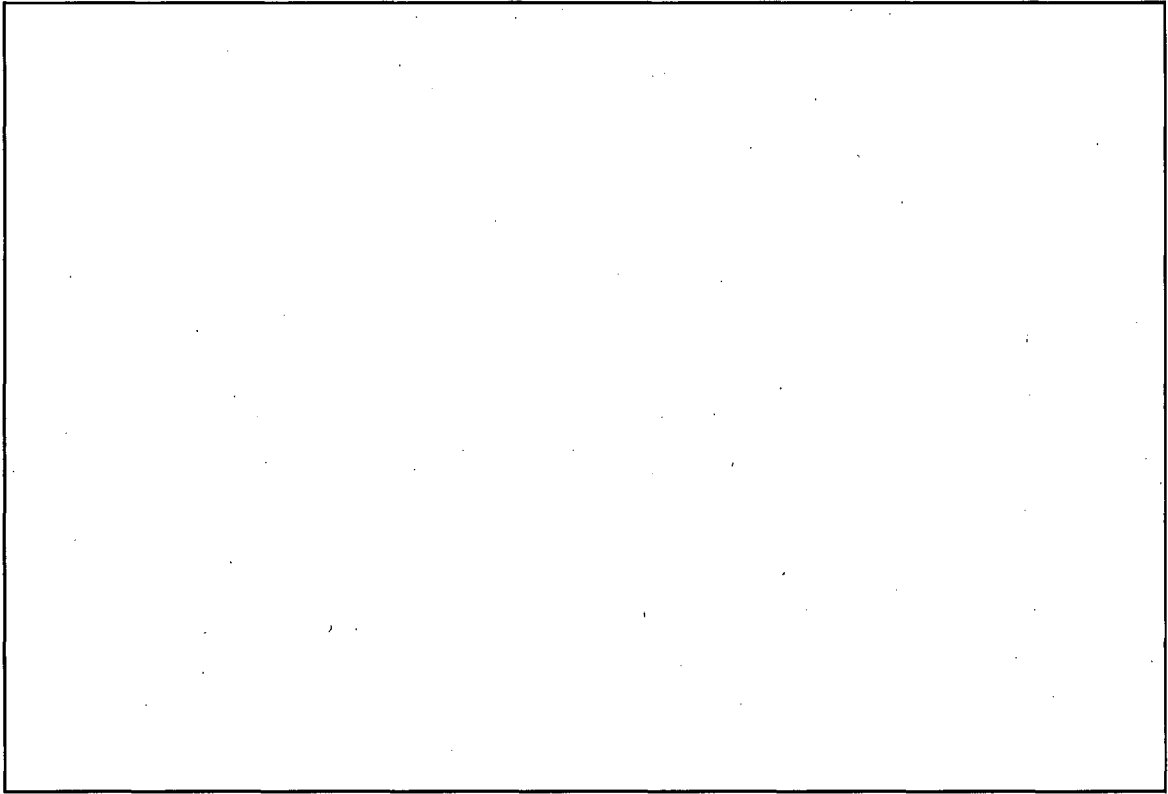
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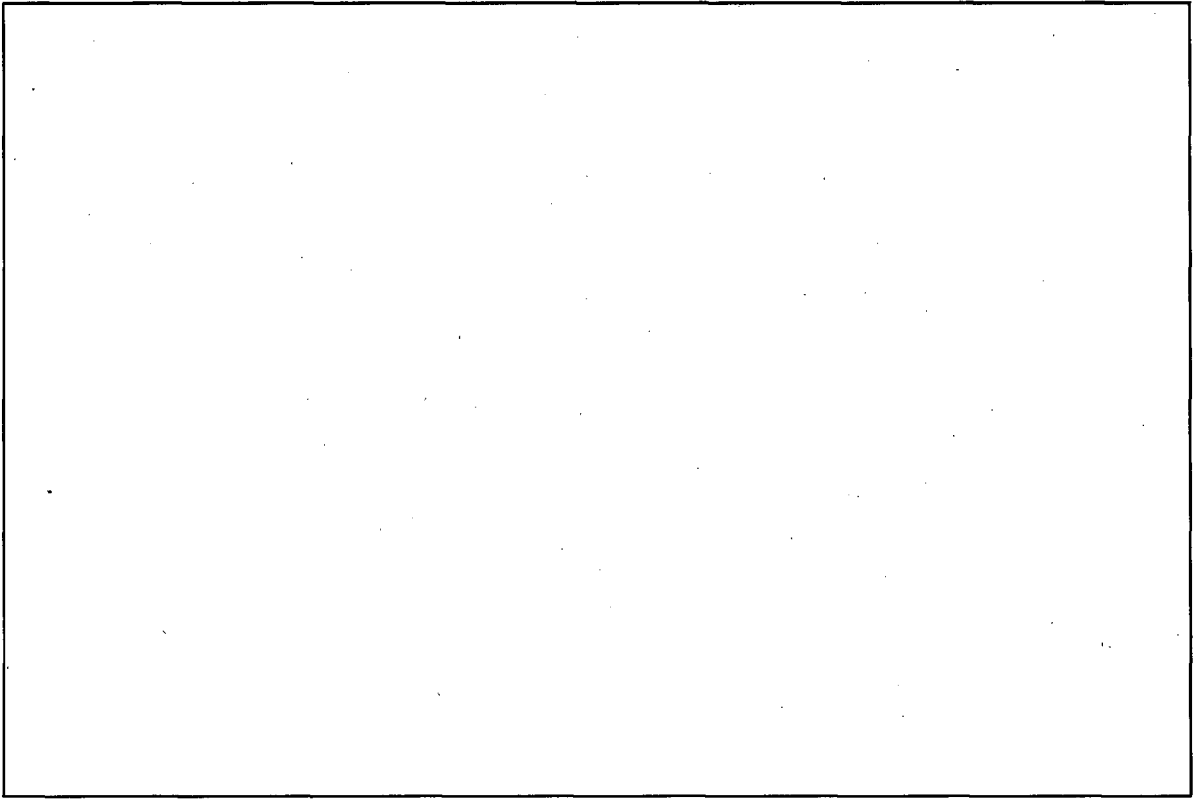
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APPENDIX C: Task / Request Data /

[redacted] 5.3.2:

a.
b.
c.
d.
e.

[redacted]

f. Deadline

g. Dissemination instructions

h.

[redacted]

i. Status text

j. Name of responsible OM or RQTM manager (at least at the Unit Chief level)

k. Organization of responsible OM or RQTM manager

l. Name of Requirements Manager processing this task

m.

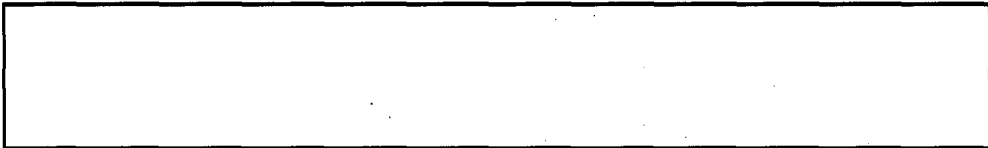
[redacted]

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APPENDIX D: Change Management Process

Change Management Process

The Change Management Process discussed here is relevant to, but outside of, the Requirements and Collection Management processes. Its purpose is to ensure follow up on change recommendations identified in the critique and assessment phase. There are two main process; Review and Revise and Record Revisions.



Record Revisions

Verify changes are drafted and implemented. The documentation of changes should follow a defined and standardized process to ensure that changes and revisions are carried out through all applicable 

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