

## INTELLIGENCE ASSESSMENT



# 

16 June 2015

(b)(3) per 50 U.S.C. § 3024(i) and 6 U.S.C. § 121(d)(11)

# Office of Intelligence and Analysis

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16 June 2015

### (U//FOUO) Empowering Somali (0)(3),(0)(7)(E) Key for Countering Youth Radicalization and Their Travel Abroad for Terrorism

(U//FOUO) Prepared by the Office of Intelligence and Analysis (I&A).  (b) (3), (b) (7)(E)	(U) Key Judgments
(b) (3), (b) (1)(c)	(U//FOUO) The significant number of
(U) Scope	Somali-Americans joining terrorist groups in
(c) scope	Syria demonstrates that these individuals remain
(U//FOUO) This Assessment intends to help federal, state, local,	vulnerable to entreaties from violent extremists
and private partners prioritize efforts countering violent	and underscores the importance (b) (3), (b) (7)(E)
extremism (CVE) and invest in the most promising CVE	in CVE efforts.
strategies. Although there are dozens of CVE programs around	
the world, including ones that actively involve of violent	(U//FOUO) (b) (3), (b) (7)(E)
extremists, (b) (3), (b) (7)(E)	can make it difficult for
For this study, we highlight how Somali-American figures can be key CVE advocates in	Somali-American (1918) to cooperate with and
their communities, based on their (b) (3), (b) (7)(E)	fully understand Western security agencies and
and (b) (3), (b) (7)(E)	legal systems. These also might not be
s.* This analysis is intended for	fully aware of negative influences facing
partners whose positions afford them interaction with	. These challenges can
Somali-American (b) (3), (b) (7)(E)	make it difficult for well-meaning (10) (1) (1) to
ALVEOLICY TO A STATE OF THE STA	recognize (10) (10) radicalizing and mobilizing to
(U//FOUO) This Assessment takes a broad look at ethnic Somali groups in the United States and elsewhere in the West	violence and to handle such activities
(b) (3), (b) (7)(E)	appropriately.
(b) (5); (b) (1)(c)	
, Europe is home to a significant	(U//FOUO) In the face of these challenges,
number of ethnic Somali youth who traveled—or attempted	Somali-American
travel—to join violent extremists in Syria, and aspects of	capability and willingness to help (b) (3), (b) (7)(E)
radicalization involving ethnic Somalis to violence appears to be	become more resistant to the appeal of violent
fairly similar on both continents, (b) (3), (b) (7)(E)	extremists in foreign conflict zones, and (0)(3),(0)(7)(5)
g. <sup>2-13</sup> (b) (3), (b) (7)(E)	
(U//FOUO) (b) (3), (b) (7)(E) suggests that the United	
States should take a closer look at CVE programs in Europe,	
where there is a longer history of battling violent extremism. 14	•
This Assessment identifies possible pitfalls, opportunities, and best	
practices already present throughout the West that could	(U//FOUO) Many Somali immigrant of the control of t
minimize challenges and maximize opportunities to support  Somali-American as primary advocates of efforts to	already are positioned to prevent (b) (3), (b) (7)(E)
prevent radicalization to violence and travel to join foreign	from radicalizing to violence, and the
terrorist organizations (FTOs). The information cut-off date for	vulnerability of some young Somalis—like other
this Assessment is 19 May 2015.	American youth—to recruitment by violent or
	other (b) (3), (b) (7)(E) members to establish
	communicative relationships and to exert a
	positive influence over them. There are valuable lessons we have learned from their responses to
(U) For this study we define "western Somali" as someone	the presence of appearant and

private engagement efforts.

with citizenship or long-term residence in Western Europe or North America who has ethnic background in Somalia.

(U	//FOUO) (b) (3), (b) (7)(E)
	, can effectively gment the efforts of (b) (3), (b) (7)(E) to dissuade (3), (b) (7)(E) from turning to violent extremism.
(U	) Landscape
Soi figh	//FOUO) The Syrian conflict has re-energized some mali-American youth to join violent extremist groups sting in Syria, (b) (3), (b) (7)(E)  . To date, CVE
ins	ograms to dissuade Somali-Americans have proven ufficient in stemming the flow of fighters to Syria, so A assesses (b) (3), (b) (7)(E)
	(b) (b) (f)(L)
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»	(U) Since the end of 2013, more than eight Somali-Americans are known publically to have left for Syria; at least as many young Somalis in the United States have tried—but failed—to reach the Syrian conflict; and likely others unknown to authorities have reached Syria, (b) (3), (b) (7)(E)
»	(U) Of those not publicly identified, there are approximately forty youths from the Twin Cities area—most of whom presumably are Somali-Americans—who have planned to join Syria-based terrorists, that were arrested trying to reach the Syrian conflict, or have succeeded in reaching Syria, according to (b) (3), (b) (7)(E)  24 A (5)(5)(7)(E)  asserted that more than 20 Somali-Americans from Minnesota had joined the Islamic State of Iraq and the Levant (ISIL) during the last two years. 25
»	(U) (b) (3), (b) (7)(E) suggest that a significant proportion of Somalia-linked Westerners arriving in Syria are teenagers, which suggests that CVE efforts (b) (3), (b) (7)(E)
<b>»</b>	(U//FOUO) I&A assesses that Somali (b) (3), (b) (7)(E)

	(b) (3), (b) (7)(E)
	)Barriers Undercutting <mark>(5)(3),(5)(7)但</mark> poperation
bai to age	rriers can make it difficult for Somali-American cooperate with and fully understand Western security encies and legal systems. (b) (3), (b) (7)(E) also might not fully aware of negative influences facing [5](5)(7)(E)
Er	//FOUO) Misunderstanding of Law inforcement Can Undercut (b) (3), (b) (7)(E) coperation
(b) (3)	//FOUO) To be effective, some efforts to engage figures in ethnic Somali communities in Western untries (b) (3), (b) (7)(E)
	s.
»	(U) Somali-American who reported their Syria-based (100,000) as missing were quoted in a (b) (3), (b) (7)(E) as feeling "betrayed by the FBI's action," and probably because of not fully understanding the US legal system, were reportedly reluctant to testify at a grand jury hearing because others who did not report (100,000) missing were not required to appear. 33
»	(U) Somali-American of as missing were quoted in a (b) (3), (b) (7)(E) as feeling "betrayed by the FBI's action," and probably because of not fully understanding the US legal system, were reportedly reluctant to testify at a grand jury hearing because others who did not report of missing were not

advocates of broader efforts

for government at all levels due to their perception of undue scrutiny at airports and invasive police contact, (5), (5), (7), (2)	(b) (3), (b) (7)(E) » (U) (b) (3), (b) (7)(E)
(U//FOUO) Abuses by Authorities in East Africa Undermine Trust of Some in Western Officials  (U) Some (a) (b) (c) (c) immigrant Somali property figures were abused by authorities in East Africa and remain wary of security services after arriving in the West, including the United States, which might deter these individuals from seeking help from government officials, (b) (3) (b) (c) (c) Somali-Americans suffered from dangerous and corrupt government authorities in East Africa, and consequently are fearful of Western security officials,	learned that at least one young Somali-American had joined violent extremists in Syria, but was not reported to the police by anybody in the community.  (b) (3) (b) (7)(E)  security authorities may be unaware of an unspecified number of Somali-American females who joined violent extremists in Syria, (b) (3), (b) (7)(E)
(U//FOUO) Possibly lacking a complete understanding of Western systems of justice, some ethnic Somali have publicly expressed frustration that authorities, including those in the United States, could not do more to protect from terrorist activities.  (a) (b) (7) (c) (d) (d) (d) (d) (d) (d) (e) (e) (e) (e) (e) (e) (e) (e) (e) (e	(U) A US official in February 2015 identified (b) (3), (b) (7)(E)  would not report their suspicions to authorities, even in cases where (b) (3), (b) (7)(E)  might had been concerned about (b) (3), (b) (7)(E)  might had been concerned about (b) (3), (b) (7)(E)  might had been concerned about (b) (3), (b) (7)(E)  might had been concerned about (b) (3), (b) (7)(E)  which is a consequence of misunderstanding of how the US government system works and the civil rights and liberties guaranteed to every citizen and resident of the United States, (b) (3), (b) (7)(E)  which is a consequence of misunderstanding of how the US government system works and the civil rights and liberties guaranteed to every citizen and resident of the United States, (b) (3), (b) (7)(E)
(U//FOUO) I&A assesses that some Somali in the West, including the United States, (b) (3) (b) (7)(E)	(U//FOUO) Immigration Stresses Can Undercut (U//FOUO) I&A assesses, (b) (3), (c) (7)(E)



assessed to have previously joined al-Shabaab in Somalia. <sup>67</sup> Separately, a Columbus-based Somali male arrested on terrorism-related charges in February 2015 is the half-brother of an US person who allegedly joined al-Nusrah in Syria during August 2013. <sup>68</sup>

- » (U) Two British-Somali sisters from Manchester traveled to Syria in June 2014 where their brother reportedly joined foreign-based violent extremists over a year before their trip, (a) (b) (b) (c)
- » (U) A Finnish-Somali fighter who appeared in an August ISIL-produced video possibly was encouraged to join ISIL by his cousin—another Somali from Finland—who died in June 2014 fighting in Syria,

70.71

### (U) Empowering Cooperation

(U) A range of opportunities exists for government and private entities to inform Somali about the potential violent extremist influences (b) (3), (b) (7)(E) and to make public and private programs more approachable to Somali (b) (3), (b) (7)(E)

U//FOUO)	Socio-Economic Factors Put Somalis at R	Risk
U) (6) (3),	(b) (7)(E)	
	-	

-	(U//FOUO) (6) (3), (b) (7)(E) need to be p	roactiv
	contacting (b) (3), (b) (7)(E)	
	to explain typical assistanc	e,
	investigative, and legal actions taken in su	ıch
	situations, (b) (3), (b) (7)(E)	

	Integrating Somali-Americans into Law
Enforcem	ent Can be a Challenge
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	(O) (V)(E)
	.77
	"

Swedish-Somali psychologist acts as a liaison to help Somali become comfortable in contacting

law enforcement for assistance,

» (U) To help address perceived profiling at airports, US Customs and Border Protection agreed as of mid-February to hold a series of job fairs that encourage Somali-Americans to apply for approximately 2,000 open jobs across the agency. In mid-February, the first-ever Somali-American member sworn into the Metropolitan Airports

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commissio	on,"(b) (3), (b) (7	(E)
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		nali was arrested for
(b) (3), (b)	JUCI.	
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(U) (b) (B)	(b) (7)(E)	
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(U) <b>13</b>	(b) (7)(E)	ucate(b) (3)
, ,	planned to ed	ucate <b>b) (3)</b> ing drawn to oversea:
conflicts c	vulnerable to be on the role of law	ing drawn to overseas enforcement in detec
individuals	vulnerable to be	ing drawn to overseas enforcement in detec

## (U//FOUO) Minnesota Leading the Way in Sensitizing Somalis to the US Criminal Justice System

(UI/FOUO) To increase trust and collaboration with the largest US-based Somali community, officials in the Twin Cities have implemented some outreach efforts that we consider to be some of the best practices to build stronger partnerships with local Somali-Americans. These engagement efforts are improving perceptions of law enforcement in Minnesota

- » (U) The Somali-American Police Association (SAPA) national organization with origins in Minnesota where there are approximately two dozen police officers of Somali descent—has been considered a model resource for police departments seeking to forge deeper ties with local Somalis since its founding in 2012. SAPA has been credited with diverting a number of Somali-American teens from potentially radicalizing activities, [218/091778]
- » (U) The Hennepin County Sheriff's Office—unlike many of its counterparts with jurisdiction in Somali communities throughout the United States—has partnered with a community advisory board to field calls from individuals without immediately involving law enforcement.<sup>88</sup> The Sheriff's Office also released a Somali language video in mid-February 2015 aimed at strengthening its relationship with the community by describing its public safety responsibilities, law enforcement roles, security issues affecting local Somalis, and ways residents can partner with its Community Engagement Team to reduce crime.<sup>89</sup>
- - Po After visiting Minnesota, the head of crime prevention at the Helsinki Police Department (HPD) concluded that HPD needed to adopt best practices from the MPD by recruiting Somali officers establishing associations for Somali youth, and organizing meetings with the community

(U//FOUO) Fear for (b) (3), (b) (7)(E)
to authorities in an effort to reverse the trajectory of radicalization and avoid severe criminal punishment for their
activities. (b) (3), (b) (7)(E)
n; however,
moderate punishments already have stirred some
controversy.

- » (U) In a relatively unprecedented decision, a federal judge in February 2015 sentenced an 18-year-old Somali-American who was convicted of seeking to join terrorists in Syria—a charge with potential penalties of more than a decade of imprisonment—to a halfway house and entry into a mandatory community reintegration program. Papproximately three months later, a judge announced that he would consider moving five young Somali-Americans accused of attempting travel to Syria from prison to a halfway house while they awaited trial. Lenient treatment of potential foreign fighters, however, has drawn criticism, including from Somali-Americans, and the 18-year-old violated the terms of his release to the half-way house, sending him back to prison,
- W (U) protection intelligence officials work with other government and private entities to tailor administrative actions outside the penal system—including referrals to social service agencies, curfews, and travel document confiscations—to (5) (3), (6) (7) (E) discourage aspiring foreign fighters before their activities escalate to serious crimes, (b) (3), (b) (7) (E)

- » (U) officials as of March 2015 sought to engage (b) (3), (b) (7)(E) who may be targeted by violent extremists in the "pre-criminal space" to help these youths before they cross the line into significant terrorism-related activities. 99
- (U) Independent, non-governmental organizations (NGOs) can provide non-punitive support to Somali immigrant to help (b) (3), (b) (7)(E) pivot away from foreign conflict zones. NGOs in Europe—including in Belgium, Denmark, France, Germany, and Sweden—have established successful support groups for (b) (3), (b) (7)(E) drawn to violent extremist activities abroad, according (b) (3), (b) (7)(E)
- (U//FOUO) The property (b) (3), (b) (7)(E) inspired by a call-center, funded a support hotline in April 2014, which includes Somali language counseling services, to provide an alternative to informing the property (b) (3), (b) (7)(E), which most property are reluctant to do, (b) (3), (b) (7)(E)

  There are hotlines in property to field calls from seeking advice, counseling, referrals, and other services to address potentially radicalizing property (b) (3), (b) (7)(E)
- » (U//FOUO) A province -based private support network offers counseling services, educational materials, and intervention assistance to interested in dissuading young adults from joining FTOs, (b) (3), (b) (7)(E) n. 104 The organization works with law enforcement counterparts to avoid potentially provocative actions, such as raids and arrests, unless they become absolutely necessary. 105
- w (U//FOUO) resource of foreign fighters in resource and organized private organized support groups to help members increase their awareness of how violent extremist recruiters target adolescents and (b) (3), (b) (7)(E)
  - centralized referral processes to help who have been radicalized to violence and arrange access to social workers, psychologists, and other assistance.
- weekly to discuss worrisome changes by their helped inspire programs in the United States that help Somali-American families deal with

#### (b) (3), (b) (7)(E)

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#### (U//FOUO) Community Resiliency Programs a Proactive, but Contentious, Development for 2015

(U) A delegation from Minnesota, including the US Attorney representing that district, attended a late-February 2015 counterterrorism summit at the White House to advocate pilot programs in Boston, Los Angeles, and Minneapolis intended to stem the causes of radicalization, including within Somali communities. These pilots—administered by local US Attorneys in coordination with the Department of Justice, NCTC, and DHS—plan to infuse communities with resources to increase their resilience to violent extremism as well as establish outlets for sensitive communications on potentially concerning activities. A significant number of Somali-Americans, however, are skeptical of these programs,

#### b) (3), (b) (7)(E)

- (U) These pilots envisage the creation of community-led "intervention teams" in which (0)13). would have the confidence, privacy, and means to enlist help from mental health counselors, religious leaders, teachers, and other community advocates if they suspect are being recruited by violent extremists, 112113 Based on conversations with friends and relatives of youth who entered foreign conflicts, the delegation wanted to employ resources, such as the intervention teams, to emphasize the early detection of youth at risk for radicalization before their activities become criminal in nature. 114,115 The community intervention team will only contact police if it cannot dissuade a person from joining a terrorist group, but the goal is to handle these cases outside law enforcement channels. 116
- » (U) Elements of the pilot program also are intended to counteract the very sophisticated and persuasive violent extremist messaging directed at youth, including young Somali-Americans, by encouraging after-school programs, job training, law enforcement occupations, and elimination of perceived profiling at airports.<sup>117</sup>
- (UI/FOUO) The pilots have drawn concerns and skepticism from many participants, including Somali-Americans, that these efforts will blur the lines between law enforcement, community outreach, and intelligence gathering. Much of this unease comes from reports that past unrelated community outreach programs created by the FBI and St. Paul police were designed, in part, to gather intelligence, although both agencies publically maintain they never used outreach efforts to spy on community members with whom they engaged. 118,119,120 In early May 2015, nearly 50 Muslims organizations, including the local chapter of the Council on American—Islamic Relations, jointly criticized the pilot program for unfairly targeting local Somalis and subsequently developed a task force separate from the federal program. 121,122,123,124

### (U) Support Is Available to Assist Somali

(U//FOUO) Despite the challenges of (b) (3) (b) (7)(E) have access to broad support networks in the West beyond their immediate families (b) (3), (b) (7)(E)

Efforts to discourage radicalization and mobilization to violence are particularly successful when they take advantage of the typically (7)(E)

- (U) When facing negative circumstances, individuals in the Somali diaspora commonly rely on extended family members for support, (b) (3), (b) (7)(E)

  127 There have been cases of Somali manufaction in the West enlisting to monitor their members and help detect violent and anti-social behavior, (b) (3), (a) (7)(E)

(U//FOUO) Many Somali immigrant have welcomed education about risks face, including radicalization to violent extremism and recruitment to overseas conflicts. Such guidance has proven effective in integrating broader efforts (b) (3), (b) (7)(E)

As of February 2015, stakeholders for radicalization concerns in Europe—(b) (3), (b) (7)(E)

—were developing training modules to enable practitioners to help potential foreign fighters detect early warning signs of radicalization. [31,132]

>>	(U//FOUO) Somali-American in Minnesota
	told (b) (3), (b) (7)(E) that they
	appreciated education from government officials about violent extremist recruitment in their neighborhoods
	because that information equipped them for productive
	talks (b) (3), (b) (7)(E) 133 Publicity on the
	recruitment of Somali youth in Minnesota to become
	foreign fighters in Somalia, for example, prompted a
	Somali-American (018), (017)(18) to report (018), (017)(18) alleged
	attempt to join Yemen-based violent extremists in
	2009, (b) (3), (b) (7)(E)
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(U) (b) (3), (b) (7)(E) counseling program created in 2011 deploys counselors to work with members of individuals at risk of radicalization to violence to help steer them away from violent activities. This program capitalizes on strong (6) bonds to keep communication lines open with troubled youth, coach members on gathering insight into the motives of relatives who may be radicalized to violence, and employs strategies that undermine violent extremist narratives. Counselors affiliated with the program also analyze statements by who may be in the process of being radicalized to violence to help (1) (3), (1) (1)(2) craft responses intended to sustain and intensify contact over time, improving the chances that their appeals to abandon violent extremism will succeed. 135

//FO00)	I&A assesses that (b) (3), (t	) (7)(E)
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w (U//FOUO) Community Awareness Briefings by DHS and NCTC educate and empower audiences across the United States, including (b) (3) (b) (7) terrorist messaging online, its risks to impressionable youth, and methods to counter it, (b) (3) (b) (7) (E)

Greater Boston Interfaith Organization Per partners with local mosques to host Internet awareness and safety workshops directed primarily at helping identify and address violent extremism online, (b) (3), (b) (7)(E)

(U) Trained Ethnic Liaison Officers from Ireland's
National Police Racial and Intercultural Office educate
and assist
regarding safe use of the Internet for
(b) (3), (b) (7)(E)
(c) (3), (b) (7)(E)

T40 A non-profit organization in the UK
deployed its "Web Guardians" program to help
with limited education, Internet experience,
language skills, and awareness of
activities—to identify and counteract virtual content
that might attract (b) (3), (b) (7)(E)
to conflict zones,
(b) (3), (b) (7)(E)

(U) A remaining crime prevention program deploys school, social welfare, and police officials to educate regarding the Internet's effect on young people, so that the can detect and appropriately address online radicalization with (3) (3), (5) (7) (5)

### (U//FOUO) Outlook: (b) (3), (b) (7)(E

(U//FOUO) CVE programs deployed for the benefit of Somali-American communities must be implemented carefully to empower advocacy organizations embraced by community members, promote comprehensive CVE services, and minimize the perception of undue government influence.

- » (U) Minneapolis-St. Paul-based individuals and organizations developing innovative, community-led CVE programs often lose out in competitions for funding to organizations that are effective at securing government funding.
- » (U) Many Somali-Americans, particularly those in Minneapolis-St. Paul, believe that promises of outside support are hollow and self-serving based on years of researchers, journalists, government offices, and other organizations studying radicalization and recruitment in their communities only to abandon the community when the research funding is exhausted, according (b) (3), (b) (7)(E)
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  (b) (3), (b) (7)(E)
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found that Somalis in Minneapolis-St. Paul were more willing to discuss the primary research interest—terrorist recruitment and methods for countering it—when state demonstrated genuine interest in the community's challenges and accomplishments.

- We (U) Mosques, community leaders, and organizations performing CVE-related work (b) (3), (b) (7)(E)

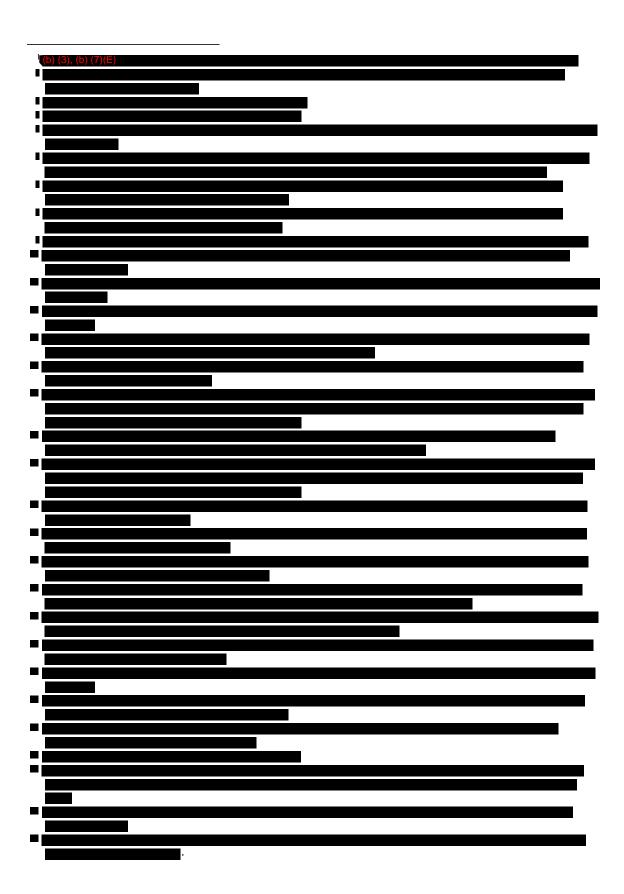
  , because some of the concerns (b) (3), (b) (7)(E) (5), (b) (7)(E) (7)(E) (145)
- » (U) Some loss the have discovered that government sponsorship can undermine the legitimacy of a program intended to counter violent extremist messaging. 146 The Somali community in Minneapolis widely believe

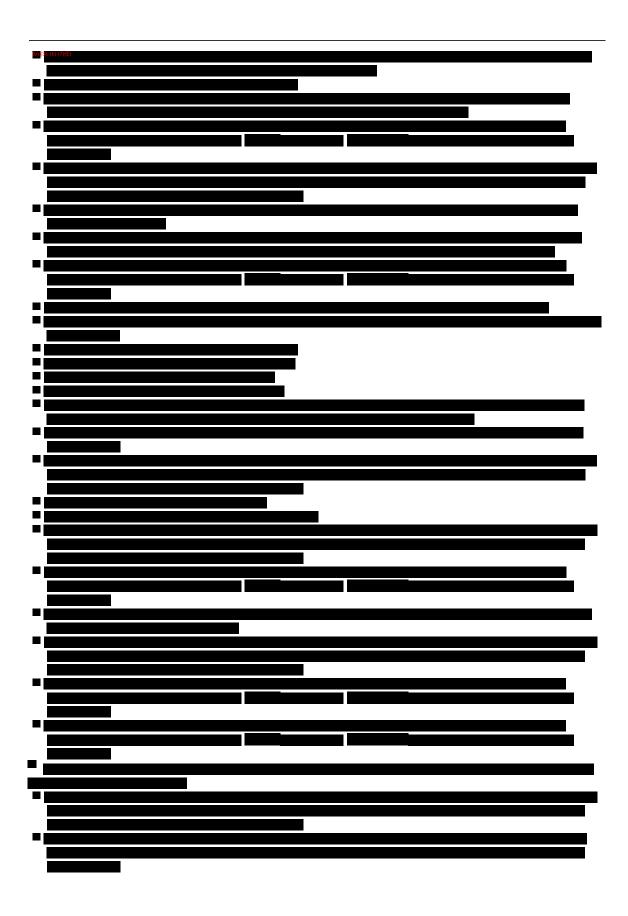
some local CVE programs are pawns of federal counterterrorism efforts, 147 This found that some organizations unaffiliated with government-driven initiatives can more effectively message Minneapolis-St. Paul Somali youth because they do not raise as much community suspicion regarding motives

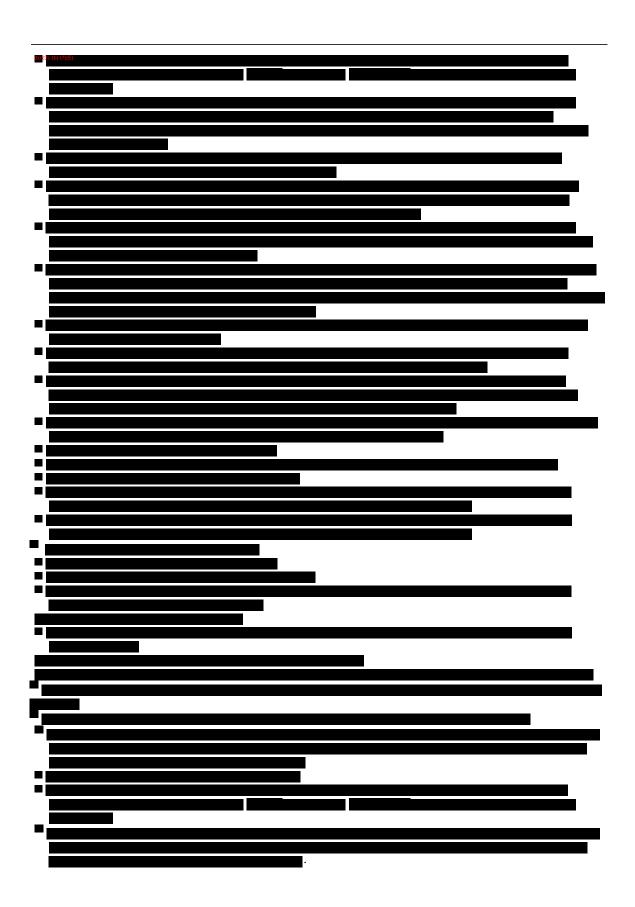
	(U) Source Summary Statement
(U//FOUO) The larg	e and varied body of the through reporting provides us the confidence in our
judgment that	(b) (7)(E).
	. We have
(b) (3), (b) (7)(E)	confidence in our ability to account for most major government and private programs in
	where these efforts are lacking—(b) (3), (b) (7)(E)
	. Limited substantive
	noted—prevented us from making definitive judgments on certain trends, although we have onfidence in the anecdotal information cited.

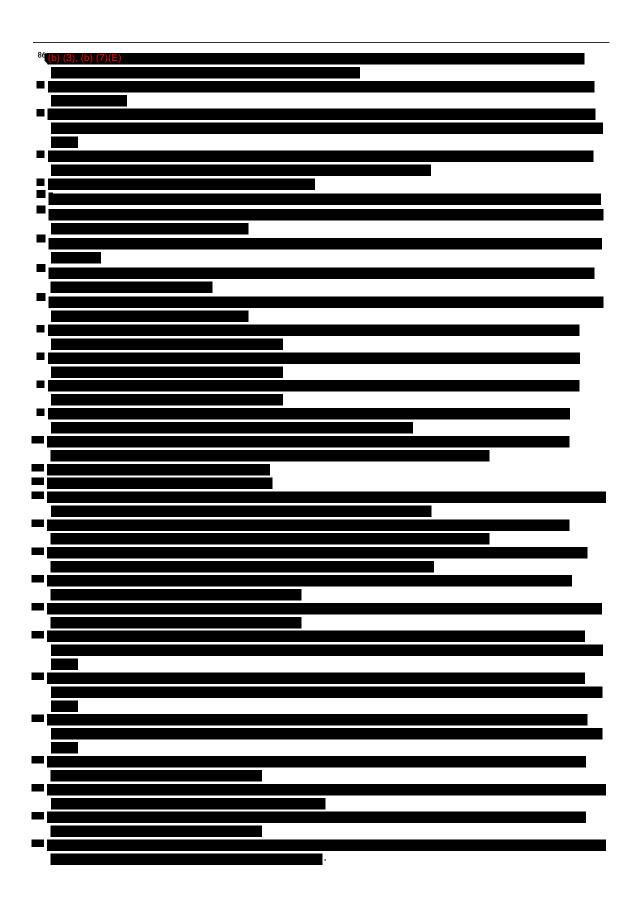
### (U) Report Suspicious Activity

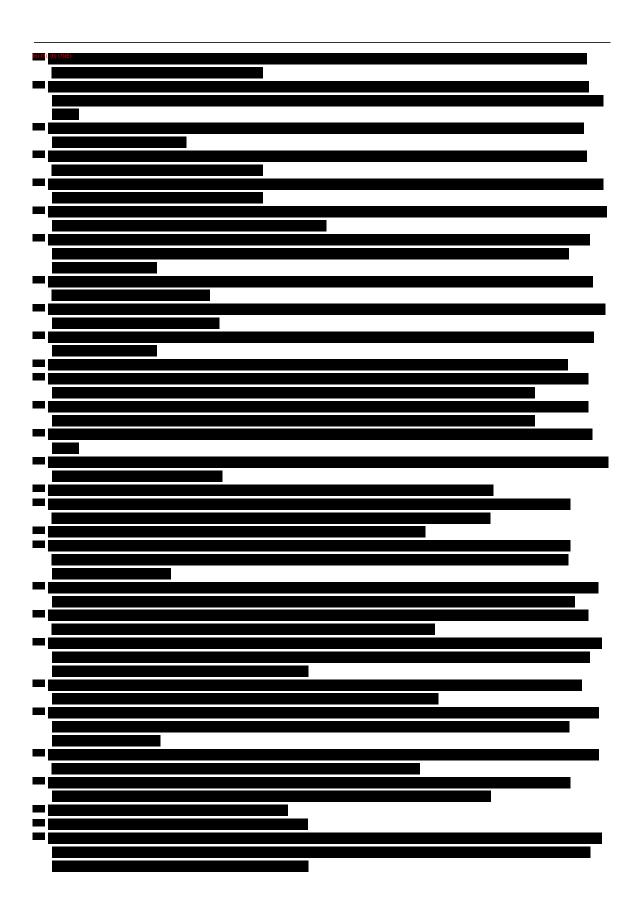
- (U) To report suspicious activity, law enforcement, Fire-EMS, private security personnel, and emergency managers should follow established protocols; all other personnel should call 911 or contact local law enforcement. Suspicious activity reports (SARs) will be forwarded to the appropriate fusion center and FBI Joint Terrorism Task Force for further action. For more information on the Nationwide SAR Initiative, visit http://nsi.ncirc.gov/resources.aspx.
- (U) Tracked by: HSEC-8.1, HSEC-8.2, HSEC-8.3, HSEC-8.5, HSEC-8.5.2, HSEC-8.8















Office of Intelligence and Analysis

# **Customer Feedback Form**

roduct Title: (U//FOUO) Emp		Rey		outh Radicalizati	on and Their Ha	IVEI ADI
. Please select partner type:	Select One and function: Select One					
. What is the highest level of i	intelligence info	rmation that y	ou receive?	Select (	One	
. Please complete the following	ng sentence: "I f	ocus most of r	ny time on:" Sel	lect One		
. Please rate your satisfaction	ı with each of th	e following:		_	_	
6	Very Satisfied	Somewhat Satisfied	Neither Satisfied nor Dissatisfied	Somewhat Dissatisfied	Very Dissatisfied	N/A
Product's overall usefulness	0	0	0	0	0	0
Product's relevance to your mission	0	0	0	0	0	0
Product's timeliness	0	0	0	0	0	0
Product's responsiveness to your intelligence needs	0	0	0	0	0	0
. How do you plan to use this	product in suppo	ort of your miss	Sion? (Check all th	at apply.)		
What did this product <u>not</u> ad			ZW4V			
. To what extent do you agree	with the followi Strongl Agree	y Adress	ents? Neither Agr nor Disagre		Strongly Disagree	N/A
s product will enable me to make cisions regarding this topic.	better O	0	0	0	0	0
s product provided me with intelli ormation I did not find elsewhere.		0	0	0	0	0
. How did you obtain this prod	luct? Select One	;				
D. Would you be willing to par	ticipate in a foll	ow-up convers	ation about your	feedback?	/es	
o help us understand more about your Name: Organization:	r organization so we	can better tailor f	uture products, pleas Position: State:	se provide:		bmit ques
Organization: Contact Number:			State: Email:		Red	lues

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**CLASSIFICATION:** 

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