ATTORNEY GENERAL GUIDELINES FOR
FBI FOREIGN INTELLIGENCE COLLECTION
AND FOREIGN COUNTERINTELLIGENCE INVESTIGATIONS

I. SCOPE (U)

A. These guidelines are established by the Attorney General to govern all foreign intelligence, foreign counterintelligence, foreign intelligence support activities, and intelligence investigations of international terrorism conducted by the FBI pursuant to Executive Order 12333. They also govern all FBI investigations of violations of the espionage statutes and certain FBI investigations requested, or FBI assistance to investigations conducted, by foreign governments. (U)

B. All significant new legal questions as to the coverage and interpretation of these guidelines will be resolved by the Office of Intelligence Policy and Review. (U)

II. DEFINITIONS (U)

A. NATIONAL SECURITY THREAT LIST:

1. Country Threats: foreign governments and entities whose intelligence activities are so hostile, or of such concern, to the national security of the United States that counterintelligence or monitoring activities directed against such countries are warranted.

2. Issue Threats: categories of activity that pose a significant threat, or are of such concern, to the national security of the United States when engaged in by any foreign power or entity that counterintelligence or monitoring actions directed against such activities are warranted.

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Country threats and issue threats shall be identified by FBI Headquarters and the Department of Justice in cooperation with the Department of State and shall be reviewed annually. (U)

C. EMPLOYEE OR ASSET: any person employed by, assigned to, or acting for or at the direction of the Federal Bureau of Investigation. (U)

D. FOREIGN COUNTERINTELLIGENCE: information gathered and activities conducted to protect against espionage and other intelligence activities, sabotage, or assassinations conducted by, for or on behalf of foreign powers, organizations or persons, or international terrorist activities, but not including personnel, physical, document or communications security programs. (U)

E. FOREIGN DIPLOMATIC ESTABLISHMENT: an embassy, mission, consulate, residential compound or other premises owned or leased and used for official purposes by a foreign government, whether or not recognized by the United States; premises of international organizations as defined by 22 U.S.C. 288; premises of establishments authorized to be treated as international organizations or diplomatic missions by specific statute, e.g., 22 U.S.C. 288f-1 to 188i; and the premises of establishments of foreign representatives to such international organizations. (U)

F. FOREIGN INTELLIGENCE: information relating to the capabilities, intentions and activities of foreign powers, organizations or persons, but not including counterintelligence except for information on international terrorist activities. (U)

G. FOREIGN INTELLIGENCE AGENT: a person, other than a foreign intelligence officer, who is engaged in intelligence activities or sabotage for or on behalf of a foreign power, or international terrorist activities, or who knowingly conspires
with or aids or abets such a person in such activities. (U)

H. FOREIGN INTELLIGENCE OFFICER: a member of a foreign intelligence service. (U)

J. FOREIGN POWER:

1. a foreign government or any component thereof, whether or not recognized by the United States;

2. a faction of a foreign nation or nations, not substantially composed of United States persons;

3. an entity that is openly acknowledged by a foreign government or governments to be directed and controlled by such foreign government or governments;

4. a group engaged in international terrorism or activities in preparation therefor;

5. a foreign-based political organization, not substantially composed of United States persons; or

6. an entity that is directed and controlled by a foreign government or governments. (U)

K. FOREIGN VISITORS: foreign nationals in the United States who are not permanent resident aliens of the United States. (U)

L. FOR OR ON BEHALF OF A FOREIGN POWER: the determination that activities are for or on behalf of a foreign power must be based on consideration
of the extent to which the foreign power is involved in:

1. control, leadership or policy direction;
2. financial or material support; or
3. leadership, assignments, or discipline. (U)

M. INTELLIGENCE ACTIVITIES: any activity conducted for intelligence purposes or to affect political or governmental processes by, for or on behalf of a foreign power. (U)

N. INTERNATIONAL TERRORISM

Activities that:

1. involve violent acts or acts dangerous to human life that are a violation of the criminal laws of the United States or of any State, or that would be a criminal violation if committed within the jurisdiction of the United States or any State;

2. appear to be intended:
   a. to intimidate or coerce a civilian population;
   b. to influence the policy of a government by intimidation or coercion; or
   c. to affect the conduct of a government by assassination or kidnapping; and

3. occur totally outside the United States, or transcend national boundaries in terms of the means by which they are accomplished, the persons they appear intended to coerce or intimidate, or the locale in which their perpetrators operate or seek asylum. (U)

O. INTERNATIONAL TERRORIST: an individual or group that knowingly engages in international terrorism or activities in preparation therefor, or knowingly aids or abets any person engaged in such activities. (U)
P. NON-UNITED STATES PERSON: an undocumented alien or a foreign national lawfully in the United States who is not a permanent resident alien. (U)

Q. PHYSICAL SEARCH: any physical intrusion within the United States into premises or property (including examination of the interior of property by technical means) that is intended to result in a seizure, reproduction, inspection, or alteration of information, material, or property, under circumstances in which a person has a reasonable expectation of privacy and a warrant would be required for law enforcement purposes, but does not include (A) "electronic surveillance", as defined in the Foreign Intelligence Surveillance Act, or (B) the acquisition by the United States Government of foreign intelligence information from international or foreign communications, or foreign intelligence activities conducted in accordance with otherwise applicable Federal law involving a foreign electronic communications system, utilizing a means other than electronic surveillance as defined in the Foreign Intelligence Surveillance Act. (U)

R. PUBLICLY AVAILABLE: information that has been published or broadcast for general public consumption, is available on request to any member of the general public, could lawfully be seen or heard by any casual observer, or is made available at a meeting open to the general public. (U)

S. SUBJECTS: for purposes of these guidelines, subjects of counterintelligence investigations are divided into: (1) foreign powers, (2) foreign officials, (3) foreign visitors, and (4) United States persons. (U)

T. SUBSTANTIALLY COMPOSED OF US PERSONS: in determining whether a group or organization is substantially composed of U.S. persons the FBI should consider not only the citizenship or resident alien status of members of the group or organization in the United States but also the relationship of that group or organization to a foreign-based international organization. If the group or organization in the United States operates directly under the control of the
international organization and has no independent
program or activities in the United States,
membership of the entire international
organization should be considered in determining
if it is substantially composed of US persons.
If, however, the U.S.-based group or organization
has programs or activities separate from, or in
addition to; those directed by the international
organization, only the US membership should be
considered in determining whether it is
substantially composed of US persons. (U)

U. TARGET: an individual, group or organization that
is the object of a recruitment effort by a foreign
intelligence service or international terrorists;
or information, persons, property or activities in
the United States that are the object of
intelligence activity by a foreign intelligence
service or international terrorists. (U)

V. UNITED STATES: when used in a geographical sense,
means all areas under the territorial sovereignty
of the United States. (U)

W. UNITED STATES PERSON: As used in these guidelines
the term includes:

1. an individual who is --
   a. United States citizen, or
   b. a permanent resident alien.

2. a group or organization that is an
   unincorporated association substantially
   composed of United States citizens or
   permanent resident aliens.

3. a corporation incorporated in the United
   States, except for a corporation directed and
   controlled by a foreign government or
governments. (U)

III. COLLECTION OF FOREIGN INTELLIGENCE AND FOREIGN
COUNTERINTELLIGENCE INFORMATION (U)
A. GENERAL (U)

1. The FBI may collect foreign intelligence, foreign counterintelligence, international terrorism and other information as permitted by these guidelines. Such collection shall be accomplished by the least intrusive means that will provide information of the quality, scope and timeliness required and in a manner that is consistent with the Constitution and laws of the United States, these guidelines and Executive Orders. (U)

2. When information is received indicating that a foreign intelligence officer or agent or international terrorist group is seeking to infiltrate an organization in order to influence or control it, investigation by the FBI shall be limited to information relating to the activities of the intelligence officer or agent or of the international terrorist related to or in furtherance of such infiltration. Members of the organization, other than previously established assets, may not be interviewed without prior approval of FBI Headquarters.

3. When information is received that an organization or group substantially composed of US persons is acting for or on behalf of a foreign power, investigation of the organization or group should be directed toward collecting information relating to relationship to the foreign power and the activities of those within the organization or group with knowledge of that relationship. (S)

B. (S)
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2. CONDUCT OF INVESTIGATION

a. In investigations in which the status of a subject of the investigation is not known, the subject shall be treated as a United States person. (§)

b. [Redacted]
3. INVESTIGATIONS OF GROUPS OR ORGANIZATIONS (U)

a. [Redacted] on a group or organization should be directed toward acquiring information relating to the group or organization as a whole. It should focus on activities of foreign counterintelligence or international terrorism interest, not on unrelated First Amendment activities. Investigations of individuals, beyond their group activities, must be separately authorized. (N)
b. When the target of investigation is a group or organization substantially composed of US persons and the basis for the investigation is that it acts for or on behalf of a foreign power, investigation shall be limited to activities of the organization or group relating to that foreign power. (U)

c. In the course of an investigation of a group or organization, may be conducted on members of the group or organization for the limited purpose of determining the extent to which they are aware that the group or organization acts for or on behalf of a foreign power. may be conducted on individuals in a group or organization substantially composed of US persons only when there are specific and articulable facts indicating that they are aware that the group or organization acts for or on behalf of a foreign power. (K)

4. INVESTIGATIONS OF ISSUES ON THE NATIONAL SECURITY THREAT LIST (U)

When information is received indicating that a person, group, organization, or foreign power is or may be engaging in activities directly relating to an issue on the National Security Threat List, investigation by the FBI shall be limited in scope to information that impacts on that specific area of national security concern and is in furtherance of a foreign power's activities with respect to the particular area of national security concern. (K)

D. INVESTIGATIONS FOR AND ASSISTANCE TO FOREIGN GOVERNMENTS (U)

1. Any request for FBI intelligence or security related investigations within the United States from a foreign law enforcement, intelligence, or security agency, or for FBI assistance to such investigations by such agencies, must identify the information sought and specify the purpose of the investigation. (U)
3. The FBI may not provide assistance to foreign law enforcement, intelligence or security officers conducting investigations within the United States unless such officers have provided prior notification to the Department of State as required by 18 U.S.C. 951. (U)

4. The FBI may provide other material and technical assistance to foreign governments to the extent not otherwise prohibited by law. (U)

E. FOREIGN INTELLIGENCE (U)

1. COLLECTION OF FOREIGN INTELLIGENCE INFORMATION

a. The FBI may collect foreign intelligence in response to requirements of topical interest published by the National Foreign Intelligence Board (NFIB), or its successor. Upon a request by an official of the Intelligence Community designated by the President, the FBI may also collect foreign intelligence to clarify or complete foreign intelligence previously disseminated by the FBI. Copies of such requests shall be provided to the Office of Intelligence Policy and Review. (U)

b. When approved by the Attorney General or a designee, the FBI may collect other foreign intelligence in response to tasking specifically levied on the FBI by an official of the Intelligence Community designated by the President. (U)
2. OPERATIONAL SUPPORT

a. When approved by the Attorney General or a designee, the FBI may provide operational support to authorized intelligence activities of other entities of the Intelligence Community upon a request made or confirmed in writing by an official of the U.S. Intelligence Community designed by the President. The request shall describe the type and duration of support required, the reasons why the FBI is being requested to furnish the assistance, the techniques that are expected to be utilized, and shall certify that such assistance is necessary to an authorized activity of the requesting entity. (U)

b. Such support may include techniques set forth in the approved request and, with the approval of FBI Headquarters, any other technique that does not substantially alter the character of the support. The Office of Intelligence Policy and Review shall be promptly notified of the utilization of any such additional techniques. (U)

c. Recruitment of new assets is permissible to obtain information or services necessary to furnish the requested support so long as these assets are subject to the same limitations as any other FBI employee or asset. (U)

F. FINANCIAL RECORDS OBTAINED PURSUANT TO SECTION 1114(a)(5)(A) OF THE RIGHT TO FINANCIAL PRIVACY ACT (RFPA) (U)

1. The FBI may acquire financial records pursuant to Section 1114(a)(5)(A) of the RFPA where the Director of the FBI or a senior designee at the
level of Deputy Assistant Director or higher
determines that:

a. there are specific and articulable facts
giving reason to believe that the customer or
t entity whose records are sought is a foreign
power or agent of a foreign power, as those
terms are defined in section 101(a) and (b)
of the Foreign Intelligence Surveillance Act
of 1978 (FISA) (50 U.S.C. 1801), and

b. the information is sought for
counterintelligence purposes.

The written certification to the financial
institution of such determination shall also
advise such institution of the nondisclosure
requirements of section 1114(a)(5)(D). (U)

2. Retention by the FBI of information acquired under
this authority is governed by relevant law and the
retention provisions of these Guidelines. Any
such information relating to United States persons
that is determined to be clearly not relevant to
the purposes for which it was collected shall be
destroyed by the FBI and not further disseminated
unless it relates to a violation of federal, state
or local statutes or otherwise satisfies the
criteria of section VII.B.5. (U)

IV. SPECIAL TECHNIQUES (U)

A. UNDISCLOSED PARTICIPATION (U)

1. With FBI Headquarters approval, any asset or
employee acting for or on behalf of the FBI may
join or participate in any organization in the
United States without disclosing his affiliation
to appropriate officials of the organization.
Registration or attendance at an academic
institution for operational purposes, however,
must be approved by the Director or Acting
Director of the FBI. Undisclosed participation in
any organization may be approved if:

a. the information sought is necessary to
achieve the purposes of

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collection or support activity; or the participation is necessary to establish, enhance or maintain cover; and (K)

b. the duration, nature and scope of the undisclosed participation is limited to that necessary. (U)

2. When FBI Headquarters approves the undisclosed participation for the purpose of establishing, enhancing or maintaining cover, or for the purpose of collecting information concerning a member of the organization, information concerning the organization or its other members may be collected when it is determined by the SAC or other appropriate supervisory personnel that it:

a. pertains to activity that is or may be a violation of federal, state or local law; or

b. is relevant to investigation being conducted under these guidelines or is to be used as the basis for instituting investigation. (U)

3. Undisclosed participation that will influence rights protected by the First Amendment, for example through assuming a leadership role in an organization, may be approved if the Director or Acting Director of the FBI has determined that:

a. there is probable cause to believe the organization is engaged in espionage, sabotage or intelligence activity for or on behalf of a foreign power or international terrorism; or

b. the undisclosed participation is essential to establish, enhance, or maintain cover and the effect on the activities of the organization is incidental to this purpose;

and the Office of Intelligence Policy and Review is notified of the nature and circumstances of the undisclosed participation. (U)
4. For the purpose of authorizing undisclosed participation:

a. "Organization within the United States" means any organization within the U.S., whether or not included in the definition of "U.S. person", but does not include foreign diplomatic establishments or entities openly directed and controlled by such foreign government;

b. "appropriate officials of the organization" means any official of the organization reasonably believed to be authorized to act on behalf of the organization in relation to the activity to be engaged in;

c. "participation in any organization" does not include attendance at an activity open to the public or to acknowledged employees of the U.S. Government, employment or other personal activities not related to intelligence activities, or registration and attendance at an academic institution solely to obtain education or training relevant to FBI employment or to support a future undercover role. (U)

B. OPERATIONS OUTSIDE THE UNITED STATES (U)

1. The FBI may conduct investigations, participate with foreign officials in investigations abroad, or otherwise conduct activities outside the United States with the written request or approval of the Director of Central Intelligence and the Attorney General or their designees.
3. In conducting investigations outside the United States, the FBI shall not:

a. recruit officials of countries not being investigated under the National Security Threat List as assets; or

b. pay foreign officials, directly or indirectly, for investigative assistance.

This provision, however, is not intended to preclude reimbursement of law enforcement or security agencies of foreign governments to the extent authorized by United States and foreign law. (U)

C. CONTRACTING WITH AN ACADEMIC INSTITUTION (U)

The FBI shall not enter into contracts or arrangements for the provision of goods or services with academic institutions in the United States without disclosing FBI sponsorship to the appropriate officials of the institution. This restriction does not apply to the registration or attendance at academic institutions by FBI employees, which is governed by Section IV.A. of
these Guidelines or to the purchase or lease of real estate where such property is not used by the institution for academic purposes. (U)

D. MAIL COVERS (U)

1. FBI mail covers will conform to U.S. Postal Service regulations. (U)

2. 

3. Where time is of the essence, FBI Headquarters may orally request the Chief Postal Inspector or a designee to approve a mail cover if the required factual basis exists. The request to the U.S. Postal Service must be confirmed in writing within two business days, and the Attorney General will be promptly notified of mail covers that would otherwise require his approval. (U)

4. Renewals of mail covers may be obtained under the same conditions and procedures applicable to the original request under these guidelines. Those mail covers originally requiring Attorney General approval, however, may be renewed by FBI Headquarters where the facts and circumstances of the investigation have not significantly changed. (U)

5. 

E. TELEVISION CAMERAS AND OTHER MONITORING (U)

The use of CCTV, direction finders (including beepers), and other monitoring devices must be personally approved by the SAC or, in specific FBI Field Offices designated by FBIHQ having more than one ASAC, by the ASAC having exclusive responsibility for a particular foreign counterintelligence program or a portion thereof. In any case where there is a reasonable expectation of privacy and a warrant would be required for law enforcement purposes, appropriate judicial authority must be obtained through FBI Headquarters. (U)
F. CONSENSUAL MONITORING (U)

1. This section governs monitoring that would constitute electronic surveillance as defined in the Foreign Intelligence Surveillance Act but for the lawful consent of a party to the communication. (U)

2. The SAC or, in specific FBI Field Offices designated by FBIHQ having more than one ASAC, the ASAC having exclusive responsibility for a particular foreign counterintelligence program or a portion thereof, may personally authorize such monitoring for up to ninety days to obtain counterintelligence, foreign intelligence, or international terrorist information. Extensions may be requested under the same conditions applicable to the original request. (U)


VI. PHYSICAL SEARCHES. The following procedures apply to physical searches of property or premises, but do not apply to searches for the purpose of placing, conducting surveys for, or maintaining authorized electronic surveillance devices; or to the receipt by the FBI of any information, property or materials furnished by individuals acting on their own initiative. (U)

A. PHYSICAL SEARCHES (U)

The FBI may conduct physical searches in accordance with Title III of the Foreign Intelligence Surveillance Act, or Rule 41 of the Federal Rules of Criminal Procedure. (U)

B. TAX RETURN INFORMATION (U)

Acquisition by the FBI of tax return information in the course of a physical search or use of such information must be approved by the Attorney General based on a finding that, in the judgment of the FBI, the information is relevant to a counterintelligence
investigation and is not readily obtainable by other means or from other sources.

C. GENERAL (U)

VII. RETENTION AND DISSEMINATION (U)

A. RETENTION (U)

The FBI shall retain records relating to all foreign intelligence, counterintelligence and international terrorism information collection or support activities in accordance with a records retention plan approved by the National Archives and Records Service. (U)

B. DISSEMINATION (U)

1. GENERAL

a. Nothing in this section shall limit or restrict dissemination with the consent of the subject or where necessary to protect life or property from threatened force or violence or to obtain information for the conduct of a lawful FBI investigation. (U)

b. Information that is publicly available or does not identify U.S. persons may be disseminated for any lawful purpose. (U)

c. Non-publicly available information may be disseminated to appropriate entities within the Intelligence Community, whether or not it identifies U.S. persons, for their determination whether the information may be retained. (U)

d. Non-publicly available information that identifies U.S. persons may be disseminated for any lawful purpose outside the Intelligence Community if the identities are or may reasonably
become necessary to understand or assess the importance of the information. (U)

e. Transmission of information to any component of the Department of Justice is not dissemination within the meaning of these Guidelines. (U)

2. AUTHORITY FOR DISSEMINATION

a. Dissemination to Federal Authorities

The FBI may disseminate information to other federal authorities when it:

1) relates to a crime or violation of regulation which falls within their investigative jurisdiction;

2) relates to their authorized responsibilities;

3) is required to be furnished to another federal agency by Executive Order 10450 or its successor; or

4) is required to be disseminated by statute, National Security Council directive, interagency agreement approved by the Attorney General, or Presidential directive. (U)

b. Dissemination to State and Local Government Authorities

Facts or information relating to crimes may be disseminated to state and local governments with appropriate jurisdiction if such dissemination is consistent with the interests of U.S. national security. (U)

c. Dissemination to Foreign Governments

1) The FBI may cooperate with foreign law enforcement, intelligence or security agencies by furnishing
information obtained under these guidelines that is relevant to the functions of those agencies if such dissemination is in the interests of U.S. national security and the FBI considers the effect the dissemination may be expected to have on any identifiable U.S. person. (U)

2) Information received from or obtained at the request of a foreign law enforcement, intelligence or security agency may be disseminated under these guidelines in the same manner as similar information acquired by the FBI within the United States. (U)

3) Dissemination to a foreign government posing significant implications to foreign relations shall be coordinated with the Department of State. (U)

d. Dissemination to Congressional Committees (U)

1) Except for briefings and testimony on matters of general intelligence interest, foreign intelligence, counterintelligence, or criminal information may be disseminated upon request to appropriate Congressional committees when authorized by the Attorney General or a designee. Any agency requesting or collaborating in the collection shall be consulted prior to dissemination. (U)

1) A request for U.S. person information deleted from the dissemination under these guidelines shall be referred to the Attorney General, or designee, for resolution. (U)
3. INFORMATION OBTAINED FROM FOREIGN INTELLIGENCE ELECTRONIC SURVEILLANCE AND PHYSICAL SEARCHES.

Dissemination of information acquired under the Foreign Intelligence Surveillance Act is governed by court ordered minimization procedures. Procedures for dissemination of such information to the White House and Congressional committees also apply. (U)

4. DISSEMINATION IN DOUBLE AGENT OPERATIONS (U)

a.

b.
5. INFORMATION OBTAINED UNDER THE RIGHT TO FINANCIAL PRIVACY ACT

Information acquired by the FBI pursuant to the Right to Financial Privacy Act may be disseminated in accordance with the other provisions of this Section, except that dissemination to an agency of the United States must also be approved by FBI Headquarters based on a determination that the information to be disseminated is clearly
relevant to the lawfully authorized responsibilities of such agency. All recipients of such information shall be advised that no further dissemination is to be made without FBI Headquarters approval. (U)

6. RECORDS OF DISSEMINATION

The FBI shall maintain records to the extent required by law of all disseminations outside the Department of Justice of information obtained under these guidelines. (U)

VIII. CIA AND DOD ACTIVITIES WITHIN THE UNITED STATES (U)

A. Whenever the FBI is notified of or asked to coordinate CIA or Department of Defense (DOD) activities within the United States involving the clandestine use of any technique directed against a U.S. person to collect foreign intelligence or counterintelligence or to implement any counterintelligence or special activity, the FBI will evaluate the proposed activities under established procedures or agreements. (U)

B. The FBI, except in cases where it withholds coordination, will inform the Office of Intelligence Policy and Review of the specific facts and circumstances of such notification or request. When the Office of Intelligence Policy and Review deems it appropriate, it will advise or seek the approval of the Attorney General. The FBI will not respond to a notification of or request to coordinate CIA or DOD activities that have been referred to the Office of Intelligence Policy and Review prior to a determination whether to advise or seek the approval of the Attorney General. (U)

IX. REPORTING (U)

A. FBI Headquarters shall provide to the Office of Intelligence Policy and Review upon request statistics on...
B. FBI Headquarters shall promptly notify the Office of Intelligence Policy and Review of any request by a foreign law enforcement, intelligence or security agency for information or assistance in an investigative matter involving a U.S. person. FBI Headquarters shall maintain, and provide to the Office of Intelligence Policy and Review upon request, statistics on the number of requests for assistance received from foreign law enforcement, intelligence or security agencies involving U.S. persons. The statistics shall identify the nature of the request and whether the assistance requested was furnished or declined. (U)

C. Any report of any U.S. person shall be reported within ninety (90) days of initiation to the Office of Intelligence Policy and Review, setting forth the basis for undertaking the investigation. The FBI shall furnish to the Attorney General or a designee a summary of each investigation at the end of each year the investigation continues, including specific information on any requests for assistance made by the FBI to foreign law enforcement, intelligence or security agencies. (G)

D. When a report under paragraph C relates to a group in the United States acting for or on behalf of an international terrorist organization and the group or organization is substantially composed of U.S. persons, the report shall include an assessment of the extent to which members within the United States are aware of the terrorist aims of the international organization and a statistical summary of the number of individuals in the U.S. group or organization who have been the subject of the investigation of the group or organization. (G)

E. Records of

shall be maintained at FBI Headquarters, and be available
for review upon request by the Office of Intelligence Policy and Review. (K)

F. Summaries furnished under paragraph C. or reports of investigations reviewed under paragraph E concerning assets or potential assets may be prepared for review in a form which protects identity, but must include the status of the subject, i.e., whether a foreign national or American citizen, and a description of the techniques used for recruitment or attempted recruitment. (U)

G. To ensure the security of foreign intelligence collection and counterintelligence investigations, the Office of Intelligence Policy and Review shall, except in unusual circumstances, conduct reviews of FBI reports in a physically secure area at FBI Headquarters. (U)