



Department of Defense INSTRUCTION

NUMBER 5240.17
October 26, 2005

USD(I)

SUBJECT: DoD Counterintelligence Collection Reporting

- References: (a) DoD Directive 5240.2, "DoD Counterintelligence (CI)," May 22, 1997
(b) Executive Order 12333, "United States Intelligence Activities," December 4, 1981
(c) DoD Directive 5240.1, "DoD Intelligence Activities," April 25, 1988
(d) DoD 5240.1-R, "Activities of DoD Intelligence Components that Affect United States Persons," December 1982
(e) through (i), see enclosure 1

1. PURPOSE

This Instruction implements policy, establishes procedures, and assigns responsibilities under the authority of references (a) and (b) for the conduct and administration of DoD counterintelligence (CI) collection reporting activities.

2. APPLICABILITY

This Instruction applies to the Office of the Secretary of Defense (OSD), the Military Departments, the Chairman of the Joint Chiefs of Staff, the Combatant Commands, the Office of the Inspector General of the Department of Defense, the Defense Agencies, the DoD Field Activities, and all other organizational entities in the Department of Defense (hereafter referred to collectively as the "DoD Components").

3. DEFINITIONS

Terms used in this Instruction are defined in enclosure 2.

4. POLICY

It is DoD policy that:

4.1. CI personnel conduct activities in accordance with applicable statutes, reference (b), and DoD issuances. This includes policy and procedures issued under DoD Directive 5240.1 (reference (c)) and DoD 5240.1-R (reference (d)).

4.2. CI shall have a primary automated system for documenting the CI collection cycle including collection requirements, operations management, reporting activities, and source management.

5. RESPONSIBILITIES

5.1. The Under Secretary of Defense for Intelligence (USD(I)) shall monitor implementation of this Instruction and issue additional direction and guidance as necessary.

5.2. The Deputy Under Secretary of Defense for Counterintelligence and Security (DUSD(CI&S)) shall act for the USD(I) to establish and sustain DoD CI collection reporting programs according to references (a) and (b).

5.3. The Director, Counterintelligence, under the DUSD(CI&S), shall:

5.3.1. Develop and promulgate policy for CI collection reporting.

5.3.2. Serve as the staff point of contact for issues related to CI collection reporting.

5.3.3. Provide OSD staff-level oversight for DoD CI collection reporting programs.

5.3.4. Provide representation on DoD and national-level intelligence policy fora concerning CI collection reporting.

5.3.5. Develop CI policy for the use of source registries at the field, theater, and national levels.

5.4. The Director, Defense Intelligence Agency (DIA), through the Joint CI Division (DAC-1B), shall:

5.4.1. Serve as the DoD CI Collection Requirements Manager.

5.4.2. Act as the DoD validation authority for CI collection requirements.

5.4.3. In conjunction with the DoD CI Field Activity (DoD CIFA), track responses to DoD CI collection requirements.

5.4.4. Validate CI collection requirements and coordinate those requiring support from signals intelligence, imagery intelligence, measurement and signatures intelligence, or human intelligence collection platforms.

5.4.5. Validate, register, and publish CI collection requirements through coordination with the DoD CI production manager to deconflict collection and production aspects of requirements.

5.4.6. Manage CI Intelligence Information Report (IIR) evaluations at the DoD-level according to DIA Manual 58-12 (reference (e)).

5.5. The Director, National Security Agency/Chief, Central Security Service, shall collect, process, and disseminate signals intelligence information in support of validated CI collection requirements.

5.6. The Director, National Geospatial-Intelligence Agency, shall provide geospatial-intelligence in support of validated CI collection requirements.

5.7. The Director, Department of Defense Counterintelligence Field Activity, shall:

5.7.1. Develop and manage an integrated DoD CI Collection Program (subparagraph 6.2.7. of DoD Directive 5105.67 (reference (f))).

5.7.2. Synchronize and integrate DoD CI collection reporting activities throughout the DoD Components and intelligence community.

5.7.3. Recommend changes to DoD CI collection reporting policy to the Director, Counterintelligence, DUSD(CI&S).

5.7.4. Provide specialized CI collection, collection management, and reporting training.

5.7.5. Develop automated procedures and tools to enhance the standardization and quality of CI collection reporting activities, including tracking responses to collection requirements, in accordance with National and Departmental strategies.

5.7.6. Formulate enhancements to the DoD CI collection activities in accordance with National and Departmental strategies.

5.7.7. Serve as DoD CI program manager for the reporting of non-validated domestic threat information according to reference (c).

5.7.8. Develop implementation procedures to provide DoD CI collection reporting with a current format for non-validated threat information (Talon reports). Incorporate the information into a database repository that is accessible to the CI/counterterrorism analytic community within DoD and the Federal Bureau of Investigation (FBI) or other government elements with a force protection mission.

5.7.9. Assist in disseminating doctrine and synchronization of procedures for strategic DoD CI collection reporting.

5.8. The Heads of the Military Departments shall:

5.8.1. Designate a CI Collection Manager.

5.8.2. Establish a dedicated CI collection operations management capability synchronized with other Intelligence Community components.

5.8.3. Ensure personnel assigned CI collection and collection management responsibilities are adequately trained.

5.8.4. Provide for the establishment of collection plans and/or operating directives consistent with existing collection requirements.

5.8.5. Integrate CI information into organizational planning and operations.

5.8.6. Identify critical information requirements and needs to their respective DoD CI elements.

5.8.7. Manage and oversee the use of resources funded for CI collection.

5.8.8. Ensure the DoD Component CI elements develop procedures within their elements that provide for and encourage the full range of CI collection reporting activities authorized by this Instruction.

5.8.9. Designate a single organizational element to facilitate, coordinate, and disseminate domestic threat reporting within the United States according to the Deputy Secretary of Defense Memorandum (reference (g)). Lead elements shall be identified to the Director, DoD CIFA; the DoD Inspector General; and the Assistant to the Secretary of Defense (Intelligence Oversight).

5.8.10. Establish procedures for implementation of Talon reporting.

5.8.11. Ensure the CI elements comply with DoD and Combatant Command policies concerning registration and coding of all CI sources and liaison contacts according to reference (h) and paragraph 5.10.5. below.

5.8.12. Submit CI-related information or data requested by the USD(I); Director, DIA; and the Director, DoD CIFA.

5.9. The Heads of the other DoD Components with organic CI:

5.9.1. May establish a dedicated CI collection operations management capability synchronized with other Intelligence Community components.

5.9.2. May designate a CI Collection Manager.

5.9.3. Shall ensure personnel assigned CI collection and collection management responsibilities are adequately trained.

5.9.4. Shall ensure systematic CI collection conducted with foreign counterpart intelligence, CI, security, and law enforcement entities is deconflicted with the Military Department CI organizations and the DoD CIFA.

5.9.5. Shall comply with the provisions of paragraphs 5.8.5. through 5.8.12., above.

5.10. The Commanders of the Combatant Commands, through the Chairman of the Joint Chiefs of Staff, shall:

5.10.1. Through their respective CI Staff Officer, nominate prioritized interservice and intertheater CI collection requirements to the DIA Joint CI Division for validating and levying on the appropriate collection system.

5.10.2. Validate and prioritize theater-specific collection requirements and levy on assigned CI assets.

5.10.3. Evaluate CI reporting responsive to theater-level CI collection requirements pursuant to reference (e).

5.10.4. Direct and approve CI collection operations within their area of operations when conducted by CI elements over which they exercise operational control.

5.10.5. Establish and maintain a central registry of all designated sources, to include liaison contacts used or controlled by DoD CI elements operating in the theater. These registries shall be deconflicted through the theater J2X.

6. PROCEDURES

6.1. The DoD Components shall:

6.1.1. Nominate to the DIA Joint CI Division, CI collection requirements on topics of local, theater, or national-level interest, which are not specifically addressed by validated strategic collection requirements.

6.1.2. Revalidate requirements annually at a minimum.

6.1.3. Evaluate IIRs responsive to the DoD Component-nominated CI collection requirements according to reference (e).

6.2. The DoD Components with organic CI conducting overt reporting activities pursuant to validated CI collection requirements and local needs are not limited to but may:

6.2.1. Liaison with U.S. and foreign security, law enforcement, CI, and intelligence organizations and non-DoD affiliated personnel to discuss and obtain information responsive to commanders' critical information or intelligence collection requirements.

6.2.2. Review open-source media for information responsive to CI collection requirements.

6.2.3. Conduct briefings, debriefings, and screenings of individuals who may possess or have access to information responsive to CI collection requirements.

6.3. In addition to the activities prescribed in paragraph 6.2. of this Instruction, the DoD Component CI elements shall conduct aggressive CI collection reporting activities pursuant to CI requirements at the tactical, operational, and strategic levels.

6.4. CI collection and reporting shall be documented, approved, and managed in accordance with policies and procedures established by the DoD Components exercising Operational Control or the USD(I).

6.5. CI sources are selected based on suitability, placement, and access to required information, and need not be DoD-affiliated. They may be U.S. or foreign nationals. Sources may be trained, tasked, recruited, and controlled.

6.6. The DoD Component CI elements shall review CI investigations, CI operations, and other activities for information responsive to collection requirements. Information shall be conveyed in an appropriate, timely, and secure manner to the appropriate recipients using IIR format and dissemination channels.

6.7. IIRs shall have the widest dissemination possible to ensure all CI, intelligence, command, and staff elements that require the information receive it in a timely manner. This includes the use of tear lines and release instructions to ensure timely dissemination to coalition partners.

6.8. DoD CI analysts and other consumers shall evaluate IIRs according to reference (e).

6.9. Upon receipt of non-validated threat information, CI elements shall:

6.9.1. Immediately notify the affected commander, facility, or installation by the most rapid means available.

6.9.2. After notifying the affected commander, provide all Talon reports to DoD CIFA within 48 hours of the incident.

6.10. DoD CI collection reporting activities shall be conducted consistent with reference (g) and Director of Central Intelligence Directive 5/1 (reference (i)). DoD CI collection outside the United States shall be coordinated with the Central Intelligence Agency according to reference (i). DoD CI collection within the United States shall be coordinated with the FBI.

6.11. The DoD Components, with organic CI, shall provide CI representation to DoD and national-level working groups or committees associated with CI collection reporting.

7. EFFECTIVE DATE

This Instruction is effective immediately.



Stephen A. Cambone
Under Secretary of Defense for Intelligence

Enclosures - 2

- E1. References, continued
- E2. Definitions

E1. ENCLOSURE 1

REFERENCES, continued

- (e) Defense Intelligence Agency (DIA) Manual 58-12, "The DoD HUMINT Management System," June 30, 1997¹
- (f) DoD Directive 5105.67, "DoD Counterintelligence Field Activity," February 19, 2002
- (g) Deputy Secretary of Defense Memorandum (U05646-03), "Collection, Reporting, and Analysis of Terrorist Threats to DoD Within the United States," May 2, 2003²
- (h) Under Secretary of Defense (Intelligence) Memorandum, "Guidance for Defense Human Intelligence (HUMINT) and Counterintelligence (CI) Source Registration and Deconfliction," August 13, 2005³
- (i) Director of Central Intelligence Directive 5/1, "Espionage and Counterintelligence Activities Abroad," December 19, 1984⁴

¹ Available on the DoD Secure Internet Protocol Router Network (SIPRNET)

² Available upon request from the Counterintelligence Directorate, DUSD(CI&S)/CI, Room 3C260, 5000 Defense Pentagon, Washington, DC 20301-5000

³ Available upon request from the Counterintelligence Directorate, DUSD(CI&S), USD(I)

⁴ Available on the DoD SIPRNET

E2. ENCLOSURE 2

DEFINITIONS

E2.1. DEFINED TERMS

E2.1.1. Collection Management. The process of converting intelligence requirements into collection requirements, establishing priorities, tasking or coordinating with appropriate collection sources or agencies, monitoring results, and retasking, as required.

E2.1.2. Collection Requirements Manager. The individual responsible for the authoritative development and control of collection, processing, exploitation, and/or reporting requirements that usually result in either the direct tasking of assets over which the collection manager has authority, or the generation of tasking requests to collection management authorities at a higher, lower, or lateral echelon to accomplish the collection mission.

E2.1.3. Counterintelligence (CI). Information gathered and activities conducted to detect, identify, exploit, and neutralize the intelligence capabilities and activities of terrorists, foreign powers, and other entities directed against U.S. national security.

E2.1.4. Counterintelligence Collection. The systematic acquisition of information concerning espionage, sabotage, terrorism, other intelligence activities or assassinations conducted by or on behalf of terrorists, foreign powers, and other entities.

E2.1.5. Counterintelligence Investigation. An official, systematic search for facts to determine whether a person(s) is engaged in activities which may be injurious to U.S. national security or advantageous to a foreign power.

E2.1.6. Intelligence Information Report (IIR). The IIR is the primary vehicle to provide human intelligence information to the consumer. It uses a message format structure which supports automated data entry into Intelligence Community databases.

E2.1.7. Organic CI. Assigned and trained personnel having CI missions, functions, and responsibilities in a designated organizational CI element in support of the DoD Component.

E2.1.8. Source. A person, thing or activity from which information is obtained. For the purposes of this Instruction, a source is a person who provides information responsive to collection requirements.

E2.1.9. Controlled Source. A person in the employment or under the control of the intelligence activity and responding to intelligence tasking.

E2.1.10. Talon Report. A formatted written record of non-validated threat information.