

UNCLASSIFIED



FEDERAL BUREAU OF INVESTIGATION
CORPORATE POLICY DIRECTIVE

0364D

1 Policy Directive Title.	Community Outreach in Field Offices
2 Publication Date.	2010-12-23
3 Effective Date.	2010-12-23
4 Review Date.	2013-12-23
5 Primary Strategic Objective.	P10-Enhance trust and confidence in the FBI.
6 Authorities:	<ul style="list-style-type: none"> 5 U.S.C. § 552 (Freedom of Information Act) 5 U.S.C. § 552a (Privacy Act of 1974) 28 C.F.R. § 50.2 (DOJ Media Relations Regulations) 28 U.S.C. §509 (Functions of the Attorney General) 28 C.F.R. § 16.26(b) (Requirement to avoid statements that would prejudice a jury)
7 Purpose:	<p>7.1 The primary purpose of the FBI's Community Outreach Program (COP) is to enhance public trust and confidence in the FBI in order to enlist the cooperation and support of the public in our common interest to fight terrorism and other criminal activity. The COP also provides information to the public in support of crime and terrorism prevention efforts, and opens new lines of communication to help make the FBI more responsive to community concerns. In these ways, the COP plays an increasingly important role in the FBI's broader efforts to improve our understanding of the communities we serve and the threats they face. This directive provides guidance on the conduct of the COP across all field offices and resident agencies.</p>
8 Policy Statement:	<p>8.1 The COP has undergone a transformation in recent years, from a drug prevention program focused on at-risk youth to a strategic effort to engage community leaders, organizations, and groups in support of the FBI's highest priorities. The program has also shifted from an emphasis on simple contacts to one of deeper engagement and permanent partnerships. And finally, this directive is to provide guidance on the conduct of community outreach across all field offices and resident agencies.</p> <p>8.2 Each Field office is required to have a COP consisting of formal and informal outreach initiatives and activities, and must include a strategy for identifying and developing relationships with community leaders and other individuals who have influence in their communities or may be helpful conduits of information to the community at large. Elements of a successful COP include contacts with community representatives, partnerships with local authorities, and the use of an array of media channels sufficiently varied in their target audience to maximize COP objectives.</p> <p>8.3 COP activities must be conducted in accordance with Section 11 of the Domestic Investigations and Operations Guide (DIOG).</p> <p>8.4 All field office personnel may be called upon from time to time to represent the FBI in outreach activities as part of their official duties and must conduct such activities in accordance with this policy. Outreach activities outside the scope of official duties are governed by the FBI employment agreement and policies related to Prepublication Review.</p> <p>8.5 COP Contacts</p>

8.5.1 Individuals/entities contacted may include, but are not limited to: community elders; religious leaders such as pastors, priests, imams and rabbis; individuals associated with community organizations and associations, including those focused on crime prevention or providing assistance to new immigrants or at-risk youth; and business men and women.

8.5.2 The volume and regularity of contacts with these individuals will be determined by the field office's priorities.

8.5.3 Field offices will develop a network of community leaders who can be contacted to help deliver a message to their community in the event there is a threat or operational activity impacting that community.

8.5.3.1 Example: If an operation disrupts a terrorist plot to attack a Jewish community center, the COP should have the ability to reach out quickly to Jewish leaders in the area to provide information about any ongoing threat or to address any other concerns. Other circumstances when this network of contacts may be useful include: (1) calls for information or assistance from the public to support an ongoing investigation; (2) to address concerns about FBI activities reported by the news media; or (3) to provide additional details on information released by the FBI, such as crime statistics.

8.6 COP Partnerships

8.6.1 Field offices should develop partnerships with local non-profit organizations that are focused on the FBI's threat priorities.

8.6.1.1 Example: If the division is seeing a substantial rise in fraud targeting senior citizens, the COP may partner with a local senior center or chapter of national seniors' organization to provide information that will help individuals protect themselves.

8.6.2 Field offices should partner with community outreach programs run by state or municipal law enforcement agencies. Field offices should identify and reach out to the key personnel who conduct community outreach, determine what engagement they have in various communities, and exchange information where appropriate to leverage each other's contacts. Field office personnel should endeavor to be included in meetings organized by police departments with community leaders and groups and use those opportunities to convey information the FBI wishes to provide. Where appropriate, the field office should reciprocate by inviting local partners to participate in FBI outreach activities.

8.7 COP Formal and Informal Initiatives

8.7.1 Formal COP initiatives include, but are not limited to: Citizens' Academy, Community Relations Executive Seminar Training (CREST), multicultural or community-specific advisory committees; the Director's Community Leadership Award, speakers' bureaus; teen academies, Adopt-A-School, and the Junior Special Agents program.

8.7.2 Informal COP initiatives include, but are not limited to: meetings, briefings, speeches, community forums, partnerships with community organizations, attendance at community events, mentoring programs, and informational programs (ex. Safe Online Surfing).

8.7 COP Use of Media

8.7.1 Field office COP personnel will work closely with the media coordinator on proactive use of television, radio, and print media to reach particular audiences. The division's proactive media efforts should be directed, where possible, toward the office's outreach priorities. The FBI's website, radio shows, podcasts, and presence on social media and video websites can also be leveraged to get messages directly to specific audiences.

8.8 Appointment and Reporting Relationship of the Community Outreach Specialist or Coordinator (COS/COC)

8.8.1 Each field office will have a Community Outreach Specialist or Special Agent Community Outreach Coordinator to develop and coordinate that field office's COP.

8.8.2 The COS/COC must report to the Special Agent in Charge (SAC) or an Assistant Special Agent In Charge (ASAC), except in the largest offices where he/she may report to the supervisor over public affairs. This reporting relationship will facilitate executive engagement with community leaders, and ensure that the COP supports the office's strategic priorities while maintaining its integrity as a public affairs program.

8.8.3 The COS/COC must not report to the Field Intelligence Group (FIG) or to an operational squad or task force. While the COS/COC must coordinate with Special Agent liaison officers and open doors for the FIG and other field office components in the local community, it is important to maintain an appropriate separation between outreach activities conducted to build trust and confidence, and those conducted with a specific operational or intelligence purpose, i.e., human source development or setting of tripwires as authorized in the DIOG, or formal liaison programs such as InfraGard. This separation will help ensure compliance with investigative guidelines, avoid sending a negative or conflicting message to groups the field office hopes to engage, and will help the FBI open a dialogue with communities who may be fearful of law enforcement.

8.9 General Conduct of Community Outreach and Legal Compliance

8.9.1 FBI personnel engaging in community outreach must operate with honesty and transparency to the extent possible without compromising an active investigation, violating individual privacy rights, or placing anyone in danger. Honesty and transparency are essential to the success of the COP in developing trust and confidence in the FBI.

8.9.2 Disclosures of information are governed by applicable laws, regulations, and DOJ guidelines, the FBI Public Affairs Manual or any superseding policy governing media relations, and must meet the requirements noted in the references above.

8.9.2.1 The Privacy Act prohibits the FBI from disclosing personally identifiable information about an individual without his or her written consent unless certain conditions are met. Under a published "routine use" exception to the prohibition against disclosing personally identifiable information, the FBI may disclose information "to the news media or members of the general public in furtherance of a legitimate law enforcement or public safety function as determined by the FBI, e.g., to assist in locating fugitives; to provide notifications of arrests; to provide alerts, or similar information on potential threats to life, health, or property; or to keep the public appropriately informed of other law enforcement or FBI matters or other matters of legitimate public interest where disclosure could not reasonably be expected to constitute an unwarranted invasion of personal privacy." Disclosures made in furtherance of the COP must be consistent with this exception, other published exceptions, or be done for a purpose compatible with the purpose for which the information was originally collected. To the extent there is any doubt regarding the release of information to the press, such release will be coordinated with the field office's Chief Division Counsel or with the FBI Office of the General Counsel.

8.9.3 Ethics Considerations

8.9.3.1 Outreach activities proposed must be critically reviewed by responsible management (e.g. the SAC or his/her designee) prior to implementation to ensure that the effort and time expended by FBI personnel associated with the event, as well as the use and expenditure of FBI property and/or funds, is commensurate with the articulable benefit of the proposed outreach to the FBI mission.

8.9.3.2 Activities under the umbrella of the COP may be conducted by any FBI employee authorized by the Assistant Director In Charge (ADIC) or SAC (his/her designee) to do so, provided that the assignment does not create a conflict of interest or an appearance that will undermine the effectiveness of the COP. COP activities by personnel other than the COS/COC may be appropriate in circumstances where an individual has needed language skills, knowledge of a community or issue, or a personal background that will help the office meet its outreach goals.

8.9.3.3 Outreach activities that involve non-Federal entities must be conducted in a manner and with a level of frequency that will not create the appearance that the FBI is engaging in preferential treatment or endorsement of one particular entity over another. Activities must be conducted, consistent with field office priorities and resources, with all similarly situated entities so as to minimize appearances of favoritism. All approved outreach activities must be conducted so as to ensure that

the FBI's objectivity and impartiality are not unreasonably questioned.

8.9.4 In instances where COP activities are being conducted by an individual attached to an operational squad, task force, or FIG, an appropriate separation should be maintained between the individual's outreach and operational activities.

8.9.4.1 The following should be considered in maintaining an appropriate separation of operational and outreach efforts: (1) A Special Agent or Intelligence Analyst attached to an operational squad should not engage in community outreach directed toward an individual or group associated with an investigation or assessment that agent or analyst supports. (2) Such individuals must clearly follow the applicable policies and guidelines for their activities and take care to ensure they have an appropriate justification where one is required, and are following the correct policy for recordkeeping and reporting.

8.9.5 Outside formal COP activities, field office personnel may give speeches or presentations or attend events on behalf of the FBI with the approval of their supervisors and notice to the COS/COC. Notice to the COS/COC will help ensure: (i) that field office metrics and reports on community outreach activities are complete and accurate; (ii) that outreach activities are coordinated and deconflicted; (iii) that presentations on behalf of the FBI are consistent with current strategic messaging across the Bureau; and (iv) that the COS/COC can provide assistance to field office speakers by producing or making available presentations and other materials.

8.9.6 The FBI may, through its community outreach efforts, discourage criminal violence or terrorist activities that may be associated with a particular group or set of beliefs, but under no circumstances may any FBI employee or contractor engage in any effort to dissuade individuals from adopting, practicing or espousing a particular religious or political belief.

8.9.7 The FBI may not expend manpower or funds to oversee or directly supervise initiatives of private entities. For example, FBI personnel may not (under the auspices of COP) spend time assisting a local church or non-profit organization on a project that is not clearly COP-related.

8.10 Developing Strategies and Priorities

8.10.1 Field offices should develop strategies and priorities to guide their outreach efforts in order to ensure that limited time and resources are directed toward activities that offer the most benefit to the FBI mission in the division's area of responsibility (AOR).

8.10.2 The following national COP priorities should provide a starting point for development of field office priorities:

- FBI Citizens' Academy Program;
- Partnerships with national and local groups and organizations;
- Support for community based terrorism and crime prevention initiatives; and
- Strategic youth initiatives.

8.10.3 Local Domain Assessment

The COP should not be used to conduct Domain Assessments, but the COS/COC is encouraged to review the field office's Common Operating Pictures developed by the FIG for guidance on the demographics, threats, vulnerabilities, and knowledge gaps in the division's AOR. These intelligence products should provide insight into areas where the division may require higher levels of engagement with certain communities.

Example: If the Domain Assessment shows a pattern of hate crimes directed toward the local Muslim-American community, Community Outreach should be directed toward this community to provide information about the FBI's role in investigating hate crimes.

Example: A new gang is operating in a part of town with a large population of recent immigrants who tend to be apprehensive about dealings with law enforcement. The COP can assist by reaching into the community to help raise awareness about the FBI. This can be done by organizing a town hall meeting, partnering with a local organization to host a CREST, adopt-a-school program, welcome center presentation, or individual meetings with leaders in the community. The purpose of these activities is to increase understanding of the FBI and to reduce any pre-existing fear of dealing with the FBI.

8.1.1 Support for operational activities:

8.1.1.1 Personnel conducting community outreach activities must continuously ensure that their contacts with a particular group, organization, or individual do not disrupt an investigative or intelligence activity. This will require reviews of FBI data sources, such as the Automated Case Support (ACS)/Sentinel system and the Collection Operations and Requirements Environment (CORE), to check for other FBI contacts with a particular individual or group. It is also essential to coordinate with FIG and operational squads to the extent possible to avoid any conflict or overlap that might be detrimental to an investigation. This coordination may occur through face-to-face meetings, over the telephone or email, or via collaboration websites on the intranet. Inclusion of the COS/COC in meetings that may impact his/her work will also facilitate this coordination.

8.1.1.2 Outreach efforts must not violate any operational regulations (e.g., DIOG, Attorney General Guidelines).

8.1.1.3 Investigative publicity

Community outreach contacts may be leveraged to communicate information for investigative publicity purposes. This includes any effort to provide information to the public in order to solicit tips to help locate a fugitive or to provide information about an active investigation or threat. Such activities will be governed by the Public Affairs Manual or any superseding guidelines for media relations.

8.1.2 Use of databases

Field offices may maintain a database of their outreach contacts, but in keeping with applicable privacy laws and guidelines this data should be kept separate from operational and intelligence databases. This information should be kept in a database, separate from liaison contact information, on each field office's CORE-plus SharePoint site. Access should be limited to those in the COP. Because of the nature of the activity, members of the public contacted through a community outreach activity generally do not have an expectation that information about them will be maintained in an FBI file or database. In the event that an outreach contact becomes part of an investigation, intelligence activity, or liaison under the DIOG, applicable recordkeeping rules for that contact will apply.

8.1.3 Intra-Office Coordination

8.1.3.1 The COP should coordinate with other field office components engaged in outreach and liaison to private sector entities. These include, but are not limited to, InfraGard, foreign liaison, the Domestic Security and Advisory Council, human resource recruitment, university liaisons, counterintelligence strategic outreach, and domain tripwire programs.

8.1.3.2 The purpose of this coordination is to develop and execute office-wide strategies, to leverage each others contacts where appropriate, share materials and resources, and avoid conflicts and duplication.

9. Scope:

This Directive applies to all field office personnel (FBI employees, detailees, contractors) engaged in community outreach as defined below. Field office interactions with members of the general public or private sector entities initiated for operational or intelligence gathering purposes are governed by the DIOG and any other applicable rules for liaison or Confidential Human Sources promulgated by the Directorate of Intelligence and/or Office of General Counsel. Community outreach conducted by headquarters divisions will be addressed in a separate policy.

10. Proponent:
Office of Public Affairs

11. Roles and Responsibilities:

11.1 Assistant Director, Office of Public Affairs. The AD of OPA will be responsible for setting overall policy and providing headquarters direction and support for all community outreach programs.

11.2 OPA Responsibilities

11.2.1 The OPA Community Relations Unit (CRU) provides programmatic oversight for the COP. CRU serves field offices by providing daily guidance on community outreach programs and initiatives. The CRU provides on-site assistance, maintains a web page with practical information, and organizes annual in-service training, conferences, and regular training via video conference. One practical way in which the unit supports field efforts is by building relationships with leaders of key communities at a national level. These relationships can be leveraged to help with liaison efforts at the local level. The unit also requests and administers funding for the program, and purchases and distributes supplies.

11.2.2 The OPA Online/Print Media Unit is responsible for the FBI's Internet website (www.fbi.gov), including oversight of related field office web pages and the FBI's presence on outside websites such as YouTube, Facebook, and Twitter. The unit also produces radio shows, audio and video podcasts, and publications.

11.2.3 The OPA Executive Writing Unit produces speeches, talking points, and PowerPoint presentations on a wide range of FBI programs and topics for use by FBI executives as well as field office personnel for community outreach and other communications efforts. The unit posts "stock" presentations on OPA's intranet website.

11.3 The Office of Integrity and Compliance will provide advice to OPA or field office outreach program personnel regarding any ethics considerations related to proposed outreach efforts and compliance monitoring of outreach efforts to ensure they are consistent with this policy directive.

11.4 Field Office Assistant Director In Charge or Special Agent In Charge

11.4.1 The ADIC or SAC is responsible for ensuring that his/her division develops and maintains a robust COP that supports the FBI's priorities and complies with this policy directive.

11.4.2 The ADIC/SAC should also be directly engaged with meeting community leaders, giving speeches, and developing and maintaining partnerships.

11.4.3 The ADIC/SAC will designate a Community Outreach Specialist or Community Outreach Coordinator who will be responsible for coordinating and overseeing each field office's COP, with the support and active engagement of the entire field office. The individual designated to serve as COS/COC will possess the knowledge and skills necessary to fulfill the requirements of the position.

11.4.3.1 Such knowledge will include, but not be limited to knowledge of: (i) FBI national and local priorities; (ii) the local domain, including knowledge about the community and its problems with an awareness of current crime trends; (iii) COP programs and initiatives; (iv) applicable laws, policies, and guidelines, including the policies for media relations and liaison.

11.4.3.2 Such skills will include, but not be limited to: (i) communications skills, including public speaking, networking, and writing; (ii) use of the Internet and FBI and public databases to research demographics, crime statistics, and issues of interest to the community.

11.4.3.3 The individual will be self-motivated and demonstrate effective interpersonal and organizational skills, good judgment, and the ability to maintain composure under pressure. Proficiency in a foreign language common in the local community is beneficial, but not required. Above all, the COS/COC will demonstrate the capacity to be effective in building partnerships within the office, with law enforcement partners, and with community leaders.

11.4.3.4 In almost all field offices, the COS/COC will be a full time position. Where it is necessary to combine COP responsibilities with other duties, the position may be combined with the responsibilities of the Media Coordinator or Equal Employment Opportunity (EEO) Coordinator. Where the duties of the community outreach and media coordinators are handled by one individual, this position may be filled by a Public Affairs Specialist or Special Agent.

11.4.4 The ADIC or SAC (or his/her designee, not to be assigned below the ASAC level) will review for final approval the proposed use of resources to ensure such use is proper (see "Ethics Considerations" above), (i) whenever proposed outreach efforts involve significant expenditures of FBI time and resources, or (ii) for any outreach effort that commits other Federal agency personnel or FBI personnel not assigned or detailed to the ADIC or SAC. Such review will include any specific details concerning the above "cost-benefit balance" discussed in the "Ethics Considerations" section above.

11.4.4.1 The ADIC or SAC, or his/her designee will determine what constitutes a "significant expenditure" for purposes of outreach event approval.

11.5 The Community Outreach Specialist or Coordinator

11.5.1 The COS/COC will develop and maintain relationships with community leaders and organizations; coordinate formal and information community outreach initiatives; act as a representative or spokesperson for the field offices; partner with police outreach programs; develop and administer crime prevention programs; contribute to development and execution of the field office's outreach strategy; coordinate strategic outreach efforts with other components in the field office and with the Office of Public Affairs; and complete required reports on behalf of the field office.

11.5.2 The COS/COC shall work in partnership with the field office media coordinator on all COP outreach strategies and priorities employed by the field office. This shall include proactive communications with local media outlets as a means to educate specific communities about the FBI and various crime and terrorism prevention efforts. This may further include coordinating briefings and interviews on topics of interest and pitching positive stories.

11.6 Field Office Media Coordinator

11.6.1 The Media Coordinator should work in partnership with the COS/COC to develop and advance all COP outreach strategies and priorities employed by the field office.

11.6.2 The Media Coordinator should endeavor to generate media coverage of the office's community outreach initiatives and events.

12. Exemptions:

None

13. Supersession:

FBI Public Affairs Manual, POL06-0003OPA (Sections 2.5.3 and 4.10)

14. References, Key Words, and Links:

15. Definitions:

Community Outreach - Efforts to establish and maintain an open dialogue with members of the public, organizations, and private sector entities in order to hear their concerns and to educate them about the mission, activities, and values of the FBI. The purpose of Community Outreach is to build trust and confidence, opening the door to future support of or cooperation with the FBI and our partners. Community Outreach activities are funded through the Community Outreach Program, administered by the Office of Public Affairs. Representational funds may also be used for Community Outreach activities.

15. Appendices, Attachments, and Forms:

Final Approval
Name: Timothy P. Murphy
Title: Deputy Director

UNCLASSIFIED

UNCLASSIFIED

FEDERAL BUREAU OF INVESTIGATION

Precedence: ROUTINE

Date: 01/07/2009

To: All Field Offices

Attn: SAC/ADIC
Community Outreach
Specialist
Media Coordinator
Human Resources
Victim Witness Specialist
Field Intelligence Group
Joint Terrorism Task
Force

Counterterrorism Division

Attn: DAD James McJunkin
SC Sean Joyce
UC [redacted]

Language Services

SSA [redacted]

Attn: SC Margaret R. Gulotta
[redacted]

Directorate of Intelligence

Attn: DAD Donald Van Duyn
IA [redacted]

Finance Division

Attn: [redacted]

From: Director's Office
Office of Public Affairs/Community Relations Unit Room 7366
Contact: [redacted] 202 [redacted]

b6
b7C
b7E

Approved By: [redacted]

Kortan Michael P
Mrose Yonina
[redacted]

Drafted By: [redacted]: tnf

Case ID #: 188A-HQ-C1243327-SCOT - ³(Pending)
188A-MP-C50786-428

UNCLASSIFIED