



EXTERNAL and INTERNAL FACTORS: FROM DRIVERS TO OPERATIONAL IMPACTS

Given the scope of its investigative and intelligence responsibilities, the FBI is subject to numerous influences, both external and internal, that affect its ability to achieve the goals and objectives laid out in the Strategic Plan. This section describes the seven most important factors, or global “drivers,” that can alter the threat environment, affect forecasting, and interfere with the FBI’s ability to meet its goals and objectives. This section also describes the potential impact of those drivers on FBI programs and processes, and provides actions the FBI can take to reduce or ameliorate their impact.

APPENDIX A FROM DRIVERS to OPERATIONAL IMPACTS

Underlying Global Driver	Results	Possible Shocks	Implications for United States National Security	Operational Impacts for FBI	Org'l and Recruiting Consequences
Global demographic changes	90 percent of population growth in developing countries	Pandemic affecting particular regions or much of globe Less dramatic shocks would hollow out United States partners	Legal and illegal streams of immigrants to United States cover potential terrorists or criminals	Need to penetrate immigrant communities Further dispersion of targets More operations abroad Need for non-“terrorism”-associated agents to respond	Enhanced need for recruiting among immigrants More need for a wider variety of linguists
	Aging populations in richer countries		Rise in xenophobic rightwing groups		
In particular for United States	Declining population in Russia, South Africa, Japan, other countries	Refugee streams create instability in poorer recipient countries	Immigrants engage United States in politics and conflicts back home	Rapid turn-over creates opportunity to reshape FBI culture But also reduces corporate memory More criminal targets as well	
	Increasing urbanization		Age distributions create “youth bulges” in Africa and Middle East, including Saudi Arabia		
	Aging plus immigration produces “dumb-bell” age distribution		Increase in crime Easier for terrorists and criminals to hide in urban areas Non-English speaking criminals make investigations more difficult		

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Communi- cations revolution	<p>Universal wireless connectivity</p> <p>Uneven across globe, some countries left out</p> <p>Microsoft "monoculture" dominates</p> <p>Packet-switched communications dominate</p> <p>Increasingly "digital" western society</p>	<p>Major outbreak of disease would disrupt communications</p> <p>Attacks, other shocks could bring down parts of networks</p>	<p>Terrorists, militias, criminals communicate with ease</p> <p>Encryption ubiquitous if not infallible</p> <p>Operations very difficult in "unconnected" countries given dependence on commercial networks</p> <p>Many-to-one, many-to-many communications reinforce communities, from militias to pedophiles</p> <p>Increasing dependence on COTS and public networks (e.g., VPNs over public networks)</p> <p>Data flows means information on Americans available "abroad"</p>	<p>Increased efficiency of operations</p> <p>Constrains FISA operations – need to enter or get close to end-nodes in the Net</p> <p>Easier FBI peer-to-peer communications; supervisory agents have less opportunity for oversight</p> <p>Pervasive media makes reaching out to the public, e.g., to identify criminals, more possible</p> <p>Identity theft makes it harder to identify people, including perpetrators</p> <p>Intercepts are primarily on packet-switched or wireless networks</p> <p>Conduct Operation Continuity Planning for FBI digital networks, to include options for total network failure</p>	<p>Increased need for technical expertise throughout organization requires change in culture</p>

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Global economic changes	<p>Distance, weight continue to matter less and less in international commerce</p> <p>Prospects for global prosperity good</p> <p>Asia biggest winner</p> <p>But uneven across countries and within them</p> <p>Increased speed, ease of transnational financial flows</p> <p>Energy resources underscore importance of Persian Gulf, Russia, Caspian region, coastal Africa, for instance</p>	<p>Major oil crisis</p> <p>Japan, Europe falter on labor shortages</p> <p>China and/or India falter on economic restructuring</p> <p>Debt crisis among LDCs</p>	<p>With demographics, unemployed "youth bulges" of males offer recruits for terrorism</p> <p>Population growth plus economic failure risks "failed states" as humanitarian problems and terrorist havens</p> <p>"Bads" – weapons, including WMD, drugs – move as easily as goods</p> <p>Global economy, plus thick migration abet organized crime</p> <p>Easier for criminal and terrorist groups to transfer currency globally</p>	<p>Terrorism and organized crime converge</p> <p>More operations abroad, more need to train for foreign operations</p> <p>Outsourcing abroad raises questions about security of information technology</p> <p>Greater need to coordinate countermeasures with other countries, international financial organizations</p>	<p>Need for close cooperation between CTD and CID</p>
In particular, for United States	<p>Widening cleavages between "red" and "blue" states</p> <p>With outsourcing, United States becomes dependent, loses know-how in crucial areas</p>	<p>Sustained downturn in United States economy</p> <p>Rising budget deficits lead to downward pressure on budgets</p>	<p>Gaps plus communication abet rise of radical groups</p>		<p>Continuing difficulty recruiting highly-paid technical and other talent</p>

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<p>Rising belief in non-material – religion, tribe, ethnicity – “us” vs. “them”</p>	<p>Also fuels pool of potential terrorists</p> <p>Rise of new radicals from cults, to “new left” to anti-globalization forces</p> <p>Reaction to dominance of global culture identified as “American”</p>	<p>Fundamentalists take-over in major state, like Saudi Arabia</p>	<p>Feeds terrorism and state failure</p> <p>United States focus of hatred in much of the world, especially Muslim world</p> <p>Increased pressure on Muslim allies not to cooperate</p>	<p>Continued dispersion of targets</p> <p>Need to work abroad, but increasing danger to agents abroad</p>	
<p>In particular, for the United States</p>	<p>New cults, militias at home</p> <p>Increased divisions in United States including intensified partisanship</p>	<p>Divisions and discontents in United States much greater than expected</p> <p>More links between militias and “legitimate” society</p> <p>Militias “used” by more capable foes like Al Qaeda</p>	<p>Ethnic-based crime on the increase – for instance, staged accidents</p> <p>Crime embedded in culture that does not see it as “criminal”</p> <p>Increased ethnic and geographic basis for drug use, e.g. Meth in rural areas</p>	<p>Harder to penetrate many ethnic groups, especially new ones</p> <p>Issues of reliability within a much more varied workforce</p> <p>FBI actions perhaps focal-point in global battle to try to rein in “rogue” superpower</p>	<p>Increasing difficulty recruiting Arabs and other Muslims, also at home</p>

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New revolutions in technology	Biotechnology permits genomic profiling, biomedical engineering, genetic modification	Major accidents delay technology around the world Biotech becomes a source of conflict with United States allies	Proliferation of weapons, including mass destruction, easier Possible new "weapons" from biotechnology, other sciences	DNA, blood, genetic analysis advanced New sensors aid tracking bad items and people, but deception also facilitated	Again, need to recruit and raise stature of technical talent throughout organization
	Materials technology permits customized, "smart," sensor-rich products Nanotechnology changes the way everything is designed and made High-tech dominance of United States corporations Biotech, especially, will provide opportunities for the rich, and so be divisive across and within societies	Dramatic new lethalties emerge United States turns out to be not such a clear leader in some technol's	Widening technological gap between United States and rest of world Potential to enumerate and uniquely identify individuals in a society	"Tagging" property or items also permits targeting of agents Agents and informants abroad denied the use of multiple identities Increase in espionage and cyber crimes directed against United States corporations Improved sensors and new testing raises civil liberties concerns	
Revolution in security technology and practice	Network manages precision strikes from afar, linked to an array of sensors	Major potential opponent leapfrogs United States, in concepts of operation if not technology	Would-be United States foes driven to asymmetric attacks, seeking vulnerabilities, including at home	Again, increased operations abroad, especially in "policing" operations	
	Soldiers as sensors as much as shooters United States in class by itself Sensors and procedures for policing and contingency operations improve but more slowly	Conspicuous United States vulnerability appears	Limited foreign capabilities limit number and depth of United States partnerships Perception of "hemorrhaging" in contingency operations leaves administration vulnerable in public opinion	Rise in espionage against United States government and defense contractors Need to be able to operate after attack against the FBI (including WMD), especially HQ Risk of political pressure for solutions quicker than technology will permit	

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<p>Changing role of state and law</p>	<p>Global economy, technology empower non-state actors, from terrorists, to corporations, to NGOs</p> <p>Role of state, including United States, becomes that of coalition-builder</p> <p>International law continues to shift from states as subjects to people</p>	<p>Continued dramatic terrorism creates new national security state</p> <p>Ungoverned, "gray areas" of globe increase dramatically</p> <p>Possible efforts, esp. religiously motivated, to end-run United States law</p>	<p>With technology, asymmetric threats, including WMD</p> <p>More and more states cannot police selves</p> <p>United States intervention, even armed, more acceptable, hence more likely</p> <p>But as "rights" of individuals extended, international scrutiny of United States actions increases</p>	<p>Need to cooperate with a wide variety of states and non-states</p> <p>FBI perhaps subject of special scrutiny, abroad and at home</p>	<p>Need for forms of cooperation beyond cases and task forces</p> <p>Need to rethink security procedures in dealing with many more "outsiders"</p>