Universal Adversary Program

Background

The Universal Adversary (UA) Program was originally developed after the release of Senate Report 106-404 in September 2000, which required Top Officials (TOPOFF) exercises to include a realistic threat model. During the TOPOFF 3 (T3) Full-Scale Exercise (FSE) in April 2005, the UA was a crucial component of the first-ever use of real-world intelligence systems in a domestic counterterrorism exercise. The UA provided the fictionalized intelligence products required by the U.S. Department of Homeland Security (DHS), Federal Bureau of Investigation (FBI), and State, local, and tribal (SLT) analysts while ensuring that these products were realistic, accurate, and sophisticated enough to challenge intelligence analysts. The UA Program has expanded beyond it exercise roots since T3 and now also serves as a real-world tool for analysts and law enforcement personnel.

Exercise Application of the UA

The UA Program provides an analytical framework for planning, training, and exercising against potential criminal and terrorist adversaries. It builds a complex fictional picture of potential adversaries based on the motivation, capability, and intent – as well as the tactics, techniques, and procedures – of real-world adversaries. As the adopted threat model for national-level exercises, it allows for realistic training and facilitates participation by first responders, the law enforcement community, the intelligence community and interagency partners.

In support of federal, state, and local exercises, the UA Program provides

- A fictional yet highly realistic adversary for use in international, national, regional, Federal, State, and local exercises
- An approach to ensure the development of realistic exercise objectives related to the capabilities and intent of the adversary
- A solid framework for developing a consistent and realistic exercise scenario
- A mechanism to facilitate the development of an intelligence ground truth document that supports operations
- A unique and adaptable war gaming capability for tabletop exercises, command post exercises, and FSEs
- Threat assessment services for States, regions, and localities
- Analytical Red Teaming to role play the adversary's most likely course of action

Providing fictionalized data for exercises ensures that all exercises are conducted in accordance with U.S. law and prevents

Co-mingling of exercise information in real-world criminal or intelligence case files and databases;
Release of exercise information pursuant to a criminal or civil court discovery requirement; and
Release of exercise information pursuant to a Freedom of Information or Privacy Act request.

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UA in Real-World Intelligence Analysis

The UA Program delivers unclassified real-world Open Source Intelligence (OSINT) products to educate and train State and local analysts and law enforcement personnel who do not have the requisite security clearances to access classified intelligence. UA research to produce a current and realistic OSINT threat model provides end users with multiple levels of analysis to serve their needs:

- Comprehensive reports on terrorist groups/ movements detailing adversary characteristics
- Special analytical assessments on topics of pressing interest to target audiences

All UA reports and assessments are available on the Homeland Security Information Network (HSIN)- Intel and Homeland Security Central on Intelink-U.

UA Portal

The UA Portal hosts real-world and exercise information for use by Federal, State, and local intelligence analysts, operators, and exercise designers/ planners. The Portal provides an interactive, searchable interface that hosts all UA products, including comprehensive analyses of terrorist and criminal organizations across the globe. It contains detailed information on the motivation, intent, capabilities, recruitment methods, ideology, financing, weapons, operating centers, and objectives of assessed groups.

UA Program Vision

The UA Program was designed to enable the homeland security community to "train as you fight." It provides a comprehensive resource for Federal and SLT intelligence analysts and law enforcement personnel to better understand the current non-state adversaries. The goals of the UA Program are to continue to facilitate the most realistic training possible, and to enhance development of the real-world applicability of the program through production of high-quality OSINT. In doing so, to the UA will:

- Bridge the information gap between the national intelligence community and SLT analysts;
- Facilitate interagency cooperation to improve prosecution of the Global War on Terrorism and implementation of homeland security missions by providing a mechanism to overcome legal obstacles to intelligence, military, and law enforcement collaboration
- Enhance our SLT partners' understanding of:
  - Their relationship with the national intelligence community;
  - Their role in the information-sharing environment; and
  - The protocols established for their access to intelligence and information.

FEMA

"FEMA's mission is to support our citizens and first responders to ensure that as a nation we work together to build, sustain, and improve our capability to prepare for, protect against, respond to, recover from, and mitigate all hazards."