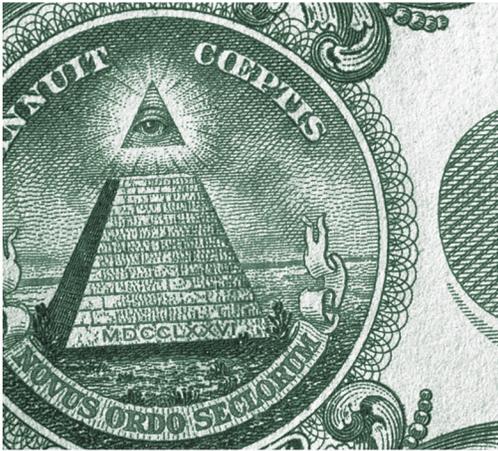


# STRATEGIC DIRECTION

FISCAL YEARS 2012 - 2015

U.S. DEPARTMENT OF THE TREASURY  
OFFICE OF INTELLIGENCE AND ANALYSIS



THE TREASURY DEPARTMENT





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# STRATEGIC DIRECTION: FISCAL YEARS 2012-2015

OFFICE OF INTELLIGENCE AND ANALYSIS  
DEPARTMENT OF THE TREASURY



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# CONTENTS

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Foreword.....	1
Intelligence and National Security at the Treasury.....	2
Mission, Vision, Values.....	6
Mission Objectives and Goals.....	7
Enabling Objectives and Goals.....	8
Business Processes.....	9
Strategic Environment.....	12
FY 2012-2015 Action Plan.....	13

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## Foreword

As the Assistant Secretary of the Treasury for Intelligence and Analysis, it is my pleasure to present the Strategic Direction for the Office of Intelligence and Analysis (OIA), FY 2012 – 2015. This represents an important time for OIA, as 2014 will mark our ten-year anniversary of service to the Department of the Treasury and the nation.

Since its creation, OIA has evolved from a handful of intelligence advisors providing current intelligence support to Treasury leadership to a well-rounded cadre of subject-matter and tradecraft experts contributing to every aspect of the intelligence cycle. I am proud to oversee the next stage in OIA's evolution as a respected leader in threat finance intelligence.

Driven by the nature of who and what we are, OIA is well-positioned to take a more active role in the expansion of the threat finance intelligence perspective. Our keen understanding of the priorities of senior Treasury policymakers, our commitment to teamwork and collaboration, and our deep sense of mission will be leveraged to the benefit of Treasury and our community beyond the Department.

The next several pages outline OIA's place in the Intelligence Community and the Department of the Treasury, not only by detailing the nature of our mission but also by describing the qualities of OIA's people. By staying true to both, we will create opportunities for our customers, personnel, and colleagues in threat finance intelligence.



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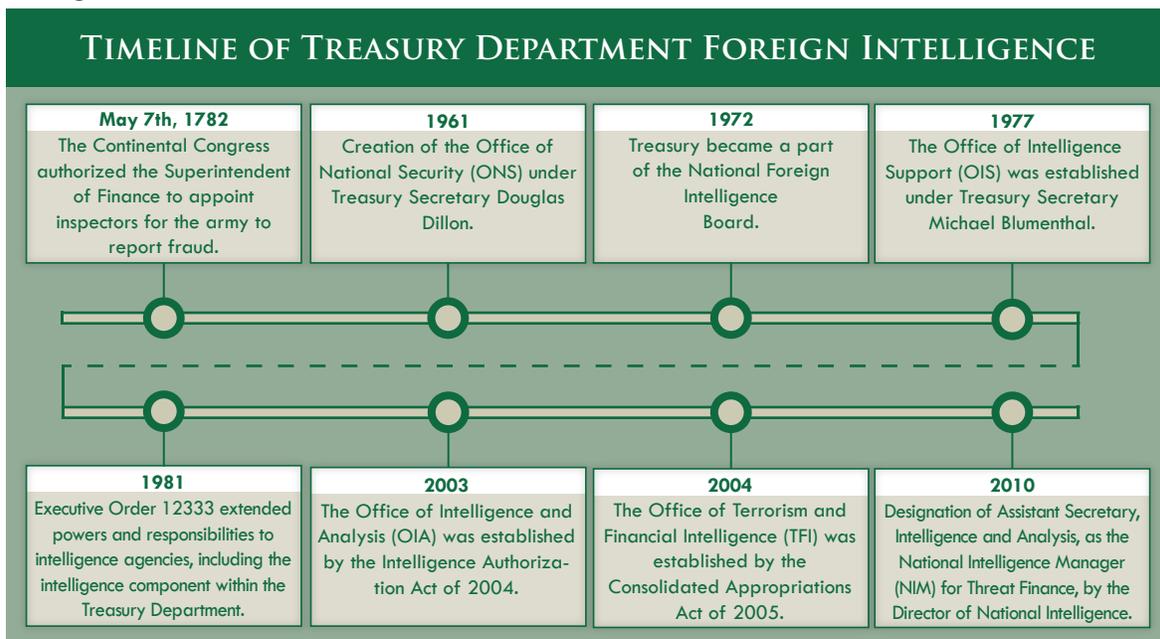
S. Leslie Ireland  
Assistant Secretary, Intelligence and Analysis

## Intelligence and National Security at the Treasury

Intelligence has played an important role in the exercise of the responsibilities and operations of the Treasury Department since the Department assumed its enforcement responsibilities in 1789. The mission and culture of Treasury’s Office of Intelligence and Analysis builds on this strong tradition of intelligence and national security at the Department.

### Intelligence at the Treasury

The Department of the Treasury’s earliest intelligence efforts were exclusively focused on law enforcement with the establishment of criminal intelligence functions within the U.S. Coast Guard and the Internal Revenue Service, which sought to collect and analyze information in support of Treasury’s domestic law enforcement functions. In 1961, the Department established its first foreign intelligence capability, the Office of National Security (ONS), which was charged by Treasury Secretary Douglas Dillon to connect the Treasury Department with the broader efforts of the National Security Council. In 1977, ONS was overhauled and renamed the Office of Intelligence Support (OIS) by Treasury Secretary Michael Blumenthal and Treasury’s place in the U.S. Intelligence Community (IC) formalized on December 4<sup>th</sup> 1981, under Executive Order 12333, *United States Intelligence Activities*, by President Ronald Reagan. Finally, in late 2003, Treasury’s intelligence mission and needs were recognized in the Intelligence Authorization Act of 2004 (31 U.S.C. sec. 312), which established OIA.



### Evolution of the Office of Intelligence and Analysis

Since its establishment, OIA has evolved from a focused cadre of analysts supporting Treasury’s counterterrorism authorities to a multi-disciplinary enterprise staffed by subject-matter experts advancing Treasury’s broad national security efforts. Year by year, OIA has increased the breadth, depth, and sophistication of its intelligence capabilities to meet the vision set by

the Intelligence Authorization Act of 2004. Protection of information, programs, and personnel with access to sensitive intelligence information is an important OIA objective. In pursuit of that goal, OIA in 2008 merged several Departmental security functions, including Security Programs, Special Security, and Counterintelligence into the Office of Security. In 2009, OIA established the Office of Intelligence Community Integration to ensure its full integration into IC efforts and to encourage information sharing between the IC and the Department of the Treasury.

OIA, the first and only intelligence element within a finance ministry, gives the Treasury Department a competitive edge and better connection with the IC.

Today, OIA has evolved into a significant workforce of intelligence officers, a little over half of whom serve as intelligence analysts, economists, and advisors working on a range of intelligence products. OIA officers inform the formulation of Treasury policy and the execution of Treasury's regulatory and enforcement authorities, most notably by providing all-source intelligence analysis, which targets and supports Treasury actions taken under the International Emergency Economic Powers Act, the USA PATRIOT Act, the Comprehensive Iran Sanctions, Accountability and Divestment Act (CISADA), and other authorities. In addition, OIA publishes analytic products and intelligence information reports (IIRs) that are read by intelligence customers, policymakers, and military commanders throughout the government, including the President of the United States and his senior-most advisors at the White House, and senior leaders at Treasury, the Department of State, the Department of Defense, the Department of Homeland Security, the Department of Justice, the Federal Bureau of Investigation, the combatant commands, and throughout the IC.

The organization's role within the Intelligence Community has matured as well. OIA leaders actively represent the Department in IC fora, such as the Executive Committee (EXCOM) and Deputy Executive Committee (DEXCOM). Integration specialists in OIA regularly engage in ODNI working groups and policy discussions. Analysts are looked at to lead and coordinate executive-level briefings and to drive debate in key national publications. OIA is much more than a small analytic shop and its activities bear this out.

## OIA Activities

### *Strategic Analysis*

OIA's intelligence analysis has been critical to Treasury efforts to stem the flow of funding to terrorist groups and disrupt weapons proliferation and other illicit networks around the world. Drawing on OIA's analytic expertise, Treasury has designated multiple individuals and organizations for providing support to al-Qa'ida and other terrorist groups, for trafficking in narcotics, and for engaging in transnational criminal activity. OIA actively supports Treasury's role in pressuring Iran, which includes bilateral, multilateral, and U.S. financial measures targeting the Iranian proliferation networks, the IRGC-Qods Force, and the Iranian financial and energy sectors. OIA also provides expertise and analytical support to inform Treasury efforts to disrupt North Korean proliferation and regime finance networks, Syrian government abuse of human rights, Mexican transnational criminal networks, and to target financial institutions that threaten the U.S. financial system.

### *Tactical and Operational Analysis and Support to the Warfighter*

Over the years, OIA has developed sophisticated and comprehensive approaches to identifying and disrupting the funding networks underpinning national security threats, and OIA's analytical expertise has enabled a wide range of U.S. and foreign government actions aimed at disrupting these networks. The Iraq and Afghanistan Threat Finance Cells (ITFC and ATFC, respectively) were established as joint intelligence, military, and law enforcement efforts to identify and disrupt the flow of funding to terrorist and insurgent networks in the war zones. Currently, OIA's analytic leadership at the ATFC provides critical support to Treasury counter-threat finance programs, as well as law enforcement and military operations. OIA also actively supports law enforcement with intelligence analysis and lead generation, particularly with respect to Mexico and transnational organized crime. Finally, OIA's work with the U.S. Special Operations Command (SOCOM) and other partners has resulted in enhanced threat finance lead-generation and information-sharing that have enabled U.S. and foreign government actions overseas.

### *Information-Sharing*

In other intelligence disciplines, OIA has also made great strides. OIA regularly disseminates to the IC information with a unique perspective, often receiving positive feedback on its value to consumers. OIA also supports a robust information-sharing effort. Treasury Intelligence Online, OIA's secure, on-line community of interest has over 5,000 users, growing by 66% from 2010 to 2011. Consistent with its responsibilities under E.O. 12333, OIA regularly collaborates with key foreign partners and is always looking for ways to better share critical information with those who can act on it.

### *Security*

OIA's security mission is to provide policy, strategic, and operational direction to the Department on issues relating to Treasury's security functions and programs. These responsibilities are codified in 31 U.S.C. sec. 312, Executive Orders, Intelligence Community Directives, and other laws and regulations. This includes all aspects of information and physical security, IT security oversight, personnel and industrial security, classification management, and Critical Infrastructure/Physical Security (CIPS) program management.

### *Counterintelligence*

OIA has increased its focus on counterintelligence. The Office of Counterintelligence was created as part of OIA's security element and is placing emphasis on counterintelligence awareness training, foreign travel and foreign contact reporting, insider threat, CI/Cyber, and Treasury-specific threat identification. Our counterintelligence professionals are also key contributors to IIRs released by OIA.

### *Facilitating Partnerships*

A significant responsibility of OIA is to enable Treasury to meet its national security mission through the integration of the Department and the IC. Relationship-building, though, goes beyond sharing of information; recognition of compatible mission areas and complementary

capabilities is key. For example, OIA has fostered the relationship between the Department's Office of Critical Infrastructure Protection and Compliance Policy and information assurance elements within the IC. Treasury is the financial sector lead for critical infrastructure protection and relies on interagency partners to provide information on risks and vulnerabilities of the domestic financial sector, and OIA works to ensure open channels of communication and mutual understanding between our Departmental and IC colleagues.

### Threat Finance Intelligence

In the wake of the attacks on September 11, 2001, organizations across the intelligence, defense, and law enforcement communities developed or augmented their existing threat finance intelligence units. Many of these efforts focused on terrorism finance, but the U.S. also faces challenges in proliferation, narco-trafficking and illicit finance. Threat finance intelligence elements have grown as agencies have come to understand that the common denominator of these threats is money - how it moves and how it supports these endeavors.

To ensure collaboration and integration within the IC's threat finance intelligence elements, Director of National Intelligence James Clapper established in December 2010 the National Intelligence Manager for Threat Finance (NIM-TF) and appointed Assistant Secretary Leslie Ireland to the position. By dual-hatting the Assistant Secretary as the NIM-TF, the NIM-TF can leverage OIA's significant and unique expertise to shape the IC's threat finance efforts.

Given our shared leadership, OIA works closely with the NIM-TF and strongly supports its efforts to build a stronger threat finance intelligence community. OIA's wide-ranging subject matter expertise, its understanding of tradecraft used in threat finance, and its existing partnerships will be important resources to the NIM-TF as the community matures.

## Mission, Vision, Values

*The cornerstone of OIA's strategy is in its mission, vision, and values. These concepts describe who we are, where we want to be, and how we should get there. Together, they form a roadmap for decision-making in OIA.*

### Mission

OIA advances national security and protects financial integrity by informing Treasury decisions with timely, relevant, and accurate intelligence and analysis.

### Vision

OIA will be the recognized authority on threat finance intelligence and the cornerstone of the country's threat finance community.

### Values

**Service:** We serve the American people with the highest levels of integrity, professionalism, and dedication.

**Expertise:** We believe that substantive professional knowledge and insight allow us to overcome tough challenges with persistence, ingenuity, and collaboration.

**Respect:** We view teamwork as essential to accomplishing many objectives and recognize that teamwork requires trust and respect, which we encourage through freedom of thought and diversity of ideas and experiences.



## Mission Objectives and Goals

*OIA's mission objectives and goals define the critical processes required to achieve our mission.*

**DRIVE** intelligence to meet the priorities of Treasury decision-makers and external customers. OIA develops intelligence by educating IC partners on Treasury information requirements pertaining to threat finance and global economic issues. OIA tirelessly advocates for such requirements with its partners and within interagency fora. In addition, OIA actively seeks out partners with new sources of information and perspectives that may address policymaker needs, leveraging relationships with a wide range of private and public sector partners. In turn, OIA makes unique and relevant information and analysis on global financial issues available to analysts throughout the IC.

**PRODUCE** all-source assessments and other material to identify threats and vulnerabilities in licit and illicit networks that may be addressed by Treasury-led action. OIA aligns its analytic production to the Department's and the IC's highest priorities, including counterterrorism, counterproliferation, counterintelligence, illicit finance, and global financial issues. At all stages of its analytic process, OIA demonstrates an unwavering commitment to quality and innovation.

**DELIVER** timely, accurate, relevant intelligence to decision-makers. As intelligence information is critical to a range of Treasury actions, including designations under the International Emergency Economic Powers Act and actions under Section 311 of the USA PATRIOT Act, OIA serves as an invaluable conduit between the IC and Treasury policy-makers in several ways. Its intelligence advisors provide timely, accurate, and focused intelligence support on the full range of economic, political, and security issues facing senior Treasury officials. OIA requirements officers bring to Treasury the best of the IC's information and expertise. OIA analysts provide critical insights into intelligence issues and make intelligence information available for use in enforcement actions and in engagements with Departmental partners.

**PROVIDE** the security infrastructure necessary to safeguard the Treasury's national security information. The Department's role in national security issues carries with it significant risk of being targeted by foreign intelligence services. OIA ensures that all Department employees are fully trained to safeguard national security information, systems, and infrastructure that deliver intelligence to the Department. In addition, OIA maintains a robust and effective counterintelligence program designed to detect and disrupt foreign intelligence threats directed at the Department of the Treasury.

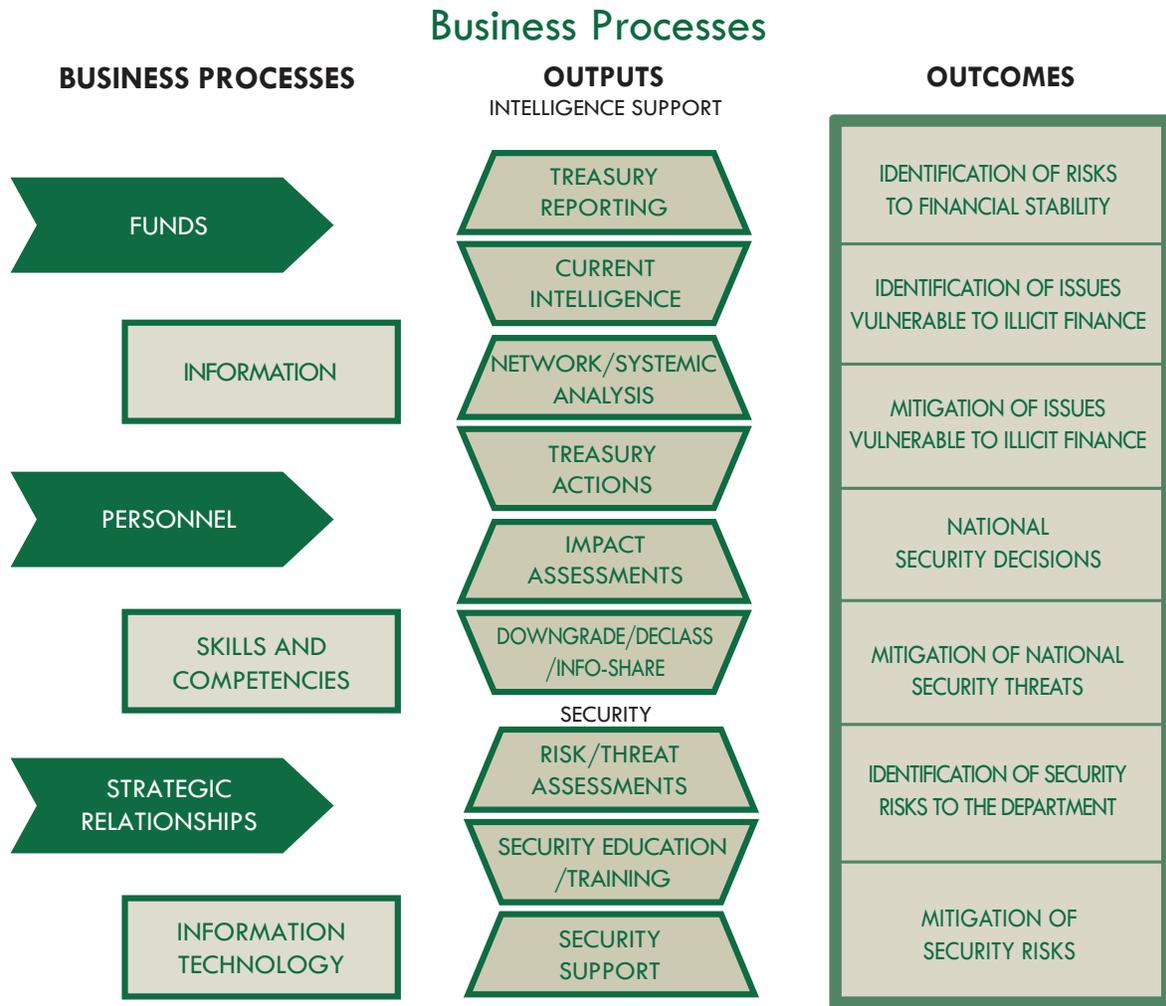
## Enabling Objectives and Goals

*OIA's enabling objectives and goals describe the processes that enable the Office to function effectively.*

**BALANCE** professional and personal responsibilities to encourage a well-rounded and capable workforce. OIA's success depends on the strength of its employees and maintaining a work environment that fosters diverse perspectives, creativity, and professionalism, which make OIA an agile intelligence organization that quickly adapts to emerging opportunities and threats. OIA's culture of high performance and organizational flexibility allows it to adjust to changes in the national security and intelligence environments and provide critical insights to customers even in unforeseen circumstances. OIA values service, expertise, and respect. In support of those values, we welcome individuals with diverse backgrounds and skill sets and recognize that diversity of perspective is critical to our success.

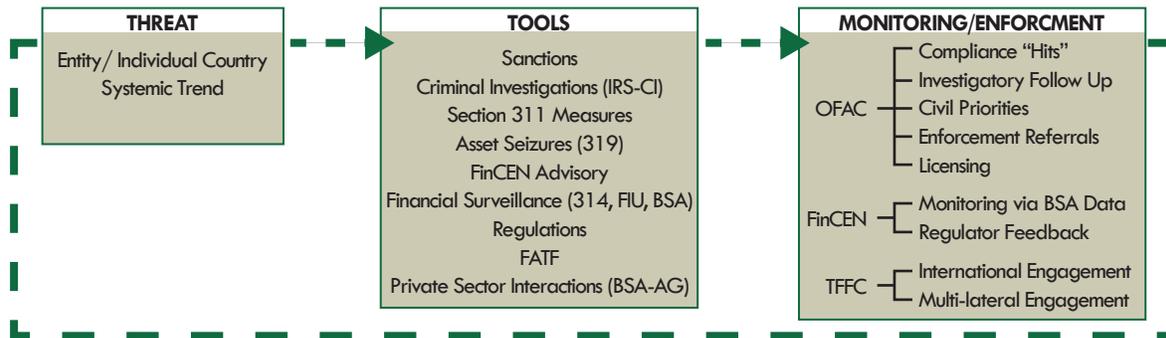
**STRENGTHEN** external relationships. The effectiveness of OIA's efforts is greatly increased when executed with the support of and in concert with partner efforts. OIA seeks to strengthen the threat finance community within the IC, the U.S. Government, academia, industry, and partner governments. Through OIA's unique and dedicated focus on threat finance, we promote our expertise in the form of methodologies, tradecraft, and technology.

**BOLSTER** access to intelligence through the acquisition, development, use, and application of state-of-the-art information technology. OIA works with its IC partners to acquire the information critical to its mission. Its knowledge management officers advocate for access to a broad variety of datasets. Its information technology advisors work to ensure the stable, secure, and continuous operation of the Department's TOP SECRET network, securing the Department's uninterrupted access to such data. We promote the interoperability of systems and applications and advocate for access to information. OIA's knowledge management efforts seek to preserve invaluable institutional knowledge, guaranteeing that lessons learned are passed down to incoming employees.



This process map describes how OIA’s raw materials and processes align to our customers’ objectives. With those objectives in mind, OIA has several products or outputs that are intended to provide our customers with the tools they need to make or implement their decisions. These outputs correlate strongly to OIA’s mission objective and goals. In order to produce OIA’s outputs, certain raw materials – or inputs – are required. The processes related to inputs are associated with OIA’s enabling objectives and goals.

### TREASURY ACTION CYCLE



### Outputs

**Treasury Reporting** – OIA’s reports team has established policies and procedures that guide Treasury’s raw IIR program in accordance with IC standards. The team ensures timely and accurate dissemination of information that brings a significant perspective of global finance issues.

**Current Intelligence** – OIA is responsible for producing intelligence “readbooks” for senior Treasury leadership, providing timely, relevant, and actionable intelligence in support of Treasury’s authorities and responsibilities on financial stability and national security.

**Network and Systemic Intelligence Analysis and Production** – OIA maps network structures and funding mechanisms, identifies vulnerabilities, and assesses the impact of Treasury action directed against key nodes and actors. To that end, OIA produces a variety of products to support our customers. In addition, OIA is integrated into national intelligence production, delivering a Treasury perspective to consumers across the U.S. Government.

**Treasury Action** – OIA supports the use of targeted financial measures against a range of national security threats by identifying and developing potential targets for designation, producing administrative records and public statements of the case to support such actions, and preparing pre- and post-designation information to share with foreign governments to increase the effectiveness of targeted financial measures. OIA often also assesses the impact of these measures to further inform future efforts.

**Downgrade, Declassification, and Information Sharing** – OIA is responsible for facilitating the downgrade and declassification of actionable intelligence in support of Treasury policymakers’ concentrated campaign to inform foreign governments and private sector partners of the financial infrastructure of various actors threatening national security.

**Risk and Threat Assessments** – OIA seeks to identify and evaluate external actors that may pose a threat to the people, facilities, and systems of the Department while mitigating any internal vulnerability that could be exploited by those actors.

**Education/Training** – OIA is responsible for ensuring that security education addresses emergent threats, lessons learned, and areas that require focused training, as determined by self-inspection and observed deficiency. We seek to create a culture of security throughout the Department by ensuring that the workforce is trained to recognize and defend against threats to the Department’s National Security Information and to properly process, mark, and handle Treasury’s classified and sensitive information.

**Security Support** – OIA’s Office of Security Programs carries out security functions assigned to TFI by statute. This includes policy, strategic, and operational direction to the Department with regard to information security, to include personnel, industrial, and physical security.

## Inputs

OIA’s resources, including financial and human resources, as well as key information sources and strategic partnerships, enable OIA to implement and improve its intelligence processes.

**Funds and Personnel** – OIA formulates and executes a multi-year budget that is authorized through the IC’s National Intelligence Program and appropriated to the Treasury Department. Additionally, OIA’s resource officers and hiring officials build policies and strategies to recruit, develop, and retain critical competencies within OIA and build a corps of intelligence professionals with shared values, diverse knowledge, and superior tradecraft. A diverse and inclusive environment, which encourages creativity and alternative points of view, will help ensure that we are prepared to meet emerging challenges. The corps of professionals is OIA’s greatest resource and it sustains itself by constantly learning, internally through its growing mentoring program and externally through active participation in the IC Joint Duty program, which facilitates rotations in to and out of OIA. The mentoring program is designed to promote the sharing of knowledge and experience and to develop a highly-skilled workforce that meets OIA’s and the IC’s needs now and in the future. The Joint Duty program results in intelligence professionals who can apply community-wide best practices and lessons learned to complex national security issues and who understand the importance of collaboration, information-sharing, and cross-organizational networks.

**Strategic Relationships** – OIA has deployed and hosts several individuals to help facilitate information-sharing, deconflict activities, advocate for Treasury interests, and build productive, strategic relationships with partners in the U.S. Government, academia, the private sector, and foreign governments.

**Information and Information Technology** – OIA’s Office of Knowledge Management (OKM) develops information-sharing strategies to advance OIA’s integration with the IC and the broader interagency. OKM is responsible for Treasury Intelligence Online (TIO), a collaborative community of interest that provides access to OIA’s finished intelligence products, and ensures OIA access to intelligence, law enforcement, and financial databases and analytic tools.

## Strategic Environment

Treasury's intelligence program is driven by the role of finance and economics in the national security environment. Stakeholders continue to recognize that national security problems can be understood and addressed through a financial perspective. In particular, addressing the transnational networks of terrorists, proliferators, and criminal actors through financial intelligence and enforcement authorities will expand or create new priorities for OIA.

## Customers

OIA provides intelligence support, including unique analysis and production, to the Secretary of the Treasury, the Deputy Secretary, and other Departmental decision-makers. Additionally, OIA brings Treasury's analytic perspective to national intelligence production processes supporting the President, the National Security Staff, federal agency partners, and the military.

Within the Department, OIA primarily supports two key missions of the Department: ensuring international financial stability and mitigating national security threats. Specifically, OIA provides intelligence support to enable customers to:

- Make informed decisions and build strategies in response to international financial and national security issues;
- Anticipate illicit finance and systemic risks to global financial stability;
- Mitigate illicit finance and systemic vulnerabilities in the global financial system;
- Mitigate national security risks by exploiting the financial, commercial, or logistical vulnerabilities of bad actors;
- Identify security risks and vulnerabilities of the Treasury; and
- Mitigate security risks to the Department.

In support of the Department's mission, OIA provides timely, relevant, and accurate intelligence to policy-makers throughout the Department - to the Office of International Affairs for issues related to financial stability, to the Office of Domestic Finance for issues related to critical infrastructure protection, and to the Office of Terrorism and Financial Intelligence for a broad range of national security issues.

## FY 2012 – 2015 Action Plan

To respond to changing national security priorities and the greater role of threat finance in intelligence and national security decisions, OIA seeks to become the IC's recognized leader for threat finance intelligence. OIA strongly believes that threat finance intelligence can be used to understand and address the variety of transnational threats that will take center stage over the next several years. OIA will drive requirements for a community in which the Treasury Department is a primary, but not sole, consumer. Moreover, in focusing attention on organizing the government's threat finance community, there will be greater opportunities for collaboration and burden-sharing, which will allow the threat finance community to better respond to tightening fiscal conditions.

In order to achieve this goal, OIA will engage in four projects that are critical to community-building in threat finance intelligence: standard-setting and advocacy, information-sharing, partnership-building, and building organizational agility.

### Standard-setting and advocacy

To be the leader in threat finance, OIA will set the highest standards for quality on threat finance intelligence reporting and production. By building its reputation for quality, OIA's analysis of threat finance intelligence issues is more likely to be sought by community partners.

### Information-sharing

Threat finance intelligence is most effective when it can be shared by and with those who can act upon it. In addressing transnational threats, it is increasingly likely that foreign governments and even foreign financial institutions are best positioned to use threat finance intelligence. To that end, OIA will advocate for threat finance reporting and production to be made available at the lowest level of classification possible. Moreover, threat finance intelligence is developed and actioned by several different sources of information, including overt and clandestine collectors, law enforcement agencies, regulators and examiners, think tanks, and private companies. OIA will work towards reducing barriers to sharing information within this broader community, where appropriate.

### Partnership-building

OIA will build robust partnerships with a variety of organizations. Not only will good partners share the burden of producing high-quality threat finance intelligence, they will help to advocate for threat finance needs within their own agencies and the threat finance perspective among their customers. Encouraging partners to excel in and take responsibility for certain aspects of threat finance intelligence will enrich the entire community, bringing forth unique perspectives and enabling new options for addressing issues of common concern.

### Organizational Agility

OIA must be able to address the highest priority threat finance issues at any given time, whether they are analytic, collection management, or technical. Spurring professional growth and flexibility in our workforce will not only allow OIA to be more efficient and manage resources carefully, it will allow our organization to adapt to new customer requirements in a timely and effective manner.

For more information about OIA and to access its classified products, including analysis, reporting, and priorities, please visit Treasury Intelligence Online on JWICS.

# TREASURY INTELLIGENCE ONLINE

**What is Treasury Intelligence Online (TIO)?** TIO is a secure community of interest managed by the US Department of the Treasury's Office of Intelligence and Analysis (OIA). TIO facilitates information sharing related to the financing of terrorist networks, WMD proliferators, and other national security threats. Users are required to have a valid PKI certificate, Intelink Passport ID, a TS/SCI clearance with HCS and G, and a need to know.

Contact Information,  
Directions, Org Charts

Search all OIA  
Documents

Executive Orders,  
Security Council Resolutions

Visual Analytics

Centralized Access  
to OIA's Analytic  
Products

Support to  
Collectors

Treasury Unique  
Information

Content Organized  
by Region

**NEW ACCOUNT REQUEST FORM:**  
[https://www.intelink.ic.gov/mypage/tio\\_Access\\_Request.intel](https://www.intelink.ic.gov/mypage/tio_Access_Request.intel)

**SECURE JWICS ACCESS:**  
<https://secure.intelink.ic.gov/sites/tio/default.aspx>

**FOR FURTHER INFORMATION:**  
<http://www.intelink.ic.gov/wiki/tio>

THE TREASURY DEPARTMENT

