US VIOLENT EXTREMIST MOBILIZATION INDICATORS

The United States and other Western nations face a heightened threat from violent extremists motivated by a broad range of ideologies. Previous editions of this booklet have focused solely on the indicators of homegrown violent extremist mobilization to violence; this edition has been expanded to include indicators that apply to multiple ideologically-motivated US-based violent extremists, given the evolving complexity and variety of factors influencing the domestic threat landscape.

These indicators were developed and updated based on a review of information derived from dozens of FBI terrorism investigations, peer-reviewed academic studies, and analytic exchanges among Intelligence Community and law enforcement professionals. The indicators of violent extremist mobilization described in this booklet are observable behaviors that could help to determine whether individuals are preparing to engage in violent extremist activities.

The indicators are grouped according to the stages individuals undergo: mobilization to violence, engaging in preparation, and developing motivation. These indicators suggest how close an individual may be to mobilizing to violence and are ordered by the strength of the indicator within each category.

The National Counterterrorism Center (NCTC), the Federal Bureau of Investigation (FBI), and the Department of Homeland Security (DHS) are committed to safeguarding the rights guaranteed by the United States Constitution and applicable law. It is therefore important to emphasize that many of the mobilization indicators included in this booklet may also relate to constitutionally protected activities. It is most important to look critically and contextually at the specific actions of the individual and their intent. Law enforcement action should never be taken solely based on constitutionally protected activities; on the apparent or actual race, age, ethnicity, national origin, religion, gender, sexual orientation, or gender identity of the subject; or on any combination of these factors. Individuals are encouraged to contact law enforcement if—based on these indicators and the situational context—they suspect an individual is mobilizing to violence or engaging in violent extremist activities.
This resource is provided to inform law enforcement, terrorism prevention practitioners, other first responders, community leaders, as well as the general public about both threats of violence and contextual behaviors that suggest an individual is mobilizing to violence. While some violent extremists may make direct, indirect, or vague threats of violence, others may plot violent action while avoiding such overt threats to maintain operational security—underscoring the need to consider both threats of violence and contextual behaviors.

We have incorporated “unusual” into many of the indicators because we are looking for behavior that is different enough from the individual’s normal behavior to cause concern. The indicators included in this booklet are intended to aid law enforcement and first responder investigative and detection efforts, not to be a substitute for their expertise and experience. In addition, we continue to see that members of the community—such as family members and peers—are often best positioned to witness signs of mobilization to violence. Such community members almost always are the first to detect hints that an individual may be considering violent action in the United States or overseas. This booklet is provided to aid interpretation of their observations.

This booklet was first published in 2015 and updated in 2017 and 2019.

\[a\] For this booklet, ideologically-motivated US-based violent extremists consist of homegrown violent extremists (HVEs) and domestic violent extremists (DVEs). HVEs are defined by the FBI and DHS as a person of any citizenship who has lived and/or operated primarily in the United States or its territories who advocates, is engaged in, or is preparing to engage in ideologically motivated terrorist activities (including providing support to terrorism) in furtherance of political or social objectives promoted by a foreign terrorist organization, but is acting independently of direction by a foreign terrorist organization. HVEs are distinct from traditional domestic terrorists who engage in unlawful acts of violence to intimidate civilian populations or attempt to influence domestic policy without direction or influence from a foreign actor. DVEs are defined by the FBI and DHS as an individual based and operating primarily within the United States or its territories without direction or inspiration from a foreign terrorist group or other foreign power who seeks to further political or social goals, wholly or in part, through unlawful acts of force or violence. The mere advocacy of political or social positions, political activism, use of strong rhetoric, or generalized philosophic embrace of violent tactics may not constitute extremism and may be constitutionally protected.
MOBILIZATION INDICATOR CRITERIA

This booklet describes each indicator in terms of three criteria: what behavior stage a person is in (“Behavior Stages”); who, in addition to law enforcement, might observe the behavior (“Observers”); and what type of behavior the indicator describes (“Indicator Types”).

BEHAVIOR STAGES: These three categories of behavior represent the process an individual typically goes through on their way to carrying out an attack or traveling to join like-minded violent extremists—such as a foreign terrorist organization (FTO): MOBILIZATION to violence, engaging in PREPARATION and planning for an attack or for travel to join like-minded violent extremists or an FTO, and developing MOTIVATION for violent extremist activity. The behavior categories are listed in order of most to least concerning. Indicators are grouped within each category by the strength of the indicator, with those of most immediate concern at the top.

Mobilization Indicators: Physical or virtual actions suggesting an attack or violent extremist travel may be imminent (days/hours before an attack or violent extremist travel)

Preparation Indicators: Physical or virtual actions suggesting an attack or violent extremist travel may occur in the near term (weeks before an attack or violent extremist travel)

Motivation Indicators: Physical or virtual actions that build, solidify, or communicate violent ideological beliefs; these indicators do not necessarily suggest an impending attack or violent extremist travel

Some of the indicators may be lawful or constitutionally protected and should not serve as the sole basis for any investigative activity. Additional facts and circumstances that clearly support the determination that the behavior observed is not innocent but rather reasonably indicative of pre-operational planning associated with terrorism is necessary to constitute a basis for reporting.
OBSERVERS: Law enforcement may be in a position to observe all of these indicators. In addition, non-law-enforcement observers in five categories are most likely to see these activities firsthand and report them to law enforcement:

- **Family Members and Peers** who have direct, in-person relationships with the individual—may also include neighbors and casual acquaintances

- **Social Media Users** who passively observe the individual online, and who may have a direct relationship with the individual online

- **Community Authority Figures and Members**, such as corrections officers and other government regulators, religious leaders and congregants, passersby, teachers, or work supervisors and colleagues

- **Commercial Sector Representatives**, such as commercial company or store employees, job recruiters, or travel professionals

- **Financial Sector Representatives**, such as employees of banking or other investment entities

INDICATOR TYPES: We have identified six behavior types that characterize an individual’s activities as they relate to each indicator:

- **Financial**: Moving or acquiring money or resources to prepare for or conduct violence

- **Ideology**: Developing or communicating the mentality or justification that could lead to the commission of a violent act

- **Intent**: Developing or communicating goals or plans to commit a violent act

- **Relationship**: Interacting with others, including family or other violent extremists

- **Tactics**: Acquiring or developing skills, knowledge, or materials to engage in violent extremist activities

- **Travel**: Transiting within the United States or abroad to prepare for or conduct violence
MOBILIZATION INDICATORS
Physical or virtual actions suggesting an attack or violent extremist travel may be imminent (days/hours before an attack or violent extremist travel)

1 TRAVELING, WITHIN THE UNITED STATES OR ABROAD, TO CARRY OUT OR PARTICIPATE IN VIOLENT EXTREMIST ACTIVITY

OBSERVERS
FAMILY MEMBERS AND PEERS, SOCIAL MEDIA USERS, COMMUNITY AUTHORITY FIGURES AND MEMBERS, COMMERCIAL SECTOR REPRESENTATIVES

INDICATOR TYPE
TRAVEL
Engaging in a threatening interaction or violently refusing to comply with law enforcement based on violent extremist ideology

Observers
Family members and peers, community authority figures and members

Indicator Type
Intent
3 DISSEMINATING ONE’S OWN MARTYRDOM OR LAST WILL VIDEO OR STATEMENT (FOR EXAMPLE, A PRE-ATTACK MANIFESTO OR FINAL STATEMENT)

OBSERVERS
FAMILY MEMBERS AND PEERS, SOCIAL MEDIA USERS

INDICATOR TYPE
INTENT
4. CONDUCTING A DRY RUN OF AN ATTACK OR ASSAULT OR ATTEMPTING TO GAIN PROXIMITY OR ACCESS TO TARGETS

OBSERVERS
FAMILY MEMBERS AND PEERS, COMMUNITY AUTHORITY FIGURES AND MEMBERS, COMMERCIAL SECTOR REPRESENTATIVES

INDICATOR TYPE
TACTICS
5 IDENTIFYING—IN PERSON OR ONLINE—SPECIFIC DETAILS OF AN INTENDED VIOLENT ACTIVITY, INCLUDING TARGET(S), TIME FRAMES, AND PARTICIPANT ROLES

OBSERVERS
FAMILY MEMBERS AND PEERS, SOCIAL MEDIA USERS

INDICATOR TYPE
INTENT
6 DISPOSING OF MEANINGFUL PERSONAL ASSETS OR BELONGINGS IN AN UNUSUAL MANNER, PARTICULARLY WITH A SENSE OF URGENCY OR WITHOUT REGARD FOR PERSONAL FINANCIAL GAIN

OBSERVERS
FAMILY MEMBERS AND PEERS, SOCIAL MEDIA USERS, COMMERCIAL AND FINANCIAL SECTOR REPRESENTATIVES

INDICATOR TYPE
FINANCIAL
7 UNUSUAL GOODBYES OR POST-DEATH INSTRUCTIONS

OBSERVERS
FAMILY MEMBERS AND PEERS, SOCIAL MEDIA USERS

INDICATOR TYPE
RELATIONSHIP
PREPARATION INDICATORS

Physical or virtual actions suggesting an attack or violent extremist travel may occur in the near term (weeks before an attack or violent extremist travel)

08 Communicating intent to engage in violence or a direct threat with justification for action, particularly if presented as necessary or inevitable, in person or online

Family members and peers, social media users, community authority figures and members

*Intent*

09 Unusual building or testing of explosives, especially if tailored to a specific target

Family members and peers, commercial sector representatives

*Tactics*

10 Planning or preparing to travel abroad to join violent extremist organizations, seek training, or engage in a conflict zone

Family members and peers, social media users, community authority figures and members, commercial sector representatives

*Travel*

11 Planning or preparing to travel within the United States to participate in violent extremist activity

Family members and peers, social media users, community authority figures and members, commercial sector representatives

*Travel*

12 Seeking or claiming religious, political, or ideological justification or validation for a planned violent act

Family members and peers, social media users, community authority figures and members

*Ideology*
13 Unusual purchase of military-style tactical equipment (for example, body armor or personal protective equipment) in a manner that raises suspicion of planning violence
Family members and peers, social media users, commercial sector representatives

Tactics

14 Breaking away from a larger group or creating a more exclusive or operationally secure group to discuss or plan specific violent activity
Family members and peers, social media users, community authority figures and members

Relationship

15 Surveilling potential attack targets
Community authority figures and members, commercial sector representatives

Tactics

16 Increased use of physical concealment tactics (for example, countersurveillance techniques, disposable phone) in support of planning a specific act of violence
Family members and peers, commercial sector representatives

Tactics

17 Increased use of online concealment tactics (for example, deleting, hiding, or manipulating social media or other online accounts to misrepresent location or hide group membership, contacts, or activities) in support of planning a specific act of violence
Family members and peers, social media users, commercial sector representatives

Tactics
18 Communicating directly with or seeking to develop a relationship with violent extremists, or being contacted directly by them, for suspected criminal purposes

Family members and peers, social media users, community authority figures and members

Relationship

19 Unusual efforts to obtain explosive precursors, especially illegally or surreptitiously

Family members and peers, social media users, commercial sector representatives

Tactics

20 Acquisition of weapons or ammunition for suspected criminal purposes

Family members and peers, social media users, commercial sector representatives

Tactics

21 Change in or initiation of physical or weapons training for suspected criminal purposes

Family members and peers, social media users, commercial sector representatives

Tactics

22 Planning or pursuing suspicious travel activity (for example, unusual purchase of one-way tickets, false excuses for international travel, fraudulent passport application) in a manner that raises suspicion of potential violence

Family members and peers, commercial sector representatives

Travel
23. **Sending or receiving unexplained financial resources or equipment to/from violent extremists**
   Family members and peers, commercial and financial sector representatives
   *Financial*

24. **Creating, joining, or implying membership/association—in person or online—with violent extremists for the purpose of furthering violent activity**
   Family members and peers, social media users, community authority figures and members
   *Relationship*

25. **Conducting research for target or tactic selection for violent acts** (for example, acquiring blueprints, maps, schematics, or technical specifications)
   Family members and peers, community authority figures and members, commercial sector representatives
   *Tactics*

26. **Pursuing or exploiting jobs or personnel who provide sensitive access to enable violent acts** (for example, critical infrastructure, the Intelligence Community, law enforcement, military)
   Family members and peers, community authority figures and members, commercial sector representatives
   *Tactics*

27. **Attempting to seek technical expertise** (for example, in aviation, biology, chemistry, electronics) **to enable planned violence**
   Family members and peers, social media users, commercial sector representatives
   *Tactics*
MOTIVATION INDICATORS

Physical or virtual actions that build, solidify, or communicate violent ideological beliefs; these indicators do not necessarily suggest an impending attack or violent extremist travel.

Some of the indicators may be lawful or constitutionally protected and should not serve as the sole basis for any investigative activity. Additional facts and circumstances that clearly support the determination that the behavior observed is not innocent but rather reasonably indicative of pre-operational planning associated with terrorism is necessary to constitute a basis for reporting.

28 Professing intent to harm law enforcement if law enforcement takes action or statement of intent to harm others (typically ideological opponents) if confronted
Family members and peers, social media users, community authority figures and members
Intent

29 Expressing desire or willingness to die for a violent extremist ideology
Family members and peers, social media users, community authority figures and members
Intent

30 Threatening specific violence against a particular physical target, especially in response to current news reporting on political and legislative issues or other flashpoint events that speak to one’s ideological concerns
Family members and peers, social media users, community authority figures and members
Intent
31 Threatening violence toward specific individuals, including civilian, government, law enforcement, or military personnel

Family members and peers, social media users, community authority figures and members

**Intent**

32 Producing, promoting, or extensively consuming violent extremist content online or in person, including violent extremist videos, narratives, media, and messaging for suspected criminal purposes

Family members and peers, social media users, community authority figures and members

**Ideology**

33 Posing with weapons and imagery associated with violent extremism in photos or videos, especially if paired with threats or expressed interest in carrying out violence against an ideological target for suspected criminal purposes

Family members and peers, social media users

**Ideology**

34 Expressing acceptance of violence as a necessary means to achieve ideological goals (for example, communicating a desire for revenge against ideological opponents) and saying that nonviolent means are ineffective or unavailable

Family members and peers, social medial users, community authority figures and members

**Intent**
Attempting to radicalize others—especially family members and peers—to violence
Family members and peers, social media users, community authority figures and members
*Relationship*

Praising, or researching to emulate, past successful or attempted attacks or attackers
Family members and peers, social media users, community authority figures and members
*Ideology*

Increasing or extreme adherence to conspiracy theories as a justification of violence against ideological targets
Family members and peers, social media users, community authority figures and members
*Ideology*

Engaging in outbursts or fights with or condemning behavior of family, peers, community, or authority figures while advocating violent extremist ideology
Family members and peers, community authority figures and members
*Relationship*
Adopting more than one violent extremist ideology
Family members and peers, social media users, community authority figures and members

_Ideology_

Rejecting nonviolent voices in favor of violent extremist ideologues
Family members and peers, social media users, community authority figures and members

_Ideology_

Changing vocabulary, style of speech, or behavior to reflect a hardened point of view or new sense of purpose associated with violent extremist causes, particularly after a catalyzing event
Family members and peers, social media users, community authority figures and members

_Ideology_

Isolating oneself from family and peers, particularly if citing violent extremist doctrine or ideology
Family members and peers, community authority figures and members

_Relationship_
RISK FACTORS

It is important to consider the totality of an individual’s circumstances when observing potential indicators because some factors may increase the risk that the individual could mobilize to violence in a given situation. The following risk factors should be considered in conjunction with the indicators of mobilization to violence, as each risk factor may be insignificant on its own and no one factor appears to be more significant than another. Some of these risk factors may involve constitutionally protected activities. Risk factors may include:

- Family, significant other, and/or peers espousing or supporting a violent extremist ideology
- History of encouraging violence by dehumanizing people who are not in the same identity group or who are ideological opponents
- History of notable noncompliance with restrictions, boundaries, or laws
- History of stalking, harassing, threatening, or menacing behavior
- History of violence (not necessarily related to terrorism), unstable mental state resulting in threat to self or others, or past exposure to violence and/or a traumatic event
- Negative response to or failure to cope with existing, new, or changing personal circumstances, including personal relationships, family dynamics, employment, and/or substance abuse or dependence
- Presence of real or perceived injustice or a feeling of being wronged (grievances); may be broad or specific to a person, group, or event
- Previous travel or exposure to a conflict zone or an area of high political or social violence, including personal or noncombatant travel
**INDICATOR INDEX, BY TYPE**

Some of the indicators may be lawful or constitutionally protected and should not serve as the sole basis for any investigative activity. Additional facts and circumstances that clearly support the determination that the behavior observed is not innocent but rather reasonably indicative of pre-operational planning associated with terrorism is necessary to constitute a basis for reporting.

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## INDICATOR TYPE

### IDEOLOGY (continued)

- Changing vocabulary, style of speech, or behavior to reflect a hardened point of view or new sense of purpose associated with violent extremist causes, particularly after a catalyzing event.......... 41

### INTENT

- Engaging in a threatening interaction or violently refusing to comply with law enforcement based on violent extremist ideology .......... 2
- Disseminating one’s own martyrdom or last will video or statement (for example, a pre-attack manifesto or final statement) ............... 3
- Identifying—in person or online—specific details of an intended violent activity, including target(s), time frames, and participant roles.................................................................................................. 5
- Communicating intent to engage in violence or a direct threat with justification for action, particularly if presented as necessary or inevitable, in person or online......................................................... 8
- Professing intent to harm law enforcement if law enforcement takes action or statement of intent to harm others (typically ideological opponents) if confronted ............................................................... 28
- Expressing desire or willingness to die for a violent extremist ideology.......................................................................................... 29
- Threatening specific violence against a particular physical target, especially in response to current news reporting on political and legislative issues or other flashpoint events that speak to one’s ideological concerns .................................................................................. 30
- Threatening violence toward specific individuals, including civilian, government, law enforcement, or military personnel ............ 31
- Expressing acceptance of violence as a necessary means to achieve ideological goals (for example, communicating a desire for revenge against ideological opponents) and saying that nonviolent means are ineffective or unavailable ................................................................. 34
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- Unusual goodbyes or post-death instructions ........................................ 7
- Breaking away from a larger group or creating a more exclusive or operationally secure group to discuss or plan specific violent activity.. 14
- Communicating directly with or seeking to develop a relationship with violent extremists, or being contacted directly by them, for suspected criminal purposes............................................................... 18
- Creating, joining, or implying membership/association—in person or online—with violent extremists for the purpose of furthering violent activity ......................................................... 24
- Attempting to radicalize others—especially family members and peers—to violence ............................................................ 35
- Engaging in outbursts or fights with or condemning behavior of family, peers, community, or authority figures while advocating violent extremist ideology......................................................... 38
- Isolating oneself from family and peers, particularly if citing violent extremist doctrine or ideology ........................................ 42

TACTICS

- Conducting a dry run of an attack or assault or attempting to gain proximity or access to targets ......................................................... 4
- Unusual building or testing of explosives, especially if tailored to a specific target ........................................................................ 9
- Unusual purchase of military-style tactical equipment (for example, body armor or personal protective equipment) in a manner that raises suspicion of planning violence ........................................ 13
- Surveilling potential attack targets ........................................................ 15
- Increased use of physical concealment tactics (for example, countersurveillance techniques, disposable phone) in support of planning a specific act of violence ........................................ 16
TACTICS (continued)

- Increased use of online concealment tactics (for example, deleting, hiding, or manipulating social media or other online accounts to misrepresent location or hide group membership, contacts, or activities) in support of planning a specific act of violence........... 17
- Unusual efforts to obtain explosives precursors, especially illegally or surreptitiously................................................................. 19
- Acquisition of weapons or ammunition for suspected criminal purposes.................................................................................. 20
- Change in or initiation of physical or weapons training for suspected criminal purposes.......................................................... 21
- Conducting research for target or tactic selection for violent acts (for example, acquiring blueprints, maps, schematics, or technical specifications).................................................................................. 25
- Pursuing or exploiting jobs or personnel who provide sensitive access to enable violent acts (for example, critical infrastructure, the Intelligence Community, law enforcement, military)............... 26
- Attempting to seek technical expertise (for example, in aviation, biology, chemistry, electronics) to enable planned violence........ 27

TRAVEL

- Traveling, within the United States or abroad, to carry out or participate in violent extremist activity............................................. 1
- Planning or preparing to travel abroad to join violent extremist organizations, seek training, or engage in a conflict zone.......... 10
- Planning or preparing to travel within the United States to participate in violent extremist activity................................................. 11
- Planning or pursuing suspicious travel activity (for example, unusual purchase of one-way tickets, false excuses for international travel, fraudulent passport application) in a manner that raises suspicion of potential violence................................................................. 22
Individuals are strongly encouraged to contact their local FBI office by telephone or submit an online tip to the FBI at https://tips.fbi.gov if, based on these indicators and the situational context, they suspect an individual is mobilizing to violence.

**In case of an emergency, please call 9-1-1.**
1. Traveling, within the United States or abroad, to carry out or participate in violent extremist activity
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6. Disposing of meaningful personal assets or belongings in an unusual manner, particularly with a sense of urgency or without regard for personal financial gain
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22. Planning or pursuing suspicious travel activity (for example, unusual purchase of one-way tickets, false excuses for international travel, fraudulent passport application) in a manner that raises suspicion of potential violence

23. Sending or receiving unexplained financial resources or equipment to/from violent extremists

24. Creating, joining, or implying membership/association—in person or online—with violent extremists for the purpose of furthering violent activity

25. Conducting research for target or tactic selection for violent acts (for example, acquiring blueprints, maps, schematics, or technical specifications)

26. Pursuing or exploiting jobs or personnel who provide sensitive access to enable violent acts (for example, critical infrastructure, the Intelligence Community, law enforcement, military)

27. Attempting to seek technical expertise (for example, in aviation, biology, chemistry, electronics) to enable planned violence

28. Professing intent to harm law enforcement if law enforcement takes action or statement of intent to harm others (typically ideological opponents) if confronted

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42. Isolating oneself from family and peers, particularly if citing violent extremist doctrine or ideology