



FEMA

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MEMORANDUM FOR: All State Administrative Agency Heads
All State Administrative Agency Points of Contact
All Urban Area Security Initiative Points of Contact
All State Homeland Security Directors
All State Emergency Management Agency Directors

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SUBJECT **Implementation of National Security Presidential
Memorandum-7 Domestic Terrorism Priority in the Homeland
Security Grant Program and Alignment with Law
Enforcement Terrorism Prevention Activity Requirements**

I. Purpose

This Information Bulletin (IB) provides supplemental guidance to recipients and subrecipients of the Homeland Security Grant Program (HSGP) on implementing [Section 4 of National Security Presidential Memorandum-7 \(NSPM-7\)](#) and its direction to address domestic terrorism as a priority area within applicable homeland security grant programs.

This IB:

1. Explains how NSPM-7 designates domestic terrorism as a priority area within applicable grant programs.
2. Reminds recipients of the Law Enforcement Terrorism Prevention Activity (LETPA) statutory allocation requirement under Section 2006 of the Homeland Security Act of 2002, as amended (6 U.S.C. § 607) and the Fiscal Year (FY) 2026 Department of Homeland Security (DHS) policy threshold established in the FY 2026 HSGP Notice of Funding Opportunity (NOFO).
3. Clarifies that many activities that help state, local, tribal, and territorial (SLTT) law enforcement detect, prevent, and protect against threats arising from domestic terrorism, as defined in 18 U.S.C. § 2331(5), may be counted toward the LETPA allocation requirements. The recipient must demonstrate the required law enforcement terrorism

prevention nexus established in [IB 485](#) and all other applicable conditions are met for any activity to count towards the LETPA allocation requirement.

4. Provides examples of domestic terrorism focused activities that recipients are **strongly encouraged** to fund and that may qualify as LETPA when the required nexus and all program requirements are satisfied.

This IB is intended to be read in conjunction with:

- Section 2006 of the Homeland Security Act of 2002, as amended, (6 U.S.C. § 607) (the “Act”);
- The FY 2026 HSGP NOFO;
- FEMA IB 485, “Fiscal Year 2023 Law Enforcement Terrorism Prevention Activity Supplemental Guidance to the Homeland Security Grant Program Notice of Funding Opportunity”;
- [FEMA Law Enforcement Terrorism Prevention Activities \(LETPA\) Resource Guide: November 2024](#);
- 2 C.F.R. Part 200, Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards; and
- DHS Standard Terms and Conditions for the applicable fiscal year award.

II. Applicability

This IB applies to the State Homeland Security Program (SHSP) and the Urban Area Security Initiative (UASI) under the FY 26 HSGP NOFO and subsequent fiscal years, unless superseded or amended.

III. Background and Policy Requirements

A. NSPM-7 Domestic Terrorism Priority

Section 4 of NSPM-7 directs the Attorney General and the Secretary of Homeland Security to:

- Designate domestic terrorism as a priority area; and
- Develop appropriate grant programs to allocate funding for law enforcement partners to detect, prevent and protect against threats arising from domestic terrorism.

HSGP is a primary mechanism by which the Department implements this requirement, particularly through SHSP and UASI investments that support SLTT law enforcement terrorism prevention capabilities.

B. Definition of Domestic Terrorism

For purposes of this IB and all HSGP investments made pursuant to this guidance, "domestic terrorism" has the meaning provided in 18 U.S.C. § 2331(5):

Activities that involve acts dangerous to human life that are a violation of the criminal laws of the United States or of any State; appear to be intended to (i) intimidate or coerce a civilian population; (ii) influence the policy of a government by intimidation or coercion; or (iii) affect the conduct of a government by mass destruction, assassination, or kidnapping; and occur primarily within the territorial jurisdiction of the United States.

C. LETPA Statutory and Policy Requirements

Section 2006(a) of the Homeland Security Act of 2002, as amended, (6 U.S.C. § 607(a)(1)), requires that not less than 25% of the combined funds appropriated for grants awarded under Sections 2003 (UASI) and 2004 (SHSP) of the Act be used for LETPA. As a matter of Department policy, for FY 2026, DHS requires that at least 35% of the combined SHSP and UASI funding be allocated to LETPA.

Principles governing LETPA allocation:

- The LETPA allocation is calculated and reported at the State Administrative Agency (SAA) level, not by individual subrecipients (6 U.S.C. § 607(a));
- The SAA may satisfy the LETPA allocation from SHSP funds, UASI funds, or a combination of both (6 U.S.C. § 607(a));
- The allocation commitment is made and tracked through the Biannual Strategy Implementation Report (BSIR); and
- Recipients must ensure that LETPA allocations are maintained and reported accurately in all required grant documentation.

D. Relationship Between NSPM-7 and LETPA

Domestic terrorism is a key part of the broader terrorism threat environment. Many activities undertaken to detect, prevent and protect against domestic terrorism threats fall squarely within the scope of LETPA as defined in statute and FEMA guidance and can be used to help recipients and subrecipients meet their LETPA minimum allocation requirements while also addressing domestic terrorism, when properly designed and justified.

IV. Guidance

A. Law Enforcement Terrorism Prevention Nexus

Consistent with IB 485, for an activity to be counted toward the LETPA requirement, it must have a law enforcement terrorism prevention nexus. If an activity is explicitly listed in the authorizing legislation or can be directly tied to a core capability in the National Prevention Framework or a shared capability in the National Protection Framework, it is presumed to have a law enforcement terrorism prevention nexus and may be treated as LETPA. For all other activities, recipients and subrecipients must clearly explain how the activity supports law enforcement terrorism prevention, including domestic terrorism.

When designing projects under the NSPM-7 domestic terrorism priority, recipients should:

- Identify the applicable core prevention/protection capability; and
- Explicitly describe how the activity helps detect, prevent, or protect against domestic terrorism threats, including organized political violence.

B. Domestic Terrorism-Focused Activities Strongly Encouraged.

The following categories of activities are strongly encouraged to support NSPM-7 implementation and, when properly justified, may qualify as LETPA expenditures. These examples are not exhaustive but illustrate the types of projects FEMA and DHS view as high value domestic terrorism prevention investments.

1. Fusion Centers and Intelligence Capabilities Focused on Domestic Terrorism

Activities that:

- Mature, enhance or sustain designated state and urban area fusion centers, including:
 - Intelligence analysis focused on domestic terrorism threats;
 - Upgrading enterprise software to integrate threat data from local, state, tribal and federal sources for domestic terrorism detection and interdiction;
 - Enhancing information sharing and analysis capabilities that prioritize domestic terrorism threat streams, ensuring seamless connectivity to the eGuardian system; and
 - Institutionalizing training on suspicious activity reporting vetting processes and procedures.
- Fund salaries, benefits and operational overtime (with prior FEMA approval where required) for fusion center intelligence analysts focused on domestic terrorism.
- Law enforcement liaison officers assigned to fusion centers or joint task force–style environments supporting domestic terrorism cases.

2. Behavioral Threat Assessment and Management and Threat Liaison Programs

Activities that:

- Establish, mature or sustain behavioral threat assessment and management (BTAM) teams with a focus on domestic terrorism;
- Support multi-disciplinary BTAM teams (e.g., law enforcement, mental/behavioral health, education, and other partners) in identifying, assessing, and managing persons of concern whose behavior indicates a potential trajectory toward domestic terrorism;

- Fund travel related to participation in the Master Trainer Program managed by the DHS National Threat Evaluation and Reporting (NTER) Program Office.
- Fund case management tools and information systems used by BTAM teams to track and document interventions and risk reduction activities;
- Fund consultative mental health services for BTAM teams that lack behavioral science expertise; and
- Provide training and sustainment for Threat Liaison Officers (TLOs) and similar roles that:
 - Serve as connectors between frontline officers, specialized units, and fusion centers; and
 - Focus specifically on domestic terrorism-related indicators, tactics and trends.

3. Suspicious Activity Reporting and the Nationwide Suspicious Activity Reporting Initiative

Activities that:

- Establish, mature or enhance Suspicious Activity Reporting (SAR)/ Nationwide Suspicious Activity Reporting Initiative (NSI) training for law enforcement and fusion center staff focused on recognizing, vetting, and sharing terrorism related suspicious activity (including domestic terrorism indicators), and on properly reviewing and analyzing SARs for prevention and interdiction;
- Technology and systems that support SAR/NSI processes, such as upgrading records management or other law enforcement systems to capture NSI compliant-SAR data, implementing electronic or mobile SAR submission tools, and improving connectivity between local agencies, fusion centers and federal partners for SAR sharing; and
- Community reporting initiatives tied to SAR, such as public messaging that encourages reporting of behavior-based indicators of potential terrorism activity and ensures these reports can be effectively captured and processed as SARs for analysis and follow-up.

4. Domestic Terrorism–Focused Training and Exercises

Training activities that:

- Build law enforcement capacity to recognize and respond to domestic terrorism indicators, including:
 - Courses on the history of terrorism and social environments contributing to threats, explicitly addressing domestic violent extremism and organized political violence;
 - Threat recognition training tailored to domestic actors, including behavioral, operational and social media-based indicators;
 - Surveillance and counter-surveillance training to detect pre-operational casing and hostile surveillance of domestic targets; and

- The latest tactics and trends used by domestic terrorism actors in order to recognize indicators prior to an attack.
- Enhance protection of soft targets and crowded places against domestic terrorism attacks, such as:
 - Houses of worship, schools, government buildings, energy facilities, election related-facilities, mass gatherings and transportation hubs; and
 - Training in target hardening, protective security operations, and coordinated law enforcement response for these venues.
- Support joint training with homeland security partners (e.g., fusion centers and other law enforcement entities) on:
 - Preventing, interdicting, and disrupting domestic terrorism plots;
 - Coordinated protection operations for high risk-events, dignitary visits; and
 - Sensitive anniversaries with domestic threat streams.

Exercise activities that:

- Design, develop, conduct and evaluate domestic terrorism prevention–related exercises, including:
 - Tabletop, functional, or full-scale-exercises that test information sharing, threat recognition and interdiction capabilities related to domestic terrorism scenarios;
 - Exercises to evaluate cybersecurity capabilities against domestic threat actors targeting critical systems or infrastructure; and
 - Exercises to evaluate protection and rapid response at soft targets/crowded places, including scenarios involving mass casualty and active shooter incidents motivated by domestic terrorism.

5. Public Awareness and Training

Activities that:

- Prepare and train communities to identify and report threatening or concerning behaviors that may be indicative of larger threat plotting and/or activity; and
- Develop and implement public awareness campaigns to:
 - Increase public understanding of indicators of terrorism and terrorism related-crime, including domestic terrorism; and
 - Encourage timely and appropriate reporting of suspicious activity to law enforcement.

6. Cyber and Online Threats Linked to Domestic Terrorism

Activities that improve the ability of law enforcement and homeland security partners to:

- Monitor, analyze and share information on online behaviors and digital footprints that are indicative of domestic terrorism mobilization, in accordance with applicable law and policy.

7. Protection of Soft Targets and Crowded Places

Activities that:

- Implement physical security enhancements to reduce the risk of domestic terrorism attacks at soft targets and crowded places, where the justification clearly describes the terrorism prevention purpose.

Examples include:

- Inspection and screening systems, access control measures, and protective barriers deployed to venues assessed as at risk from domestic terrorism; and
- Terrorism Incident Prevention Equipment, including specialized optics or other observation tools that support pre-incident detection and tactical containment at high-risk public events.
- Support law enforcement units tasked with rapid containment and interdiction of domestic terrorism threats at soft targets, including:
 - Equipment and related training that improves the ability to identify suspects, maintain standoff distance, and gain tactical advantage during potential domestic terrorism incidents.

8. Personnel and Operational Overtime with a Domestic Terrorism Prevention Nexus

Activities that (subject to all applicable requirements and prior approvals):

- Provide operational overtime for law enforcement to:
 - Conduct enhanced protective operations for critical infrastructure and soft targets during periods of elevated domestic terrorism threat; and
 - Surge prevention and interdiction operations to detect and disrupt domestic terrorism plots (e.g., targeted patrols, operations associated with credible threat information).
- Support fusion center and BTAM operations during heightened domestic terrorism threat periods through:
 - Overtime for analysts and liaison officers; and extended hours to provide continuous monitoring, analysis and dissemination of domestic threat information.
- Ensure all activities maintain a clear law enforcement terrorism prevention nexus. General community resilience, public health or social services programming without a direct connection to terrorism prevention does not qualify as LETPA.

All overtime requests must be consistent with the relevant HSGP NOFO and other operational overtime guidance and must clearly describe their domestic terrorism prevention nexus.

V. Effective Date, Duration, and Review

This IB is effective on the date of issuance and applies to FY 2026 HSGP awards and subsequent fiscal years unless superseded by a later IB, amended by a subsequent NOFO, or rescinded. This IB will be reviewed and updated as needed to reflect changes in NSPM-7 implementation, the terrorism threat environment, or HSGP/LETPA requirements. This IB does not supersede the FY 2026 HSGP NOFO, IB 485, or the LETPA Resource Guide. In the event of a conflict between this IB and the NOFO or award terms and conditions, the NOFO and award terms and conditions should be followed.