

JOINT SPECIAL EVEN T THREAT ASSESSME NT



(U) Super Bowl 50
Levi's Stadium, Santa Clara, California

15 January 2016



**Federal Bureau of
Investigation**

Center



**Northern California
Regional Intelligence**

Office of Intelligence and Analysis

IA-0056-16



Homeland Security

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(U) Super Bowl 50
Levi's Stadium, Santa Clara, California
FBI San Francisco Field Office

(U) Scope Note

(U//FOUO) This Joint Special Event Threat Assessment addresses threats to Super Bowl 50, which will be played at Levi's Stadium in Santa Clara, California, on 7 February 2016. This assessment does not consider acts of non-violent civil disobedience (for example, protests without a permit) that are outside the scope of federal law enforcement jurisdiction.

(U//FOUO) This product is intended to support federal, state, and local government agencies and authorities in identifying priorities for protective and support measures regarding terrorism and other existing or emerging threats to homeland security. Information in this assessment is current and accurate as of 14 January 2016.

(U) Key Findings

(U//FOUO) As of 14 January 2016, the FBI and DHS have no information to indicate any specific, credible threats to or associated with Super Bowl 50 or related events.

(U) Terrorism Concerns

(U//FOUO) The FBI and DHS remain concerned about terrorists' sustained interest in targeting venues with increased crowd density, such as the Super Bowl and the associated events leading up to it. The FBI and DHS assess the most vulnerable targets of opportunity during Super Bowl 50 are not inside Levi's Stadium itself, but outside the stadium and at other venues where crowds will gather for related events. Additionally, unsuccessful suspicious entry attempts into an event venue, such as what occurred in the 13 November 2015 Islamic State of Iraq and the Levant (ISIL) attacks outside a stadium in Paris, may result in a subject's movement to a less secure area for potential attacks or criminal activity.

(U//FOUO) Lone offenders^a and homegrown violent extremists (HVEs)^b are of particular concern due to their ability to remain undetected until operational, as in the 2 December 2015

^a(U//FOUO) The FBI and DHS define a lone offender as an individual motivated by one or more violent extremist ideologies who, operating alone, supports or engages in acts of violence in furtherance of that ideology or ideologies that may involve influence from a larger terrorist organization or a foreign actor.

^b(U//FOUO) The FBI and DHS define an HVE as a person of any citizenship who has lived or operated primarily in the United States or its territories and 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 from or influence from a foreign actor.

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San Bernardino shootings and the 15 April 2013 Boston Marathon bombings. HVEs in the United States have historically engaged in uncoordinated, opportunistic attacks and plots, most often using knives, small arms, improvised explosive devices, or vehicular assaults.

(U) Critical Infrastructure Concerns

(U//FOUO) The San Francisco Bay Area has witnessed a series of unattributed attacks against fiber optic network infrastructure since 2013, the quantity of which has not been seen in other cities across the United States. While the FBI and DHS have no information indicating Super

Bowl 50 is specifically being targeted, these attacks raise the concern individuals may be using these incidents to test and prod network durability in conjunction with a more complex plot.

(U) Unmanned Aircraft Concerns

(U//FOUO) Commercially available unmanned aircraft systems (UAS), often referred to as "drones," have become more affordable for recreational use as their popularity has grown, increasing the potential for UAS enthusiasts, sports fans without tickets, and possibly even malicious actors to fly unmanned aircraft over Levi's Stadium or other Super Bowl 50 venues. UAS activity may present a low-altitude hazard to aviation assets supporting the event, allow unauthorized video coverage of events, or pose a risk of injury to event-goers if an operator loses control of a UAS.

(U) Cybersecurity Concerns

(U//FOUO) The FBI and DHS are also concerned about the opportunity Super Bowl 50 provides for financially motivated cyber attacks, such as ransomware extortion and distributed denial of service (DDoS) attacks, as well as network intrusions by point-of-sale (PoS) malware, as evidenced by recent credit card breaches to major retailers and hotel chains. Retailers and food service vendors within Levi's Stadium and surrounding hotels providing accommodations to attendees represent an ideal target for cyber actors seeking to exploit the high volume of consumers attending the event.

(U) Event Overview

(U//FOUO) Super Bowl 50 will occur on 7 February 2016 at Levi's Stadium in Santa Clara, California, located approximately 43 miles south of downtown San Francisco. This is the first Super Bowl held in Levi's Stadium, which has a capacity of more than 75,000 on game day.

(U//FOUO) As this year marks the 50th anniversary of the Super Bowl, additional NFL- and corporate-sponsored events are already ongoing as of the date of this report. Multiple Super Bowl-related events are spread between both Santa Clara and San Francisco, presenting a unique challenge to law enforcement and first responder entities:

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- (U//FOUO) **Super Bowl City.** The host committee's free-and-open-to-public event will take place at Justin Herman Plaza in downtown San Francisco from 30 January to 7 February 2016, and will include live broadcasts from CBS. The event features games and activities that highlight the Bay Area's technology, culinary creations, and cultural diversity; 1 million visitors—or approximately 125,000 per day—are expected to attend.
- (U//FOUO) **The NFL Experience.** Held at the Moscone Convention Center in San Francisco from 30 January to 7 February 2016, this is a ticketed event that will provide fans the opportunity to meet current and former NFL players.
- (U//FOUO) **Super Bowl Celebrations.** On 31 January 2016, the City of Santa Clara will sponsor the Super Community Concert, a music festival at Mission College^{USPER}, with possible celebrity performers. Additionally, on 6 February 2016, the Santa Clara Community Celebration will be held at Santa Clara University^{USPER}, which will include music, food booths, and other programming.
- (U//FOUO) **"The Night Before" Party.** On 6 February 2016, rock band Metallica^{USPER} will perform in San Francisco at AT&T Park, the home field for the San Francisco Giants^{USPER}. The ticketed event is expected to attract 40,000 fans.
- (U//FOUO) **NFL Media Center.** From 30 January to 8 February 2016, the NFL Media Center will operate from Moscone Center in downtown San Francisco, providing working facilities for an anticipated 5,000 members of the media from across the United States and from 30 countries around the world.

(U) SEAR Level

(U//FOUO) Super Bowl 50 is designated as a Special Event Assessment Rating (SEAR) I event.^c

(U) Potential Threat Indicators

(U//FOUO) Absent a specific, actionable threat to Super Bowl 50, the FBI and DHS are providing indicators to aid law enforcement and first responders in identifying and mitigating

threats. The totality of behavioral indicators and other relevant circumstances should be evaluated when considering any law enforcement response or action. (Note: behaviors associated with the below indicators might include constitutionally protected activities. The FBI does not initiate any investigative activity based solely on the exercise of First Amendment activities or on the race, ethnicity, national origin, religion, gender, sexual orientation, or gender identity of the subject, or any combination thereof.)

°(U//FOUO) An event is considered SEAR Level 1 when it is of such significant national and/or international importance that it may require extensive federal interagency security and incident management preparedness.

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(U) Terrorism

(U//FOUO) Possible indicators of pre-operational surveillance, attack planning, or imminent attack operations include:

- (U//FOUO) Multiple suspicious attempts at various entry points to enter ticketed areas, including attempts to evade or avoid security screening. Unsuccessful entry attempts may result in the subject's movement to a less secure area for potential attacks or criminal activity.
- (U//FOUO) Wearing clothing either inconsistent with the climate, or that appears unusually bulky.
 - (U//FOUO) Unusual or prolonged interest in or attempts, especially over the phone or through e-mail, to gain sensitive information about security measures of personnel, entry points, peak days and hours of operation, or access controls such as alarms or locks.
- (U//FOUO) Reported thefts or loss of law enforcement, event staff, or media uniforms, credentials, or passes.
- (U//FOUO) Unusual or prolonged observation of security reaction drills or procedures, including multiple fictitious emergency calls to same locations or similar venues.
- (U//FOUO) Use of cameras or video recorders in a manner that seems suspicious or out of ordinary, or sketching and note-taking in a manner that is consistent with pre operational surveillance. Examples include taking photos of entrances and exits or of security personnel.
- (U//FOUO) Suspicious purchases of dual-use items that could be used to construct an explosive device, including hydrogen peroxide, acetone, gasoline, propane, or fertilizer.
- (U//FOUO) Reports of suspicious activities in local storage facilities that could be used as a site to construct an explosive device or cache weapons.
- (U//FOUO) Unusual interest in speaking with building maintenance personnel beyond

mere casual or professional interest in a manner that would arouse suspicion in a reasonable person.

(U) Computer Network Operations

(U//FOUO) Possible indicators of Super Bowl 50-related computer network operations (CNO) include:

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- (U//FOUO) Unsolicited e-mails, generally consisting of Super Bowl, NFL, transportation, security, or other first responder themes from individuals posing as NFL officials, contracted vendors, law enforcement, or government officials. Malicious e-mails will contain links to seemingly legitimate websites, usually requesting the recipient to enter personal or credentialing information, or attachments containing malware that can be spoofed to appear as innocuous .doc or .pdf files.
- (U//FOUO) Online forum or social media discussions among cyber actors indicating disruptive or damaging cyber attacks targeting Super Bowl-related networks, systems, and websites. Criminal hacker groups may publically encourage such attacks prior to the event.

(U//FOUO) Please report suspicious activities associated with any of the potential threat indicators listed above to the contact information in the box below.

(U) Report Suspicious Activity

(U) The FBI encourages recipients of this document to report information concerning suspicious or criminal activity potentially related to Super Bowl 50 to the FBI at 415-553-7400, or submit a Suspicious Activity Report to the Northern California Regional Intelligence Center (NCRIC) at <https://ncric.org>.

(U) **Tracked by:** HSEC-1.1, HSEC-1.3, HSEC-8.1, HSEC-8.2, HSEC-8.3, HSEC-8.6.2, HSEC-8.6.3, HSEC-8.10.1

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Product Title:

Neither

DissatisfiedVery

Product's overall usefulness
Product's relevance
to your mission
Product's timeliness

Product's responsiveness to your intelligence needs
Very Satisfied

Somewhat Satisfied
Satisfied nor

Dissatisfied
Somewhat Dissatisfied
N/A

Drive planning and preparedness efforts, training, and/or emergency response operations
Observe, identify, and/or disrupt threats
Share with partners
Allocate resources (e.g. equipment and personnel)
Reprioritize organizational focus
Author or adjust policies and guidelines

Initiate a law enforcement investigation
Initiate your own regional-specific analysis
Initiate your own topic-specific analysis
Develop long-term homeland security strategies
Do not plan to use
Other:

Strongly Agree

This product will enable me to make better decisions regarding this topic.

This product provided me with intelligence information I did not find elsewhere.

Neither Agree Agree
nor Disagree Disagree Strongly

Disagree N/A

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