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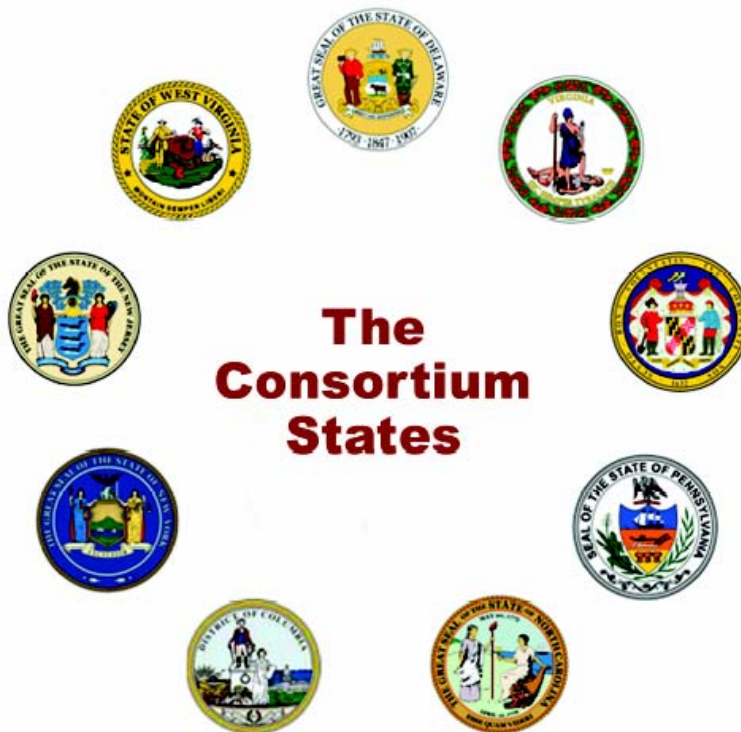
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Mid-Atlantic Region Fusion Center Workshop Report

REDACTED VERSION



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Message from the AHC Board of Directors on Process

The All Hazards Consortium (AHC) is a public-private partnership of Mid-Atlantic states and private corporations and utilizes a unique process to generate discussion on regional preparedness in the areas of homeland security and emergency management. This is accomplished by facilitating dialogue among state government leadership and interaction between AHC stakeholders. The AHC plans and implements one-day regional workshops that are hosted by the various states within the region.

At these workshops, multiple states come together to discuss common needs, problems, goals, and possible solutions in a variety of areas including policy, funding, technology and staffing. These requirements are captured by a combined AHC and private sector working group, which later reconvenes to vet the notes and produce a draft “report” that captures critical information and recommendations for going forward.

This report represents the critical thinking and recommendations resulting from a February 7, 2007 meeting of the All Hazards Consortium at the New Jersey State Police Regional Operations Intelligence Center. The meeting focused on Fusion Center operations and is an effort to identify and address common challenges and experiences among the AHC member states. This report serves as a regional endorsement for a model suite of initiatives; some require funding, while others do not. Many of the recommendations can be addressed by better coordination and training, while other initiatives will require funding to implement pilot programs or other innovative approaches. The AHC will utilize this report as a vehicle through which to communicate to the federal government, other regions and agencies the findings and recommendations of the Mid Atlantic region.



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Assistant to the Governor for Commonwealth Preparedness Virginia Homeland Security

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Overview of Fusion Centers from the States

Opening remarks by Thomas J. O'Reilly, Senior Policy Advisor, Bureau of Justice Assistance, U. S. Department of Justice, focused on the importance of intelligence-led policing and recommended using that concept to describe the efforts of fusion centers. Welcoming remarks were also made by New Jersey Fusion Center Director Rich Kelly, New Jersey State Police Superintendent Colonel Rick Fuentes, New Jersey Homeland Security Director Dick Canas, and the All Hazards Consortium Advisory Committee Chair, John Contestabile. Briefs from the states in the region followed.

Rich Kelly briefed on the status of the **New Jersey** fusion center. New Jersey employs an all crimes, all hazards approach in their fusion center. There are 566 police agencies in New Jersey. The fusion center concept began in New Jersey in 2002 with the goal to remove barriers to communications and share information. New Jersey uses Statewide Information Management System (SIMS) to connect to the various other law enforcement entities through New Jersey. New Jersey Regional operations Intelligence Centers desires to develop common intelligence requirements to be utilized throughout the region when reporting and collecting information and intelligence.

New York's fusion center was represented by New York State Police LTC Bart Johnson, Director of the Upstate New York Regional Intelligence Center. The New York fusion center is very well connected to their federal counterparts. He referenced his work with Charlie Allen at the Department of Homeland Security, the Information Sharing Implementation Plan, and other matters of common interest. New York has an all-crimes approach, including criminal detection and prevention, while looking to discover ties to terrorist activity. They are a one-stop shop for information and intelligence and work at the operational support level, not in direct operations, focusing on tactical intelligence. Their fusion center is comprised of representatives from federal, state and local levels. The New York State fusion center operates at the top secret (TS) level with an accredited Sensitive Compartmented Information Facility (SCIF). New York developed a program, Safetnet, to de-conflict operations within the state.

West Virginia reported that they are in the planning process.

Washington, DC was represented by Captain Steven Sund, Office of Homeland Security and Counter-Terrorism, Washington DC Metropolitan Police Department. Mr. Sund reported that a fusion center serves the DC metro area, with substantial representation and participation from federal agencies comprising the intelligence and law enforcement communities as well as from the private sector. They produce daily and weekly summaries, as well as a monthly bulletin. They are working closely with the Virginia fusion center and are evolving into an all crimes/hazards operations.

Virginia's fusion center was represented by Virginia State Police Lt. Steve Lambert, Intelligence Division. Like most of the other states represented, the fusion center is state funded. They work to fuse local, state, Federal and private sources of information. The Virginia fusion center began operations in February of 2005. They produce and disseminate daily intelligence briefings that are terrorism related, as well as intelligence bulletins on emerging trends and specific events. They are working to deploy the Virginia Intelligence Management System to facilitate analyst-to-analyst collaboration. Their fusion center is operating at the secret level.

The **Delaware** Information Analysis Center was represented by Delaware State Police Lt. James T. Hulings. Delaware operates as an all crimes, all hazards center that became operational in 2005. They produce a variety of daily and weekly bulletins. The center has analytical support, including two analysts cleared at the TS level, and utilizes a standardized police report for all jurisdictions.

The **Maryland** Coordination and Analysis Center (MCAC) was represented by Baltimore County Police Captain Charles Rapp. Their fusion and emergency response centers are not co-located. The fusion center is manned by 53 persons detailed from 23 participating agencies. They are a full-time operation which can monitor intelligence sources, coordinate MD law enforcement activities, and disseminate intelligence. Their products include a daily bulletin, suspect look-up, TIP reports, and Intelligence bulletins, with case data. They have a private sector outreach. Their analytical training is discipline specific: health, transportation, infrastructure, etc.

The **Pennsylvania** Criminal Intelligence Center was represented by Pennsylvania State Police Sergeant Ray Cook. Their fusion center is funded by a combination of state funds and DHS grant funding. Pennsylvania has 1200 municipal departments in 67 counties. They recently initiated a move from pure criminal intelligence to an all-hazards operation. They are a 24/7 operation, which began in July of 2003 and have experienced a 43 percent increase in RFIs from their law enforcement constituency since that time. Their products include a Daily Report via secure website, strategic assessments, threat assessments, intelligence briefs, and intelligence alerts.

LTC Bart Johnson of the New York State Police gave a short briefing on the National Fusion Center Guidelines, a product of the Global Justice Information Sharing Committee on which LTC Johnson serves as Vice Chair. A letter will be sent to the Governor of each state to request that a designee be named from each state as the intelligence or fusion center point of contact. LTC Johnson also reported on the National Counter Terrorism Committee that has no state or local representation. For more information see www.ncric.gov.

States	DE	MD	NJ	NY	PA	VA	DC	WV
24/7 Operations	YES	YES	YES	YES	YES	YES	YES	NO
Data/Info Collection	YES	YES	YES	YES	YES	YES	YES	NO
LEIA Staffing	YES	YES	YES	YES	YES	YES	YES	NO
Operations or Support	S	S	Ops	S	S	S	S	S
Intelligence Reports	YES	YES	YES	YES	YES	YES	YES	NO
Accredited SCIF	NO	YES	NO	YES	NO	NO	NO	NO
All Hazards Approach	YES	YES	YES	YES	YES	YES	NO	N/A

This graphic depicts each state and their services.

Reports on Breakout Sessions

In the afternoon, participants in the workshop broke into three groups and met together in three afternoon workshop sessions. The sessions were: 1) The Intelligence Cycle, 2) Staffing and Re-sourcing, and 3) Potential Regional Projects/Initiatives. A summary report from each of the three sessions follows.

1. The Intelligence Cycle. Participants were led by moderators Rich Kelly and Bart Johnson. The discussion centered on the session goal of developing common regional intelligence requirements to share with DHS and across state lines. Their observations and recommendations include:

a. *Understand and address cultural issues:* In order to increase officer safety and build trust between the centers, a regional approach is needed.

b. *Identify changes needed to achieve effective intelligence led policing:* State and local fusion centers are the foundation, but a larger community of disciplines will have to understand their role as front line collectors of critical intelligence information to realize the vision.

c. *Provide clear and standardized guidance:* Fusion center operations would be enhanced by the model guidelines on establishing strategic initiatives. Further effectiveness would result from a regional strategy. DHS should be asked to support this effort with funding, personnel, and information.

d. *Consider standardized vocabulary:* The group noted that varying terminology poses a challenge among organizations. For example, what many fusion centers call “requirements,” the traditional intelligence community (IC) calls “intelligence problems.” These differences hinder progress in sharing best practices in intelligence analysis, information collaboration, and training.

e. *Fund a regional study:* A study focused on regional issues (such as cross-border collection management, analysis training, terminology, forms and other standardization studies) that would lead to a regional pilot program would be helpful.

f. *Involve experts with training:* Experts can provide insights and opportunities to facilitate acquisition of national level information that is most beneficial to state and local centers.

g. *Explore common data elements:* Once data elements are established as priorities at the state and regional level, next steps would include a technology solution to ensure interoperability.

h. *Consider technology solutions for managing collection requirements:* Regional sharing of these requirements could be accomplished through secure blogs, Wiki’s, or Intellipedia solutions.

i. *Use intelligence community metadata standards:* Raw national intelligence data, much of which is moving to SIPRNET, is catalogued, searchable and retrievable by use of agreed upon metadata and XML standards.

j. *Capitalize on private sector data:* Information Sharing Analysis Centers (ISACs) provide threat, vulnerability and protection information from the private sector to the government. While this began as a national level effort, state and local centers should be involved to systematically request infrastructure protection and sector specific data.

k. *Broaden training and reporting to other state and local agencies:* Various state departments/agencies, utility companies, fire departments, and sanitation workers need to be part of this overall effort.

l. *Make appropriate technology decisions:* Member agencies need to deploy an integration technology solution.

m. *Establish a process or “data call” for collection requirements:* Establishing an effective process, (along with training on the process) will enhance regional policing efforts.

n. *Seek funding for regional analysts:* The placing of a regional analyst in each of the eight states would enhance a regional focus by each of the fusion centers.

o. *Expand DHS analytical training:* Collaborative tools are being installed and paid for by DHS. Instead of personnel monitoring multiple systems during an event or crisis, secure chat and other secure space can be easily used.

q. *Use the TIPLINE:* This is the most basic and widely accessed system.

2. Staffing and Resourcing. Participants were led by moderators Chuck Rapp and Ray Cook. The discussion centered on the session goal to share and capture information on staffing-related needs and requirements, staff funding, etc. Their observations and recommendations included:

a. *Adopt a common vocabulary:* Analysts and other fusion center personnel encounter differing terminology used to describe similar circumstances.

b. *Agree on common training requirements and job skills for fusion center analysts and other key staff:* There are only a few training courses specifically designed for law enforcement-led fusion centers.

c. *Implement integration technology solutions to ensure communications:* Fusion centers are sometimes linked to one another. Technologies that transfer and analyze data ~~must~~ provide better integration. Additionally, interoperability must include voice and data, as well as terminology.

d. *Security clearance issuance and transfers are not readily obtainable for analytical and other key fusion center staff personnel:* Fusion center staffing would benefit from facilitated clearance transfers as federal analysts retire and transition into state and local fusion center positions.

e. *Take a regional approach to fusion center staffing:* Common needs among fusion centers can be met with a regional effort. These needs include hiring and training criteria and certifications, salary surveys, DHS sponsorship of training and professional memberships, testing, applicant clearinghouses, reciprocity between fusion centers, and a best practices summary.

f. *Development of standard training curriculum:* There are emerging and recently established college and university courses for intelligence analysts, but the schools are setting the curriculum and there is no standard for the course material.

g. *Obtain guidance from DHS on funding:* Costs for fusion center personnel and training should be allowable expenditures. There is a desire for DHS to clarify its policy on use of grant funding for this purpose.

h. *Address critical issue of personnel turnover:* There is a need to establish minimum length of service contracts to recoup costs of training and obtaining clearances.

j. *Utilize existing system to access all information links and needs:* DHS has established HSDN for this purpose.

3. Potential Regional Projects/Initiatives. Participants were led by moderators Dennis Schrader and Dave Kaufman. The discussion centered on the session goal to identify quick win projects within the region in order to bring about tangible results in 2007, 2008, or 2009. Their observations and recommendations included:

a. *Integration of public health surveillance into fusion centers:* It is consistent with the all-hazards approach to better integrate these functions into existing fusion centers.

b. *Regional certification and training standardization for analysts:* Some of the barriers could be removed with the development of regional standards.

c. *COOP/COG capabilities across regional fusion centers:* Continuation of operations (COOP) and continuation of government (COG) requirements are recognized as urgent to response and mitigation practices in the event of large scale disasters. Regional standardization further augments the effectiveness of COOP/COG plans while serving to shorten the time needed to implement.

d. *Adopt operations commonality to facilitate better communications:*

e. *Leverage interoperability and other technology solutions regionally:* Approaching common needs such as communications interoperability, GIS capabilities, and analytical tool sets as a region should be cheaper, faster, and result in much better services to the member states.

f. *Take a more regional approach to planning, training and information sharing:* Major incidents in a state are usually regional in effect. Regional exercises test the ability to work together.

g. *Implementation of regional collection process planning:* This recurring theme was deemed desirable and achievable among the groups. This step would provide consistency in the process of collection of information and is expected to yield superior products.

Summary of Wrap up Session

The Workshop ended with an afternoon wrap up session where the moderators formed a panel to report on the deliberation of their sessions and make final recommendations. Each session was tasked to report on the top three recommendations. Their recommendations follow:

1. The Intelligence Cycle, moderators Rich Kelly and Bart Johnson presented the following three recommendations:

- Define the collection process and conversion to actionable intelligence
- Identify regional intelligence requirements and promote regional collaboration
- Establish shared data elements session

2. Staffing and Resourcing, reported by moderators Chuck Rapp and Ray Cook, presented the following three recommendations:

- Establish common job qualifications for law enforcement intelligence analysts (LEIA)
- Identify or create a pool of trained and qualified LEIAs
- Create single federal agency to reconcile federal security clearances to state and local partners

3. Potential Regional Projects/Initiatives, moderators Dennis Schrader and Dave Kaufman, presented the following three recommendations:

- Achieve interoperability among fusion centers to enhance operations
- Provide continuity of operations
- Establish training and certification standards for analysts

Executive Summary and Recommendations

Participants of the New Jersey Regional Fusion Center Workshop spent the day exchanging information and collaborating on common mission areas and interests. These efforts enhance the individual efforts of each member agency in furthering a common operating methodology, consistency in products, and mutual support. They agreed to continue to focus their efforts within a common regional architecture to the maximum extent possible. In so doing, the participants agreed on the following objectives:

1. Achieve interoperability among fusion centers. Interoperability encompasses operational doctrine, practice, data elements and standards, and processes. It incorporates the best practices of each member agency into a common regional communications and operational architecture. The willingness to share information drives this effort. It is an effort to achieve a common operational picture among the regional fusion centers. It is not a requirement to migrate to a single system of proprietary or stove piped practices and standards.

Action Items:

- a. Identify a suite of best practices.
- b. Craft agreement for member states to sign agreeing to adhere to best practices.
- c. Acquire DHS funding for bridging technology for the states.

2. Establish common criteria for law enforcement intelligence analysts (LEIA). The LEIA practice is unique and still evolving. However, the needs and experiences among the fusion centers is largely the same. Agreement on defining the roles, capabilities, and training requirements of LEIA personnel can lead to certification and training support by the DHS, as well as creating a pool of qualified applicants.

Action Items:

- a. Compile criteria from each state for LEIAs.
- b. Acquire DHS assistance in designing model criteria, and supporting common criteria with funding and training.
- c. States sign MOU agreeing to common criteria.

3. Identify regional intelligence requirements and promote regional collaboration. Participants agreed that regional situation awareness was facilitated with common practices, specifically in the information and intelligence management. It was agreed that coming to operational consensus in the definition of the collection process and conversion to actionable intelligence would result in a better product.

Action Items:

- a. Compile intelligence requirements from each state.
- b. Create a regional model set of requirements.
- c. States sign MOU establishing common intelligence requirements and agreeing to regional collaboration.
- d. Conduct training and exercises to practice collaboration with common requirements.

- e. Conduct a regional baseline state fusion center study.

4. Reconcile federal security clearances for state and local personnel. State and local fusion center personnel must work with the broadest cross section of military and federal intelligence community entities to perform their mission. A one-stop-shop concept for security clearances would save much effort by federal entities and provide a superior service to their state and local counterparts.

Action Item:

- a. States co-sign a letter to the Director of National Intelligence (DNI) outlining the problem and their recommendation.

5. Develop regional continuity of operations capability. Emergencies in the northeast region of the United States typically affect more than one state; therefore, responses often become regional efforts as a result. The ability of fusion centers in the northeast region to backup their neighbors will be facilitated by implementing the foregoing objectives.

Action Items:

- a. Establish model minimum criteria for back-up operations of fusion centers.
- b. Establish baseline emergency operations level for states to adopt.
- c. States sign MOU agreeing to provide identified space and other support for at least one additional state.

6. Continue the Ongoing Collaboration/Planning Process. In order to effect real change, this ongoing planning and discussion will become a sustainable process going forward. By leveraging the existing efforts within the region and conducting ongoing discussions among the stakeholders, further trust will develop that will expedite information sharing and create a network of partners in this effort.

Action Items:

- a. Conduct an annual Fusion Center regional planning meeting (at the regional All Hazards Forum) to bring together senior state and federal government officials in a collaborative planning effort.
- b. Leverage existing organizations and efforts within the region.
- c. Produce a regional strategic plan with deliverables.
- d. Identify information or data sources that can be shared among the stakeholders.
- e. Conduct an annual regional fusion center workshop.

Looking Ahead

The issues listed above represent a consensus agreement within the region from the states who participated in this regional workshop. Going forward, the Consortium states look to leverage all related efforts within the region/country. Partnering with the federal government, the states within the Consortium will identify and seek the resources needed to continue the ongoing regional collaboration efforts in order to bring about short and long-term results in the areas of planning, information sharing, best practice development, governance, technology, standards, training, policy and funding.

About the All Hazards Consortium (AHC)

The AHC is a 501c3 organization governed by public/private sector members focused on regional state government homeland security and emergency management collaboration within the Mid-Atlantic Region. It was formed in 2003 by the states of Virginia, Maryland and the District of Columbia, the AHC was formed to provide a framework to engage business, higher education R&D, and state and local government to share problems and solutions. Membership has grown to include the member states of NC, VA, WV, DC, MD, DE, PA, NJ and NY. Today the AHC serves as a means for member states to focus on solving problems at a regional level, building on trust relationships and common need.

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Special thanks to those who participated in the February 7, 2007 Workshop Session:

- Rich Kelly, Director, Regional Operations Intelligence Center, New Jersey State Police
- Bart Johnson, Lieutenant Colonel, New York State Police
- John Contestabile, Director, Office of Engineering, Procurement, and Emergency Services, MD DOT
- Colonel Rick Fuentes, Superintendent, New Jersey State Police
- Dick Canas, Director, NJ Office of Homeland Security and Preparedness
- Barbara Childs Pair, Former Director, DC Emergency Management Agency
- Bob Crouch, Assistant to the Governor for Commonwealth Preparedness, VA Homeland Security
- Tom Moran, Executive Liaison, All Hazards Consortium
- General David Sheppard, Director, NY Office Homeland Security
- Ed Smith, Director, Delaware Department of Safety and Homeland Security (Homeland Security Advisor)
- Andy Lauand, Director, Maryland Homeland Security
- Christy Morris, Deputy Secretary, West Virginia Department of Military Affairs and Public Safety
- Jim Powers, Director, PA Homeland Security Captain Steve Sund, Office of Homeland Security and Counter-Terrorism, Metropolitan Police Department
- Lieutenant Steve Lambert, Virginia State Police Bureau of Criminal Investigation, Criminal Intelligence Division
- Lieutenant Tim Hulings, Delaware Information Analysis Center
- Captain Charles Rapp, Director, Maryland Coordination and Analysis Center
- Sergeant Raymond Cook, Deputy Director, PA State Police
- Dennis Schrader, Former Director, Maryland Homeland Security
- Dave Kaufman, Deputy Director Preparedness Program, DHS
- Tom Lockwood, Former Director, DHS National Capital Region
- Pat Wheeler, SMART and Associates (AHC Program Management Office)