MEMORANDUM FOR: All State Administrative Agency Heads
All State Administrative Agency Points of Contact
All Core City/Core County Points of Contact
All State Homeland Security Advisors
All State Emergency Management Agency Directors

FROM: Corey Gruber   12/15/06
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Office of Grants and Training
U.S. Department of Homeland Security

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Assistant Secretary
Office of Intelligence and Analysis
U.S. Department of Homeland Security

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Director
Bureau of Justice Assistance
U.S. Department of Justice

SUBJECT: Fusion Process Technical Assistance Services

The establishment of a network of fusion centers to facilitate effective nationwide information sharing is a top priority that requires close collaboration among local, State, and Federal partners. To address this priority, the Department of Homeland Security (DHS)'s Office of Grants and Training (G&T) and the Department of Justice (DOJ)'s Bureau of Justice Assistance have partnered to develop a series of technical assistance services to facilitate the development of a national fusion center capability. These services have been developed in support of the DHS Office of Intelligence and Analysis (I&A) and in coordination with the Office of the Director of National Intelligence (ODNI), the Federal Bureau of Investigation (FBI), and experts from the State and local community to include the Global Justice Information Sharing Initiative (Global), the Global Intelligence Working Group (GIWG), and the Criminal Intelligence Coordinating Council (CICC). The Fusion Process Technical Assistance services also support the implementation of the Global *Fusion Center Guidelines* and the ODNI *Information Sharing Environment (ISE) Implementation Plan*. The attached overview document provides detailed descriptions of the following available services:

Fusion Center Services

- *Fusion Process Orientation*: Provides an overview of the fusion process and facilitates the development of a strategic fusion process/center development plan.

- ***Fusion Center Governance Structure and Authority***: Assists in the development of a comprehensive governance structure to include legal foundation and steering/subcommittee structure.
- ***Fusion Center Concept of Operations (CONOPS) Development***: Organizes the development of the core document used to synchronize current operations and plan future operations.
- ***Fusion Center Privacy Policy Development***: Enables the development of an effective privacy policy to ensure that constitutional rights, civil liberties, and civil rights are protected while allowing the fusion center to achieve its mission objectives.
- ***28 CFR Part 23:*** Assists law enforcement agencies in the operation of criminal intelligence systems that comply with the 28 Code of Federal Regulations Part 23 (28 CFR Part 23) guideline.
- ***Fusion Center Administration and Management***: Supports the design of a strategic framework to structure the management of personnel and organize assets provided by participating entities.
- ***Fusion Liaison Officer Program Development***: Institutionalizes multidisciplinary fusion center participation via the replication of the Fusion Liaison Officer Program.

Information Sharing and Intelligence Services
- ***State and Local Anti-Terrorism Training:*** Provides specialized awareness orientation regarding terrorism interdiction, investigation, and prevention for law enforcement executives, command personnel, intelligence officers, investigators, analytical personnel, training directors, and prosecutors.
- ***Criminal Intelligence for the Chief Executive:*** Provides an overview regarding the importance of and responsibilities associated with developing intelligence capabilities within law enforcement agencies.
- ***National Information Exchange Model (NIEM):*** Provides information regarding the development and implementation of NIEM.
- ***Global Justice XML Data Model (GJXDM):*** Provides information and resources regarding the development and implementation of GJXDM.

Additional services are currently being developed and will be made available as soon as possible. All of the above services are available at no cost to requesting jurisdictions. If you are interested in receiving any of these services, please submit a *Technical Assistance Request Form* (located on page 15 of the attached overview document) to your G&T Preparedness Officer. Additionally, I&A analysts and liaison officers are currently being deployed to established State and local fusion centers across the nation. These I&A personnel are available, as appropriate, to answer questions and provide information to facilitate the request and delivery processes of available technical assistance services. If you require additional information regarding any of the above services, please contact Dave Brannegan at dave.brannegan@dhs.gov and Patrick McCreary at james.p.mccreary@usdoj.gov.

Fusion Process
Technical Assistance Services

Effective prevention efforts depend on the ability of all levels and sectors of government, as well as private industry, to collect, analyze, disseminate, and use homeland security- and crime-related information and intelligence. Accordingly, the establishment of a network of fusion centers to facilitate effective nationwide information sharing is a top priority. To assist in the development of this capability, the U.S. Department of Homeland Security (DHS) and the U.S. Department of Justice (DOJ) have partnered to offer a series of fusion center technical assistance services. These services have been developed based on the input and guidance of the Global Justice Information Sharing Initiative (Global), the Global Intelligence Working Group, and the Criminal Intelligence Coordinating Council and will be delivered by a group of subject-matter experts with experience in the development and operation of fusion centers. The following services support the implementation of the Global *Fusion Center Guidelines* and the ODNI *Information Sharing Environment (ISE) Implementation Plan* to facilitate the nationwide development and/or enhancement of the fusion process:

Fusion Center Services

 ❖ *Fusion Process Orientation*: Provides an overview of the fusion process and facilitates the development of a strategic fusion process/center development plan.
 ❖ *Fusion Center Governance Structure and Authority*: Assists in the development of a comprehensive governance structure to include legal foundation and steering/subcommittee structure.
 ❖ *Fusion Center Concept of Operations (CONOPS) Development*: Organizes the development of the core document used to synchronize current operations and plan future operations.
 ❖ *Fusion Center Privacy Policy Development*: Enables the development of an effective privacy policy to ensure that constitutional rights, civil liberties, and civil rights are protected while allowing the fusion center to achieve its mission objectives.
 ❖ *28 CFR Part 23:* Assists law enforcement agencies in the operation of criminal intelligence systems that comply with the 28 Code of Federal Regulations Part 23 (28 CFR Part 23) guideline.

❖ *Fusion Center Administration and Management*: Supports the design of a strategic framework to structure the management of personnel and organize assets provided by participating entities.

❖ *Fusion Liaison Officer Program Development*: Institutionalizes multidisciplinary fusion center participation via the replication of the Fusion Liaison Officer Program.

Information Sharing and Intelligence Services

❖ *State and Local Anti-Terrorism Training:* Provides specialized awareness orientation regarding terrorism interdiction, investigation, and prevention for law enforcement executives, command personnel, intelligence officers, investigators, analytical personnel, training directors, and prosecutors.

❖ *Criminal Intelligence for the Chief Executive:* Provides an overview regarding the importance of and responsibilities associated with developing intelligence capabilities within law enforcement agencies.

❖ *National Information Exchange Model (NIEM):* Provides information regarding the development and implementation of NIEM.

❖ *Global Justice XML Data Model (GJXDM):* Provides information and resources regarding the development and implementation of GJXDM.

Fusion Process Orientation—

The *Fusion Process Orientation* is a comprehensive, on-site strategic planning session that provides jurisdictions with an overview of the fusion process and facilitates the development of a fusion process/center implementation plan. This service seeks to achieve the following objectives:

- Conduct a collaborative review of the current fusion environment within the jurisdiction.
- Familiarize participants with the fusion process and its components.
- Discuss approaches to establishing or enhancing the fusion process/center within the jurisdiction.
- Collaboratively develop a detailed, actionable strategic plan for establishing or enhancing the fusion process/center based on the prioritized goals of the individual jurisdiction.

Technical Assistance Service Module

The technical assistance service module is designed as a two-day orientation session for fusion center leaders and all agencies involved in the fusion center operation. Each technical assistance service module will be tailored to the individual needs of the requesting jurisdiction.

> *Day 1*: An orientation program for fusion center leaders and operational agencies that explains the mission of the fusion center and begins the process of organizing components into an implementation team responsible for the establishment or enhancement of the fusion process/center.

> *Day 2*: Working session for the operational agencies identified as members of the implementation team. During the session, participants will begin the development of a detailed strategic plan to establish or enhance the fusion process/center.

Target Audience

This technical assistance service is designed to assist States and urban areas in the early stages of fusion center development.

Associated Global *Fusion Center Guidelines*

All

Fusion Center Governance Structure and Authority—

The establishment of a fusion center governance structure creates a formal framework that supports the ability of the center to function and operate, assign tasks, allocate and manage resources, and develop and implement policy. Governance creates a centralized body to review and address issues affecting operations. The *Fusion Center Governance Structure and Authority* technical assistance service collaboratively facilitates the strategic planning for and development of a comprehensive fusion center governance structure, to include legal foundation (statutory authority, executive order, charter/bylaws, and formal partnership agreements) and executive steering committee/subcommittee structure and authorities.

Technical Assistance Service Module

This technical assistance service module is designed to provide flexible assistance using a one-day, on-site working session with follow-up consultation provided as needed. Requesting jurisdictions can expect to receive the following from this service:

- Best practice information and examples regarding successful governance efforts from established fusion centers.
- Guidance concerning successful approaches for acquiring legal authority (e.g., legislation or executive orders).
- Assistance in the creation of necessary documents such as charters and bylaws.
- Guidance on the formation of a Governance Board, executive steering committee, subcommittees, working groups, and advisory committees.
- Assistance in policies and procedures development for the Governance Board administrative functions.
- Guidance on effective tools and techniques for strategic planning of fusion center operations and future enhancements.

Target Audience

This service is designed to assist States and urban areas in the early stages of fusion center development, as well as more mature centers seeking to refine governance processes.

Associated Global *Fusion Center Guidelines*

3. Create a representative governance structure that includes law enforcement, public safety, and the private sector.
5. Utilize Memoranda of Understanding (MOUs), Non-Disclosure Agreements (NDAs), or other types of agency agreements, as appropriate.

Fusion Center Concept of Operations (CONOPS) Development—

A CONOPS is the core document that synchronizes every facet of the fusion center. An effective CONOPS enables a fusion center to coordinate current operations while planning for the success of future operations. To assist with the development of a CONOPS, DHS and DOJ are providing technical assistance for *Fusion Center CONOPS Development.* This service provides subject-matter expertise, templates, and samples to guide and facilitate the development of a viable strategic CONOPS. This technical assistance service can be used to facilitate the development of a full CONOPS, or it can be tailored as necessary to target the development and/or review of specific portions of an existing CONOPS.

Technical Assistance Service Module

This technical assistance service module is designed to provide flexible assistance using a phased implementation approach. Based on the following framework, each delivery is tailored for the individual needs of the requesting jurisdiction:

> *Facilitated Planning*: On-site support to assist the jurisdiction in rigorously outlining the content of their CONOPS.

> *Independent Drafting*: Based on the outline developed during the facilitated planning session, jurisdictions will be provided with a resource package consisting of best practices, lessons learned, templates, and samples to assist in the CONOPS drafting process.

> *Expert Review*: Upon completion of each section or sections of the CONOPS, jurisdictions are encouraged to submit electronic copies to the technical assistance delivery team for review. This team of subject-matter experts will provide timely comments and edits for consideration.

This process will be replicated until each section of the CONOPS is finalized. Each working session will entail a one- to two-day site visit with an anticipated two to three weeks of off-site follow-up document review assistance.

Target Audience

This service is designed to assist States and urban areas in the early stages of fusion center development, as well as more mature centers seeking to enhance an existing CONOPS.

Associated Global *Fusion Center Guidelines*

2. Collaboratively develop and embrace a mission statement, and identify goals for the fusion center.
15. Develop, publish, and adhere to a policies and procedures manual.
17. Establish and maintain the center based on funding availability and sustainability.

Fusion Center Privacy Policy Development—

The *Fusion Center Privacy Policy Development* technical assistance service facilitates the development of a comprehensive policy that seeks to safeguard both privacy and civil liberties. This service leverages the *Privacy Policy Development Guide and Implementation Templates* developed through a collaborative effort of DOJ's Global Privacy and Information Quality Working Group (GPIQWG). This guide is a practical, hands-on resource that provides fusion center practitioners with guidance for developing a privacy policy. It assists agencies in articulating privacy obligations in a manner that protects the fusion center, the individual, and the public, while making it easier to share critical information.

Technical Assistance Service Module

This technical assistance service module is designed to provide guidance and support as fusion centers develop their privacy policies. All jurisdictions are encouraged to utilize the *Privacy Policy Development Guide and Implementation Templates* which can be accessed at: http://it.ojp.gov/privacy206/. In addition, supplementary, on-site support is available through a one-day working session. This session will:

- Provide a detailed overview of the *Privacy Policy Development Guide and Implementation Templates*.
- Share best practices and lessons learned from established fusion centers with robust privacy policies.
- Address major obstacles in the development of a coherent privacy policy.

Target Audience

This service is designed to assist States and urban areas in the early stages of fusion center development, as well as more mature centers seeking to refine governance processes.

Associated Global *Fusion Center Guidelines*

8. Develop, publish, and adhere to a privacy and civil liberties policy.

28 CFR Part 23 Technical Assistance—

This service assists agencies in the operation of Federally funded, multi-jurisdictional criminal intelligence systems that comply with the requirements of 28 Code of Federal Regulations Part 23 (28 CFR Part 23). Topics covered during this session include:

- Overview of the regulation.
- Storage of information in a database.
- Security issues.
- Review-and-purge process.
- Compliance issues.
- Inquiry and dissemination issues.
- Detailed question-and-answer period.

Technical Assistance Service Module
This service is designed to provide flexible support using several formats:

- On-site review of the criminal intelligence system
- Review of related operating policies and procedures
- Recommendations or suggestions for system modifications based on comprehensive review
- Delivery of specialized problem resolution

Target Audience
28 CFR Part 23 standards apply to all multi-jurisdictional criminal intelligence systems operating under Title I of the Omnibus Crime Control and Safe Streets Act of 1968, as amended. This includes any Office of Justice Programs (OJP) and Bureau of Justice Assistance (BJA) programs such as the Byrne Formula or Discretionary Grants Programs, the Local Law Enforcement Block Grant (LLEBG) Program, and Community Oriented Policing Services (COPS) grants. High Intensity Drug Trafficking Areas (HIDTA) projects have adopted, as a matter of policy, the operating standards of 28 CFR Part 23.

Associated Global *Fusion Center Guidelines*
5. Utilize Memoranda of Understanding (MOUs), Non-Disclosure Agreements (NDAs), or other types of agency agreements, as appropriate.
15. Develop, publish, and adhere to a policies and procedures manual.

Fusion Center Administration/Management—

The *Fusion Center Administration/Management* technical assistance service facilitates the design of a scalable fusion center administrative/management framework. This framework will structure the management of personnel and organize assets provided by participating and supporting organizations and agencies. It will allow the fusion center to maximize and sustain the effectiveness of its operations.

Technical Assistance Service Module
This technical assistance service module is designed to provide flexible support using a one-day, on-site working session that consists of the following modules:

- Personnel:
    - Recruitment and retention
    - Background checks, clearances
    - Liaison personnel
    - Required training on center plans and processes
    - Professional development (e.g., analyst training)
- Equipment
    - Shredders and safes
    - Furniture and supplies
- Facilities
    - Location
    - Physical infrastructure
    - Physical security

Target Audience
This service is designed to assist States and urban areas in the early stages of fusion center development, as well as more mature centers seeking to refine governance processes.

Associated Global *Fusion Center Guidelines*
4. Create a collaborative environment for the sharing of intelligence and information among local, State, tribal, and Federal law enforcement agencies, public safety agencies, and the private sector.
9. Ensure appropriate security measures are in place for the facility, data, and personnel.
10. Integrate technology, systems, and people.
11. Achieve a diversified representation of personnel based on the needs and functions of the center.
12. Ensure personnel are properly trained.
13. Provide a multitiered awareness and educational program to implement the intelligence-led policing and the development and sharing of information.

Fusion Liaison Officer Program Development—

The *Fusion Liaison Officer Program Development* technical assistance service facilitates the development and coordination of a network of Fusion Liaison Officers. These officers are members of local/regional law enforcement, fire service, public health, and other agencies, such as public works, corrections, and emergency management. The network of Fusion Liaison Officers ensures that vital disciplines participate in the fusion process and serve as the conduit through which homeland security-related information flows to the fusion center for assessment and analysis. The network also serves as the vehicle to carry actionable intelligence from the national level and the regional fusion center to field personnel. Fusion Liaison Officers also coordinate with private sector, critical infrastructure, and industry partners, such as electric companies, oil refineries, banks, and entertainment facilities.

Technical Assistance Service Module

This technical assistance service module is designed to bring together fusion center management and identified multidisciplinary participants from local/regional agencies involved in information sharing and collection operations for a one-day working session. The working session will guide the development of a Fusion Liaison Officers program plan that ensures successful program implementation by providing a framework to:

- Identify appropriate multidisciplinary participants to increase the flow of homeland security-related information both to and from the fusion center.
- Identify necessary awareness-level and fusion center process/protocol training.
- Shape program design to meet identified fusion center needs.
- Ensure that the program seamlessly integrates into existing information sharing and reporting processes.

Additional follow-up consultation can be provided to the jurisdiction as needed.

Target Audience

This service is designed to assist State and urban area fusion centers in the early stages of development, as well as more mature centers.

Associated Global *Fusion Center Guidelines*

4. Create a collaborative environment for the sharing of intelligence and information among local, State, tribal, and Federal law enforcement agencies, public safety agencies, and the private sector.
11. Achieve a diversified representation of personnel based on the needs and functions of the center.

State and Local Anti–Terrorism Training—

The *State and Local Anti-Terrorism Training* (SLATT) program's primary objective is the delivery of specialized terrorism/extremism orientation, interdiction, investigation, and prevention training to law enforcement executives, command personnel, intelligence officers, investigators, analytical personnel, training directors, and prosecutors. Each course is specifically designed to meet the needs of the target audience, from the street-level officer to the executive.

Service Module
This service module is designed to provide flexible support using several formats:

- **Investigative/Intelligence Workshop:** A four-day course for law enforcement investigators, intelligence officers, and analytical personnel that includes topics inherent in the investigation and prosecution of terrorism and criminal extremism.
- **Advanced Investigator's Series:** A one- to two-day workshop that provides instruction concentrated on a specific topic related to the investigation and prosecution of terrorists and criminal extremists. Topics may include, but are not limited to, intelligence, investigative techniques, and countersurveillance.
- **Specialized Training Event:** A workshop designed to provide an effective, flexible response to law enforcement training needs. Workshop length (four hours to two days) and topics are tailored to the specific needs of the requesting agency.
- **Task Force Anti-Terrorism Briefing:** A one-day briefing designed for multijurisdictional task force personnel, combining terrorism awareness and investigative training with the expertise, experience, and contacts of task forces.
- **Tribal Lands Anti-Terrorism Briefing:** A briefing that specifically addresses anti-terrorism training needs and issues critical to Indian Country. Briefings are tailored to meet the needs of specific tribal areas and cover topics such as intelligence, indicators and warning signs, and legal issues.
- **Train-the-Trainer Workshop:** A two-day course designed for qualified law enforcement trainers, intended to assist agencies in developing in-house anti-terrorism training capabilities by providing quality instruction and a take-home instructor guide to be used for further training.

Target Audience
This service is designed to assist local, State, and tribal law enforcement and prosecution authorities.

Associated Global *Fusion Center Guidelines*
12. Ensure personnel are properly trained.
13. Provide a multitiered awareness and educational program to implement the intelligence-led policing and the development and sharing of information.

Criminal Intelligence for the Chief Executive—

The briefing provides an overview of the importance and responsibility of developing an intelligence capability in a law enforcement agency. The session offers a perspective of the reemphasized movement towards intelligence-led policing. Additionally, the briefing provides an overview of the *National Criminal Intelligence Sharing Plan* (NCISP) and other intelligence-related issues, including policies, laws, statutes, and rules impacting the intelligence function; resources and tools to assist in preventing and/or responding to legal, privacy, and ethical issues; and intelligence systems and resources available. A resource CD and multiple publications and informational literature are also distributed to the session participants for use within their agency.

Service Module

This service module is a one-day briefing. The topics include the following:

- Overview of the *National Criminal Intelligence Sharing Plan*
- Review of the criminal intelligence process and function
- Policy and resource implications
- Intelligence-led policing
- Legal and liability issues
- Overview of 28 CFR Part 23
- Privacy and ethical issues
- Intelligence sharing networks/systems

Target Audience

This service is designed to assist local, State, and tribal law enforcement and prosecution authorities.

Associated Global *Fusion Center Guidelines*

1. Adhere to the tenets contained in the *NCISP* and other sector-specific information sharing plans, and perform all steps of the intelligence and fusion processes.
6. Leverage the databases, systems, and networks available via participating entities to maximize information sharing.
8. Develop, publish, and adhere to a privacy and civil liberties policy.

National Information Exchange Model (NIEM) Training—

NIEM is designed to develop, disseminate, and support enterprise-wide information exchange standards and processes that can enable jurisdictions to effectively share critical information in emergency situations, as well as support the day-to-day operations of agencies throughout the nation. NIEM enables information sharing, focusing on information exchanged among organizations as part of their current or intended business practices. The NIEM exchange development methodology results in a common semantic understanding among participating organizations and data formatted in a semantically consistent manner. NIEM will standardize content (actual data exchange standards), provide tools, and manage processes.

Service Module
This service module is offered in two formats—Executive Briefing and Practical Implementer's Course.

- **Executive Briefing:** This briefing provides information regarding the key and foundational concepts regarding the use of NIEM. This briefing provides the basic definitions and information needed to enable effective decision making for building applications using NIEM.
- **Practical Implementer's Course:** This course provides practical implementation strategies for data exchanges and methodologies for using NIEM.

Target Audience
- The Executive Briefing is designed for executives, managers, information technologists, and policymakers.
- The Practical Implementer's Course is designed for implementers, developers, and practitioners in the field. Prior XML experience is recommended.

Associated Global *Fusion Center Guidelines*
6. Leverage the databases, systems, and networks available via participating entities to maximize information sharing.
7. Create an environment in which participants seamlessly communicate by leveraging existing systems and those currently under development, and allow for future connectivity to other local, State, tribal, and Federal systems.

Global Justice XML Data Model (GJXDM)—

GJXDM is an XML standard designed specifically for criminal justice information exchanges providing law enforcement, public safety agencies, prosecutors, public defenders, and the judicial branch with a tool to effectively share data and information in a timely manner. GJXDM removes the burden from agencies to independently create exchange standards, and because of its extensibility, there is more flexibility to deal with unique agency requirements and changes.

Service Module

This service module is offered in two formats—Executive Briefing and Practical Implementer's Course:

- **Executive Briefing:** This briefing provides information regarding the key and foundational concepts regarding the use of GJXDM. This briefing provides the basic definitions and information needed to enable effective decision making for building applications using GJXDM.
- **Practical Implementer's Course:** This course provides practical implementation strategies for data exchanges and methodologies for using GJXDM.

Target Audience

- The Executive Briefing is designed for executives, managers, information technologists, and policymakers.
- The Practical Implementer's Course is designed for implementers, developers, and practitioners in the field. Prior XML experience is recommended.

Associated Global *Fusion Center Guidelines*

6. Leverage the databases, systems, and networks available via participating entities to maximize information sharing.
7. Create an environment in which participants seamlessly communicate by leveraging existing systems and those currently under development, and allow for future connectivity to other local, State, tribal, and Federal systems.

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For More Information

To register for any of these services, please submit a *Technical Assistance Request Form* to your G&T Preparedness Officer.

If you require additional information regarding any of the above services or assistance with the request process, please contact Dave Brannegan at (dave.brannegan@dhs.gov) and Patrick McCreary at (james.p.mccreary@usdoj.gov).

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TECHNICAL ASSISTANCE (TA) REQUEST FORM

TA Requestor: _____ **Date:** _____
<div align="center">(State or local jurisdiction requesting TA)</div>

Please describe the nature and extent of the issue or problem you are experiencing:
_____
_____
_____
_____

TA Service Requested:

Jurisdiction Level to Receive TA: □ State   □ Local   □ Both   □ Regional

Additional Information: _____

Request is consistent with the technical assistance goals, projected needs, and priorities addressed in the Statewide strategy.

□ Yes. If "yes," please list the strategy goal/objective: _____
□ No. If "no," please attach an explanation or strategy update justifying this need for technical
        assistance or redefining goals, objectives, and priorities.

Desired Delivery Dates/Timeline:_____

Anticipated Number of TA Participants: _____

Additional Information on Specific Needs: _____
_____
_____
_____
_____

TA Requestor Point of Contact Information:
    Name: _____
    Title: _____
    Phone Number: _____
    E-mail Address: _____

_____   _____
SAA or UAWG Authorized Signature   **G&T Preparedness Officer Signature**

_____   _____
          Date   **Date**