

**Homeland Security:
Information Collection and Intelligence Sharing
In the Commonwealth of Massachusetts**

Prepared by

Massachusetts Law Enforcement
Technology and Training Support Center

Center for Technology Commercialization, Inc.
Public Safety Technology Center
1400 Computer Drive
Westborough, MA 01581

September 22, 2005

*The following report was presented to the
International Association of Chiefs of Police – Homeland Security Committee at
their 112th Annual Conference held in Miami Florida, September 24-28, 2005*

**Massachusetts Law Enforcement Technology & Training Support
Center**

(A unit of the Center for Technology Commercialization)

**1400 Computer Drive, Ste 101
Westborough, Massachusetts 01581-1760
Tel: 800.328.8801
Fax: 508.366.0101
www.ctc.org**

There is strong agreement among public safety professionals that securing the homeland begins at the local level and that “first responders” must see themselves in the more pro-active role of “first preventers” – MALETTSC

Executive Summary

In December, 2004, Congress provided FY05 funding to the Office of Community Oriented Policing Services, Technology Program for the creation of a Massachusetts Law Enforcement Technology & Training Support Center (MALETTSC). The Center was established with the overriding goals of enhancing Massachusetts' law enforcement capabilities to more effectively protect the community through improved crime prevention and community problem solving strategies, and integrating the homeland security mission into the community policing philosophy.

In working toward the achievement of these goals, MALETTSC developed a partnership with the Massachusetts Executive Office of Public Safety (EOPS) to vet the draft Information Collection Plan for the Commonwealth Fusion Center. MALETTSC agreed to conduct further formalized research, including two separate focus groups consisting of management and line level personnel from police and fire departments, representing the five Homeland Security zones within the Commonwealth. The primary purpose of these sessions was to bring representatives of both groups together to discuss the specific types of information each discipline brings to the table and the most effective methods of collecting, analyzing and sharing this information through the Commonwealth Fusion Center.

The following priorities emerged as critical for improving the Homeland Security information collection and intelligence sharing process:

- Training
- Approachability
- Promotion and Outreach
- Communication and Follow-up
- The Role of Fire Services in the Fusion Center
- Leverage Existing Data Sources and Simplify Transmission
- Edits to the Data Collection Document

First responders need to know how to cultivate information: what information to look for, how to collect it, and where to send it. Multi-disciplinary awareness training must be embraced by management, to effectively protect our homeland.

The cultivation of community information depends heavily upon the approachability of the first responder. The approachability of fire services is inherent due to the nature of their daily operation; the community perceives them in a very positive light, and often provides information, or seeks their assistance, naturally. These opportunities for information exchange must be recognized by fire services as an important component of information collection, to further the homeland security mission.

Law enforcement's success in crime prevention may be attributed, in many instances, to its application of community policing; a fundamental tenet of which is approachability. These successes, with expanded application to all first responder disciplines, are fertile ground for cultivating community sources of information in the fight against terrorism.

TABLE OF CONTENTS

Executive SummaryPage 3

Acknowledgements.....5

Background.....8

Introduction8

Methodology..... 9

Focus Group Findings10
 Conclusions & Recommendations

Priorities & Recommendations31

Evaluation Summary 34

Attachment 1: Focus Group Agenda.....38

Attachment 2: Program Evaluations39

Acknowledgements

The Center for Technology Commercialization and its Massachusetts Law Enforcement Technology and Training Support Center would like to thank Secretary Edward Flynn of the Massachusetts Executive Office of Public Safety, representatives of the Commonwealth Fusion Center and the public safety professionals from each of our Homeland Security Planning Regions who contributed their time, energy and insight to this report.

Name
Department
Region

David Armstrong
Holden Police Department
Central Region

Gerard Dio, Chief
Worcester Fire Department
Central Region

Timothy Ryan, Chief
Millville Police Department
Central Region

David McGrath
Worcester Fire Department
Central Region

Michael Nigro
Everett Fire Department
Metro Region

Daniel O'Leary, Chief
Brookline Police Department
Metro Region

Gerald Reardon, Chief
Cambridge Fire Department
Metro Region

Steve Williams
Cambridge Police Department
Metro Region

Name
Department
Region

Robert Crosby, Chief
Barnstable Fire Department
Southeast Region

Mary Lyons, Chief
Mattapoisett Police Department
Southeast Region

Dean Melanson
Hyannis Fire Department
Southeast Region

Walter Sweeney
Hanover Police Department
Southeast Region

Raymond Godin, Chief
Turners Falls Fire Department
Western Region

Allen Stratton, Chief
Wilbraham Police Department
Western Region

Philip Tarpey
Springfield Police Department
Western Region

Lawrence Tebo
Amherst Fire Department
Western Region

Edward Davis, Chief
Lowell Police Department
Northeast Region

Robert Smith
Massachusetts State Police
Commonwealth Fusion Center

William Dolan, Chief
North Andover Fire Department
Northeast Region

Dave Lambert
Massachusetts State Police
Commonwealth Fusion Center

Michael Munger
Watertown Police Department
Northeast Region

Matthew Murphy
Massachusetts State Police
Commonwealth Fusion Center

Leo Sacco, Jr, Chief
Medford Police Department
Northeast Region

William Deyermond
New England State Police Identification
Network (NESPIN)

William Sweeney
Woburn Fire Department
Northeast Region

Peter Carnes, Chief
Yarmouth Police Department
Southeast Region

Donald Kennedy
New England State Police Identification
Network (NESPIN)

Background

In December, 2004, Congress provided FY05 funding to the Office of Community Oriented Policing Services, Technology Program for the creation of a Massachusetts Law Enforcement Technology & Training Support Center (MALETTSC) to be managed by the Center for Technology Commercialization, Public Safety Technology Center (PSTC).

The Massachusetts Law Enforcement Technology and Training Support Center was established with the overriding goals of enhancing the capabilities of Massachusetts law enforcement to more effectively protect the community through improved crime prevention and community problem solving strategies, and integrating the Homeland Security mission into the community policing philosophy. In conjunction with these goals, the center provides:

- Massachusetts Law Enforcement with a hands-on introduction to new technologies;
- Assistance with procurement of technology and equipment, and collaboration with federal agencies to create local test beds for new technologies;
- Assimilation of new crime prevention and problem solving processes from the Department of Defense (DOD) and the Department of Homeland Security (DHS) into the community policing mission through training.

In working toward the achievement of these goals, MALETTSC has been active in its outreach to public safety leaders, representatives and practitioners in researching the technology and training needs of the public safety community, and soliciting their ideas on the development of strategies to effectively integrate the homeland security mission into a community-based strategy.

In furtherance of our stated goals, representatives of MALETTSC had discussions with the Massachusetts Executive Office of Public Safety (EOPS) and the Commonwealth Fusion Center, and offered to assist in the development of the Commonwealth Fusion Center Information Collection Plan as part of its continuing efforts.

In partnership with the EOPS, MALETTSC agreed to fund a project to conduct further formalized research involving representatives from the police and fire communities. Previous discussions with representatives of the first responder community identified a largely untapped source of community information available through the fire services community. Fire service personnel are exposed to information critical to the potential prevention of terrorist activity through their specialized training in hazardous materials and devices, their unique responsibilities related to prevention and code enforcement, and ancillary responsibility of providing emergency medical services in some communities.

Accordingly, MALETTSC proposed to conduct two separate focus groups consisting of management and line level personnel from police and fire departments, representing the five homeland security regions within the Commonwealth. The primary purpose of these sessions was to bring representatives of both groups together to discuss the specific types of information each discipline brings to the table and the most effective methods of collecting, analyzing and sharing this information through the Commonwealth Fusion Center. Additionally, the sessions were designed to identify the training and technology needed to support the process.

A series of questions was developed with the goal of generating conversation to:

- Examine and discuss the information collection and intelligence sharing process within the Commonwealth;
- Examine and discuss the roles of the divergent disciplines within the first responder community in the information collection process;
- Review and provide information towards the development of the Commonwealth Fusion Center Information Collection Plan.

At the suggestion of EOPS, MALETTSC contacted the chairperson of each of the five Commonwealth Homeland Security Region Committees and asked them to identify a representative Fire and Police Chief to attend the first session.

On September 1st, the identified Fire and Police Chiefs assembled at the Center for Technology Commercialization in Westborough, Massachusetts. On September 8th, a second group of similarly representative supervisory and line level personnel assembled at CTC. The participants

in the program provided a broad breadth of expertise, and represented each homeland security region within the Commonwealth.

Introduction

Welcome and introductory remarks were provided to the first focus group of Fire and Police Chiefs by Executive Office of Public Safety Undersecretary Mr. Robert Haas and Mr. Thomas Kennedy, CEO of the CTC organization.

Undersecretary Haas stressed the importance of gathering input from first responders in the development of the Commonwealth's Fusion Center. The success of the Fusion Center hinges upon its ability to build trusted partnerships within the public safety community, and to create a system which incorporates a comprehensive approach to the collection and analysis of information, while ensuring its integrity.

Major Robert Smith and Sergeant David Lambert of the Commonwealth Fusion Center provided an overview of the Commonwealth Fusion Center and its relationship to the first responder community within the Commonwealth.

The goal of the Fusion Center is to be a one-stop shopping center for information collection and intelligence sharing within the state.

The Fusion Center envisions its most productive structure as a system of cooperative effort in community information collection among the first responder community and beyond. The Fusion Center is preparing to intake significant amounts of information, and analyze the information into actionable intelligence. It will then respond appropriately when the analysis indicates that action by local authorities may be of value in preventing incidents of terrorism or criminal activity. It is recognized that the success of this process is conditional, not only on the collection and forwarding of appropriate information to the Fusion Center, but also on the feedback returned to the submitting individual or agency.

Police and fire services have had a traditional first priority of saving lives. The evolution of first responder professions has been impacted by the savage acts of a small number of individuals destroying many lives. These acts of terror have brought about the need to reexamine how we do business and focus the orientation of homeland security from one of "response" to also include "prevention" through strategic thinking. This is a major shift in the way public safety personnel have traditionally operated. The collection and analysis of community information is crucial to effecting this change. The Center is currently staffed by eighteen non-sworn analysts, and twenty-three sworn personnel from the Massachusetts State Police.

The Fusion Center has been charged with three primary missions:

- To be the central hub for information collection and sharing within the Commonwealth directly related to terrorism;

- To be the central hub for information collection and sharing on crimes with a nexus to homeland security and terrorism;
- To conduct risk assessments for critical infrastructure and properties across the state.

Representatives discussed the potential for the establishment of regional records management systems, and the sharing of information currently being collected at the regional and local level. They cautioned on the need to ensure the integrity of data and compliance with state and federal guidelines as the state advances to a more integrated records management system. This is a work in progress due to the challenges of integrating disparate systems in terms of technology and operational standards.

The Fusion Center stated their endorsement of leveraging available technology and expertise as it moves forward. The representatives announced that the Center is currently pursuing the establishment of the Homeland Security Information Network (HSIN) as the state's dedicated homeland security network. HSIN will provide the center a secure portal on the national system: providing the Fusion Center with the ability to post real time information, and offering local and regional users the ability to forward information and data to the Fusion Center. The Fusion Center also currently supports Coplink as the intelligence hub for the State's homeland security regions.

In terms of the expenditure of state homeland security funds, the Fusion Center endorses the expenditure of these funds for the following purposes:

- Purchase of technology/equipment to connect to the HSIN;
- Purchase of technology to standardize records management systems for the transmittal and sharing of information;
- Multi-disciplinary terrorism training, particularly at the awareness level;
- Multi-disciplinary training on the indicators and reportable items directly related to terrorism and homeland security.

The Fusion Center acknowledges the magnitude of their mission, and welcomes the assistance of personnel and agencies at the local level, as well as their input in the development process.

Methodology

The purpose of the focus group sessions is to:

- Identify community information sources that are relevant to enhancing homeland security through an appropriate collection process to the State Fusion Center; and
- Identify training and technology needs that will support this process.

Fire and Police professionals often don't know what the other discipline is doing, and take for granted that the other is aware of information related to threats, behaviors or activities that are potentially harmful or useful in the development of actionable intelligence. These sessions assist

in identifying some of the needs, as well as garnering information to assist the Fusion Center in the development of their Information Collection Plan.

Focus group sessions were structured to optimize community information collection aimed at early recognition of potential homeland security incidents, employing adaptations of community policing philosophies. Additional considerations were:

- Is community policing as an information gathering strategy understood well enough to bridge over into fire services and other members of the first responder community?
- Can communications between first responder disciplines be strengthened to improve early threat recognition through effective information collection?
- Do geographic and technological disparities between Massachusetts Homeland Security Regions demand special consideration in the Fusion Center's Information Collection Plan?
- What can we do to facilitate the exchange and sharing of information between disciplines within the first responder community?

These were the challenges for our focus group professionals.

Findings

MORNING SESSION

Community Information / Sources & Collection

1. What sources of community information do you see as important to the overall homeland security collection process?

The group responded with a great deal of information sources, including the following:

- **Neighborhood Watch** – sources of information supported by local law enforcement, easily contacted and provided advisories of topics of interest, crime trends, etc.
- **Hotels** – clerks, security, housekeeping, food service, and entertainment staff are all sources of information.
- **Banks – Financial Businesses** – source of information valuable, but limited by statutes governing dissemination of information on customers.
- **Realtors** – access to properties may yield information on location of individuals, as well as undocumented residents and suspicious activities, or possessions discovered on arrival or departure.
- **Storage Facilities** – may be used for storage of explosive or hazardous materials, or other items with a nexus to homeland security, terrorism or criminal activity.

- **Religious Groups, such as Mosques** – may be a source of information on threatening individuals. Information on domestic or foreign religious speakers or visitors whose philosophies may create a reaction by those with opposing ideologies.
- **Fraternal / Social / Civic Clubs** – source of information on upcoming sponsored events
- **Universities** – Security, college police forces, administrators as sources of information on possession of hazardous materials or conduct of research that may be viewed as objectionable by other potentially violent individuals or groups
 - Information on domestic or foreign resident or visiting dignitaries whose activities may create social controversy and draw protests, threats or attacks on property or against individuals.
 - Faculty clubs and similar alumni association groups who may be an information source on threats or marches for or against a particular academic position or activity.
 - Student groups within an academic environment as information sources on activities and trends from exchange students outside the United States.
- **Local Photo / Printing Shops** – source of information on threatening photos, requests for development of multiple photographs for false IDs
- **Business Managers** – local businesses and industries, such as a box cutter business, a welding supply company (torches, propane), blasting supplies (dynamite). The first responder may observe people hanging around the business, or the business may suddenly have issues with storage theft. They may observe people walking around and not purchasing. You can make a list of these businesses in the community that may be of interest, especially legally purchased items that can be used illegally.
- **Transportation Centers/Tourism** – the Steamship Authority, for example. Be extra vigilant. Is someone watching the passengers?
- **Major Industries** – Power Plant, Distri-Gas, and Exxon Mobile – First responders should develop a relationship with the owner, and get to know people on a first name basis. Of special importance are the security personnel. “If they see anything, we will hear about it. We involve them in conversations regarding emergency management. We create relationships, partnerships, and build trust. With high hazards like Distri-Gas, we knock on the doors of neighbors and find out what’s immediately next to them.”
- **Schools** – particularly the high schools and middle schools – Develop relationships with the school administration. The police in one town receive calls almost daily from the principal relating to what’s going on, and are on a first name basis. (They have reached a plateau of understanding that is conducive to a free information exchange). This is very effective at the local level.
- **Custodians** – at schools and other locations are an excellent source of information on students, staff and visitors as well as after-hours activities.
- **Healthcare Providers** – EMS drivers, doctors and hospitals have the ability to generate reports of trends, unusual injuries (radiation and chemical burns) as well as mandatory reports of firearms and cutting injuries.
- **Bars / Liquor Establishments** – Bartenders are a good source of information and know local information such as who is fighting or is having issues. This is information not always tapped by police because many police officers live out of town or are on duty and may be prohibited from entering a liquor establishment without a specific call for service.

- **On-scene information** – should be vetted from patrolmen, fire fighters and emergency medical services personnel working in the field. Information and observations should be forwarded to a joint clearinghouse that can be accessed by the appropriate disciplines.
- **Inspection Services/Code Enforcement** – residential and business - Routine regulatory inspections are a source of information on many issues (i.e. usual items in an unusual place-example; large amount of chlorine stored where there is no pool, large amount of fertilizer where there is no agricultural activity).
- **Facility Licenses**– a lot of information exists related to the type of building, building plans, premises protection, fire suppression, storage of hazmat materials.
- **Licenses / Permits** – handguns, firearms dealers, liquor licenses, hackney licensees and related background checks parade & function permits, blasting licenses & permits, business occupancy inspections for license to operate.
- **Community Residents** – Interact with residents and know when someone new is in the area, and something appears out of place. When investigating activities such as suspicious activity at a power plant or someone in the area of a public water supply (Fresh Pond). Residents will make the calls and responders can make the determination to cast a wider net if it is HS-related.
- **Post Office**, mailmen, couriers (DHL, UPS, and FedEx) yield information. These individuals travel their routes daily and can identify suspicious activity or things out of place, i.e. mail, packages, etc. . .
- **DPW Workers & Refuse Haulers** – These people are taken for granted. They are up and down the street continuously and are often overlooked by individuals up to no good. They are more apt to see something out of the ordinary and are untapped source, i.e. strangers in the neighborhood, foreign substances in trash, inactivity or increased activity at a residence, etc.
- **Housing Management** – public, as well as bigger complexes and property management associations – When you're sent there on a minor investigation and clear it if you can tap into the management staff or the on-site manager. They may have information on who is in and out, if there are suspicious or unusual activities or persons on the site. "I have six students from X country; they have six different cars, this one this week, etc." They can be a wealth of information and if you make a contact at each building it will yield quite a bit.
- **Meter Readers** – They have access to basements where hazardous or unusual items may be stored.
- **Auto / Truck Rentals** – Rental agencies can provide information from vehicle rentals, such as items left behind in rented vehicles, method of payment, or departure/return observations that arouse suspicion.
- **Taxi / Livery Drivers** – Many cab drivers are from countries of interest or may overhear and be aware of information concerning activities and threats to community or individuals.

Conclusion:

Many sources of relevant information that potentially impact homeland security concerns exist in every city and town. The one-to-one relationships between police, fire, ambulance personnel and the people that they contact daily are the key to successful potential threat awareness. One participant noted that, "the more we push up, the better off we are."

Recommendations:

- Training and education on what information is most valuable to the Fusion Center (the collection plan, once finalized).
- Support of the “approachability” concept of community policing, the willingness to receive information, within the first responder community.
- Education of all first responder disciplines on the value and potential threat implications of observations from all five senses, and reports they receive daily.
- Management demonstration of their support for openness to receive information, and cultivation of information from community sources.
- Management support of information submission to the Fusion Center.

2. What are the best methods of collecting this information?

The focus group responses fell into two methodological areas; technical and procedural.

Technical

Participants agreed that primary information collection should be electronic, i.e. website or email. The system should also have the ability to receive data via pager and telephone as well. This is of particular importance when first responders are in the field and don't have access to a computer but need to relay important real-time information, such as highway closures, as well as municipalities with limited connectivity. The group agreed that it was extremely important for the dispatchers to receive training as a first point of contact. Dispatchers are often the first person encountered when reports are taken. It is critical that they have the right attitude and are responsive to the caller.

Another suggestion was the creation of Tip-Lines related for specific crime, such as arson or drug activity. These lines allow anonymity as well as cast a wider net in soliciting information from the community.

The group concurred that the ability to look regionally at what is happening would be very valuable. As an example, the creation of a virtual network node in each homeland security zone with the capacity to track incidents as they are called in. This technology would allow crimes or suspicious activity pattern recognition (church burnings, arsons, power plants that are targeted, etc), assist in the investigation of crimes and facilitate timely community notifications. If technology permits, this system might be incorporated into the Homeland Security Information Network (HSIN) with immediate transmittal to the Fusion Center eliminating the need for duplications of data entry. Another suggestion was running data through the Hospital Alert Network (HAN) System.

If data is to be stored in a central repository, it would be preferable to link to existing data bases, again eliminating the need to duplicate efforts at the state or local level. One participant noted that Lowell is collaborating with Watertown and other communities to implement a Web EOC type system to collect and share regional information. Blackstone Valley area communities also

have an area information collection network. The more information can be shared electronically, the less impact there will be on department resources. Legal and privacy issues were discussed and need to be addressed with the implementation of regional and statewide networks.

Ultimately, it was recommended that the Fusion Center must have the overlying principles of collection and dissemination outlined in a uniform manner, but maintain the ability to customize the collection solution to the individuality of each city or town. The XML data model¹ described by Fusion Center representatives seemed to meet some of the group's needs, and address issues of standardization allowing for the integration of systems. Participants were receptive to the idea of forwarding data to a regional center which in turn would be uploaded to the Fusion Center.

Procedural

The following procedures for information collection were offered by the group:

- **In-Person, and at their Venue** – You have to contact people that you wouldn't normally talk with. You can't just do the phone thing, you have to show up in-person and get out there...face-to-face. You can't call the high school and ask for the custodian and expect instant trust. You need to go see him, and develop that relationship
- **Neighborhood Watch/Crime Watch Meetings** – Listen to the residents. Cultural and ethnic groups might come to the attention of fire service through the permit or code inspection process. This is a great way to develop resources in different neighborhoods and a good way to collect information
- **Be Approachable and Responsive** – One participant related the following “My neighbor was pumping sewerage into the street drain in the middle of the night. The complaint call to the dispatch center was blown off because it wasn't their area of responsibility. Someone outside of the dispatch center directed them to the board of health inspector for action. The dispatcher should have taken the call and directed the caller to the appropriate department or made the appropriate calls for the caller. If you get that type of response the first time you call, you'll never call again. There are only three groups that you can contact 24 hours a day; police, fire and EMS. We have to be willing to deal with situations and be approachable, not put up barriers and say “it's not my job.”
- **Follow-up to Calls** – Often first responders answer a call, collect information and clear the scene for operational reasons, a quick turnover. We should take the time to return the next day, scheduled or unscheduled. That is when more information is gathered, when you have the time to speak with the person. It also lets the person know that their input is appreciated. Less information is collected in a written report at the first contact. Many of our forms are

¹ XML is the abbreviation for *Extensible Markup Language*, a specification developed by the [W3C](#). XML is a pared-down version of [SGML](#), designed especially for [Web](#) documents. It allows designers to create their own customized [tags](#), enabling the definition, transmission, validation, and interpretation of data between applications and between organizations. **New databases for the Fusion Center are required to comply with the Global Justice XML standard as of August, 2005.**

standardized and call for the collection of routine information, the static stuff we need. On the second contact the information is unscheduled and not formalized. Information gathered on the second contact is usually not reduced to writing. We must be certain that information of value is recorded and appropriately reported.

- **The Initial Contact Sets the Tone** – If the person who is the first point of contact isn't willing to listen, has the wrong attitude or fails to service the problem, the quality of information will deteriorate. Don't expect a second call.
- **Feedback is Essential** – It is essential to get feedback to keep the information flowing. The individual needs to know something was done with the information. This is how you develop relationships. These relationships are important at both the street level and at the fusion center level depending upon your perspective and where you stand in the information supply line...
- **Importance of the Initial Call Taker** – The first point of contact is typically the dispatcher; the 911 Centers are the weakest link in public safety. It's a training issue. The dispatch responsibility was taken away from us during arbitration and it became a civilian job. Some of the dispatchers are part time or work per diem to pick up a couple of hours to supplement income. It's become watered down. In departments that still do their own dispatching, over time it has become the junior fire fighter's job, the person with the least experience. This is the weakest link in cultivating information. It is an experience and a training issue. We have programs now where this problem is being addressed through training. Texas A&M has a program to provide training and updated equipment.
- **Training & Organizational Philosophy Shift** – Make every employee understand that it is their role to cultivate sources of information. Many assume it is the detective's job, but it is everyone's responsibility. Interviewing is an art form. We need to take a look at the way we conduct our narcotics information collection. You have to massage informants and listen to 90% of BS to get the 10% that is usable. It's long and hard work to put up with them, but we do it for the pay-off. It's more than training, it's an organizational philosophy. It's training people at the lowest possible level to be approachable so they can be a sponge for information. People need to know how to identify what is abnormal and what doesn't fit in this environment.
- **Establishing Homeland Security as THE Priority** – ensure that everyone is on the same page regarding the importance of Homeland Security information. Police have a tendency to go with "what's hot this month," and described the practice of waiting out management as there's bound to be another hot issue next month. You placate the upper ranks because you know it will change. We need to be clear of the mission. Information needs to be exchanged to facilitate proper cultivation of information. Management needs to get behind and support the importance of information collection. One fire services participant noted, "I have 8 full-time captains: 2 will kick me out in 30 seconds, and 2 will talk about it for 6 days and want every "I" dotted and "t" crossed. We need training to get people on board, to develop a consistent message and establish guidance." A participant on the police side noted, "it's not

like the sexy things that people get excited about: pedestrian safety, OUI, vests/bullets, Worcester Fire & infra-red technology. It's hard and sometime monotonous work."

- **Completeness / Accuracy of Information** – We also need to train officers to provide complete information. They should be encouraged to get as much as possible. They need to understand the importance of complete and accurate information. Some officers get lazy and enter incorrect information onto a report just to fill in blanks or fail to list all of the information available because it's not called for. Officers also need to know that sometimes phony information can be helpful such as a suspect that provides an alias or an incorrect social security number. The person may have used the phony information before, which might be used to solve earlier crimes.

Conclusion:

The group emphasis was centered on a simple standardized technology for information collection and transfer to the Fusion Center. Feedback from the Fusion Center to the contributor was mentioned by every participant as vital to mission success. Training on what information is important and how best to contribute from the initial call taker to the detectives to upper management was supported and would be welcomed by both fire and police services.

Recommendations:

- Complete Fusion Center Information Collection Plan with strategy to begin statewide training to market its mission and engender support from all disciplines.
- Incorporate Fusion Center awareness and training into police and fire training academies, both recruit and in-service.
- Assist local Departments with informational materials they can adapt to their communities to engender support from their informational sources.

3. What challenges do you foresee in the collection & transfer of this information to the Fusion Center?

The respondents concurred that infinite sources exist for forwarding information. More guidance must be received from the Fusion Center regarding how the information will be processed, i.e. how will it be transmitted to the center, information on analysis and its return to the contributor.

Additional challenges identified by the group include the following:

- **Privacy and Protection of Data** – There are instances where information distribution must be restricted due to legal issues or on-going investigations.
- **Access to Relevant Information** – Police may have a great rapport with the local campus police, but sometimes they aren't even informed of what is going on with the upper level of the university.

- **Flexible Solution** – Information that the Fusion Center provides to each community must be particularized to the community in some cases. Also, consideration must be given to the method of transmitting and receiving information due to the technological capacity of different cities and towns.
- **Defining Quality Data** – What does the Fusion Center want to intake? Recognizing what is needed and how to manage it is a challenge. Everyone must keep in mind that there is a lot of raw data to be analyzed and having too much data can be a danger in that overload can slow the process...
- **Cultural Differences** –
 - Cultural differences exist in rural towns; they may be less trusting of the government and therefore less likely to be forthcoming with information to a central repository. Persons of evil intent may take advantage of such a town – how do we overcome the cultural barrier and capture important information?
 - There are cultural and historical challenges between police & fire, to work together and push information forward. The Fusion Center must evaluate the data from multiple perspectives (police/fire, urban/rural), and be aware that turf and trust issues between police and fire do exist. Since 9/11, joint training has assisted in overcoming some of the barriers between police and fire, and raising the awareness on both sides of what poses a threat. A major challenge is obtaining ODP approval for training, as funding (not only for a course fee, but also for backfilled overtime positions within a department) will not be provided without this key approval.
 - Participants noted that cross-discipline awareness training needs to be introduced for new recruits, at the basic level, and for the older guys in the department. If you're looking to change two divergent worlds (getting them to communicate with a commonality) introduce it at the academy. The recruit class just hits the street – with fire services, it's a waiting list - there was no fire academy...they're in the house, waiting, and it's a year before you start the process... A mutually attended academy experience would provide an informal venue for developing a good rapport, getting to know each other on a first name basis so everyone becomes approachable.
- **Training, Education, and Awareness** –
 - Education and awareness must occur at the first point of contact (typically the dispatcher at the call center, or the first responder on the scene) to assist them in understanding what information is important enough to “bump up to the fusion center.” 911 Dispatchers and Operators are the lowest paid, but they obtain the most important info. Participants noted that often they aren't the most educated and have to multi-task, and it is important to “professionalize the profession.” Two things must occur: police need to listen to them more, as sometimes information is disregarded.

Additionally, they need to be given information about the data that is relevant (“*What data were we looking for when anthrax was going into envelopes?*”)

- Training issues exist, from a technology perspective (how to use the internet or system to submit information), as well as awareness training. First responders will need to understand how the information is used, and see shining examples (success stories) of the information being used by those who need it.
- Education and awareness for the public as well: one participant notes that in southeastern mass there is a sheriff’s dept passing out brochures that requests the public to contact them with reports of terrorism-related intelligence or incidents. When multiple agencies request information, the public is confused and doesn’t know where to go.
- **Perceptions of a Training Participant** – how does the department perceive “the one guy who goes to the training?” Is he listened to in that community, or is he perceived as the egghead for taking the training? How many people have the interest that he has, and will listen to him, especially in a bigger department, such as Lowell? One participant suggested that when a fire counterpart is chosen to attend as well, it is more likely to be successful.
- **Allocating Appropriate Resources** – The group spent a lot of time discussing how labor intensive this concept is (the construction and maintenance of a “living” database). The maintenance involved is bound to be cumbersome, and sorting through the “over-collection” effect (getting too much data on the front end) was raised as a concern. One participant noted that it will involve personnel, training, equipment, support (funding!). Additionally, the participant noted that, “you can’t look at a dept that is laying people off to maintain this. If you’re looking at a 10 yr plan, you can strategize that the zones will assist in the implementation. Whatever direction it goes in (west to east) – you would hope that the kinks were worked out as you grew the system across the state.” This demonstrates that while the concept is an exciting one, it will be met with skepticism and resistance unless resources are allocated in a way that satisfies these concerns.
- **Soliciting / Cultivating Data – From the Community, and Each Other:** Approachability is the challenge. First responders must be approachable by the community, and open to receiving information. The public may not want to “bother” a first responder with the information, so they must be open to receiving important data. Additionally, cultivate each other just as much as you cultivate the community source. You can’t be filtered by the watch commander. Everyone operates differently, in deciding what is or isn’t important. If a kid gets some good info at 3:30AM, and there isn’t a supervisor, can you give him the Fusion Center screen and empower him to enter it? They would understand Fusion Center/Threat Assessment = send it! If a ticket didn’t look right and there was an alias involved, they’d send that, too. The young officers understand computers and would send it. Make submittal SIMPLE and EXPEDIENT.

- **Timeliness, Standardization of collected data, Filtering on the back-end (increase awareness that info should be collected and someone else will filter it)** – The National Fire Incident Reporting System (NFIRS) form is a nationwide system, that may work to simply “cc” the Fusion Center on the reports. Some guys were just putting in checkboxes, and leaving out the narrative report. Now we are better about the narrative & people are encouraged to follow up. Since funding is money driven, you have to make sure that there is not an incentive to get the report done quickly, just to clear the car for the next call. Without this, you’ll get BS or truncated reports, such as a notation of “fire” in the computer database at the station, instead of a more detailed description. Clearing of calls and availability of personnel is a funding issue, based upon man-power levels. Let the eggheads tell us how to collect the data – standardization (!) - for example, smoke inhalation isn’t collected anymore, just burns. Information is filtered in NIFRS, and given back years later. Proper information collection is diminished by the pressure to return personnel to service.
- **Data Integrity / Data Capture** – make sure calls for service have the required reports – what’s incomplete, kick back...emphasize timeliness of the report; the officer needs to know WHY he or she is doing this. It can’t be because the lieutenant is demanding a missing data field, or the insurance company needs a license number. Employees need to know why they are doing things and how it fits into their organizational objective. You need to give the employees the real reason for doing things: the PURPOSE of the collection, and what the END RESULT might be.
- **Transfer must be easily accomplished.** Try to integrate data transfer with a current program. Don’t make it a new screen – people want to see and do what they are used to. No new training or training money is required when the Fusion Center transmittal is incorporated into an existing application.

Conclusion:

The group clearly felt that overcoming challenges to information collection and transfer could be best achieved through training, both external and inside the departments. This training should be in a standardized format to be added on to existing information reporting systems. Upgrading and automating the fire service data reporting system with timely feedback was viewed as a high priority. Challenge of technology readiness in rural areas continues to be problematic.

Recommendations:

- Create Fusion Center reporting system compatible with existing information systems in police and fire departments;
- Make information submittal an extension to existing reporting requirements (extra screen on familiar system);
- Create guidelines for standard information handling practices within agencies, and develop an associated training curriculum; and
- Provide equipment and funding to departments in need of upgraded technology.

4. How do we overcome these challenges?

Many suggestions for overcoming challenges were discussed when the challenges were mentioned, and those are mentioned above. However, a recurrent theme for the September 1st focus group by the Chiefs was the need for devising joint training to overcome turf, cultural operational and awareness issues related to police & fire.

- **Management Support** – Overcoming cultural and historical differences may be facilitated through management’s support of informal daily interaction between disciplines. One participant notes, “in our community, cops will come into the fire station to fill out their reports and have a cup of coffee, or lunch on their break – we used to have management that said it was fraternization and not appropriate, but now it’s allowed & good and we have a good rapport...you can network and ask questions, and you can do this without formalized training.”
- **Integrated Training** – prepares the different disciplines for working together at critical incidents; participants agreed that training would be most useful during academy or in-service training. A major obstacle for many departments is funding: training must be approved by ODP, and multi-disciplinary courses seldom are. The individual and the department must be reimbursed.
- **Basic Awareness Training** – should be universal, and focus on where important sources of information exist (for example, if an ambulance responds to the scene and is going through cabinets looking through medication, and comes across drums full of a hazardous substance in the apartment, or a number of illegal passports/IDs, that information should go somewhere). Training should address the identification of indicators and reportable items of terrorism that are listed in the Fusion Center Information Collection Plan.
- **Training for First Point-of-Contact** – we need to provide training for the first “point-of-contact” personnel in the system. The 911 Centers are the weakest link in the system. Dispatchers must be acknowledged as an important link in the public safety system, and trained and compensated accordingly.
- **Multi-Disciplinary Training** – First responders training together will address several issues. It will assist in overcoming the cultural issues by bringing us closer together, give us the opportunity to learn more about each other’s jobs, and provide for a common training platform.
- **User-Friendly Reporting System** – The reporting system must be easy to use, standardized and linked to our existing databases whenever possible. It won’t be accepted if it creates a lot of additional work or a duplication of efforts.

Conclusion:

Overcoming challenges to information submittal again centered on training and financing the effort to bring understanding to what is required. One strong message received from the assembled Chiefs was a desire to attend combined training sessions between police & fire. The Chiefs were unequivocal in their agreement on the value of joint training, not just in the homeland security arena, but on general operational issues as well. The willingness of the Chiefs to learn from each other through training will enhance Fusion Center activities by beginning to institutionalize acceptance and correct procedures.

Recommendations:

- Allow communities to adapt their information submittal strategies to their community circumstance within Fusion Center guidelines;
- Create joint police /fire training for Chiefs on Fusion Center collection and feedback procedures; and
- Develop a standardized training program for the delivery of Homeland Security programs.

5. What is the most effective method of integrating Fire Services into the information collection and transfer process?

The group responded with the following thoughts:

- Tell us what is needed: Provide us with information related to what data the Fusion Center wants to collect & when the information is important
- Training – inter-disciplinary and at the recruit level
- Open Communication between the disciplines: “I don’t know what they (fire) collect, & fire doesn’t know what the police collect. We need to dialogue with each other.”
- Fire services needs a presence in the Fusion Center, perhaps a devoted analyst
- Integration of police/fire data systems
- Police & Fire dispatching is a good thing, and is happening today in my department
- Relationship building at every opportunity
- Like with what we do for the School Programs, create a law enforcement liaison – one person trained –fire then knows who to call. Do the same thing in our discipline that we’re asking our people to do with the community.
- Train people to be aware of what information is important, where to bring it forward, and why it is important... Definition of the mission at the basic level – why it is important –

what is the most critical stuff that should be collected...and demonstrate the result as the info goes up the chain, show the result – feed it back and demonstrate the importance.

- It's not like that where I work - I don't know if I would change the way it is – we keep our distance – overall, it's only a few people who interact and the transfer of information is limited to a few individuals. I don't see it anywhere else – I don't know if it happens at the upper levels, or being institutionalized
- Adoption of fire services in the role of HS should take place at the street level – police officers, DPW, fireman at the basic level should be able to make that rapport without going to somebody else as well. Don't want to add complications to the existing layers.
- Like with arson, you are trained how to spot it in the academy – like with arson – how to look for something suspicious – training, training, training!!!
- Intelligence is processed information - difference between information and intelligence is important – determining what does that mean is the analysis

Conclusion:

The messages from the focus group and their anecdotal experiences in different ways supported the position that integrating the fire service into the information collection process can best be achieved through supporting training and non-incident driven opportunities for each discipline to learn from the other. If information silos exist in each discipline, relationship building wherever possible holds the key to mutual understanding and transmittal of more complete data to the Fusion Center.

Recommendations:

- Explore opportunities for mutual police / fire training on the local and regional level; and
- Cultivate teams of police / fire trainers to deliver Fusion Center message and mission across the Commonwealth.

AFTERNOON SESSION

Fusion Center / Information Collection Plan

- 1. Are the intelligence requirements and essential elements of information collection realistic for the average first responder (police officer, fire fighter, etc.) to collect in the field?**

Consider the following when answering question #1:

- a. What modifications would you suggest to the indicators and reportable items as listed in the draft collection plan?**

b. Are these some of the items your line personnel would come across during their daily duties?

- This looks more like a police document than one for fire fighters. A lot of the items are written from the perspective of a police investigator, referring to “possession” of items. Chances are we’re going to see these types of things hanging around, not necessarily in someone’s possession. I can’t imagine my guys looking for half quarts or locked things. I would be a suspect based on this list. I can’t imagine a firefighter or a medic looking for visas and passports. The document might be made more universal by adding “observation” to many of the items, i.e. “possession or observation of passport photos of other individuals.”
- Most fire fighters have no training on what to look for in terms of the indicators and reportable items listed here, and in many cases wouldn’t know what to look for. When this list is finalized it we will need basic training on what to look for and what to do with the information.
- Fire personnel expressed concerns about liability if they reported something they observed while in a house that later turned out to be legal. The document should include further information on what is reportable. If People for the Ethical Treatment of Animals (PETA) or Greenpeace information or literature is observed should it be reported?
- Who do you take the information to, if the information appears to be criminal? Who is it reportable to? We need to build a partnership with law enforcement...have a liaison between police and fire.
- Include scenarios in the training. If fire goes to the scene and leaves, then they have given up custody of the scene. If they think that a crime occurred or something isn’t right where do we go with the information? Many times after an incident our guys sit and talk over the incident, that we missed surrounding stuff and there was info that might need to be processed.
- What about HIPAA (*Health Insurance Portability & Accountability Act of 1996*) laws when information is collected as a result of an ambulance or medical call, a function performed by some fire services personnel?
- Be careful not to focus only on the activity of activists. Your city or town may have a target that you should pay attention to, i.e. company that invests in animal testing. Pay attention to web sites and other sources of information in the community which might help you identify future planned activities in your city or town.
- The list seems to be more focused on international groups. Information on the indicators of domestic groups and their activities should be added.

- No one is going to read this. It's too long. Maybe you could make the indicators and reportable items section available as a quick reference "cheat sheet."
- Training. We need training on what to be aware of and why.
- Fire fighters need to know what's in it for them if you expect them to buy into the Fusion Center concept. It's something new for us. Some will see it as more work unless it's explained by someone with credibility that their information is needed and valuable. We need training on what to look for and why and then feedback when we pass something along. If someone sends something to the Fusion Center and no one gets back to them, don't expect a second call.
- Explosives and chemicals were a key concern to the groups as was anything that might adversely impact officer safety. Although the possession or transportation of these items is legal in many cases, personnel should be made aware of the potential inherent dangers of some of these substances. Fire personnel routinely receive training in these areas and would be a training resource for the law enforcement community.
- There was considerable discussion relative to adding a list of specific dangerous chemical compounds to the document. It was determined that adding such a list would be self defeating as few people would read or refer to it. It was ultimately agreed that awareness training should focus on the premise that if something doesn't look right or seems to be out of place the best course of action is to report it and let the investigators / analysts make the final determination on its legality or place in the intelligence chain.

Fusion Center Comments:

Fire service personnel have the ability to observe potentially dangerous materials or items that may have a nexus to terrorism during the course of their normal duties. No one at the Fusion Center is interested in making fire services personnel agents of the police. They should be observers of information, not investigators. We need to be careful not to make them agents of law enforcement, but if they see something out of place and they're lawfully there we want them to report it. With regard to liability, this document is in no way meant to influence responders into making decisions in gray areas, but rather to bring to everyone's attention the types of things they might see and their potential connection to homeland security. If you see something that looks out of place or suspicious and you have questions, call us or your local police department. This all goes back to the basic awareness training issue that you've all been talking about.

Conclusion:

The section of the Information Collection Plan referring to indicators and reportable items of terrorism should be modified to be more inclusive of the fire and EMS communities.

The Information Collection Plan should include specific guidance and clarification on the Fusion Center's expectations from the collectors of information.

There is a critical need for additional information and basic awareness training. Guidance on what information should be collected, and where it is reported is needed. There was agreement that awareness training should be presented in a multi-disciplinary setting. There is a considerable amount of valuable information to be shared between disciplines.

Recommendations:

- Modify the Information Collection Plan in accordance with feedback received; and
- Develop a standardized training program for the development of basic awareness training.

2. What types of information would you like the Fusion Center to collect, i.e. terrorism & nexus crimes?

The group was asked to identify crimes with a nexus to terrorism, and responded with the following:

- Information on anything that could potentially put a first responder in danger or anything that might impact officer or first responder safety should be collected, forwarded to the Fusion Center and transmitted to the first responder community in a timely manner.
- Hate Crimes
- Weapons Violations, including edged weapons
- Criminal Harassment
- Possession or Improper Storage of Explosive Devices or Materials to make Explosive or Hazardous Devices
- Possession or Improper Storage of Chemicals
- Identity Theft
- Fraudulent / Altered Documents
- Information related to persons making name changes
- Credit Card Theft
- Check Cashing Schemes
- Financial Crime
- Bank and Armored Car Robbery
- Commercial Breaking and Entering
- Narcotics Violations
- Computer Crime / Cyber crime
- Smuggling, including people smuggling
- Arson
- Money Laundering
- Baby formula theft (currently used to fund terrorism)
- Untaxed cigarettes

- Gang Violations and Activity
- The Fusion Center should link to the DOC database. Information on habitual offenders and their current address should be available to local departments.

Conclusion:

Personnel need to know what to look for, and why they are looking for it. Basic information on why these nexus crimes contribute to terrorism need to be incorporated into basic awareness training programs.

Methodologies for funding terrorism and modalities for conducting terrorism change. Provide real time information to the first responder community when new intelligence is developed.

Recommendations:

- Include the listed “nexus” crimes in the Information Collection Plan;
- Develop a basic awareness level training course for first responders to assist in identifying indicators and reportable items and their relationship to terrorism and the “nexus” crimes listed; and
- The Fusion Center should provide current trend information concerning changes in terrorist strategies or tactics on their secure website.

3. Would you prefer information to be forwarded through your department’s intelligence officer or directly to the Fusion Center?

- There should be one point of contact within each agency to be responsible for receiving and forwarding information to the Fusion Center. This provides for an internal level of control and facilitates follow-up between the Fusion Center and the agency.
- Every individual should be responsible for forwarding information to the Fusion Center. It was their belief that this method would provide for the more timely transfer of information and eliminated potential problems when the point of contact was unavailable due to vacation, sickness, etc.
- Participants want to make certain that both the Chief and upper management are aware of information being forwarded to the Fusion Center.
- Fire services personnel, particularly supervisory and line level personnel, believed that the majority of information gathered would have more value to law enforcement than fire services. For this reason the supervisory and line level group believed that information gathered by Fire Services should be forwarded to the Fusion Center through the local police department. This would ensure that the police are aware of information.
- Fire should report to fire, police should report to police and emergency management could be directed through either. Chief and chief are equal. There should be a police department contact for terrorism issues.

- There needs to be a way to ensure that both police and fire are aware of information that is forwarded to the Fusion Center. It was suggested that a shared local database would be helpful.

Conclusion:

There was majority agreement and consensus among the Chiefs that there should be one point of contact within each department (Fire & Police) responsible for submitting and receiving information from the Fusion Center.

Fire services personnel, particularly at the supervisory and line level, were in agreement that the majority of information collected would have greater value to law enforcement and for this reason suggested that the information be submitted to the Fusion Center through the local police department.

Both police and fire agreed it was important that information be shared between the disciplines.

Recommendations:

- Develop a reporting protocol which takes into consideration the operational and technological differences between departments and disciplines; and
- Provide training on established protocols.

4. What is your preferred format for submitting information to the Fusion Center, i.e. paper field interview form, secure email or website, telephone, etc.?

- Information should be submitted electronically.
- A secure web-based standardized system.
- I'd prefer a screen similar to the Criminal Justice Information System (CJIS), Operating Under the Influence (OUI) screen.
- Any electronic screen should be designed as forced choice to the extent possible.
- There has to be more than one way of submitting the information.
- A narrative style email would work.
- Information should be forwarded to the local police department. Let the local officer determine if it should be sent to the Fusion Center.

- It would be good if it could be incorporated into an existing reporting system. One person could be the point of contact and responsible for sending and receiving information.
- The Fusion Center should access existing information through data base linkages.
- If we have databases in place the Fusion Center should connect through linkages.
- If upper management doesn't support and force people to use the system, then the system won't be worth anything. There needs to be awareness and training and it must be used.

Conclusion:

The majority of participants were in agreement that the preferred method of submission should be electronic over a secure web-based system. The screen should be standardized and utilize forced choices to the extent possible. Secure email was also perceived by the group to be an acceptable method. Departments and regions with records management databases in place suggested that the Fusion Center work to create linkages between databases. Alternative methods of submission should be available to departments with limited resources.

Recommendations:

- Evaluate linkages with all existing systems (law enforcement, fire services, public health) and, once linkages are established, define clearly what information should be reported, and how.

Technology & Training Needs

1. What technology or equipment does your department need in order to effectively respond to the process discussed today?

- Computers
- Hardware, software & support
- We have a dinosaur, dummy terminals and no internet connections at the fire houses. If you don't have people talking between the fire house and administrative side you've got serious problems.
- When it goes down it's a problem, but we've got the equipment.
- Laptop computers – the Army and teachers get laptops – why not public service?
- Provide PDA devices, such as Blackberries or Palm Pilots, to department decision makers so they can receive information in a timely manner when away from the department, at night and on weekends.

- We need the ability to receive and send information when we're away from the station or when we're off duty.

Conclusion:

Most police departments advised that their computer systems were capable of connecting with the Fusion Center, and further stated that new technology was not needed. Several fire departments advised they were in need of computers, software applications and support. One larger department maintains its records in filing cabinets, and is in need of an electronic database management system.

Recommendations:

- Provide equipment and funding to departments in need of upgraded technology; and
- Provide technological support and training.

2. What counter terrorism training have your officers received?

a. If applicable, was this training helpful in identifying indicators of terrorist activity?

- Plymouth County did NIMS and ICS training in their in-service program. The program was not focused on terrorism training. There hasn't been a lot of formalized training in our area related to terrorism.
- Central Mass is offering a program for dispatchers in Boylston and Milford. It is being funded through homeland security. The feedback has been very positive.
- NESPIN is coordinating the State and Local Anti-Terrorism Training Program (SLATT). There is no cost for attending the program. The training is excellent and provides information on identifying terrorist activity.
- All towns should be getting ICS200.
- The western zone has been offering AWR-160 training to first responders in 10 disciplines. The response has been good and feedback has been positive. The course is approved by the Office of Domestic Preparedness (ODP), so the departments are reimbursed for backfill costs with homeland security monies. (*AWR-160 is a 6-hour ODP approved training program that provides emergency responders with awareness level instruction on recognizing, avoidance, isolation and notification techniques in a weapons of mass destruction environment*)
- I didn't know we could get reimbursed for sending our people to terrorism training.
- We've sent people to courses in Anniston, New Mexico, Louisiana State University (LSU), etc. There is no cost for the training but can be difficult to get into the programs. The training is very good.

- Some of the larger metropolitan Boston communities have received extensive counter-terrorism training to include instruction on suicide bombers, Chemical, Biological, Radiological, Nuclear, and Explosive (CBRNE) training, LSU Weapons of Mass Destruction (WMD), chemical protective clothing, etc.

Conclusion:

Training varies widely from region to region and from department to department. Many in attendance did not know that overtime and backfill costs were reimbursable through homeland security funding, nor did they have knowledge of the qualifiers for receiving reimbursement. Feedback throughout the sessions indicated a desire and need for training at the basic awareness level, however, none of the training programs discussed addressed the basic needs articulated by participants.

Recommendations:

- Develop a standardized training program for the delivery of basic awareness level training;
- Adopt multi-disciplinary training as the preferred delivery platform;
- Develop a central repository for currently available training; and
- Develop a standardized evaluation process to assess training programs.

3. What further training does your agency need in order to effectively implement the requirements of the collection plan discussed today?

- We need basic awareness training. Our people need to know what they're looking for or what they should be aware of and why.
- Implement terrorism training in the in-service program
- Awareness training across all disciplines. Get police and fire together like we've done here to share information about what each of us do.
- In-service and roll call type training. The training should be on-going on all of the subjects we discussed; importance of gathering information and the importance of the Fusion Center.
- Integrate success stories into training so everyone knows it's not a mindless data chase going into cyber space
- Every department should have a liaison, a homeland security person. That person should receive the initial training on how to submit the information and the details of the Fusion Center process. Detectives should receive advanced level training to assist first responders in evaluating information at the street level.

- Put it in the recruit program for fire fighters and EMTs. Put it in the entry level programs and as you go up the rank structure and need to know more, link it to the certifications so everyone has the necessary awareness; how to manage the data and interface with the fusion center, etc Some departments aren't doing any in-service due to funding. You need to link it with certifications.
- The Fusion Center needs to develop a prioritized distribution system for intelligence information that is sent out from the center. Some information needs to get to the people on the street and some should be distributed on a "need to know" basis. The Fusion Center knows better than anyone else the degree to which information should be distributed. I don't want to be put into a position whereby further distribution of the information may compromise an investigation or where metered distribution compromises someone's safety.

Conclusion:

Training was a recurrent theme.

Recommendations:

- Develop a standardized training program for the delivery of basic awareness level training
- Develop a standardized training program for the delivery of advanced awareness training for supervisors and investigators

Priorities and Recommendations

The following priorities emerged as critical for improving the Homeland Security information collection and intelligence sharing process:

- Training
- Approachability
- Promotion and Outreach
- Communication and Follow-up
- The Role of Fire Services in the Fusion Center
- Leverage Existing Data Sources and Simplify Transmission
- Edits to the Data Collection Document

These priority areas are described below, along with MALETTSC's recommendations.

Training

Training was a prevailing theme throughout the focus groups. The need for integrated, multi-disciplinary, joint awareness training is critical, as is the need for this training to be approved by ODP. Funding must be provided to cover the individual's time and course fees, as well as any overtime backfill. The awareness training should include the data collection document created

by the Fusion Center, to assist both law enforcement and fire services in understanding what information is critical to observe and cultivate in their daily professions. Participants agreed that building relationships through face time and joint activities is equally important, as there must be a good rapport to facilitate information and intelligence sharing.

→**MALETTSC recommends** development of a joint awareness training curriculum, and promoting its usefulness to ODP to ensure funding. Training curricula, and the opportunity to receive training, varies widely across the state. A central authority should be established, for the development and presentation of a standardized Homeland Security curriculum.

Approachability

The cultivation of community information depends heavily upon the approachability of the first responder. The approachability of fire services is inherent due to the nature of their daily operation; the community perceives them in a very positive light, and often provides information, or seeks their assistance, naturally. These opportunities for information exchange must be recognized by fire services as an important component of information collection, to further the homeland security mission.

Law enforcement's success in crime prevention may be attributed, in many instances, to its application of community policing; a fundamental tenet of which is approachability. These successes, with expanded application to all first responder disciplines, are fertile ground for cultivating community sources of information in the fight against terrorism.

→**MALETTSC recommends** supporting the adoption of the community policing philosophy in the homeland security mission, across all first responder disciplines.

Promotion and Outreach

Training will not be successful in changing cultural differences and attitudes on its own. One participant's observations that "there seems to be a new initiative every month," makes a strong statement about the first responder environment: what is to separate the Fusion Center's efforts from other important, ever-changing Homeland Security demands? In order for the training to be successful, buy-in must occur at every level. Undoubtedly questions and criticisms will arise as the system evolves, but success stories will develop as well. These triumphs should be publicized, and serve as shining examples of a successful system at work, both in educational materials describing the Fusion Center, and newspapers. Many community newspapers will be eager to describe the Fusion Center, and the community and first responder's role in fighting terrorism, particularly when a headline can highlight a local hero's contribution.

→**MALETTSC recommends** the preparation and distribution of collateral materials, educating first responders on the importance of being "first preventers." The document should describe the Fusion Center's role in the Commonwealth, highlight the community and first responder's contribution to the system, and illustrate recent success stories (on a national or local level). The Fusion Center's website should contain local success stories as well, with links to headlines.

Communication and Follow-up

Another method of generating buy-in is providing information back to departments regarding the integrity of the data received, and how it is being used by the Fusion Center. Participants were united in expressing concern that communication be a two-way street. When information is fed back to local police departments to assist them in fighting crime, the communication from the department to the Fusion Center will increase. When the Fusion Center goes out of its way to send a thank you email to someone from fire services, that department will continue to be vigilant. If a law enforcement liaison is used to upload information to the Fusion Center, the liaison should be fed results back, and asked to share it with fire services. The Fusion Center should take the same approach to cultivating data as law enforcement does in community policing; sources must be established and relationships built.

→**MALETTSC recommends** focusing on follow-up for all information taken into the Fusion Center. The following are suggested methods addressing feedback:

1. An automated email is a great first step of acknowledgement, to be followed up by a live response.
2. Alert bulletins should be emailed to potentially impacted communities, as well as posted real-time to a secure location on the Fusion Center's website.
3. Further, a report should be sent on a monthly basis to each Homeland Security Zone, feeding back major successes and highlighting the contributing department(s). Recognition and communication are keys to this process.

The Role of Fire Services in the Fusion Center

It is clear from the focus groups that fire services requires a devoted presence in the Fusion Center; a dedicated analyst, for example. The issues surrounding chemicals and hazardous materials are complex, and trends may not be captured without specific education and knowledge.

→**MALETTSC recommends** the establishment and funding of a dedicated fire service analyst within the Commonwealth Fusion Center.

Leverage Existing Data Sources and Simplify Transmission

The group described the frustration encountered with the number of information sharing systems and initiatives, and expressed the desire to have the Fusion Center's database linked to as many existing data sources as possible.

With regard to the transmission of data, the group concurred that it must be user-friendly, preferably a check box on an existing screen (such as CJIS for law enforcement), or a web-based form that allows for consistency and speed. It was also suggested that the Fusion Center devise a collection strategy for those individual communities that may be limited due to internet access constraints, or the absence of computer resources. In communities where it makes sense, a law

enforcement liaison may serve as a central point of contact for uploading information to the Fusion Center.

No one wants a lengthy process that requires a great deal of training. Many attendees desired the ability to simply send an email, in narrative form. While the response of the group was mixed as to the exact method of transmittal, the message that came across loud and clear was ease of use.

→ **MALETTSC recommends** the following:

- Implement a short term plan to facilitate the submission of information to the Fusion Center, taking into consideration the operational and technological differences among departments, disciplines, and Homeland Security Zones.
- Develop a long term plan to facilitate the submission of information electronically in standardized format. The system needs to be flexible enough to receive input from a variety of sources (telephone, fax, email), in those instances where input is received from rural areas.

Edits to the Data Collection Document

Edits to the Data Collection Document provided in the Focus Group handouts were discussed during the Afternoon Session (Questions 1 & 2). Specific edits are described in the *Findings* section of this report. MALETTSC recommends incorporating the group's suggestions.

Evaluation Summary

(Note: Individual Technology Needs and Training Needs may be found in Attachment 2)

The Focus Group Evaluation was constructed with the Fusion Center's data collection and transmittal plan in mind. The success of the Fusion Center's activities is dependent upon access to technology suitable for transmitting community-based information to them.

What are your three most pressing technology needs?

Computer access, upgrades and internet access were a priority for many participants, as was communication equipment. Responses were in line with focus group feedback, demonstrating that internet access is a problem in some department, and computer hardware needs to be upgraded to facilitate more efficient and effective information gathering and intelligence sharing. Another pressing need was communications equipment – radios, pagers, PDAs, mobile data terminals, and cellular and internet access in remote locations.

What are your 3 most pressing training needs?

Training was a major issue raised during the focus groups, and participants were very specific regarding their training needs. Awareness training was mentioned numerous times as being a priority need.

Fire reported that training was needed for coordinated communications capabilities, coordinated joint awareness training, Dispatcher awareness training, and fire officer development training. Additional fire service training needs included WMD training, fusion center data collection training, technology and equipment-related training, NIMS training for other disciplines that work with fire services, training to address shift issues, and training on how to obtain funding.

Police also noted Dispatcher training, and the need for joint awareness training. Other training needs included overtime training, incident command (ICS), and investigative techniques for terrorism prevention. Training related to collecting information for the Fusion Center was a need as well.

What were the high points of the meeting for you?

A lot of positive feedback was received from both groups. A number of participants were pleased with the productive interaction that occurred between the two disciplines. Respondents also appreciated learning more about the Fusion Center, and contributing to the creation of its information gathering system.

Comments are displayed below:

Date	Police/Fire	Comments
09/01/05	F	Learning More About the Fusion Center; Meeting with my Peers across the State
09/01/05	F	I now have some idea of what the fusion center will be collecting for data, and how it will be analyzed
09/01/05	F	Frank discussion of need for information sharing
09/01/05	F	Open interactive discussion by all
09/01/05	P	Information exchange - learning additional information regarding fusion center - food professional response
09/01/05	P	Interaction between police/fire
09/01/05	P	Getting better insight of concerns between police/fire
09/01/05	P	The open discussion concerning the needs of the disciplines; Learning what information the Fusion Center wants to receive, and how it will work
09/01/05	P	Fusion Center Awareness
09/08/05	F	Good interaction between police & fire
09/08/05	F	Being asked input
09/08/05	F	Find that the needs of my community are not unique
09/08/05	F	Overview of operating through question & answers periods; better insight into PD Ops through process

Date	Police/Fire	Comments
09/08/05	P	Providing some input for the decision maker
09/08/05	P	Cooperation of participants - good facilitators
09/08/05	P	Developing Partnerships & Using Community policing as a tool - to fight terrorism
09/08/05	P	Interaction with other Service Providers

What were the low points of the meeting for you?

Of the two groups, 15 participants had no low points to report.

Comments that were received include:

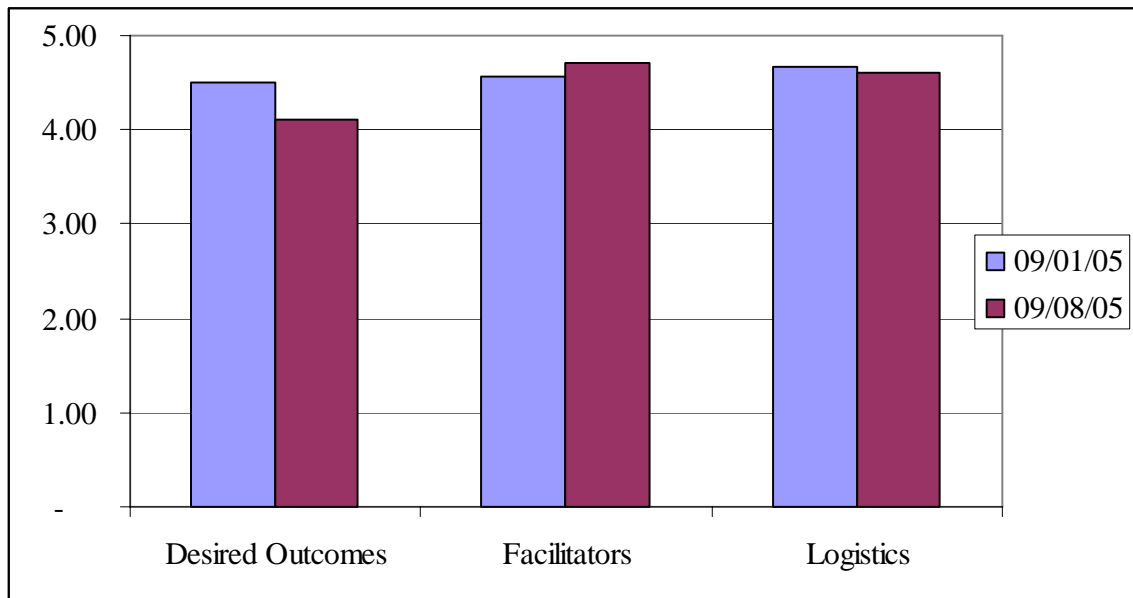
- “I still don’t see a statewide solution.”
- “I was hoping UASI would be present.”
- A low point was “seeing first hand how poorly the various homeland security advisory councils have gotten the message out.”
- “No technology improvements were addressed.”

How successful do you feel the group was in achieving its desired outcomes?

How would you rate the performance of the meeting facilitators?

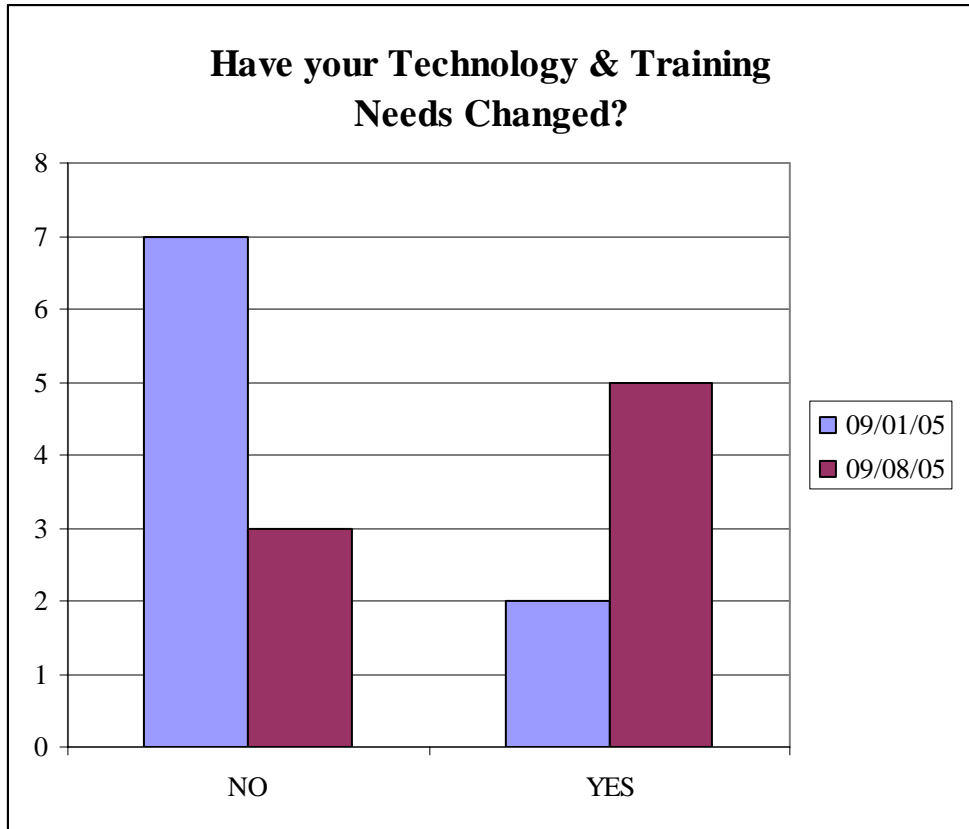
How would you rate the overall performance of the logistical support?

The average rating from all participants is displayed graphically below, based on a 1 to 5 scale, 5 being greatest):



Have your technology & training needs changed as a result of this meeting?

Responses to the question are displayed graphically below:



Additional comments included:

- Training needs to be department & town-wide; top to bottom approach is key
- Eyes Wide Open
- Wonder if the Administration (City) will buy in
- Somewhat, as I know these new needs will be required to be met in the future
- Yes, a recognition of the need to train in these areas, sooner rather than later

Attachment 1

**Homeland Security:
Information and Intelligence
Collection and Sharing**

Law Enforcement & Fire Services Leadership Session

Massachusetts Law Enforcement Technology & Training Support Center
Center for Technology Commercialization
1400 Computer Drive, Westborough, MA

September 1, 2005

Agenda

- | | |
|-------------|---|
| 0930 – 1000 | Registration & Coffee |
| 1000 – 1030 | Welcome & Introductions
Mr. Thomas Kennedy, CEO
<i>Center for Technology Commercialization</i>
Undersecretary Robert Haas
<i>Executive Office of Public Safety</i>
Chief Robert Crosby, Barnstable Fire Department
<i>International Association of Fire Chiefs</i>
Chief Edward Davis, Lowell Police Department
<i>International Association of Police Chiefs</i> |
| 1030 – 1145 | Morning Session
<i>Community Information / Sources & Collection</i> |
| 1145 – 1230 | Lunch |
| 1230 – 1240 | Commonwealth Fusion Center Goals
Major Robert Smith
<i>Massachusetts State Police</i>
Sergeant David Lambert
<i>Massachusetts State Police</i> |
| 1240 – 1400 | Afternoon Session
<i>Fusion Center / Information Collection Plan
Technology & Training Needs</i> |
| 1400 - 1415 | Summary / Next Steps / Program Evaluation |

Attachment 2: Program Evaluations

What are your three most pressing technology needs?

Responses to this question were categorized into columns, to represent the priority ranking of the focus group participant. Many respondents did not specify three needs; often they mentioned one or two priorities for their department. The consolidated results are presented below:

Date	Police/Fire	1	2	3
09/01/05	F	Designated Personnel (only 1 MIS Person)	Input Capabilities	
09/01/05	F	Coordinated Communications Capabilities (for Fusion & Local Incident Mgmt)		
09/01/05	F	Radio Communication (Pagers & Portable Radios)	Rapid Access to Internet	Smaller devices to get info (i.e. Blackberry)
09/01/05	F	Computer Access for all Fire Personnel	Computers in Operations	Maintenance of Existing Equipment
09/01/05	P	Communication Equipment Upgrade for Patrol Officer	Dispatch Equipment Upgrade	Mobile Data Terminals
09/01/05	P	Computer Interface	Computer Software Interface	Integration of Multiple Agencies for Data Sharing
09/01/05	P	Equipment/Money		
09/01/05	P	New Computer Equipment	Wireless Technology for Communication	
09/01/05	P	Secure Internet Access	Uniform Data Analysis	Database Access
09/08/05	F	Upgrade Computers	Training	
09/08/05	F	Computers on Fire Apparatus	Integrated software throughout region/state	More IT Support
09/08/05	F	Internet Access at 5 Stations	Equipment for connection to internet (wireless notebooks?)	Personnel to support technology
09/08/05	F	In the field computer communications	Improved state/federal NIFRS reporting/feedback	Improved NFIRS program
09/08/05	P	NO pressing technology needs for fusion center		
09/08/05	P	Grant authorized monies for cellular air time	Upgrades of current hardware	Software Development Specific to our Needs
09/08/05	P	Internet Access within Western Region	Wireless/Cellular Access for Western Region	Up-to-date operating systems within western region

Date	Police/Fire	1	2	3
09/08/05	P	Access to Web	Law Enforcement Always Behind on Tech Innovations	Current Building is Outdated for Future Needs
09/08/05	P	Software that is compatible	Laptops	"Clean" Computer and Telephone Lines into Dept

What are your 3 most pressing training needs?

Date	Police/Fire	1	2	3
09/01/05	F	Manpower Replacement Costs	Shift Issues (4 groups @ 100 people per group)	
09/01/05	F	(Use of Above) - Coordinated Communications Capabilities for Fusion & Local Incident Mgmt	Coordinated Awareness Training across Disciplines	
09/01/05	F	Dispatcher Awareness Training	Firefighter Awareness Recognition Training	NIMS training for other disciplines (DPU/Board of Health)
09/01/05	F	Fire Officer Development	WMD Training Related to Fire Service	Interagency Training on Issues
09/01/05	P	Dispatcher Training for Terrorism Issues	Officer Incident Command Advanced Training	Investigative Techniques for Terrorism Prevention
09/01/05	P	Joint Police/Fire Training	What to Determine - how to collect data from both agencies	How data can be disseminated back to agencies
09/01/05	P	Awareness Training - PD & FD Combined	Recruit & Inservice - Homeland-Security Based	Get Beyond ODP Certification - or make process easier to obtain certification (i.e. BowMac Training)
09/01/05	P	Awareness Training	Training on the Website used for the fusion center	
09/01/05	P	Public Safety Awareness Level	Public/Community Awareness	Public Safety DHS Process/Admin Awareness
09/08/05	F	Awareness	Continuing	Time - Time - Time
09/08/05	F	Interagency/Discipline Cross-Training	Facilities Closer than State Fire Academy	Support Personnel

Date	Police/Fire	1	2	3
09/08/05	F	Why is Data Being Collected?	Must be Done In-Service	Training Site w/Equipment
09/08/05	F	Funding	Modernized Training Classroom	More Time to Train
09/08/05	P	Training Time Vs. Manpower Commitments	OT Monies	
09/08/05	P	Recognition of Terror-Related Activities	Reporting w/accuracy & time sensitive deadlines	Supervision of the above
09/08/05	P	Raising awareness levels outside the L.E. Discipline	Citizen Awareness training/Citizen Corps - programs not effective	
09/08/05	P	Just Do It	In-Service in MA Today - is years behind on key topics	
09/08/05	P	Overview of Awareness (Identification of Suspicious Activity)	Overtime (Backfill) for Training	Literature available for continued training