2014 National Network of Fusion Centers

Final Report

January 2015

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Executive Summary

The current threat environment lacks distinct borders, is constantly evolving, and the threat of attacks can arise in any jurisdiction. As the conflict in Iraq and Syria has escalated over the last year, there has been an accompanying threat to Western countries posed by terrorist groups operating there who actively recruit Western foreign fighters. The threat of homegrown violent extremists has also increased, with recent attacks in Western countries demonstrating the resonance of calls by terrorist groups to violently radicalize individuals. In addition to the persistent threat of cyber attacks to public and private sector networks, our nation also faces challenges encompassing an array of public safety issues, including natural disasters and criminal threats to our borders.

Testifying before the House Committee on Homeland Security in September 2014, U.S. Department of Homeland Security (DHS) Secretary Jeh Johnson highlighted state and local partners' critical contribution to the homeland security mission, stating that: "local police and fire departments are the first responders to any crisis in our homeland. The local police, more than the federal government, have their finger on the pulse of the local community from which a domestic terrorist may come."[1]

State and major urban area fusion centers provide local context to enhance the national threat picture and enable local officials to better protect their communities from a variety of threats and hazards, while also improving efforts to safeguard individuals' privacy, civil rights, and civil liberties (P/CRCL). As focal points for the receipt, analysis, gathering, and dissemination of threat-related information between state, local, tribal, and territorial governments and the private sector, fusion centers are uniquely situated to provide critical information and subject matter expertise that allow federal law enforcement partners and the Intelligence Community (IC) to more effectively "connect the dots" and protect the homeland.

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[1] Jeh Johnson, Secretary of Homeland Security, *Statement for the Record*, Hearing before the House Committee on Homeland Security, "Worldwide Threats to the Homeland," September 17, 2014.

The Fusion Center Performance Program (FCPP) evaluates fusion centers' achievement of capabilities critical to the fusion process. It also strives to ensure functional consistency across the National Network, regardless of the fusion center size, scope, geography, or mission.

The 2014 National Network of Fusion Centers Final Report (2014 Final Report) summarizes the FCPP findings on the capabilities and performance of the National Network of Fusion Centers between August 1, 2013, and July 31, 2014.

The data shows that the National Network continues to make progress since DHS implemented the FCPP in 2011 to examine fusion center capabilities and performance. The 2014 Assessment shows the following:

- **The National Network has sustained a high level of capability, indicating the institutionalization of business processes that enable consistent execution of the fusion process in response to a variety of threats and hazards.**

  - In 2014, fusion centers demonstrated a high level of capability by achieving an average score of 96.3 out of 100, up from 91.7 in 2013.

  - For the first time, all fusion centers have plans, policies, or standard operating procedures for all four Critical Operational Capabilities (COC) and P/CRCL protections.

- **Fusion centers continued to contribute to counterterrorism efforts at the National level and support decision making and operational response at the state and local level**.

  - The percentage of Suspicious Activity Reporting submitted by fusion centers that resulted in the initiation or enhancement of a Federal Bureau of Investigation (FBI) investigation increased from 3.3 percent in 2013 to 5.5 percent in 2014.

  - Seventy-five percent of surveyed Homeland Security Advisors, heads of state police and investigative agencies, major city police chiefs and major country sheriffs, state emergency management directors, and Special Agents in Charge at FBI field offices located within fusion center areas of responsibility (AOR) indicated that fusion center products and services resulted in increased situational awareness of threats within their AOR, and 77.9 percent also reported that they found fusion center products and services to be relevant.

  - The Terrorist Screening Center (TSC) reported that fusion centers provided responses to 65.1 percent of requests for information (RFI) for encounter notifications to enhance and/or update existing TSC data.

While our past efforts at capacity building have been noteworthy, it is the capability of fusion centers to perform their vital role in enhancing the safety and security of the homeland that matters most and that outcome necessitates new measures of performance. The following actions will be implemented in 2015 to evaluate overall impact of fusion centers:[2]

- The existing suite of performance measures will be reviewed for relevancy and outcome focus. This review will include recommendations on the addition, deletion, and/or modification of existing

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[2] See Appendix C for more information.

performance measures. Additionally, a limited number of capstone measures will be developed to summarize the overall health and progress of the National Network.

- Current evaluation efforts focus on capability at the individual and National Network levels, and overall National Network performance. Based on the results of the performance measure review, a framework to examine individual fusion center performance will be developed.

This enhanced focus on the ultimate impact of the National Network will help the fusion centers; their state, local, tribal, and territorial owners and/or customers; and supporting federal agencies to target staff deployment, the selection of appropriate gap mitigation measures, and resource acquisition. These collective efforts will also ensure that fusion centers are positioned to have the greatest impact on the Homeland Security Enterprise and the safety and security of our country against crime and terrorism.

Several key reports highlighted the advancements and performance of the National Network.

Over the past year, several reports examined the key role that state and major urban area fusion centers have played in supporting the broader national effort to secure the United States, while improving efforts to safeguard the individual privacy, civil rights, and civil liberties of individuals. Some of the highlights include:

Information Sharing Environment Annual Report to the Congress: National Security Through Responsible Information Sharing (June 2014) and Show Me the Data: Our Year in Information Sharing (September 2014). These reports had notable findings regarding fusion centers, including:
- "[The] National Network has become a core national security and public safety asset."
- "Increasingly the National Network is engaging in trusted and secure collaboration with other field-based intelligence and information sharing entities including, but not limited to, the Regional Information Sharing Systems, High Intensity Drug Trafficking Areas, and the Joint Terrorism Task Forces."
- "The integration of Fusion Centers with . . . Federal agencies has increased, and the Fusion Centers have matured. This coordination helps government run more efficiently in all corners of the 50 states. Departments and agencies responded that they are generally satisfied with the progress of the National Network of Fusion Centers and feel well informed of the performance of the National Network."
- "100 percent of [federal] agencies . . .reported satisfaction with progress made in the last year to improve the capabilities and performance of the national network of fusion centers."

2014 National Preparedness Report (August 2014). Two of the key findings noted in the report are:
- "The National Network of Fusion Centers continues to demonstrate progress in enhancing its capabilities and performance, and tailoring products to address customer-identified needs."
- "The Nationwide Suspicious Activity Reporting Initiative continues to mature."

DHS Is Assessing Fusion Center Capabilities and Results, but Needs to More Accurately Account for Federal Funding Provided to Centers (November 2014)
- "All 10 fusion center directors GAO contacted said that the annual assessment is a useful tool to identify capabilities and monitor progress."
- "The federal government has issued guidance and related documents that define its expectations and key roles for fusion centers and also has taken steps to assess their contributions to homeland security. For example, DHS has developed 45 performance measures to help assess fusion center contributions, which generally align with attributes of successful measures. The measures include outputs—such as the number of intelligence products—and outcomes, such as how products have influenced key partners' security decisions."

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2014 Snapshot National Network of Fusion Centers

Owned and operated by state and local entities, fusion centers serve as focal points for the receipt, analysis, gathering, and sharing of threat-related information between the federal government and state, local, tribal, territorial, and private sector partners. Collectively, the capabilities of the National Network of Fusion Centers to conduct analysis and facilitate information sharing help homeland security partners prevent, protect against, and respond to crime and terrorism.

National Network Average Overall Score
96.3 of 100

National Network Maturity Stage **EMERGING**

Primary Mission

Counterterrorism **96.2%**
All-crimes **96.2%**
All-hazards **73.1%**

Key Customer Satisfaction

with fusion center products and/or services:

Timeliness	72.7%
Relevancy	77.9%
Influence on decision making related to threat response activities	59.7%
Influence on increased situational awareness of threats	75.4%
Overall satisfaction	68.7%

National Network Operational Costs

2013 $308,236,242

Federal Grants Expended by SLTT Agencies $65,231,769 — 21.2%
Local $70,304,104 — 22.8%
State $102,150,253 — 33.1%
22.6%
0.3%
Direct Federal Expenditures $69,653,432
Tribal $100,256
Territorial $153,658
Private Sector $642,770

2014 $328,286,324

Federal Grants Expended by SLTT Agencies $73,499,366 — 22.4%
Local $71,519,890 — 21.8%
State $113,297,136 — 34.5%
20.8%
0.6%
Direct Federal Expenditures $68,216,940
Tribal $0
Territorial $860,307
Private Sector $892,685

The overall funding for the National Network increased by 6.5% to more than $328 million, and support by level of government changed considerably from the previous assessment period:

- Use of grant funds by fusion centers increased by 12.3%, from $65.2 million during the 2013 Assessment period to $73.5 million
- State expenditures increased by almost 11%, to $113.3 million in 2014
- Local support for fusion centers remained steady over the last two years, at roughly $70 million

Staff

- Total SLTT and private sector staff: 2,640
- Fusion center analysts: 1,032
- New Fusion Center Directors: 22 in 2014, for a total of 75 since 2012
- Twenty-six percent of all SLTT fusion center personnel (i.e., representatives) are funded by partner agencies.
- Fusion centers deployed 66 individuals to other fusion centers or law enforcement intelligence units, a decline of 29% from the previous assessment period.

Federal Personnel Supporting Fusion Centers

Federal Agency	# of Personnel (full-time and part-time)
DHS	241
DOJ	116
Others	9

Fusion centers developed **272 collaborative analytic products** with other fusion centers and with federal partners during the 2014 Assessment period.

Access to Classified Information

All fusion centers have at least one staff member with a clearance at the Secret level or higher

91.0% of fusion centers have access to either HSDN and/or FBINet

87.5% of all SLTT fusion center personnel who need a clearance have one; an additional 5.0% have requested a clearance

11.7% of SLTT fusion center personnel have Top Secret clearance and Sensitive Compartmented Information access, and such systems are located at 12 fusion centers

Multidisciplinary Participation in Fusion Center Governance

- Law Enforcement 71
- Fire Service 39
- 72 Centers Have a Formal Governance Body
- Homeland Security 54
- Emergency Management 48

Colocation

A total of 66 fusion centers (84.6%) are colocated with one or more partner agencies

Federal Agencies: 10

SLTT Homeland Security & Law Enforcement Agencies: 22

10
2
0
17
5

SLTT Emergency Management & Fire Agencies

Participation in the Fusion Liaison Officer (FLO) Program Continued to Grow

- Roughly half (9,184) of the almost 18,000 state and local law enforcement agencies (*Census of State and Local Law Enforcement Agencies, Bureau of Justice Statistics, 2008*) in the nation have staff members who participate in their center's Fusion Liaison Officer programs
- The number of individuals serving as FLOs increased from 34,088 in the 2013 Assessment period to 40,187 in 2014, an increase of 17.9%

Multidisciplinary Participation in Fusion Center FLO Programs

Discipline	2013	2014	% Change
Law Enforcement	65	67	3.1%
Fire Service	52	59	13.5%
EMS	35	40	14.3%
Public Health and Health Care	38	48	26.3%
Emergency Management	41	53	29.3%

Introduction

Overview

The current threat environment lacks distinct borders, is constantly evolving, and the threat of kinetic attacks can arise in any jurisdiction. As the conflict in Iraq and Syria has escalated over the last year, there has been an accompanying threat to Western countries posed by terrorist groups operating there—including the Islamic State of Iraq and the Levant (ISIL—who actively recruit Western foreign fighters. Despite counterterrorism successes against leadership of al-Qa'ida Core and Affiliated groups, these groups have repeatedly demonstrated the capability and intent to attempt attacks on overseas U.S. targets and commercial aviation with little-to-no warning. Further, it is difficult to predict specific triggers for homegrown violent extremists' attempting acts of violence, and attacks in Western countries since summer 2014 show the resonance of such calls by terrorist groups to violently radicalizing individuals and small cells. Attacks—against both infrastructure, and deliberately targeting law enforcement and government officials—continue to be executed by Domestic terrorists representing a range of ideologies, focused on local activity and lacking significant foreign inspiration. Lastly, cyber attacks against IT services and systems and the corresponding theft of data remains a persistent threat to public and private sector networks. Those currently posing the greatest cyber threat to our IT networks are nation-states, who continue to aggressively target public and private sector networks. At the same time, the influence of criminal organizations and violent extremists continues to spread in the homeland. Our nation also faces challenges encompassing an array of public safety issues, including natural disasters and criminal threats to our borders.

Testifying before the House Committee on Homeland Security in September 2014, U.S. Department of Homeland Security (DHS) Secretary Jeh Johnson highlighted state and local partners' critical contribution to the homeland security mission, stating that: "local police and fire departments are the first responders to any crisis in our homeland. The local police, more than the federal government, have their finger on the pulse of the local community from which a domestic terrorist may come."[3]

State and major urban area fusion centers provide local context to enhance the national threat picture and enable local officials to better protect their communities from a variety of threats and hazards, while also

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3 Jeh Johnson, Secretary of Homeland Security, *Statement for the Record*, Hearing before the House Committee on Homeland Security, "Worldwide Threats to the Homeland," September 17, 2014.

improving efforts to safeguard individuals' privacy, civil rights, and civil liberties (P/CRCL). As focal points for the receipt, analysis, gathering, and dissemination of threat-related information between state, local, tribal, and territorial governments and the private sector, fusion centers are uniquely situated to provide critical information and subject matter expertise that allow federal law enforcement partners and the Intelligence Community (IC) to more effectively "connect the dots" and protect the homeland.

Background

Beginning in 2003, the federal government cooperated with state and local entities to develop and publish guidance to enable individual fusion centers to operate at a baseline level of capability and to form a robust and fully integrated National Network of Fusion Centers[4] (National Network). The *Fusion Center Guidelines: Developing and Sharing Information in a New Era* (2005) and the *Baseline Capabilities for State and Major Urban Area Fusion Centers* (2008) laid out specific capability targets for fusion centers that allowed for the full implementation of the fusion process. In 2010, Fusion Center Directors and the federal government further refined the capability targets defined in these documents and identified four Critical Operational Capabilities (COCs), which reflect the operational priorities of the National Network, and four Enabling Capabilities (ECs) which provide a programmatic foundation for the fusion process. See Appendix A for a list of the COCs and ECs.

In 2011, the U.S. Department of Homeland Security (DHS), in coordination with federal, state, and local partners, developed a broader performance management framework—called the Fusion Center Performance Program (FCPP)—to evaluate the value and impact of individual fusion centers and the National Network as a whole in supporting national information sharing and homeland security outcomes. The FCPP combines the 50 attribute measures aligned to each of the COCs and ECs with performance measures that reflect the key outputs and outcomes that the National Network achieves through the implementation and use of its combined capabilities. See Appendix B for a list of the performance measures. Together, the capability attributes and performance measures provide a comprehensive picture of the National Network business process and help guide federal and SLTT partner investments to achieve meaningful results and address gaps.

DHS began measuring individual fusion center achievement of COC and EC attributes[5] with the 2011 Fusion Center Assessment. In 2012, DHS conducted the second fusion center assessment, again collecting COC and EC attribute data from the fusion centers, as well as data for five initial performance measures. DHS worked with federal and SLTT partners throughout 2012 and 2013 to build on those initial measures to develop a comprehensive set of performance measures as part of the FCPP framework (see the *Performance Measures Definitions Guide* for details). The set of measures focused on key quantitative outputs and qualitative direct outcomes of the fusion process:

- Outputs are the products or services that fusion centers deliver to their customers as a result of executing the fusion process (e.g., fusion center analytic products and responses to requests for information).

- Direct outcomes are those aspects of customer operations or stakeholder conditions that are more immediately and visibly improved by fusion center products and services (e.g., fusion center-derived data that informs federal counterterrorism investigations).

Together, the output and direct outcome performance measures from across the National Network allow fusion centers to collectively demonstrate, in measureable terms, the influence they have on the larger Homeland Security Enterprise.[6] The 2014 Fusion Center Assessment (2014 Assessment) was the fourth iteration of a

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[4] The 78 fusion centers that make up the National Network can be found at: *http://www.dhs.gov/fusion-center-locations-and-contact-information*.

[5] An attribute is a *"capability that is critical to successfully performing the fusion process, regardless of the size, scope, geography, or mission of a fusion center."*

[6] The Homeland Security Enterprise encompasses the federal, state, local, tribal, territorial, nongovernmental, and private sector entities and individuals, families, and communities who share a common national interest in the safety and security of America and the American population.

comprehensive National Network evaluation. DHS will continue to work with its partners to refine the FCPP process during future assessment cycles to further evaluate outcomes of the National Network.

Reading This Report

The *2014 National Network of Fusion Centers Final Report* (2014 Final Report) summarizes and characterizes the overall capabilities and performance of the National Network for the period of August 1, 2013 through July 31, 2014. The 2014 Final Report presents the aggregated data from the 2014 Assessment and other sources to describe the capability and performance of the National Network.

The 2014 Final Report includes both significant findings since the 2013 Assessment, including supporting analysis and year-to-year comparisons, as well as recommendations for fusion centers and federal agencies to support continued improvement and sustainability.

The 2014 Final Report also includes an analysis of the effectiveness of federal support provided to fusion centers and an overview of the National Network's compliance with fusion center-related Fiscal Year 2014 Homeland Security Grant Program requirements.

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Methodology

DHS worked closely with federal and SLTT partners and homeland security and public safety associations to collect data to evaluate the capability and performance of the National Network during the period of August 1, 2013 through July 31, 2014. Capability and performance data was collected through the 2014 Assessment, fusion center-focused exercises and drills, external surveys, and directly from partner agencies.

2014 Fusion Center Assessment

In 2011, DHS, in coordination with its interagency partners, designed a structured approach for assessing the National Network.[7] This approach includes a standardized assessment and scoring methodology for individual fusion centers that accounts for both the complex operational realities of fusion centers and the strategic imperatives of national and homeland security priorities. It also enables DHS to report on the capabilities and performance of individual fusion centers and the National Network as a whole at specific points in time, as well as changes over time. All 78 designated[8] fusion centers that constituted the National Network as of August 1, 2014 completed the 2014 Assessment.

As in previous years, the primary data collection mechanism for the 2014 Assessment was an Online Self Assessment Tool. This year the tool included 183 multiple-choice and "yes/no" questions and 12 data tables.

2014 Assessment Timeline

- **July 1, 2014**: DHS provided electronic copies of the 2014 Assessment questions and tables to all fusion centers for familiarization and initial data collection
- **August 1–31, 2014**: Online Self Assessment Tool open
- **September 2014**: Data validated and interviews with Fusion Center Directors
- **November 17, 2014**: Sent Individual Reports to each Fusion Center Director
- **October – December 2014**: Development of 2014 Final Report

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[7] A full glossary of terms used for the 2014 Assessment can be found at *http://www.dhs.gov/publication/2014-fusion-center-assessment*.
[8] The Federal Resource Allocation Criteria policy (Information Sharing Environment Guidance ISE-G-112) defines the process by which states and territories designate fusion centers and defines objective criteria to be used by federal departments and agencies making resource allocation decisions regarding fusion centers.

The questions and tables addressed individual fusion center capability attributes, National Network Maturity Model attributes, and performance measures. The majority of the questions were repeated from previous assessments, although some were simplified and a limited number of new questions were added.
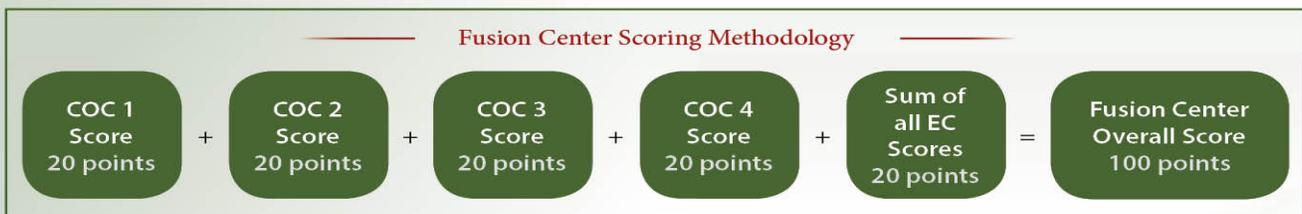
In addition to attribute-related questions, Fusion Center Directors were asked about the effectiveness of federal support received over the previous 12 months, as well as expected needs for the next 12 months. Finally, Fusion Center Directors were asked to answer questions and fill in data tables addressing cross-cutting capabilities,[9] operational costs, and demographic information.

Fusion Center Scoring and Individual Reports

Within each COC or EC, individual attributes were assigned standard point values based on a simple calculation of the total possible COC or EC score divided by the total number of COC or EC attributes. Attributes are distributed unequally across the COCs and ECs because of the differing levels of complexity for each of the capabilities. As a result, the value of an attribute within each COC or EC varies.

To calculate COC and EC scores, the total number of attributes achieved within a COC or an EC was multiplied by the standard point value for the COC and EC. Individual COC and EC scores were then combined to determine the fusion center's total score. Individual fusion center scores were based on a 100-point scale, with the four COCs worth up to 20 points each (4 x 20 = 80) and the four ECs worth five points each (4 x 5 = 20) (see Figure 1).[10]

Figure 1: Individual Fusion Center Capability Score Calculation

Each fusion center received a 2014 Individual Report that detailed its overall score and included specific information on its achievement of the attributes aligned with each of the four COCs and the four ECs. The 2014 Individual Report also included a one-page comparison between the fusion center's 2013 and 2014 Assessment scores.

Fusion Center Readiness Initiative

Through the Fusion Center Readiness Initiative (FCRI), DHS conducts fusion center-focused drills and exercises, provides exercise-related tools and subject matter expertise to fusion centers, and facilitates fusion center participation in prevention-focused exercises hosted by other agencies. As part of the FCRI, the Office of Intelligence and Analysis (I&A) conducts an annual communications drill to test the National Network's ability to access and share information from the federal government. In 2014, the following were tested:

- Fusion center unclassified e-mail systems
- Homeland Security Information Network Intelligence Community of Interest (HSIN-Intel)

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[9] Cross-cutting capabilities account for fusion center operational or programmatic functions that support multiple COCs and/or ECs or that relate to but do not cleanly align with a single COC and/or EC.
[10] Questions and responses relating to cross-cutting topics are not included in individual fusion center scoring.

- Homeland Secure Data Network (HSDN)

- Secure telephone equipment and the classified audio bridge

- Secure video teleconference system

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National Network July 2014 Communications Drill.

Systems tested and success rates include:

- Unclassified e-mail to fusion center inboxes (100% pass rate)

- Successful access to HSIN-Intel (98.7% pass rate)

- Successful use of HSDN e-mail (95.7% pass rate)

- Successful use of a classified phone (92.6% pass rate)

- Successful use of classified video-teleconference systems (100% pass rate)

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All 78 fusion centers that constituted the National Network as of August 1, 2014 participated in the 2014 Communications Drill to assist in operational preparedness and to evaluate implementation of Critical Operational Capability (COC) 1 – Receive.   Each fusion center received an after-action report detailing its results. Data from the 2014 Communications Drill was used to validate data collected through the 2014 Assessment.

External Surveys

DHS worked with partner agencies to identify fusion center customers and group them into categories reflecting common requirements and perspectives. One of these groups—defined as "key customers"—includes state and territorial Homeland Security Advisors; the heads of state police agencies, state investigative agencies, and state emergency management agencies; major city police chiefs; major county sheriffs; and representatives from Federal Bureau of Investigation (FBI) field offices. DHS coordinated with the National Governors Association (NGA), the International Association of Chiefs of Police (IACP), the Association of State Criminal Investigative Agencies (ASCIA), the National Emergency Management Association (NEMA), the Major Cities Chiefs Association (MCCA), the Major County Sheriffs Association (MCSA), and the Special Agent in Charge at every FBI field office to conduct an annual survey of these customers to gauge their perspectives and solicit feedback on a wide range of topics related to the fusion center(s) within their respective areas of responsibility. A total of 199 individuals responded to the surveys.

Partner Agencies

Federal partners provided a wide variety of information to support the development of this report. The primary source is the FY 2014 Federal Cost Inventory, which is a catalog of all federal personnel, related costs, and programmatic support being provided to the National Network. A total of 43 federal agencies that provide resources or services to support fusion centers participated in the data call. In addition, DHS sought input from authoritative federal sources for relevant contextual information relating to specific performance categories, when available. For instance, the Federal Emergency Management Agency provided lists of federally declared disasters and the DHS Office of Operations Coordination and Planning provided a list of National Special Security Events and other events that received a Special Events Assessment Rating. The FBI also provided data on fusion center access to FBI-sponsored classified systems, fusion center collocation with FBI entities, and FBI investigations initiated or enhanced based on fusion center information.

Data Validation

Following the close of the Online Self Assessment Tool, DHS conducted validation activities in September 2014. Validation teams conducted detailed reviews of individual fusion center submissions to identify errors and inconsistencies and to minimize data discrepancies. Following these reviews, DHS conducted structured telephone interviews with Fusion Center Directors and staff to address any identified issues and to gather clarifying information, as necessary. Both during and after each interview, DHS provided Fusion Center Directors with proposed changes to their 2014 Assessment submissions based on the interview discussions, and Fusion Center Directors were given the opportunity to accept, reject, or otherwise comment on each item before any changes were finalized. Fusion Center Directors were afforded a final opportunity for review once the 2014 Individual Reports were issued.

On-Site Validation Pilot

The fusion center on-site validation pilot aims to improve the consistency, quality, and integrity of the annual Fusion Center Assessment data. The intent of a potential on-site effort is to provide insight into each fusion center's unique operations, while at the same time allowing DHS to validate self-reported assessment responses by reviewing and verifying key documentation and processes critical to each fusion center and maturity of the National Network.

The emphasis of the pilot is to collect fusion center input regarding what should and should not be included in the on-site validation process. Different approaches, resource requirements, and other issues are being considered.

Findings

This section provides an overview of demographic information, progress since the 2013 Final Report, details on the National Network Maturity Model, and an overview of the Federal Cost Inventory. This information reflects the overall progress and status of the National Network towards creating a safer, more secure, and more resilient homeland.

2014 National Network Snapshot

The following is an overview of the National Network as of July 2014.

General

The total number of fusion centers remained at 78; 53 fusion centers operate at the state or territorial level, meaning that their areas of responsibility (AORs) encompass the entirety of these states or territories. The remaining 25 fusion centers operate within major urban areas, meaning that their AORs typically encompass smaller geographic areas in and around cities. The average fusion center has been in existence for eight years.

Based on mission requirements and available resources, fusion center business hours vary across the National Network.

- Twenty-two fusion centers operate 24 hours a day, 7 days a week.

- Twenty fusion centers have extended operating hours, typically over 10 hours a day or more than 5 days a week, but less than 24 hours a day, 7 days a week.

- Thirty-six fusion centers operate only during core business hours, typically 10 hours or less a day, 5 days a week.

Mission Focus

When asked to characterize their broad mission focus, 96.2% of fusion centers indicated involvement in counterterrorism, 96.2% reported involvement in "all crimes," and 73.1% indicated involvement in "all hazards." Fusion centers were also asked to identify additional specific mission focus areas within their center, listed in Table 1.

Table 1: Fusion Centers' Specific Mission Areas

Mission Area	# of FCs - 2013	# of FCs - 2014	% change
Border Security	30	30	0.0%
Chemical, Biological, Radiological, Explosive, & Nuclear	42	43	2.4%
Corrections, Parole, or Probation	36	44	22.2%
Counterintelligence	5	10	100.0%
Criminal Finance	37	41	10.8%
Cyber Security	59	63	6.8%
Emergency Management/Emergency Operations	43	48	11.6%
Emergency Medical Services	29	34	17.2%
Fire Service	42	46	9.5%
Fish and Wildlife	12	12	0.0%
Gangs	60	67	11.7%
General Critical Infrastructure	73	72	-1.4%
Healthcare and Public Health	41	51	24.4%
Human Trafficking	49	61	24.5%
Identity Theft/Document Fraud	36	42	16.7%
Maritime Security	36	38	5.6%
Narcotics	60	66	10.0%
Outlaw Motorcycle Gangs	55	62	12.7%
Sovereign Citizen Extremists	61	66	8.2%
Transnational Organized Crime	46	57	23.9%
Tribal	10	12	20.0%

Collocation With Partner Agencies

The 2014 Assessment data indicates a significant amount of collocation across the National Network, with 84.6% (66) of fusion centers located either in the same office space or building with at least one other federal or SLTT agency. Table 2 indicates the number of instances of reported collocation by agency type.

Table 2: Collocation of Fusion Centers with Other Entities

Other Entities	# of FCs 2013	# of FCs 2014	% change
Collocated with one or more partners, including:	65	66	1.5%
State, county, or city law enforcement	39	39	0.0%
State, county, or city law enforcement intelligence unit	23	22	-4.3%
State, county, or city Emergency Operations Center	19	19	0.0%
State homeland security agency	18	18	0.0%
State, county, or city emergency management agency	17	19	11.8%
FBI (field offices, JTTFs, and/or FIGs)	13	14	7.7%
State, county, or city fire service	10	10	0.0%
State National Guard	9	8	-11.1%
High Intensity Drug Trafficking Area (ISC or Watch Center)	9	10	11.1%
Real-time crime center	7	8	14.3%
Customs and Border Protection (CBP) Border Intelligence Center	3	3	0.0%
RISS Node and/or RISSafe™ Watch Center	3	3	0.0%
Maritime Interagency Operations Center (USCG Sector)	0	0	0.0%

Fusion Center Staff

Fusion centers reported a total of 2,640 SLTT and private sector staff members working on either a full-time or part-time basis, an increase of 244 staff members from last year. The median number of fusion center staff members in 2014 was 24, and the average was 34. As in 2013, 60 (77%) fusion centers were directed by sworn law enforcement officers.

As indicated in Table 3, fusion centers reported that analysis was the most common job function across the National Network. Of the 1,159 total analyst positions at fusion centers, 1,032 were reported occupied and 127 vacant as of July 2014, although 21.8% (225) of analysts had been in their positions for less than 12 months. Fusion centers identified 66 individuals (2.5%) that were deployed to other fusion centers or law enforcement intelligence entities (not including Joint Terrorism Task Forces or Field Intelligence Groups) to serve as liaisons. This represents a decline from the 2013 Assessment period, when 93 individuals (3.9%) were deployed outside their fusion center.

Table 3: Numbers of Fusion Center Staff by Level of Government and Function

	Management & Administration	Analysis	Training & Exercise	Investigative	Legal	Liaison & SME	Other	TOTAL
State	255	671	15	255	20	208	140	**1,564**
Local	176	336	43	251	5	120	47	**978**
Tribal	0	0	0	0	0	0	0	**0**
Territorial	4	19	1	1	0	7	31	**63**
Private Sector	0	6	0	2	2	22	3	**35**
TOTAL	**435**	**1,032**	**59**	**509**	**27**	**357**	**221**	**2,640**

The 2014 Assessment also collected data on SLTT representatives working in fusion centers. Representatives are SLTT personnel whose salaries are not paid out of a fusion center's or a fusion center's home agency's operating budget but who work at the fusion center on at least a part-time basis. Examples of a representative include a public health nurse assigned to the fusion center as an analyst or a firefighter assigned as a subject matter expert. Collecting data on representatives provides a more complete understanding of the broader contributions made by SLTT agencies. Sixty-eight fusion centers identified a total of 694 representatives (26.3% of all SLTT personnel) working at their centers. Representatives support various elements of fusion center operations, with large numbers serving as liaisons/subject matter experts (246, or 35.4% of all representatives) and analysts (180, or 25.9% of all representatives).

Stability in the key positions of Fusion Center Director, P/CRCL Officer, and Security Liaison helps ensure consistent implementation of the fusion process, P/CRCL protections, and information and personnel security. The 2014 Assessment data noted in Table 4 below indicates stability in these key positions.

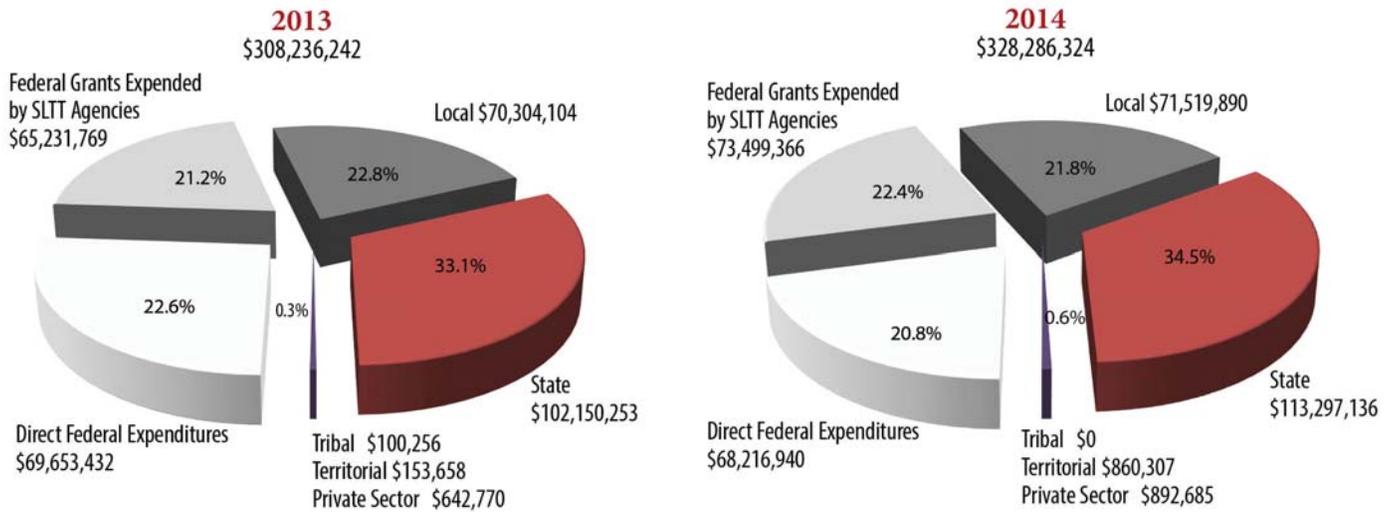**Table 4: Experience and Turnover of Key Positions Across National Network**

Function	New to Position in 2012		New to Position in 2013		New to Position in 2014		Average Tenure
	#	%	#	%	#	%	Years
Director	23	29.9%	30	38.5%	22	28.2%	2.5
P/CRCL Officer	37	48.1%	19	24.4%	14	17.9%	3.1
Security Officer	30	39.0%	19	24.4%	20	25.6%	2.7

Operational Costs

Operational funding for the National Network is provided by a combination of federal, SLTT, and private sector entities. Based on the 2014 Assessment and the 2014 Fusion Center Federal Cost Inventory, total funding for the National Network was $328 million, an overall increase of 6.5% over last year (see Table 5).

Table 5: 2014 Fusion Center Federal Cost Inventory

	Staff	Information Systems & Technology	Training, Technical Assistance, & Exercise	Management & Administration	Programmatic	2014 Totals
Direct Federal Expenditures	$56,880,000	$4,057,697	$4,671,090	$451,671	$2,156,482	$68,216,940
Federal Grants Expended by SLTT Agencies	$47,255,278	$17,425,993	$3,583,546	$5,234,549	N/A	$73,499,366
State	$102,250,943	$5,896,900	$861,097	$4,288,196	N/A	$113,297,136
Local	$65,717,489	$2,552,995	$408,269	$2,841,137	N/A	$71,519,890
Tribal	$0	$0	$0	$0	N/A	$0
Territorial	$860,307	$0	$0	$0	N/A	$860,307
Private Sector	$880,185	$10,000	$2,500	$0	N/A	$892,685
Total	$273,844,202	$29,943,585	$9,526,502	$12,815,553	$2,156,482	$328,286,324

2013
$308,236,242

Federal Grants Expended by SLTT Agencies $65,231,769
Local $70,304,104 — 22.8%
21.2%
33.1%
22.6%
0.3%
Direct Federal Expenditures $69,653,432
Tribal $100,256
Territorial $153,658
Private Sector $642,770
State $102,150,253

2014
$328,286,324

Federal Grants Expended by SLTT Agencies $73,499,366
Local $71,519,890 — 21.8%
22.4%
34.5%
20.8%
0.6%
Direct Federal Expenditures $68,216,940
Tribal $0
Territorial $860,307
Private Sector $892,685
State $113,297,136

Federal funding used to support fusion centers includes direct federal investment and federal grant funds. Direct federal investments are primarily salaries and benefits for federal personnel assigned to or directly supporting fusion centers but also include federal information technology systems deployed to fusion centers, security clearances sponsored by federal agencies, and training and other resources specifically intended to help fusion centers build and sustain capabilities. In 2014, direct federal investment in fusion centers decreased slightly from 2013, to $68.2 million. Direct federal investments by federal agency are listed in Table 6.

Table 6: Direct Support by Federal Agency

Agency	Direct Federal Expenditures	Percentage of Direct Federal Expenditures	Percentage of National Network Operational Costs
DHS	$50,025,348	73.3%	15.2%
DOJ	$16,431,592	24.1%	5.0%
Other agencies	$1,760,000	2.6%	0.5%
TOTAL	$68,216,940	100%	--

Data indicates that fusion centers used $73.5 million in federal grant funds[11] during the 2014 Assessment cycle, which represents an increase of roughly $8 million, or 12.7%, from the previous assessment cycle. The amount of DHS grant funding used by the National Network increased by more than 18.7%, to $64 million.
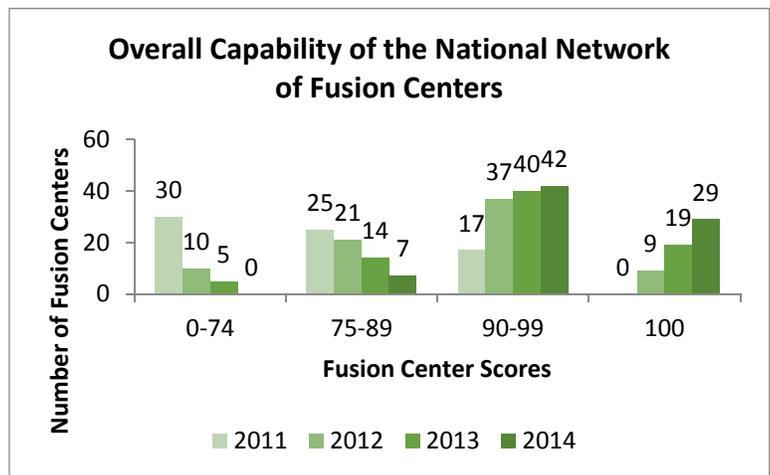
SLTT and private sector agencies contribute $186,570,018 (56.8%) of National Network operational funding, a $13,218,977 increase over 2013. When combined with federal grant funds directly controlled by state and local entities, SLTT agencies manage and oversee roughly $260 million (78.9%) of all National Network funding.

At 83.4% of total National Network operational costs, personnel continue to account for the overwhelming majority of all expenditures. This includes an $8 million increase (20.2%) in federal grant funds used for personnel expenses, as well as an increase of roughly $12.6 million (8.0%) in SLTT agencies' and private sector contributions for personnel.[12]

Progress From the 2013 Assessment

The overall capability scores for the 78 fusion centers that constituted the National Network during the 2014 Assessment reporting period ranged from 77.7 to 100. In comparison, the lowest score during the 2013 Assessment period was 26.3. The average score of 96.3 represents an increase of four points over the 2013 Assessment.

As the fourth iteration of the repeatable annual assessment process, the 2014 Assessment provided standardized, objective data to assess the year-over-year progress of the National Network in achieving the COCs and ECs. Overall fusion center capabilities continue to increase from 2013 to 2014. The scores of more than half of the National Network increased, with scores for 35 fusion centers (44.9%) increasing by less than 10 points, 5 (6.4%) increasing between 10 and 20 points, and 5 (6.4%) increasing by more than 20 points. Scores for 23 fusion centers (29.5%) did not change. Twenty-nine fusion centers (37.2%) scored 100 points, up from 19 (24.4%) during

Overall Capability of the National Network of Fusion Centers

the 2013 Assessment period. Overall scores for 10 fusion centers (12.8%) decreased, which highlights the need for continued investment over time to sustain fusion center capabilities.

Federal partners continue to provide resources to help fusion centers implement the foundational plans, policies, and standard operating procedures (SOPs) necessary to guide their operations. Plans, policies, and SOPs that document fusion centers' business processes enable them to execute the fusion process consistently over time and under a variety of circumstances. While fusion centers tailor their policies according to state or local jurisdictional needs and requirements, having approved documentation in place is a crucial step toward the standardization of the fusion process across the National Network. All fusion centers have approved plans, policies, or SOPs for each of the four COCs and a P/CRCL policy, up from 74 (94.9%).

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[11] Federal grant dollars are reported by the fusion center and can include funds from more than one grant year.
[12] A total of 63 fusion centers stated that they provided all operational costs.

Maturity Model

The National Network Maturity Model (Maturity Model) is a multistage framework designed to evaluate and categorize the overall progress of the National Network as a whole—as opposed to individual fusion centers—in achieving the COCs and ECs. It defines a path for the National Network to move from the current state to a desired end state where a fully integrated, mature, and sustainable National Network strengthens efforts to protect the homeland. Using the Maturity Model, the fusion center stakeholder community can target resources and strategic planning efforts to support National Network capability maturation towards a defined goal with discrete intermediate capability targets.

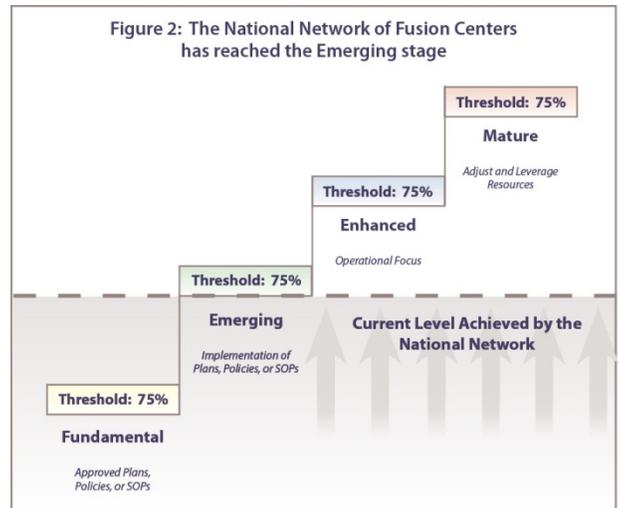Figure 2: The National Network of Fusion Centers has reached the Emerging stage

The Maturity Model consists of 46 attributes aligned to four distinct stages: Fundamental, Emerging, Enhanced, and Mature. For each stage of the Maturity Model, the fusion center stakeholder community established an outcome-oriented, qualitative definition and aligned capability attributes based on each attribute's contribution to the defined outcome for that maturity stage. Some of the attributes associated with the Maturity Model differ from those attributes aligned to individual fusion centers because the attributes needed for a fully capable fusion center are different from those needed for a fully capable National Network.

The National Network advances through each of the four stages of the Maturity Model when 75% of fusion centers achieve all of the attributes associated with that level of the Maturity Model. Each stage is equally important to achieving a fully integrated National Network.

Status of the National Network: Emerging Stage

Data collected through the 2014 Assessment indicates that the National Network achieved all but one of the Enhanced stage attributes: "Fusion centers tag all analytical products to one or more of their own Standing Information Needs (SINs) or the DHS HSEC SINs." This was also the only attribute at the Enhanced stage not met in 2013. In 2014, 55 fusion centers (70.5%) achieved this attribute, a major improvement from the previous Assessment period, when only 23 (29.5%) fusion centers did so.

Notably, all other attributes were achieved by at least 80% of fusion centers except for two: "Fusion centers have access to the Central Verification System" and "Fusion centers have a documented Fusion Liaison Officer program Concept of Operations or plan." Both of these attributes are at 79.5%, with 62 fusion centers having achieved the attribute.

Fundamental (Approved Plans, Policies, or SOPs): Fusion centers across the National Network have approved plans, policies, or SOPs for each of the four COCs and EC 1.

Emerging (Implementation of Plans, Policies, or SOPs): The National Network has the systems, mechanisms, and processes needed to implement the plans, policies, or SOPs and the COCs and ECs as a whole.

Enhanced (Operational Focus): The National Network has the operational capability to produce products and provide services to federal, state, and local customers.

Mature (Adjust and Leverage Resources): The National Network has the full capability to leverage the collective resources among individual fusion centers and adjust to both the changing threat environment and evolving requirements.

Achievement of Outcomes

The following section includes significant findings and corresponding recommendations aligned to seven outcomes that represent the value of the National Network.[13] Achievement of these outcomes represents the value of the National Network for its customers and allows fusion centers to demonstrate their influence on the Homeland Security Enterprise. These outcomes enable public safety officials, first responders, and law enforcement personnel to do their jobs more effectively and provide decision makers with knowledge to guide resource allocation at the tactical, operational, and strategic levels.

Better Targeted Information Gathering, Analysis, and Dissemination

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Fusion centers provide the most benefit and have the greatest impact when their products and services align directly to the defined needs of their key customers and stakeholders. Fusion centers must focus their limited resources on gathering, analyzing, and sharing information consistent with the enduring strategic goals and objectives of these key customers and stakeholders, as well as their emergent tactical information needs.

To achieve this outcome, fusion centers must develop and leverage better targeted information gathering, analysis, and dissemination protocols in both the strategic and tactical contexts. In addition, fusion centers must create and adhere to structured policies, processes, and mechanisms to engage key customers and stakeholders, to define their requirements, and to ensure that fusion center products and services meet these requirements. The National Network demonstrates better targeted information gathering, analysis, and dissemination by delivering the right products to the right people at the right time, effectively and efficiently.

The number of fusion centers that tag analytic products to SINs increased significantly.

Standing Information Needs (SINs) are the enduring subjects of intelligence or operational interest for an entity or jurisdiction. It is standard business practice for IC agencies to require analysts to tag products with relevant SINs to indicate that the product relates to a specific topic or issue. This helps intelligence consumers quickly and easily research and retrieve products of interest and provides a basis for understanding whether specific topics are receiving appropriate analytic attention. DHS uses SINs to identify and track customer needs across the department, identifying them as the Homeland Security (HSEC) SINs. Fusion centers also define their own SINs to categorize customer needs within their AOR and to provide information and analysis that directly responds to these needs; they are approved by the fusion center's appropriate governing body or management entity. Tagging products to fusion center-specific SINs provides a basis for tracking overall production and the extent to which fusion center customers' needs are being met.

The 2014 Assessment asked fusion centers whether they tagged (on the document or as part of the upload process to HSIN-Intel) their analytic products to HSEC SINs or to fusion center SINs. Fifty-five (70.5%) fusion centers tagged all analytic products to HSEC and/or fusion center SINs, a significant jump from 2013. Specifically, 54 fusion centers (69.2%) tagged all analytic products to HSEC SINs; in 2013, only 15 (19.2%) fusion centers did so. For fusion center SINs, the number of fusion centers tagging all analytic products increased to 34 (43.6%) from 18 (23.1%). Most notably, the number of fusion centers not tagging any products with HSEC or fusion center SINs is now only 3 (3.8%); last year 32 (41.0%) fusion centers did not tag any products with SINs. Table 7 below describes in more detail how many fusion centers tag their analytic products to SINs.

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[13] The outcomes were developed and implemented by DHS as part of a performance management framework, known as the Fusion Center Performance Program, to capture objective, standardized data that describes the value and impact of the individual fusion centers and the National Network as a whole in supporting national information sharing and homeland security outcomes.

Table 7: Number of Fusion Centers That Tag All Analytic Products to SINs

Product Tagging	2013	2014	Change
Fusion centers that tag every analytic product with relevant DHS HSEC SINs	15	54	260.0%
Fusion centers that tag every analytic product with fusion center SINs	18	34	88.9%
Fusion centers that do not tag any analytic products to DHS HSEC SINs or fusion center SINs	32	3	-90.6%

As part of the 2014 Assessment, fusion centers also identified how many analytic products they tagged to their own SINs and/or applicable HSEC SINs. Of the nearly 7,400 analytic products developed by fusion centers during the Assessment period, fusion centers reported that 62.5% of the analytic products were tagged to fusion center SINs, while 41.2% were tagged to HSEC SINs. The specific breakout of product tagging to SINs appears in Table 8.

Table 8: Percentage of National Network Analytic Products Tagged to SINs

Product Tagging	2013	2014	Change
Analytic products tagged to fusion center SINs	34.1%	62.5%	28.4%
Analytic products tagged to applicable HSEC SINs	19.3%	41.2%	21.9%
Analytic products that are not tagged to SINs	62.5%	25.6%	-36.9%

Recommendations

- Fusion centers should tag all analytic products to both fusion center SINs and DHS Homeland Security (HSEC) SINs, when applicable.

- Federal partners should assist fusion centers to more effectively and efficiently tag their products, through focused guidance/instructions and technical assistance services.

Improved Systemic Intelligence Capabilities

Fusion centers provide the most benefit and have the greatest impact when they develop and implement fully functioning intelligence business processes. The National Network has the greatest impact when these business processes are integrated across the broader Homeland Security Enterprise.

To achieve this outcome, fusion centers must develop and leverage collaborative and effective information gathering, analysis, and dissemination processes within their AOR, across the National Network, and with federal partners. The National Network demonstrates an improved systemic intelligence capability when fusion center personnel have access to classified and unclassified threat information and seamlessly collaborate with federal partners to analyze intelligence and leverage each other's strengths.

HSIN-Intel is the most common sensitive but unclassified (SBU) system used for information sharing and analytic collaboration among fusion centers.

DHS promotes HSIN-Intel as the primary mechanism for information sharing and analytic collaboration among fusion centers and between fusion centers and federal partners. This priority is reflected through Homeland Security Grant Program (HSGP) guidance, which requires fusion centers to post all distributable analytic products on HSIN-Intel, through the Department's continued sponsorship of the Homeland Security State and

Local Intelligence Community (HS SLIC) Executive Board[14] and through the expanded use of HSIN-Intel for collaborative engagement between DHS I&A and fusion center analysts as part of a biweekly threat information sharing forum. HSIN-Intel relies on active engagement from federal and SLTT users to fulfill functional requirements established by the HS SLIC Executive Board. In the 2014 Assessment, 34 (43.6%) fusion centers identified HSIN-Intel as their primary system for sharing information with other fusion centers, up from 25 (32.1%) fusion centers last year.

The 2014 Assessment also asked fusion centers whether they posted all distributable analytic products to HSIN-Intel. Sixty-four fusion centers (82.1%) reported that they posted all distributable analytic products to HSIN-Intel, up from 36 (46.2%) in the previous assessment period. During the validation process, Fusion Center Directors were asked why particular analytic products were not distributable. Some directors stated that they did not post Law Enforcement Sensitive or other sensitive information to HSIN-Intel because they were uncertain who was able to access the information, and they expressed a desire to better understand who could access information in HSIN-Intel before they would post more products. Others said that some products were narrowly focused or intended for a very specific customer, and that posting to HSIN-Intel would not be appropriate.

Of the fusion centers that did not post all distributable analytic products to HSIN-Intel, ten stated that they posted their products to their own HSIN Community of Interest rather than to HSIN-Intel, while five fusion centers also identified a lack of training and understanding on the part of their own personnel regarding how to properly post products to HSIN-Intel for why they did not post all distributable analytic products.

Improvements to HSIN-Intel

During the assessment period, HSIN resolved technical issues with HSIN-Intel, offered extensive training and guidance on tagging and posting products to the site, and identified obstacles to the expanded use of HSIN-Intel by both fusion centers and federal agencies. For example, HSIN implemented two technical improvements to help fusion centers verify that they properly uploaded products to HSIN-Intel and that they did not upload duplicate products. HSIN also added detailed instructions on how to correctly upload products for fusion centers and federal partners.

Recommendations

- Fusion centers should continue to post all distributable analytic products to HSIN-Intel.
- DHS should conduct outreach to fusion centers regarding how to post products appropriately to HSIN-Intel.
- DHS should provide clarification to fusion centers regarding who has access to HSIN-Intel to address concerns regarding access to law enforcement sensitive products.
- DHS should ensure that all distributable analytic product lines from the Office of Intelligence and Analysis (I&A), other DHS components, and federal partners are posted to HSIN-Intel.

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[14] The Executive Board provides a forum for discussion of issues affecting the intelligence relationship between DHS and the state and local intelligence community and provides consensus recommendations to DHS Senior Intelligence Leadership regarding the activities of HSIN-Intel. The HS SLIC Executive Board is composed of a Chair, represented by the Principal Deputy Under Secretary for Intelligence and Analysis (or designee); a Co-Chair, represented by the Deputy Under Secretary for Analysis (or designee); a Co-Chair, represented by the Deputy Under Secretary for the State and Local Program Office (or designee); the HSIN-Intel Branch Chief (or designee); eight (8) National Network of Fusion Center representatives, one of which will be designated Vice Chair; up to three (3) "At-Large" members selected by the Executive Board; and one (1) nonvoting member representing the Major Cities Chiefs Association (MCCA).

All fusion centers now have plans, policies, or SOPs for all four COCs, up from 74 (94.9%) in 2013. All 78 fusion centers have implemented the plans for COC 2, COC 3, and EC 1, while all but one fusion center have implemented the plans for COC 1 and COC 4. Seventy-seven fusion centers (98.7%) are updating the plans each year—up from 73 (93.6%) in 2013. Strategic plans now guide 73 of the fusion centers (93.6%), up from 65 (83.3%) in 2013. In addition, there were comparable increases in the number of fusion centers linking their budgets (61, or 78.2% versus 53, or 67.9%) and their performance measures (55, or 70.5% versus 46, or 59.0%) to their strategic plans.

This increase in formality enables knowledge transfer and is reflected in other areas: documenting various plans, ensuring appropriate training is provided, and increasing the use of advisory boards. Fusion centers are also developing policies in emerging areas such as social media (52, or 66.7%), license plate readers (31, or 39.7%), and facial recognition technologies (18, or 23.1%).

Recommendations

- The federal government should continue to provide guidance, training, technical assistance, and exchanges specifically focused on emerging areas to assist in further standardizing fusion center standard operating procedures across the National Network (such as the use of social media and license plate readers).

- DHS should consider new grant requirements that enable fusion centers to address emerging priorities.

Improved Support to Operational Response

The capabilities fusion centers develop to support traditional counterterrorism and all-crimes analysis translate easily and effectively into all-hazards mission areas. Fusion centers provide the most benefit and have the greatest impact when they can apply their capabilities across the full spectrum of homeland security mission areas, as they have the ability to access and receive information and intelligence from a wide variety of sources. This capability can be used to develop intelligence products that will better inform decision makers who are involved in prevention, protection, mitigation, response, and recovery activities.

To achieve this outcome, fusion centers must have broad engagement with their non-law enforcement partners and must develop robust, flexible, and adaptive intelligence capabilities to address a range of mission areas and nontraditional customer needs. The National Network demonstrates improved support to operational response when fusion centers add meaningful intelligence products and information support to all-hazards planning and response efforts, including for preplanned events as well as both natural and manmade disasters.

Fusion centers continue to play important roles in operational responses within their areas of responsibility.

The 2014 Assessment captured data regarding fusion center support of preplanned events and no-notice incidents to better understand the fusion centers' role across the range of homeland security mission areas as outlined in the *National Preparedness Goal*.[15] Of the 187 special events that occurred during the assessment period, one or more fusion centers provided direct or indirect support to 160 of those events (85.6%), up from 74.1% in 2013.[16] Similarly, one or more fusion centers provided support to 46 of the 68 federally declared

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[15] *https://www.fema.gov/national-preparedness-goal*

[16] The Assessment specifically asked fusion centers about their support of two types of special events: (1) National Special Security Events, which are events of national significance designated by the Secretary of Homeland Security that, by virtue of their political, economic, social, or religious significance, may be a target of terrorism or other criminal activity (events include presidential

disasters (67.6%), up from 61.5% the prior year. Direct support includes conducting and participating in incident-related threat and vulnerability assessments, deploying personnel to event or incident sites and operations centers, and managing incident-related requests for information (RFIs). Indirect support includes threat briefings to personnel traveling to affected areas, a variety of threat assessments, situational awareness of potentially impacted critical infrastructure, and briefs to partners.

Continued Coordination With Emergency Operations Centers

Many fusion centers coordinate closely with emergency operations centers (EOC) in their jurisdictions in accordance with Comprehensive Preparedness Guide (CPG) 502: Considerations for Fusion Center and Emergency Operations Center Coordination. Data collected through the 2014 Assessment indicates that two additional fusion centers formalized relationships with EOCs through memorandums of understanding (MOUs) and other formal mechanisms, bringing the total number of centers with such relationships to 44 of 78, or 56.4% of the National Network. Fifty-two (66.7%) have developed plans, policies, or SOPs for steady-state and incident-related coordination with their jurisdiction's EOC, and 50 fusion centers (64.1%) have worked with their respective EOC to identify steady-state information needs. Fifty-three (67.9%) fusion centers assign personnel to their jurisdiction's EOC during events or incidents, and 12 (15.4%) fusion centers have a regular and continuous presence in their jurisdiction's EOC. Finally, 30 (38.5%) fusion centers share the same parent organization as the EOC within their jurisdiction, while 19 (24.4%) are collocated with an EOC.

Recommendation

- Fusion centers should continue to facilitate closer relationships with emergency management partners, including more formalized relationships through MOUs and assigning fusion center personnel to EOCs during events or incidents.

Enriched Partnerships and Decision Making

Fusion centers provide the most benefit and have the greatest impact when the quality of the products and services they provide results in sustained relationships with key customer groups due to consistently high levels of satisfaction with their outputs, which facilitates informed decision making.

To achieve this outcome, fusion centers must build wide-ranging information sharing partnerships with entities across multiple disciplines to ensure the perpetual exchange of timely and relevant intelligence. Likewise, fusion center services must be timely and tailored to both the standing and emergent needs of requestors sufficient to accomplish desired end states and deliverables. The National Network demonstrates the existence of enriched partnerships when quality product development, multidirectional information flow, expanded service offerings, and sustained customer satisfaction reflect a collaborative, results-driven, and enduring relationship that directly impacts strategic and tactical decision making.

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inaugurations, major international summits held in the United States, major sporting events, and presidential nominating conventions), and (2) Special Event Assessment Rating events, which are those preplanned special events below the level of National Special Security Events that have been submitted via the annual National Special Event Data Call. The majority of these events are state and local events that may require support augmentation from the federal government.

In order to evaluate the value and impact of the analytic and situational awareness products developed by fusion centers, DHS worked with partner agencies to survey Homeland Security Advisors, heads of state police and investigative agencies, major city police chiefs and major country sheriffs, state emergency management directors, and Special Agents in Charge at FBI field offices located within fusion center AORs. A total of 199 individuals responded to the surveys. Seventy-five percent of key customers reported that fusion center products and services resulted in increased situational awareness of threats within their AOR. About the same number (77.9%) reported that they found fusion center products and services to be relevant. Table 9 below contains overall responses to all survey questions.[17]

Table 9: Key Customer Survey Responses

Question	Agree/ Strongly Agree	Neutral	Disagree/ Strongly Disagree
Fusion center products and services are timely for my mission needs	72.7%	14.9%	12.4%
Fusion center products and services are relevant	77.9%	12.3%	9.7%
I am satisfied with fusion center products and services	68.7%	16.4%	14.9%
Fusion center products and services influenced my decision making related to threat response activities within my area of responsibility	59.7%	20.4%	19.9%
Fusion center products and services resulted in increased situational awareness of threats within my area of responsibility	75.4%	11.3%	13.3%

Recommendation

- Fusion centers should work with governance and advisory bodies to identify customer expectations for the timeliness and relevancy of products and services.

More Effective Law Enforcement Activities

Fusion centers provide the most benefit and have the greatest impact when they provide products and services that contribute directly to the efforts of local, state, and federal law enforcement officials. Specifically, fusion centers should enable and enhance investigative efforts that seek to reduce the threat of crime and terrorism in their jurisdictions and across the country.

To achieve this outcome, fusion centers must build effective two-way information sharing partnerships with local, state, and federal law enforcement organizations. The National Network demonstrates more effective law enforcement activities when fusion centers participate in broad-ranging information sharing partnerships that provide actionable criminal and terrorism threat information that law enforcement organizations use to initiate or enhance investigations.

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[17] 2013 and 2014 survey results were not directly comparable due to changes in survey questions, modifications in the number of response categories used to measure customer satisfaction, and changes in calculating overall response rates.

Suspicious Activity Reporting (SAR) vetted and submitted by fusion centers contribute to national law enforcement and counterterrorism activities.

In the 2014 Assessment period, the percentage of SARs vetted and submitted by fusion centers that resulted in the initiation or enhancement of an FBI investigation increased, from 3.3% (193/5,883) in 2013 to 5.5% (238/4,326) in 2014. In addition, the percentage of SARs submitted by fusion centers that resulted in an FBI Terrorist Screening Center (TSC) watchlist encounter remained the same – 2.3% (134/5,883) during the 2013 Assessment period to 2.3% (100/4,326) in 2014.

Recommendation

- The federal government and fusion centers should continue to provide training to fusion center staff, frontline officers, and other hometown security partners to further increase SAR reporting while ensuring the protection of privacy, civil rights, and civil liberties.

The percentage of requests for information (RFIs) from the TSC for which fusion centers provided information for a TSC case file increased slightly from the previous Assessment period.

A new HSGP requirement in FY 2014 requires fusion centers to provide responses to all RFIs (based on positive watchlist encounters) received from the TSC. New information provided by fusion centers can enhance and update TSC data regarding Known or Suspected Terrorists (KST). According to information provided by the TSC, fusion centers provided responses for 65.1% (4,383 of 6,737) of encounter notifications received from the TSC. This percentage is slightly up from 2013 (63.6%). During the validation process, most Fusion Center Directors reported that their fusion centers had SOPs regarding how to handle TSC RFIs and placed a high level of significance on responding to the RFIs. However, the fusion centers varied greatly in how quickly they responded to the RFIs, with some responding within two hours and others taking more than one day to respond.

Recommendation

- The TSC, in conjunction with DHS, should conduct outreach to fusion centers to increase responses to TSC RFIs by fusion centers.

Fusion centers have instituted governance bodies with appropriate federal and SLTT partner representation.

Governance bodies provide fusion centers with budgetary, programmatic, and operational guidance and oversight. Governance bodies also provide a mechanism to ensure coordination and deconfliction between federal and SLTT agencies operating within fusion center AORs. As of the end of the assessment period, 72 (92.3%) fusion centers had a governance body with partner representation, up from 69 (88.5%). Of the 6 fusion centers without a governance body, only 2 (2.6%) have not established a formal alternative process to gather insight and guidance from partner executives to inform their priorities and objectives. The multidisciplinary participation also increased across the different disciplines, and there were more formal memberships on the governance body from state agencies. The full range of multidisciplinary partner representation on fusion centers' governance bodies is detailed in Table 10 below.

Table 10: Multidisciplinary Partner Involvement in Fusion Center Governance Bodies

Discipline Involved in Fusion Center Governance Body	2013	2014	% change
Law enforcement	68	71	4.4%
State, city, and/or county homeland security	50	54	8.0%
Emergency management	45	48	6.7%
Fire service	36	39	8.3%
Public health and health care	30	33	10.0%
Corrections, parole, or probation	25	26	4.0%
Critical infrastructure	25	27	8.0%
Private sector	20	19	-5.0%
Emergency Medical Services (EMS)	18	23	27.8%
Tribal	5	6	20.0%

Data from the 2014 Assessment also indicates that the number of SLTT and federal partners participating in fusion center governance bodies increased since 2013. Federal agency participation on fusion center governance bodies helps avoid unnecessary duplication and overlap in field-based information sharing efforts between federal agencies and also between federal and SLTT partners. Representation on fusion center governance bodies is indicated in Table 11.

Table 11: Fusion Centers With Formal/Official Members of Federal Agencies on Governance Bodies

Federal Agency on Governance Body	2013	2014	% change
Anti-Terrorism Advisory Council, United States Attorney's Office	19	19	0.0%
Area Maritime Security Committee	9	9	0.0%
Border Enforcement Security Task Force	3	2	-33.3%
Federal Bureau of Investigation (FIG, JTTF, other)	46	49	6.5%
FEMA Regional Office	0	1	--
High Intensity Drug Trafficking Area Investigative Support Centers	9	14	55.6%
Integrated Border Enforcement Teams	1	0	-100.0%
Maritime Interagency Operations Center	4	4	0.0%
RISS Centers	3	6	100.0%
U.S. Attorney General's Office	11	17	54.5%

Recommendation

- The federal government should identify and promulgate best practices for federal agency engagement with fusion center governance bodies and advisory boards.

Enhanced Threat and Domain Awareness

Fusion centers provide the most benefit and have the greatest impact when they provide stakeholders with both general domain awareness and the more specific, accurate threat picture that allows them to make resource decisions to ultimately anticipate and disrupt criminal and terrorist activities.

To achieve this outcome, fusion centers must develop, leverage, and share information or intelligence to provide stakeholders with an accurate threat picture. The National Network demonstrates an environment of enhanced threat and domain awareness through sound analytic tradecraft that produces intelligence to assist law enforcement and homeland security partners in preventing, protecting against, and responding to threats in the homeland.

Increased Availability of Classified Information

In August 2014, DHS and the U.S. Department of Defense (DoD) executed an MOU that makes the .smil products on the DHS Secret Internet Protocol Router Network (SIPRNet) Whitelist available to SLTT partners. This is an enhancement in sharing meaningful classified information with SLTT partners. DHS will continue to work with other federal partners to increase the number of agencies who make their classified products available to SLTT partners via MOUs such as the one with DoD.

The National Network sustained its capabilities to analyze risk, including the use of threat, vulnerability, and consequence data.

The 2014 Assessment identified increases in risk assessment capabilities, in general, and in the area of critical infrastructure. In the assessment period, 74 (94.9%) fusion centers contributed to a Threat and Hazard Identification and Risk Assessment (THIRA), up from 69 (88.5%) in 2013. In addition to all fusion centers having contributed to and/or conducted threat assessments for customers within their AOR (no change from 2013), fusion centers continued to analyze vulnerability and consequence data. A total of 77 (98.7%) fusion centers contributed to and/or conducted vulnerability analysis (up from 75, 96.2%) and 73 (93.6%) contributed to and/or conducted consequence analysis (up from 70, 89.7%).In terms of developing general threat and risk assessments, the number of fusion centers incorporating national and statewide risk assessments increased to 74 (94.9%) from 70 (89.7%). The number of fusion centers developing sector-specific risk assessments increased to 53 (67.9%) from 48 (61.5%).

Recommendations

- The federal government should continue to provide specialized analytic seminars and training on risk analysis to fusion centers and their partners.

- Fusion centers should ensure that analysts are capable of conducting risk analysis, including access to and the application of threat, vulnerability, and consequence data and information.

Privacy, Civil Rights, and Civil Liberties (P/CRCL) Protections

Fusion centers provide the most benefit and have the greatest impact when they safeguard the nation while protecting privacy, civil rights, and civil liberties (P/CRCL). Fusion centers must build effective and robust P/CRCL policies and protections, including implementation of an approved privacy policy, compliance reviews, well-trained P/CRCL Officers, and strong outreach to stakeholders. The National Network demonstrates enhanced P/CRCL protections when fusion centers are able to carry out their specified missions without infringing on P/CRCL.

> Fusion center performance indicates a high degree of attention to the importance of P/CRCL protections, including the increased use of audits and compliance checks.

During the 2014 Assessment period, all of the fusion centers reviewed their analytic products for P/CRCL issues prior to dissemination, up from 75 (96.2%) in 2013. In addition, all fusion centers used the *Privacy, Civil Rights, and Civil Liberties Compliance Verification for the Intelligence Enterprise* tool, an increase from 72 (92.3%) fusion centers in 2013. Finally, 69 (88.5%) fusion centers underwent a P/CRCL audit, as compared to 63 (80.8%) in the previous period.

Increases were also seen in the numbers of fusion centers that ensure that all employees receive formal and standardized training and that analytic products are reviewed for P/CRCL issues. For example, results from the 2014 Assessment show that all fusion centers are now offering formal and standardized training on their P/CRCL policy and protections, an increase of two fusion centers from 2013. The 2014 Assessment data also indicated that outside legal advice is available to 77 (98.7%) of the P/CRCL Officers versus 73 (93.6%) last year, and more outreach on P/CRCL policy and protection is occurring (74, or 94.9% of fusion centers conducted outreach, up from 67, or 85.9%).

Recommendations

- Federal partners should continue to offer regular, periodic P/CRCL training, workshops, technical assistance, and other support.

- Fusion centers should review all analytic products for P/CRCL issues.

- To ensure consistent P/CRCL audits across the National Network, the federal government should provide guidance to assist fusion centers in consistently implementing and auditing their P/CRCL policies and protections.

Summary Table of Findings and Recommendations

The table below presents the findings and recommendations from the 2014 Final Report.

Findings	Recommendations
The number of fusion centers that tag analytic products to Standing Information Needs (SINs) increased significantly.	• Fusion centers should tag all analytic products to both fusion center SINs and DHS Homeland Security (HSEC) SINs, when applicable. • Federal partners should assist fusion centers to more effectively and efficiently tag their products, through focused guidance/instructions and technical assistance services.
The Homeland Security Information Network Intelligence Community of Interest (HSIN-Intel) is the most common sensitive but unclassified (SBU) system used for information sharing and analytic collaboration among fusion centers.	• Fusion centers should continue to post all distributable analytic products to HSIN-Intel. • DHS should conduct outreach to fusion centers regarding how to post products appropriately to HSIN-Intel. • DHS should provide clarification to fusion centers regarding who has access to HSIN-Intel to address concerns regarding access to law enforcement-sensitive products. • DHS should ensure that all distributable analytic product lines from the Office of Intelligence and Analysis (I&A), other DHS components, and federal partners are posted to HSIN-Intel.
Fusion center activities are more formalized, including policies and strategic plans linked to performance measures and financial processes.	• The federal government should continue to provide guidance, training, technical assistance, and exchanges specifically focused on emerging areas to assist in further standardizing fusion center standard operating procedures across the National Network (such as the use of social media and license plate readers). • DHS should consider new grant requirements that enable fusion centers to address emerging priorities.
Fusion centers continue to play important roles in operational responses within their areas of responsibility.	• Fusion centers should continue to facilitate closer relationships with emergency management partners, including more formalized relationships through MOUs and assigning fusion center personnel to EOCs during events or incidents.
Key customers are highly satisfied with the timeliness, relevancy and increased situational awareness provided by fusion center products and services; influence on decision making could be improved.	• Fusion centers should work with governance and advisory bodies to identify customer expectations for the timeliness and relevancy of products and services.

Findings	Recommendations
Suspicious Activity Reporting (SAR) vetted and submitted by fusion centers contribute to national law enforcement and counterterrorism activities.	• The federal government and fusion centers should continue to provide training to fusion center staff, frontline officers, and other hometown security partners to further increase SAR reporting while ensuring the protection of privacy, civil rights, and civil liberties.
The percentage of requests for information (RFIs) from the Terrorist Screening Center for which fusion centers provided information for a TSC case file increased slightly from the previous Assessment period.	• The TSC, in conjunction with DHS, should conduct outreach to fusion centers to increase responses to TSC RFIs by fusion centers.
Fusion centers have instituted governance bodies with appropriate federal and SLTT partner representation.	• The federal government should identify and promulgate best practices for federal agency engagement with fusion center governance bodies and advisory boards.
The National Network sustained its capabilities to analyze risk, including the use of threat, vulnerability, and consequence data.	• The federal government should continue to provide specialized analytic seminars and training on risk analysis to fusion centers and their partners. • Fusion centers should ensure that analysts are capable of conducting risk analysis, including access to and the application of threat, vulnerability, and consequence data and information.
Fusion center performance indicates a high degree of attention to the importance of P/CRCL protections, including the increased use of audits and compliance checks.	• Federal partners should continue to offer regular, periodic P/CRCL training, workshops, technical assistance, and other support. • Fusion centers should review all analytic products for P/CRCL issues. • To ensure consistent P/CRCL audits across the National Network, the federal government should provide guidance to assist fusion centers in consistently implementing and auditing their P/CRCL policies and protections.

Federal Support

Federal agencies provide support to state and locally owned and operated fusion centers through grant funding, training, technical assistance, exercises, federal personnel, and access to federal information and networks. This support is intended to strengthen and mature existing capabilities, assist with mitigating any identified capability gaps, and improve fusion center performance. Data collected through the 2014 Assessment was coupled with a data call to federal departments and agencies to understand the levels and types of resources collectively leveraged to support fusion centers.

2014 Fusion Center Assessment

The 2014 Assessment gathered data from Fusion Center Directors to understand the effectiveness of federal support received during the period of August 1, 2013 through July 31, 2014 and to prioritize federal support requirements for the 12 months following the 2014 Assessment. Fusion Center Directors were asked to identify the types of support they received during the assessment period to support the COCs and ECs based on the 2014 Gap Mitigation Activities (see Appendix G of the *2013 National Network of Fusion Centers Final Report*). They also identified the types of assistance they anticipate wanting to access in the next 12 months and rated the priority or importance of that future support. The effectiveness of federal support during the assessment period and the priority of future federal support were rated on a scale from 1 (least effective/lowest priority) to 5 (highly effective/highest priority). All 78 fusion centers that make up the National Network provided data evaluating federal support.

DHS analyzed fusion center submissions to identify federal support priorities for 2015. These scores were then sorted from highest to lowest according to their (a) total score and (b) scores just for those centers that identified a particular activity as being the most effective (in the past) or most important (for the future).

DHS determined the highest-priority gap mitigation activities for 2015 by comparing the top ten-rated activities for the past and the future 12-month periods based on total score and on the instances in which the activities were rated most effective or most important. Eight of the top ten activities are training or educational programs, including:

- Basic Intelligence and Threat Analysis Course
- Critical Thinking and Analytic Methods Course

- Cyber Analysis Training Course

- Fusion Center Leaders Program

- Mid-Level Intelligence and Threat Analysis Course

- National Fusion Center Security Liaison Workshop

- Open Source Intelligence Training

- Advanced Cyber Analysis Training Course (not currently available; identified as a future requirement)

Two of the top ten activities relate to classified information access, including:

- Access to Secret-level systems

- Secret-level clearances

The federal government will continue to focus its support for fusion centers on the development and delivery of gap mitigation resources that will help fusion centers obtain and sustain the knowledge, skills, and tools necessary to execute the fusion process, including the priority activities listed above and other activities in the 2015 Gap Mitigation Activities.

2014 Fusion Center Federal Cost Inventory

DHS collected the appropriate data and developed the 2014 Fusion Center Federal Cost Inventory report in order to document federal funding and personnel supporting fusion centers for FY 2014, delineating resources provided in accordance with guidelines set in the Federal Resource Allocation Criteria (RAC) Policy.

The 2014 Fusion Center Federal Cost Inventory collected data on federal spending in direct support of fusion centers from 43 of 50 federal departments and agencies (86% response rate). Specifically, the inventory covered federal funding and personnel dedicated to fusion centers for FY 2014. The 2014 Fusion Center Federal Cost Inventory requested data aligned to the following seven categories:

- Costs for support of the National Network (e.g., headquarters support)

- Costs dedicated to primary and recognized fusion centers

- Personnel (e.g., intelligence analysts, agents, program analysts)

- Information systems/technology

- Management and administration

- Training, technical assistance, and exercises

- Programmatic (e.g., security clearance sponsorship, travel)

DHS validated 2014 Fusion Center Federal Cost Inventory data submissions by conducting a thorough review for accuracy and consistency and for adherence to the instructions provided in the reporting template. Furthermore, I&A Regional Directors and Intelligence Officers validated the personnel deployed to fusion centers. DHS analyzed the submitted cost information based on programmatic knowledge to eliminate double counting, and the updated information was vetted to ensure accuracy.

DHS identified three significant challenges associated with collecting, validating, and analyzing federal investment data.

- Funding to support fusion centers is generally not a budget line item for most federal departments and agencies, so collecting and reporting investment data requires significant time and effort.

- Some departments' and agencies' field offices directly support fusion centers at the field level, but the existence and extent of this support is not frequently shared with headquarters elements.

- For those departments and agencies with organizationally separate operations and intelligence units or functions, one unit may engage with fusion centers without the knowledge of the other.

Despite these challenges, DHS is confident that the data reported is adequate, based upon the additional validation steps, to identify trends and general themes regarding federal investments in fusion centers.

2014 Fusion Center Federal Cost Inventory Conclusions

The 2014 Fusion Center Federal Cost Inventory reveals a significant level of federal investment in fusion centers, particularly in the form of personnel deployed directly to fusion centers, training and technical assistance, and information technology deployed in support of fusion centers. These investments are essential for maturing and sustaining National Network capabilities and for helping the National Network achieve meaningful outcomes in support of national information sharing and homeland security. However, comparisons with federal investment data from 2011 to 2013 also highlight how federal departments and agencies have refined and focused the type and level of support they provide to the National Network.

Noteworthy trends revealed through year-to-year comparisons include:

- A slight decrease in total reported direct federal investments from 2013 to 2014 (decrease of $1,4 million, or -2.1%).

- An increase in the number of federal departments and agencies with personnel deployed to fusion centers on at least a part-time basis (from 10 in 2011 to 20 in 2014).

- A 6.2% decrease in total federal personnel from 2013 to 2014 (390 to 366), primarily due to a decrease in the number of part-time deployments, as shown in Table 12 below:

Table 12: Comparison of All Federal Personnel Supporting Fusion Centers, 2011-2014

Year	Full-Time	Part-Time	Total
2011	321 (81% of total)	76 (19% of total)	397
2012	293 (79% of total)	77 (21% of total)	370
2013	268 (69% of total)	122 (31% of total)	390
2014	266 (73% of total)	100 (27% of total)	366

To date, the federal government has focused its investments on supporting capability development and implementation across the National Network. At the same time, DHS has implemented a robust federal interagency governance process to facilitate the management and delivery of federal support to fusion centers, as well as a comprehensive process for assessing, tracking, and monitoring National Network capability development and performance. These efforts have positioned the federal government to track the life cycle of federal investments in fusion centers and to better understand how targeted investment results in improved capabilities at individual fusion centers and across the National Network. These efforts have also positioned federal partners to transition from investing in capability development to capability sustainment and to helping the National Network generate tangible performance outcomes based on previous capability investments.

Data collected through the 2014 Fusion Center Federal Cost Inventory shows a significant decrease over the last four years in federal investments associated with Management and Administration and Information Systems/Technology. This trend likely reflects the significant start-up costs associated with developing and deploying information technology hardware to facilitate fusion center access to classified systems, including HSDN and FBINet. Out-year costs associated with ongoing operations and maintenance are typically less than the initial start-up investments, which could account for the decrease. In addition, data collected through the 2013 and 2014 Fusion Center Federal Cost Inventories indicates a gradual stabilization of investments in

fusion center staff training and technical assistance services, both of which are intended to build and sustain staff knowledge, skills, and abilities. This stabilization occurred at the same time that federal agencies expanded personnel deployments to fusion centers. Together, these data points reflect a gradual transition from investing in capability development at fusion centers to a more sustained focus on operational engagement at fusion centers with mature capabilities.

The 2014 Fusion Center Federal Cost Inventory asked federal agencies to describe their awareness and implementation of the Federal Resource Allocation Criteria (RAC) Policy. Only 17.4% of responding agencies said that they provided Federal RAC Policy awareness and training to personnel that worked with or on fusion center-related programmatic, policy and budget activities. Responses to other Federal RAC Policy-related questions are indicated in Table 13 below.

> ### Federal Resource Allocation Criteria Policy
>
> In June 2011 the PM-ISE issued *ISE Guidance ISE-G 112, Federal Resource Allocation Criteria (RAC) Policy*. The Federal RAC Policy defines objective criteria and a coordinated approach for prioritizing the allocation of federal resources to fusion centers. To guide federal resource allocation, the *Federal RAC Policy Implementation Guidance* was published in September 2014 to offer best practices and recommendations about how to better develop, implement, and adhere to the *Federal RAC Policy*. It also provides recommended approaches for tracking and monitoring *Federal RAC Policy* implementation activities.

Table 13: Federal Agency Compliance With RAC Policy Implementation Guidance

	Yes	No
Does your agency have a plan for the implementation of the Federal RAC Policy and how it aligns to and/or prioritizes the allocation of resources to fusion centers in accordance with the agencies' mission focus and priorities?	21.7%	78.3%
Does your agency track, monitor, and report all resources supporting fusion centers in accordance with the Federal RAC Policy for *Headquarters Support*?	43.5%	56.5%
Does your agency track, monitor, and report all resources supporting fusion centers in accordance with the Federal RAC Policy for *Primary Fusion Centers*? (Federal RAC Policy Category 1)	34.8%	65.2%
Does your agency track, monitor, and report all resources supporting fusion centers in accordance with the Federal RAC Policy for *Recognized Fusion Centers*? (Federal RAC Policy Category 2)	34.8%	65.2%

Homeland Security Grant Program Requirements

The FY 2014 Homeland Security Grant Program (HSGP), administered by the Federal Emergency Management Agency's (FEMA) Grant Programs Directorate, plays an important role in the implementation of Presidential Policy Directive 8 (PPD-8) by supporting the development and sustainment of core capabilities. Core capabilities are essential for the execution of each of the five mission areas outlined in the *National Preparedness Goal* (NPG).

The development and sustainment of these core capabilities are not exclusive to any single level of government or organization but rather require the combined effort of the whole community. Intelligence and information sharing is identified in the NPG as a core capability, and the National Prevention Framework further identifies those capabilities, plans, and operations necessary to ensure that the nation has established the ability to collect, analyze, and further disseminate intelligence.

To support the development and sustainment of these capabilities, the FY 2014 HSGP guidance identified the maturation and enhancement of fusion centers as one of the priority areas for HSGP funding. DHS identified fusion center-specific requirements necessary to support this priority area and used the 2014 Assessment to collect data to evaluate compliance.

Following completion of the 2014 Assessment, DHS analyzed assessment data to evaluate compliance status for all fusion centers—looking at the FY 2014 grant requirements implemented in the middle of the assessment period as well as those requirements enacted in previous years. No fusion centers were noncompliant with an existing requirement for both the 2013 and 2014 assessment periods. DHS informed fusion center leaders of any instances in which new or existing requirements were not met in the 2014 Assessment so that the fusion centers could take appropriate actions to achieve the requirement in the 2015 assessment period.

Table 14: 2014 HSGP Requirements Compliance

2014 HSGP Requirements	2013		2014	
	%	#	%	#
Successful completion of the annual Fusion Center Assessment Program managed by the DHS I&A. The Fusion Center Assessment Program evaluates each Fusion Center against the COCs and ECs and is comprised of the self-assessment questions, staffing, product, and cost assessment data tables, and validation.	98.7	77	100	78
Maintain approved plans, policies, or SOPs and, per the Fusion Center Assessment Program, and, when applicable, demonstrate improvement in each of the four COCs.	94.9	74	100	78
Develop and implement privacy, civil rights, and civil liberties (P/CRCL) protections, including:				
Maintaining an approved P/CRCL policy that is determined to be at least as comprehensive as the ISE Privacy Guidelines	100	78	100	78
Ensuring the approved P/CRCL policy is publicly available*			97.4*	76*
Conducting a compliance review of their P/CRCL policy in accordance with the P/CRCL Compliance Verification for the Intelligence Enterprise	92.3	72	100.0	78
Ensuring there is a process in place for addressing and adjudicating complaints alleging violations of P/CRCL*			100*	78*
Ensuring all analytic products (as defined by the annual assessment process) are reviewed for P/CRCL issues prior to dissemination*			100*	78*
Ensuring all staff receive annual training on the center's P/CRCL policies	97.4	76	100	78
Ensuring all staff are trained on 28 CFR Part 23	98.7	77	100	78
Ensuring all Federally funded criminal intelligence databases comply with 28 CFR Part 23	100	78	100	78
All fusion center analytic personnel must meet designated competencies, as identified in the Common Competencies for State, Local, and Tribal Intelligence Analysts, that have been acquired through experience or training courses.	92.3	72	97.4	76
Successfully complete an exercise to evaluate the implementation of the COCs at least once every two years and address any corrective actions arising from the successfully completed exercises within the timeframe identified in the each exercises' AAR	98.7	77	100	78
Post 100 percent (100%) of distributable analytic products (as defined by the annual assessment process) to HSIN-Intel as well as any other applicable portals, such as LEO, RISS, their agency portal, etc.	46.2	36	83.3	65
Ensure all analytic products are tagged to Homeland Security Standing Information Needs.*			69.2*	54*
Have formalized process (as defined by the annual assessment process) to track incoming and outgoing requests for information (RFI), including send/recipient and actions taken.	97.4	76	100	78
For States that have multiple designated fusion centers, the primary fusion center has documented a plan that governs the coordination and interactions of all fusion centers within the state.	75.0	9	100	12
Provide responses to all RFIs received from the FBI Terrorist Screening Center.			TBD*	TBD*
Have formalized governance or oversight body with appropriate partner representation.*			97.4*	76*
Conduct or contribute to the Threat and Hazard Identification and Risk Assessment for their area of responsibility.*			94.9*	74*

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* Requirement introduced in the FY2014 HSGP Guidance. All other requirements were introduced in prior HSGP Guidance.

Appendices

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Appendix A – Critical Operational Capabilities and Enabling Capabilities Attribute Table

	2013		2014	
	Total Achieved	**Percent Achieved**	**Total Achieved**	**Percent Achieved**
COC 1 – Receive				
1. Fusion center has approved plans, policies, or standard operating procedures (SOPs) for the receipt of federally-generated threat information	75	96.2%	78	100%
2. Fusion center has a plan, policy, or SOP that addresses the receipt and handling of National Terrorism Advisory System (NTAS) alerts	70	89.7%	77	98.7%
3. Fusion center personnel with a need to access classified information are cleared to at least the Secret level	78	100%	78	100%
4. Fusion center has access to sensitive but unclassified information systems	78	100%	78	100%
5. Fusion center has access to HSDN and/or FBINet (i.e. within fusion center or on-site)	69	88.5%	71	91.0%
COC 2 – Analyze				
1. Fusion center has approved plans, policies, or SOPs for assessing the local implications of time-sensitive and emerging threat information	74	94.9%	78	100%
2. Fusion center has a documented analytic production plan	65	83.3%	72	92.3%
3. Fusion center has access to multidisciplinary subject matter experts (SMEs) within its AOR to inform analytic production	78	100%	78	100%
4. Fusion center has access to multidisciplinary SMEs outside of its AOR to inform analytic production	78	100%	78	100%
5. Fusion center has a process to provide DHS with information and/or intelligence that offers a local context to threat information in the event of an NTAS-related alert	76	97.4%	78	100%
6. Fusion center conducts threat assessments within its AOR	73	93.6%	76	97.4%
7. Fusion center contributes to or conducts a statewide risk assessment (threat, vulnerability, and consequence analysis)	70	89.7%	74	94.9%

	2013		2014	
	Total Achieved	Percent Achieved	Total Achieved	Percent Achieved
8. Fusion center contributes to national-level risk assessments	74	94.9%	72	92.3%
9. Fusion center has a structured customer feedback mechanism for some or all of its analytic products	62	79.5%	71	91.0%
10. Fusion center evaluates the effectiveness of the customer feedback mechanism for analytic products on an annual basis	70	89.7%	75	96.2%
11. All fusion center analysts have received at least 20 hours of issue-specific training in the past 12 months	70	89.7%	75	96.2%
COC 3 – Disseminate				
1. Fusion center has approved plans, policies, or SOPs governing the procedures and communication mechanisms for the timely dissemination of products to customers within its AOR	75	96.2%	78	100%
2. Fusion center has a dissemination matrix	69	88.5%	72	92.3%
3. Fusion center has a primary sensitive but unclassified mechanism to disseminate time-sensitive information and products to their customers and partners	78	100%	78	100%
4. Fusion center has a plan, policy, or SOP that addresses dissemination of NTAS alerts to stakeholders within its AOR	70	89.7%	77	98.7%
5. Fusion center has a mechanism to disseminate NTAS alerts	77	98.7%	77	98.7%
6. Fusion center has a process for verifying the delivery of products to intended customers	47	60.3%	60	76.9%
COC 4 – Gather				
1. Fusion center is Nationwide Suspicious Activity Reporting (SAR) Initiative (NSI) compliant OR has an approved plan, policy, or SOP governing the gathering of locally-generated information	76	97.4%	78	100%
2. Fusion center has a documented tips and leads process	73	93.6%	76	97.4%
3. Fusion center has a process for identifying and managing information needs	73	93.6%	78	100%
4. Fusion center has a process for managing the gathering of locally-generated information to satisfy the fusion center's information needs	73	93.6%	78	100%
5. Fusion center has approved standing information needs (SINs)	66	84.6%	71	91.%
6. Fusion center has an annual process to review and refresh its SINs	66	84.6%	76	97.4%
7. Fusion center has a request for information (RFI) management process	76	97.4%	78	100%
8. Fusion center has a process to inform DHS of protective measures implemented within its AOR in response to an NTAS alert	74	94.9%	76	97.4%
EC 1 – Privacy, Civil Rights, and Civil Liberties Protections				
1. Fusion center has a P/CRCL policy determined by DHS to be at least as comprehensive as the Information Sharing Environment (ISE) Privacy Guidelines	78	100%	78	100%
2. Fusion center provides formal and standardized training to all personnel on the fusion center's P/CRCL policy and protections annually	76	97.4%	78	100%
3. Fusion center's policies, processes, and mechanisms for receiving, cataloging, and retaining information (provided to the center) comply with 28 Code of Federal Regulations (CFR) Part 23 when appropriate	78	100%	78	100%
4. Fusion center trains all personnel who access criminal intelligence systems in 28 CFR Part 23	77	98.7%	78	100%
5. Fusion center has identified a P/CRCL Officer	76	97.4%	78	100%
6. Fusion center has a P/CRCL outreach plan	43	55.1%	56	71.8%
EC 2 – Sustainment Strategy				
1. Fusion center has an approved strategic plan	65	83.3%	73	93.6%
2. Fusion center conducts an annual financial audit	72	92.3%	72	92.3%

	2013		2014	
	Total Achieved	Percent Achieved	Total Achieved	Percent Achieved
3. Fusion center completes an annual operational cost assessment	77	98.7%	77	98.7%
4. Fusion center participates in an exercise at least once a year	77	98.7%	78	100%
5. Fusion center measures its performance to determine the effectiveness of its operations relative to expectations it or its governing entity has defined	67	85.9%	73	93.6%
EC 3 – Communications and Outreach				
1. Fusion center has a designated Public Information Officer or Public Affairs Officer	75	96.2%	77	98.7%
2. Fusion center has an approved communications plan	64	82.1%	70	89.7%
3. Fusion center has developed and implemented a process for capturing success stories	71	91.0%	78	100%
EC 4 – Security				
1. Fusion center has an approved security plan, policy, or SOP that addresses physical, personnel, and information security	73	93.6%	76	97.4%
2. Fusion center trains all personnel on the fusion center's security plan annually	71	91.0%	73	93.6%
3. Fusion center has identified a Security Liaison	76	97.4%	77	98.7%
4. Fusion center's Security Liaison (or other organization's Security Liaison) completes annual security training	71	91.%	76	97.4%
5. Fusion center has access to Central Verification System (CVS)	63	80.8%	63	80.8%
6. Fusion center's Security Liaison (or other organization's Security Liaison) is trained on how to use CVS	61	78.2%	67	85.9%

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Appendix B – Performance Measures Table

Performance Measures Description	2013 Achievement	2014 Achievement
1.1 Percentage of key customers reporting that fusion center products and services are timely for mission needs	87.8%*	72.7%
1.2 Percentage of key customers reporting fusion center products and services are relevant	83.5%*	77.9%
1.3 Percentage of key customers who indicate they are satisfied with fusion center products and services	87.7%*	68.7%
1.4 Percentage of key customers reporting that fusion center products and services influenced their decision making related to threat response activities within their area of responsibility (AOR)	Not Implemented in 2013	59.7%
1.5 Number of law enforcement, fire service, and emergency medical services (EMS) entities with Fusion Liaison Officers (FLOs)	11,572	12,331
2.1 Percentage of states whose fusion centers reported involvement in Threat and Hazard Identification and Risk Assessment (THIRA)	92.5%	96.2%
2.2 Number of Department of Homeland Security (DHS) Intelligence Information Reports (IIRs) originating from information received and validated by a fusion center	Initial data collection under way for 2015 Assessment	
2.3 Number of Federal Bureau of Investigation (FBI) Intelligence Information Reports (IIRs) originating from information received and validated by a fusion center	Future Implementation	
2.4 Percentage of key customers reporting that fusion center products and services resulted in increased situational awareness of threats within their area of responsibility (AOR)	Not Implemented in 2013	75.4%

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*2013 and 2014 results for performance measures 1.1, 1.2, and 1.3 are not directly comparable due to changes in survey questions, modifications in the number of response categories used to measure customer satisfaction, and changes in calculating overall response rates.

Performance Measures Description	2013 Achievement	2014 Achievement
3.1 Percentage of fusion center analytic products tagged to Homeland Security (HSEC) Standing Information Needs (SINs)	19.3%	41.2%
3.2 Percentage of fusion center analytic products tagged to fusion center Standing Information Needs (SINs)	34.1%	62.5%
4.1 Number of Suspicious Activity Reports (SAR) vetted and submitted by fusion centers that result in the initiation or enhancement of an investigation by the Federal Bureau of Investigation (FBI)	193	238
4.2 Percentage of requests for information (RFI) from the Terrorist Screening Center (TSC) for which fusion centers provided information for a TSC case file	63.6%	65.1%
4.3 Number of Suspicious Activity Reports (SAR) vetted and submitted by fusion centers that result in a Terrorist Screening Center (TSC) Watchlist encounter	134	100
5.1 Number of analytic products co-authored by at least one fusion center and at least one federal agency	211	198
5.2 Number of analytic products co-authored by two or more fusion centers	115	93
5.3 Number of Department of Homeland Security (DHS) Office of Intelligence and Analysis (I&A) analytic products that cite information originating from fusion centers	Initial data collection under way for 2015 Assessment	
5.4 Number of fusion center analytic products that cite source information originating from Intelligence Community (IC) products or reports	Initial data collection under way for 2015 Assessment	
5.5 Number of fusion center analytic products that cite source information originating from at least one other fusion center's products or reports	Initial data collection under way for 2015 Assessment	
5.6 Percentage of State, Local, Tribal, Territorial (SLTT) fusion center analysts with Homeland Security Information Network Intelligence (HSIN–Intel) accounts who log into HSIN-Intel at least once a month	Initial data collection under way for 2015 Assessment	
6.1 Percentage of federally designated special events in which fusion centers played a direct role	48.6%	51.9%
6.2 Percentage of federally declared disasters in which fusion centers played a direct role	42.9%	38.2%
6.3 Percentage of state declared disasters in which fusion centers played a direct role	Future Implementation	
6.4 Percentage of recommendations identified through Fusion Center Readiness Initiative (FCRI) exercises acted upon and addressed by the specified fusion center(s)	Not Implemented in 2013	88.9%
7.1 Number of situational awareness products developed and disseminated by fusion centers	27,592	30,436
7.2 Number of analytic products developed and disseminated by fusion centers	5,994	7,362
7.3 Number of tips and leads processed by fusion centers	77,378	73,032
7.4 Number of fusion center searches conducted on Suspicious Activity Reporting (SAR) within the Nationwide SAR Initiative - SAR Data Repository (NSI SDR)	69,212	58,262
7.5 Number of Suspicious Activity Reports (SAR) submitted by fusion centers	5,883	4,326
7.6 Number of responses to fusion center-to-fusion center requests for information (RFIs)	18,714	26,617

Performance Measures Description	2013 Achievement	2014 Achievement
7.7 Number of responses to federal requests for information (RFIs)	47,069	62,166
7.8 Number of responses to requests for information (RFIs) from agencies within fusion center area of responsibility (AOR)	228,892	269,793
8.1 Percentage of fusion centers that conduct a Privacy, Civil Rights, and Civil Liberties (P/CRCL) compliance review based upon the compliance verification tool	92.3%	100.0%
8.2 Percentage of fusion centers that conduct Privacy, Civil Rights, and Civil Liberties (P/CRCL) audits	80.8%	88.5%
8.3 Percentage of Privacy, Civil Rights, and Civil Liberties (P/CRCL) audit findings for which fusion centers took corrective actions	Future Implementation	
8.4 Percentage of fusion center Privacy, Civil Rights, and Civil Liberties (P/CRCL) Officers who received P/CRCL training for their position	94.7%	100.0%
8.5 Percentage of fusion centers that provide annual Privacy, Civil Rights, and Civil Liberties (P/CRCL) training to all fusion center staff	97.4%	100.0%
8.6 Percentage of fusion center analytic products reviewed by Privacy, Civil Rights, and Civil Liberties (P/CRCL) Officers for P/CRCL issues	57.0%	99.9%
9.1 Percentage of fusion centers that develop an annual report providing updates on progress in achieving strategic goals and objectives	56.4%	66.7%
9.2 Percentage of fusion centers providing all performance data for the Fusion Center Performance Program (FCPP)	98.7%	100.0%
10.1 Number of programmatic briefings, tours, and other engagements	5,117	5,931
10.2 Number of open records inquiries (e.g. Freedom of Information Act requests) responded to by fusion centers	222	287
11.1 Of the fusion centers that fall under Department of Homeland Security (DHS) security purview, percentage of fusion centers that undergo an annual Security Compliance Review (SCR) based on DHS standards	100%	100%
11.2 Of the fusion centers that participated in the Department of Homeland Security (DHS) Security Compliance Review (SCR) during the assessment period, percentage of findings identified in the SCR report for which fusion centers took corrective actions within the timeframe identified	96.4%	87.8%
11.3 Percentage of State, Local, Tribal, Territorial (SLTT) fusion center personnel requiring SECRET clearances who have them, or have submitted requests to the appropriate granting authority for them	92.0%	92.4%

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Appendix C – Measuring the Impact of the National Network of Fusion Centers

The U.S. Department of Homeland Security's (DHS) Office of Intelligence & Analysis (I&A) is leading efforts on behalf of the federal government and the National Network to manage the performance management framework to capture objective, standardized data to evaluate the value and impact of individual fusion centers and the National Network as a whole in supporting national information sharing and homeland security outcomes. The FCPP framework consists of three interconnected elements:

- Measuring the capability and performance of the National Network through a structured, standardized annual assessment;
- Hosting and participating in prevention-based exercises that test fusion center capabilities against real-world scenarios; and
- Mitigating identified gaps in order to increase capabilities, improve performance, and sustain fusion center operations.
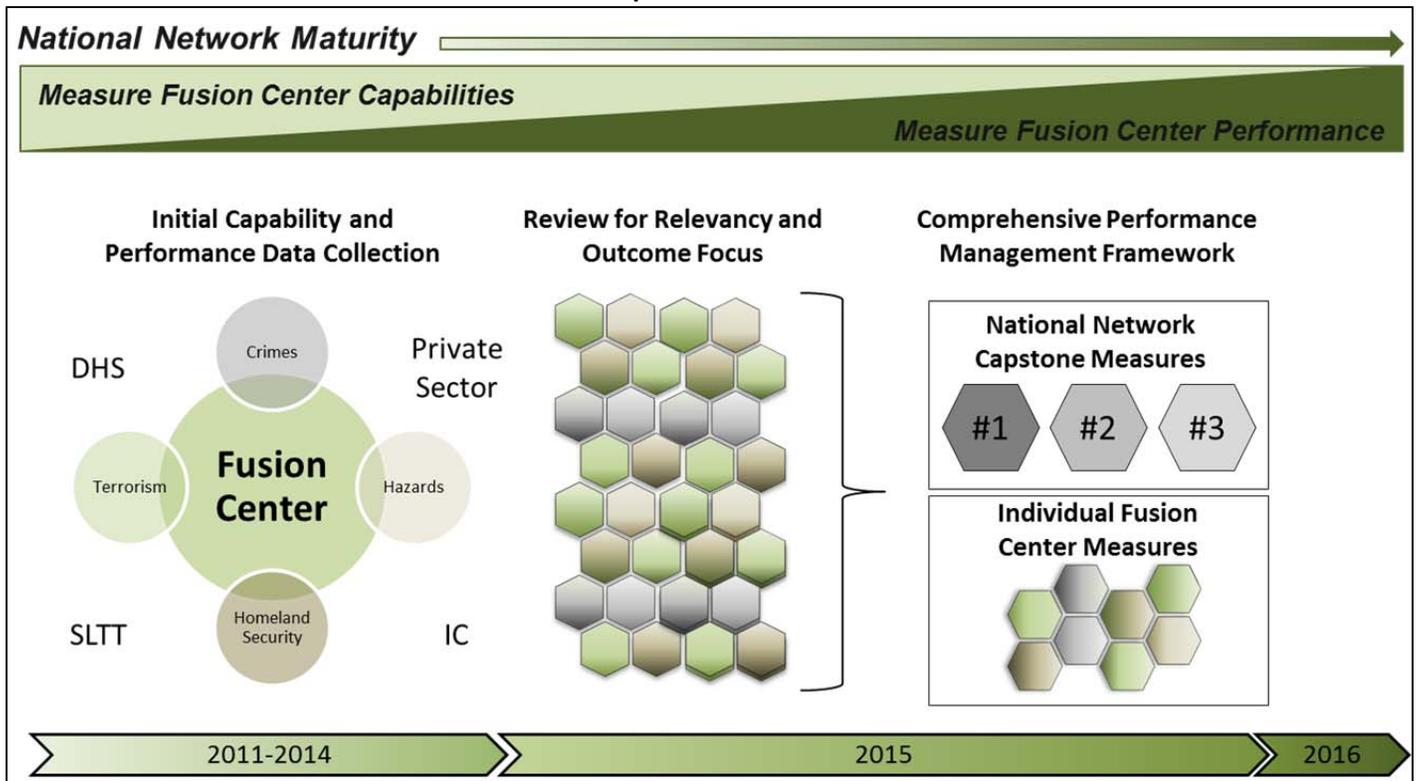
Each element of the FCPP is evaluated, adjusted, and repeated annually based on findings from the previous year, as well as refinements of fusion center requirements, new and emerging national priorities, and the evolving threat environment.

When implemented in 2011, the FCPP was designed to evaluate fusion centers' achievement of capabilities that are critical to the fusion process. It also provided an achievable set of targets to ensure functional consistency across the National Network, regardless of the fusion center size, scope, geography, or mission. In 2012, the assessment process was expanded to included data collection for five performance measures in addition to the capability measures. Building on the initial five performance measures, DHS I&A, and its federal and SLTT partners have since worked to develop an enhanced suite of performance measures that conveys a broader range of National Network impacts and benefits. In 2013, 34 total measures were implemented and 37 total measures were implemented in 2014. As of January 2015, a total of 42 measures are being collected against.

As described in the graphic below, fusion centers conduct activities to prevent inter-related threats for a broad range of customers across all levels of government. While our past efforts at capacity building have been noteworthy, it is the capability of fusion centers to perform their vital role in enhancing the safety and security of the homeland that matters most. This outcome necessitates updating the ways performance is measured. The following actions will be implemented in 2015 to evaluate overall impact of fusion centers:

- The existing suite of performance measures will be reviewed for relevancy and outcome focus. This review will include recommendations on the addition, deletion, and/or modification of existing performance measures.

- A limited number of capstone measures will be developed to summarize the overall health and progress of the National Network.

- Current evaluation efforts focus on capability at the individual and National Network levels, and overall National Network performance. Based on the results of the performance measure review, a framework to examine individual fusion center performance will be developed.

FY 2015 Efforts to Measure the Impact of the National Network of Fusion Centers

This enhanced focus on the ultimate impact of the National Network will help the fusion centers; their state, local, tribal, and territorial owners and/or customers; and supporting federal agencies to target staff deployment, the selection of appropriate gap mitigation measures, and resource acquisition. These collective efforts will also ensure that fusion centers are positioned to have the greatest impact on the Homeland Security Enterprise and the safety and security of our country against crime and terrorism.

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