Guideline 10

Integrate technology, systems, and people.

Facility, Location, and Physical Infrastructure

Justification

Ensuring that participants are integrated is a key element of the fusion center. It is important to bring technology, systems, and people together. Integrating these components streamlines operations, creates an effective and efficient environment, and increases productivity. There are a number of ways to integrate participants. Two options are presented for consideration—colocating and virtual integration. Colocating personnel in one facility is the preference.

Colocating participating entities improves communication and breaks down barriers. Often, lack of resources and funding can impede the ability to colocate. However, it is recommended that participating agencies strive to locate personnel in the same facility, when possible. Colocation consolidates resources and equipment. In addition, it fosters an environment to develop and exchange information and intelligence.

If colocating is not a feasible option for a fusion center, participating entities may consider virtual integration, which involves linking the information sharing and communications systems so personnel can seamlessly access and exchange information. Fortunately, technology has improved greatly over the years and continues to generate new and innovative capabilities. Virtual integration can be an effective technology solution for integrating personnel and processes.

Regardless of the option a fusion center chooses, it is important to ensure flexibility and scalability, allowing for each step of the intelligence process to be conducted.

Issues for Consideration

The Law Enforcement Intelligence Fusion Center Focus Group (FCFG) preferred that participating entities be colocated. However, they also recognized the logistical issues and obstacles affecting the ability to colocate. In addition, the focus group recognized that not colocating also has benefits, such as

the ability for mobile capacity, contingency operations during emergencies, and flexibility in offering services and support. The Public Safety FCFG acknowledged that with the inclusion of public safety entities, colocation may not always be feasible. Liaisons may be established with the various public safety entities that can be made operational when the need arises.

Furthermore, the Private Sector FCFG noted that due to the vast number and types of private industry within a jurisdiction, colocation may not be attainable. Instead, the focus group developed options for integrating private sector entities. One option is to institute a rotating private sector desk. This will allow different entities full-time participation within the fusion center to both understand the workings of the fusion center and participate in the processes that take place. By initiating a rotating desk, various private sector entities will have the ability to participate and validate their investment in the fusion center. Another option for integrating the private sector is to identify subject-matter experts within the private sector who can provide fusion centers with expertise as the need arises. For example, when a threat is made on the transportation industry, identified subject-matter experts from various transportation entities can be contacted by the fusion center to determine how the threat will impact the jurisdiction and industry.

A number of logistical issues must be addressed when deciding on a facility and location for a fusion center. The primary issues, not in priority order, include:

- Connectivity
  - ✓ Will the fusion center, emergency operations center, or other partners be connected? If so, how?
- Scalability
  - ✓ Ensure the facility allows for future and emergency expansion.
- Security
  - ✓ Ensure security for the facility, data, personnel, and visitors (see Guideline 9).
- Redundancy
  - ✓ Ensure redundancy for the infrastructure, resources, personnel, systems, etc.
- Emergency Power
- Continuity of Operations Plan (COOP)
- Threat/Vulnerability Assessments
  - ✓ Use private sector subject-matter experts to determine risks based on threat assessments.
- Political Issues
  - ✓ Recognize that the political climate will be different for each center.
  - ✓ Work with and inform political officials and policymakers regularly.
- Access
  - ✓ Ensure center personnel have seamless access to each other.
- Personnel
  - ✓ Ensure full and equal representation at local, state, and federal levels.
  - ✓ Ensure representation from law enforcement, public safety, and private sector components.
- Authority/Regulations
  - ✓ Follow appropriate policy, statutes, Concept of Operations (CONOPS), and other guidelines.
- Roles and Responsibilities
  - ✓ Clearly define personnel responsibilities, including roles during emergency situations.

Site Selection

When selecting or building a site for a fusion center, it is important for the site to be based on the functional needs of the center. At a minimum, a site should be designed based on the following functional elements:

- Collection/data management
- Analysis
- Command and control/executive
- Deconfliction
- Communication and dissemination
- Facilities management
- Feedback

If the center plans on managing multiple sites, additional consideration should address connectivity and collaboration issues.

The following list contains some key components to assist agencies in developing a plan to locate, acquire and/or renovate, and maintain a facility:

- Identify facility needs.
- Identify a facility project team to manage facility issues.
  - ✓ Ensure that center personnel are involved in site selection.
- Communicate with center leadership.
- Identify and secure needed funding (see Guideline 17).
- Conduct a space-needs analysis.
  - ✓ Utilize existing resources, when possible.
- Consult the U.S. General Services Administration's *Facilities Standards for the Public Buildings Service* when building a facility to house the fusion center.
- Conduct site visits.
  - ✓ Consider geographical and environmental issues, as well as convenience and location.
  - ✓ Consider the survivability of the building.
- Conduct a mission/operational continuity assessment.
- Develop a transition plan and timetable for occupancy.
- Work with technical personnel to ensure that connectivity and security issues are established.
- Train staff regarding facility, security measures, and policy requirements.
- Conduct Continuity of Operations exercises to ensure the operational resiliency of the center.
- Ensure plans and/or procedures are in place for regular facility evaluation and building maintenance.

Physical Security

Physical security includes all elements that make up the facility: it protects people, property, and processes. Centers should plan, identify, design, train, and implement all appropriate security measures; adhere to them; identify and create a program that identifies physical assets, threats, and vulnerabilities; assess and prioritize risks; and identify ways to resolve and respond to concerns or breaches.[52] A physical security plan should have, at a minimum, the following components:[53]

- Risk assessment
- Operating procedures
- Training, testing, and rehearsal plan
- Managing threats
- Communications plan

52 David Hochman, *Disruption Defense: Facility Security Breaches*, 2002.
53 U.S. General Services Administration, 3d ed., www.gsa.gov, 2004.

- Occupant Emergency Plan (OEP)
- COOP

Centers may consider maintaining a facility/security manager or officer who is responsible for preparing the facility security policy, monitoring and adhering to the policy, and training center personnel regarding the security policy and protocols. Training of users is critical. Users must understand their role and responsibility in adhering to a security plan, as well as how to notify the appropriate management when issues or concerns arise regarding security, such as lost badges or noncompliance (see Guideline 9).

Contingency Plan

The Law Enforcement Intelligence FCFG recommended that fusion centers identify a skeleton model for emergency operations. Centers should develop a contingency plan. A contingency plan enables the sustained execution of mission-critical processes and information technology systems during an extraordinary event that causes these systems to fail.

In addition, it is recommended that fusion centers develop and adopt a COOP to perform essential functions at an alternate location during an emergency. COOP enables each level of government and jurisdiction to preserve, maintain, and/or reconstitute its capability to function effectively in the event of a threat, disaster, or emergency. Consult the U.S. Department of Homeland Security (DHS) Federal Emergency Management Agency's (FEMA) *Interim Guidance on Continuity of Operations Planning for State and Local Governments,* dated May 2004.

Security Clearances

Most information needed by state or local law enforcement can be shared at an unclassified level. However, in those cases where it is necessary to share classified information, it can usually be accomplished at the "Secret" level. Resources regarding security clearances are included on the resource CD. Law enforcement should be cognizant of classification levels when distributing information to public safety and private sector entities. One of the goals of the fusion center is to enhance information sharing, and information classification barriers should be minimized. Rather than rely on clearances, fusion centers should attempt to declassify information and intelligence, when possible, to disseminate to public safety and private sector partners.

Centers also need a secure operation to perform classified work. Centers may consider use of the Sensitive Compartmented Information Facility (SCIF) concept. An SCIF is defined as an accredited area, room, group of rooms, building, or an installation where Sensitive Compartmented Information (SCI) may be stored, used, discussed, and processed. SCI is classified information concerning or derived from intelligence sources, methods, or analytical processes that is required to be handled within formal access control systems established by the director of the Central Intelligence Agency.[54]

Available Resources on Fusion Center CD

- Executive Orders 12968, 12958, and 13292 Regarding Classified Information
- FBI Security Clearance and Frequently Asked Questions
- GSA's *Facilities Standards for the Public Buildings Service*
- *IACP Police Facility Planning Guidelines: A Desk Reference for Law Enforcement Executives*, www.iacp.org/documents/pdfs/Publications/ACF2F3D%2Epdf
- National Institute of Standards and Technology, "Contingency Plan Template," http://csrc.nist.gov/fasp/FASPDocs/contingency-plan/contingencyplan-template.doc

54 Criminal Intelligence Glossary of Terms, November 2004.