

NATIONWIDE SAR INITIATIVE ACTIVITY SUMMARY



January 2008–January 2009

Program Overview

State, local, tribal, and federal partners, along with several national law enforcement organizations, have collaborated to develop the Nationwide Suspicious Activity Reporting (SAR) Initiative (NSI). Although the initiative began as an operational study project, it is currently an evaluation environment involving multiple pilot projects throughout the United States. The effort will be evolving into a national program to share terrorism-related SAR data at all levels of government. The NSI incorporates agencies' individual SAR processes (the gathering, documenting, processing, analyzing, and sharing of suspicious information) into a nationwide capability to share terrorism-related SAR data on a national level. The SAR process focuses on what law enforcement has been doing for years—gathering information regarding behaviors and incidents associated with crime and establishing a process to share information to detect and prevent criminal activity, including crime associated with domestic and international terrorism. This document is the first edition of a biweekly summary that will illustrate the accomplishments and upcoming activities and events associated with the NSI. This first edition provides a level-setting summary of all activities over the course of 2008 for the NSI.

Accomplishments

Findings and Recommendations of the Suspicious Activity Report (SAR) Support and Implementation Project (SAR Report)

In accordance with the *National Criminal Intelligence Sharing Plan* and the *National Strategy for Information Sharing (NSIS)*, the *Findings and Recommendations of the Suspicious Activity Report (SAR) Support and Implementation Project* was developed to describe the all-crimes approach to gathering, processing, reporting, analyzing, and sharing of suspicious activity by local law enforcement agencies. This report and its recommendations are important for establishing national guidelines that will improve the identification and reporting of suspicious activity and will allow for the timely sharing of SAR information with law enforcement agencies, fusion centers, and the Joint Terrorism Task Forces (JTTF). In June 2008, the SAR Report was presented for review to the Major Cities Chiefs Association (MCCA), which is composed of the 64 largest police departments in the United States and Canada, and was unanimously approved. It was presented to and unanimously approved by the Criminal Intelligence Coordinating Council in September 2008 and the Global Advisory Committee in October 2008.

SAR Resolutions

During June of 2008, both the MCCA and the Major County Sheriffs' Association unanimously passed resolutions supporting the implementation of the SAR process within their member



Accomplishments (continued)

agencies and will work with and assist law enforcement agencies in understanding and utilizing the findings and recommendations of the SAR Report.

Major Cities Chiefs Intelligence Commanders Meeting

On July 8–9, 2008, police chiefs, sheriffs, and intelligence commanders from more than 25 major cities and counties and representatives from several federal agencies met in Las Vegas, Nevada, to discuss the implementation of the *Findings and Recommendations of the Suspicious Activity Report (SAR) Support and Implementation Project*. The attendees received level-setting presentations to inform them on the NSI and then broke into groups to discuss the implementation of the SAR Report. Three items were identified from the SAR Report as key areas of emphasis to begin the implementation phase of the SAR process: classification codes, privacy policy development, and training. Each breakout group discussed potential issues that could arise during the implementation process and also developed recommendations on how to implement the SAR process on a broader, nationwide level.

ISE-SAR Pilot Site Implementation

In September, three state fusion center pilot sites were implemented: the New York State Intelligence Center, the Florida Department of Law Enforcement, and the Virginia Fusion Center. On September 16–17, 2008, representatives from these pilot sites and potential future pilot site cities met in St. Louis, Missouri, to discuss the ISE-SAR Pilot Project and Evaluation Environment. The group discussed the SAR business process, privacy and civil liberties protections, and technology and training related to the SAR project. During this meeting, the project sponsors received commitments from several sites indicating their willingness to participate in the ISE-SAR Evaluation Environment (EE).

Suspicious Activity Report Process Implementation Checklist

The *Suspicious Activity Reporting Process Implementation Checklist* was released in November 2008 as a companion document to the *Findings and Recommendations of the Suspicious*

Activity Report (SAR) Support and Implementation Project report and provides a simplified checklist for chief executives and senior leadership to implement a SAR process within their agency. Using this checklist when developing an internal SAR process will aid agencies in their crime prevention efforts and assist with successfully incorporating local, state, and tribal agencies into the nationwide SAR process.

ISE-SAR EE Implementation Guide

This guide is intended to assist participating state and local law enforcement agencies with the implementation of the ISE-SAR Shared Spaces and aid them in understanding the procedures and processes within the ISE-SAR EE. The guide was finalized on January 9, 2009, and will be disseminated to the EE participants and posted on the SAR page of www.NCIRC.gov.

ISE-SAR Privacy

During September 2008, the Office of the Program Manager for the Information Sharing Environment (PM-ISE)—in consultation with the Civil Liberties and Privacy Office of the Office of the Director of National Intelligence (ODNI), the Office of Privacy and Civil Liberties of the U.S. Department of Justice (DOJ), and the Legal Issues Working Group of the ISE Privacy Guidelines Committee—prepared the *Initial Privacy and Civil Liberties Analysis of the Information Sharing Environment—Suspicious Activity Report Functional Standard and Evaluation Environment*. This interim privacy and civil liberties analysis will be updated as more information is obtained during the ISE-SAR EE initiative, including lessons learned from participants and feedback received from privacy and civil liberties advocates and other interested parties. Because the authors conducted this analysis in order to help guide participants as they prepare key program documentation, the analysis and recommendations are necessarily general in nature.

The *ISE-SAR Privacy, Civil Rights, and Civil Liberties Protection Policy Template* was finalized and approved for distribution to the EE participants in January 2009. This document can be used as a stand-alone policy or integrated into an existing fusion center privacy protection policy.

Accomplishments (continued)

NSI Concept of Operations

The *Nationwide Suspicious Activity Reporting Initiative Concept of Operations* (CONOPS) was released in December 2008 and presents a top-level operational view of the NSI. Specifically, the CONOPS provides a common understanding of the NSI cycle so that implementation activities can be planned, executed, and measured. In addition, it defines the requirements that drive the NSI process and associated implementation activities; describes the overall process and multiple ISE-SAR-related activities in sufficient detail to ensure that these activities adhere to standard approaches and that all embody adequate protections for privacy and civil liberties; clarifies the role of the ISE-SAR EE as a microcosm of the broader NSI—a smaller-scale implementation test bed; describes the roles, missions, and responsibilities of NSI participating agencies and the top-level NSI governance structure; and serves as the foundation for other NSI baseline documents, such as the *Suspicious Activity Reporting (SAR) Evaluation Environment (EE) Segment Architecture*, that provide additional details on specific aspects of the NSI.

ISE-SAR Technology

One component of the NSI is the Information Sharing Environment (ISE) Shared Spaces. This technology solution is a distributed data and information repository used to make terrorism-related information available through common terrorism information sharing standards, applications, and services. The ISE Shared Spaces allow authorized users to securely search the ISE-SAR data housed on local agency-controlled servers from one central location—the National Criminal Intelligence Resource Center. The ISE Shared Spaces integrate the SAR National Information Exchange Model standard and the ISE-SAR Functional Standard (ISE FS-200) into a standardized process to efficiently and effectively share information. Multiple federal agencies are involved in the NSI. The eGuardian system, designed by the Federal Bureau of Investigation, is one of many methods by which information may be entered or discovered in the ISE Shared Spaces. eGuardian will be the connection between the JTTF and the ISE-SAR Shared Spaces servers. Participants will be able to send data to eGuardian from their Shared Space. eGuardian will function as one of the ISE Shared Spaces, as will

the U.S. Department of Homeland Security. The involvement of multiple federal agencies in this coordinated effort will help ensure that relevant pieces of information that may be indicative of a terrorist event or activity are shared.

Also released in December 2008, the ISE-SAR EE Segment Architecture is the next level of technical detail from the NSI CONOPS. It provides a logical arrangement of business and functional drivers, information exchange requirements, and outcomes and constraints for building the operational ISE-SAR EE. This Segment Architecture, also derived from ISE Architecture program documentation, identifies enabling services required for operational implementation and use. This Segment Architecture will assist program managers, chief architects, and systems designers and implementers as they determine the programmatic and solution strategies that support the business case for the ISE-SAR EE.

ISE-SAR Training

Three separate but coordinated training efforts are in progress targeting law enforcement professionals with varying duties and responsibilities—agency executives, analytic/investigative personnel, and line officers. The executive-level training was developed by the Major Cities Chiefs Association and focuses on executive leadership, policy development and privacy and civil liberties protections, agency training, and community outreach. The analyst/investigative-level training was developed by the Bureau of Justice Assistance and focuses on the SAR process, with an emphasis on review and vetting of information to the functional standards; privacy and civil liberties protections; terrorism indicators, including recent trends in terrorism, stages of terrorism, and behaviors tied to the ISE-SAR Criteria Guidance; and resources and tools. The line officer training was developed by the International Association of Chiefs of Police and focuses on understanding the critical role line officers have in the effective implementation of the SAR process. The goal of the training efforts is to facilitate agency implementation of the SAR process and to enhance the nationwide SAR capability.

In December 2008, the Washington, DC, Metropolitan Police Department received all three training programs,

Accomplishments (continued)

and to date, more than 75 personnel have received SAR training. Analyst training for the Miami-Dade, Florida, Police Department, the Florida Department of Law Enforcement, and other South Florida law enforcement agencies was delivered in January 2009, and approximately 60 analysts received the SAR training. Training for the executive, line officer, and analyst is currently being scheduled with the ISE-SAR EE participating cities for delivery in the first half of 2009.

Upcoming Planned Activities/ Events

SAR “As-Is” Process Site Visits

Site visits are currently being conducted of the EE participating sites to establish the operating level of their current SAR process. This information is being collected for review by the project sponsors in order to develop the support required for each participating city.

SAR Resolutions

The National Sheriffs’ Association will be receiving a presentation on the NSI at its annual winter conference on January 28–31, 2009, and will also be voting on a resolution to adopt the SAR Report and support the implementation of the findings and recommendations.

National Fusion Center Conference

Preparations are under way for several SAR presentations at the third annual National Fusion Center Conference in Kansas City, Missouri, on March 10–12, 2009. The presentations will focus on implementing a SAR process within an agency, training currently available, technology solutions, privacy protections, and an overview of the NSI.

For more information on the National Fusion Center Conference, please visit <http://www.iir.com/registration/fusioncenter/default.html>.