



A Resource Guide to Improve Your Community's Awareness and Reporting of Suspicious Activity

For Law Enforcement and Community Partners

FEMA P-904 / February 2012



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This project was supported by Cooperative Agreement Number 2010-RC-60-KOO2 administered by the U.S. Department of Homeland Security, Federal Emergency Management Agency, National Preparedness Directorate.

Points of view or opinions are those of the author and do not necessarily represent the official position or policies of the United States Government.

EXECUTIVE SUMMARY

“Our greatest weapon against terrorism is unity. That unity is built on information sharing and coordination among our partners in law enforcement and the intelligence communities. It is built on partnerships with the private sector and effective outreach to the public as our eyes and ears. It is built on the idea that, together, we are smarter and stronger than we are standing alone.”

- Robert S. Mueller, III, Director, Federal Bureau of Investigation¹

In the years since September 11, 2001, much has been done to shift counterterrorism efforts from primarily the national level to a model that actively incorporates state, territorial, tribal, and local governments and communities. Secretary of Homeland Security Janet Napolitano calls this concept “hometown security.” Crimes and acts of terrorism happen locally, and law enforcement, community leaders, first responders, and residents all have a role to play in keeping their communities safe.

The public has long served as the “eyes and ears” of their communities. Community members support hometown security by being alert and reporting suspicious activity to law enforcement. Telephone calls, online tips, and in-person complaints rank among the top ways law enforcement agencies collect and act on information received from the public. Community members act as force multipliers and are a critical resource in supporting law enforcement’s efforts to prevent crime and terrorism.

In 2009 and 2010, the International Association of Chiefs of Police (IACP) received funding through a cooperative agreement with the U.S. Department of Homeland Security’s Federal Emergency Management Agency (FEMA) to develop strategies to improve the public’s awareness and reporting of suspicious activity. IACP conducted primary research to better understand the motivations and barriers that affect community members’ awareness and willingness to report suspicious activity. Based on the insights gathered from IACP’s research, this guide offers the following strategies to develop and maintain community-based education and awareness campaigns that improve the public’s reporting of suspicious activity:

- Emphasize that community safety is a shared responsibility.
- Engage the community in planning and promoting local campaigns.
- Inform the public about the indicators of terrorism planning.

¹ Mueller, Robert S. “The Threat of Homegrown Terrorism.” Speech given June 23, 2006 at the City Club of Cleveland, Ohio. www2.fbi.gov/pressrel/speeches/mueller062306.htm (accessed August 31, 2010).

- Address your community's privacy, civil rights, and civil liberties concerns.
- Leverage technology to promote anonymous methods of reporting.
- Adopt simple and accessible methods to promote suspicious activity reporting.
- Respond quickly to reports and follow up.
- Improve efforts by seeking feedback and tracking successes and challenges.

Community members show a willingness to report suspicious activity, but there are barriers and challenges in changing human behavior. Through initiatives that improve communication, education, and trust, law enforcement and community partners can begin to overcome these challenges and invite broader participation in public safety efforts. The resources within this document aim to support efforts across the nation to improve local communities' capacity to prevent terrorism and ultimately contribute to the safety and security of our nation.

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I. INTRODUCTION AND BACKGROUND

Purpose of this Resource Guide

This guide offers recommendations for local outreach campaigns, explains how to effectively develop and disseminate messages in order to help the public better understand their role in reporting suspicious activity, and helps law enforcement agencies and community partners to understand, navigate, and use the many resources available to help build and sustain local efforts. New technologies, resources, and innovative practices highlighted within this document can be used to improve the education, communication, and trust amongst communities and law enforcement agencies who serve them. With the proper tools and knowledge, individuals and entire communities will help law enforcement agencies identify, investigate, and prevent crime and terrorism.

Project Background

Since 2009, the Federal Emergency Management Agency's Individual and Community Preparedness Division has partnered with the International Association of Chiefs of Police to develop community-based strategies and tools to improve the public's awareness and reporting of suspicious activity. IACP conducted a literature review, hosted focus groups with members of the general public, analyzed results of a telephone survey of more than 800 U.S. residents, and interviewed subject matter experts in order to develop strategies and tools. A report of key findings of this research was released in February 2012. This research represents a major advancement in data about the psychological and social dynamics of public involvement in reporting suspicious activity.

In the summer of 2011, IACP joined the U.S. Department of Justice's Bureau of Justice Assistance in implementing a series of roundtable discussions through the Building Communities of Trust Initiative. These meetings, held in Aurora, Colorado, and San Jose, San Francisco, and Oakland, California,

helped the project team gather feedback and concerns about suspicious activity reporting and ideas about successful strategies and next steps from local community organizations, residents, and law enforcement. These discussions also explored community members' thoughts and concerns about privacy, civil rights, and civil liberties, from which a publication will be developed in early 2012.

Suspicious Activity Defined

The Nationwide Suspicious Activity Reporting Initiative defines suspicious activity as "observed behavior reasonably indicative of pre-operational planning related to terrorism or other criminal activity."²

IACP's primary research found that most individuals rely on a combination of factors when determining if an activity, behavior, or object is suspicious and merits reporting to the authorities. These factors are:

- Concern about the potential for harm to the community.
- Belief that the information may be useful to law enforcement.
- Personal observation of activities.
- Personal instinct.
- The agreement of others nearby that something isn't right.

It is important to note that suspicious activity reports should not include factors such as race, ethnicity, national origin, or religious affiliation.

Suspicious behaviors that may be indicative of terrorism can include criminal activity such as a break-in at a protected site, theft of something associated with a facility (e.g. badges, uniforms, technology, or documents), unauthorized cyber intrusion or hacking, or spoken or written threats about causing damage to a facility. On the other hand, suspicious activities in and of themselves may not always be criminal, but when combined with other activities may be precursors to a larger criminal or terrorist plot. This can include asking questions beyond mere curiosity about a building's operations, security, or infrastructure such that a reasonable person would consider the activity suspicious. Suspicious objects may include bags, suitcases, packages, cars, and other objects that are left unattended or seem out of place in the surroundings.

² Information Sharing Environment. "Functional Standard Suspicious Activity Reporting: Version 1.5." May 21, 2009. Page 2. http://nsi.ncirc.gov/documents/ISE-FS-200_ISE-SAR_Functional_Standard_V1_5_Issued_2009.pdf. (accessed December 9, 2010).

Suspicious activity, behaviors, or objects may occur or be observed in areas around critical infrastructure. This includes transportation systems, power and electrical plants, hospitals, banking institutions, and other facilities that are considered essential for the functioning of society and economy. Increasingly, terrorists around the world are focusing on “soft targets” – locations with less political significance but typically with large amounts of people. These may include hotels, tourist attractions, and outdoor markets. Suspicious activity can occur anywhere – in residential neighborhood, rural areas, or larger metropolitan areas.

Engaging the Public Makes a Difference

Community residents and employees of local businesses are the individuals most likely to identify suspicious activity in their neighborhoods. They likely take the same route to work each day. They frequent the same stores, parks, and public areas. They recognize their neighbors and cars on the street. They know when something is out of place. In numerous cases, a report from a community member has made the difference in tracking down a terrorist suspect before he or she could cause harm. Here are some examples:

In May 2009, an employee at a self-storage facility in New Windsor, New York, notified local law enforcement of suspicious behavior in one of the units. A group of men had begun to meet frequently around a storage unit—as many as 20 or 30 times in the span of a few days—and were very careful to conceal their property by backing up an SUV to the storage unit door. The storage unit contained bomb making materials that individuals planned to use. There were also plans to shoot down planes from Stewart Air National Guard Base in New York. The employee’s report was a key piece of information in an ongoing FBI investigation. Four people involved in the plot were later charged with conspiracy to use weapons of mass destruction and conspiracy to acquire and use anti-aircraft missiles.

In May 2010, a New York City street vendor noticed smoke coming from an abandoned vehicle in Times Square and contacted local law enforcement. Authorities followed up on the report and determined that a homemade bomb was planted in the vehicle and were able to alert the public to the threat and track down the accused suspect. The suspect pleaded guilty to 10 charges, including attempted use of a weapon of mass destruction and attempted terrorism transcending national borders, and was sentenced to life in prison.

The above examples highlight the fact that an alert and educated public is critical in reporting suspicious activity and preventing terrorism. Be it an informal phone call to a tip line or an ongoing commitment to a local Neighborhood Watch or Volunteers in Police Service program, citizen involvement at a grassroots level ultimately keeps our communities stronger and safer from crime and threats of terrorism.

Overview of Current National Efforts

The tragedy of September 11, 2001, profoundly changed the way the United States responds to and works to prevent terrorism. In response to the changing nature of terrorist threats, U.S. Department of Homeland Security (DHS) Secretary Janet Napolitano refocused homeland security as a shared responsibility, and advocates a “whole of nation” approach.³ Work typically only done at the federal government level is now being opened up and shared with state, territorial, tribal, and local law enforcement agencies, the private sector, and the public.

The U.S. Departments of Justice, Defense, State, Homeland Security, and other government agencies are partnering on efforts at home and abroad to prevent terrorist attacks and counter violent extremism. The Nationwide Suspicious Activity Reporting Initiative, U.S. Department of Justice’s Global Information Sharing Initiative, and DHS’s “If You See Something, Say Something™” campaign are just some components of the national strategy to improve public awareness, the reporting of suspicious activity, and information collection and sharing. Through outreach to community organizations and education, government agencies are working to implement community-based strategies to prevent violent extremism. The resources within this guide provide examples of state, territorial, tribal, and local national efforts to prevent terrorism and crime.

3 Napolitano, Secretary Janet. “State of America’s Homeland Security Address.” January 27, 2011. Downloaded on 1/28/2011 from www.dhs.gov/ynews/speeches/sp_1296152572413.shtm



II. STRATEGIES TO IMPROVE AWARENESS AND REPORTING OF SUSPICIOUS ACTIVITY

The following section offers recommendations and strategies based on IACP's research about the motivators and barriers that affect community members' awareness and willingness to report suspicious activity. These strategies may be used to shape local campaigns and engage the community. When developing local programs, projects, or campaigns intended to improve the public's awareness and reporting of suspicious activity, it is important that law enforcement officials and community leaders work together to ensure the entire community has access to the information. This section discusses how to tailor messages and educational materials to a variety of individuals, organizations, and audiences, be they schools, businesses, nursing homes, faith-based organizations, individuals with access or functional needs, or families from immigrant communities who speak different languages.

Emphasize that keeping communities safe is a shared responsibility.

Why?

Research conducted by IACP showed that most people believed they were able to identify what may be "out of place" in their surroundings, particularly in their home communities. People are most likely to report suspicious activity if the activity could lead to harm to the community (77 percent) or if they think the information could be useful to law enforcement (74 percent)⁴. As one focus group participant stated, "in your gut you think about what the consequences would be if I didn't [report a suspicious activity]. If I was really fearful I might be more apt to report. I wouldn't care if I felt foolish." This response is an example of how people are invested in the safety of their communities and willing to help.

4 Federal Emergency Management Agency and International Association of Chiefs of Police. (FEMA and IACP 2011) *Improving the Public's Awareness and Reporting of Suspicious Activity: Key Research Findings from Literature Review, Household Surveys, Focus Groups and Interviews*. February, 2012.

How?

By embracing a sense of personal and civic responsibility, residents will become valuable partners in public safety. Communities that maintain a strong sense of shared responsibility for crime and terrorism prevention not only help to deter and detect potentially harmful acts, but they also show a stronger resilience to survive and rebuild should a major incident occur.

- Work together to form partnerships representing law enforcement, community organizations, and other local stakeholders to plan and promote community-wide efforts to encourage suspicious activity reporting.
- Inform the public that law enforcement officers cannot do it alone. They rely on the public to observe and report suspicious activities.
- Explain that terrorism is, at its core, criminal activity and that its prevention is an important part of community safety.
- Inform the public that terrorist threats are real and dangerous. These threats can include explosives, public health threats, and cyber attacks or unauthorized cyber intrusions.
- Establish trust with and engage specific communities that violent extremists may attempt to target.
- Build organizational buy-in to support suspicious activity reporting efforts within agencies and community organizations by listening to and addressing privacy, civil rights, and civil liberties concerns and talking with law enforcement executives to address those issues.
- Provide training for officers and analysts to help them better understand their role in the suspicious activity reporting process. The Nationwide SAR Initiative offers no-cost training that can be accessed online (<http://nsi.ncirc.gov/training.aspx>).

Engage the community in planning and promoting local campaigns.

Why?

Encouraging participation in suspicious activity awareness and reporting efforts is vital to maintaining community trust. Focus group participants and subject matter experts agreed that public awareness campaigns should be led by local leaders such as mayors, city council members, and respected community leaders, as well as police chiefs, sheriffs, and other law enforcement leaders. In many communities, where residents know and trust local leaders, a more personal appeal to help one's community is often better received than a general message from an unknown spokesperson.

Community meetings and advisory committees give residents a forum to express concerns and provide feedback about the campaigns. They also allow community leaders and law enforcement to develop a group of supporters who understand the need for suspicious activity reporting initiatives and can help share the information with other residents. Just as messages from local leaders are important, messages from fellow community members carry significant weight. Established Volunteers in Police Service (VIPS) and Neighborhood Watch programs can be great resources for community volunteers to support public safety outreach efforts.

How?

Community oriented policing strategies are among the most effective methods of making residents feel more comfortable approaching law enforcement with information. These community oriented policing strategies depend on partnerships with community organizations and residents. It is at this grassroots level that community members can help law enforcement determine local barriers that prevent residents from coming forward with information and together come up with solutions.

- Encourage community leaders from local government, faith and culture-based groups, businesses, and other community organizations to support suspicious activity reporting efforts and act as spokespersons to their respective communities.
- Develop partnerships between law enforcement and community organizations to help communities feel more confident and trusting when interacting with officers. This is particularly important in immigrant and minority communities in which perceptions and fears of law enforcement may prevent residents from reporting a crime or suspicious observation.
 - The U.S. Department of Justice’s Office of Community Oriented Policing Services (COPS) offers a variety of resources to help plan and implement strategies that build trust and promote conversation between law enforcement agencies and the communities they serve. Visit the COPS website to view *The Collaboration Toolkit for Community Organizations: Effective Strategies to Partner with Law Enforcement*, *The Stop Snitching Phenomenon: Breaking the Code of Silence*, and other publications. (www.cops.usdoj.gov)
 - Some agencies develop targeted outreach programs to help build trust. For example, the Los Angeles County Sheriff’s Department (LASD) has a variety of programs that build relationships with community-specific groups, like the Muslim Community Affairs Unit. This unit serves the Muslim population and features school presentations, Young Muslim American Leaders Group meetings, community town hall meetings, as well as cultural sensitivity training for law enforcement. LASD also has targeted community outreach programs that engage local clergy, business owners, and youth. (<http://sheriff.lacounty.gov>)

Community and Police Partnership Case Study: Hennepin County, Minnesota, Sheriff's Office

Hennepin County, Minnesota, includes the state's two largest cities, Minneapolis and Saint Paul (Twin Cities), and is home to the largest Somali American population in the nation. In recent years, the Hennepin County Sheriff's Office (HCSO) discovered a growing trend in young men being targeted for recruitment by the Somali based terrorist group al-Shabaab.

Upon learning of the threat, leaders in the Twin Cities' Somali community expressed concerns about youth being targeted for recruitment by the terrorist organization. As a result, the community reached out to law enforcement to share their concerns, and together they developed new solutions to keep their community safer from terrorist recruitment.

HCSO turned to community-oriented policing methods to build relationships with members of the Somali community to help them become more comfortable in approaching law enforcement. A new sworn position was created to conduct outreach in the Somali community and other diverse populations. HCSO officers meet regularly with Somali community leaders and invited Somali residents to participate in the HCSO Community Advisory Board. A new one-day version of HCSO's Citizens Police Academy was designed specifically to help the Somali community better understand HCSO services and the criminal justice system in the United States.

These efforts have fostered increased contact and information sharing between community members and law enforcement. Community members are now more comfortable bringing information to HCSO officers, and officers are able to learn from the community what behaviors and trends might indicate signs of new terrorism recruitment efforts.

- Host community meetings to build partnerships and address questions and concerns. Be sure to include the appropriate law enforcement representatives to answer questions and discuss possible solutions to issues.
- Engage volunteers to support suspicious activity reporting programs. Local Volunteers in Police Service and Neighborhood Watch programs in your area can be a good resource for law enforcement agencies. Visit www.policevolunteers.org or www.usaonwatch.org to find local programs and resources to implement a new program. Possible volunteer roles include outreach/education, follow-up phone calls, paperwork, research, and translation/interpretation.
- Establish or join a suspicious activity reporting or fusion center advisory committee to encourage community involvement and feedback.

List 1: Indicators of Terrorism Planning – Suspicious Activity

The U.S. Department of Homeland Security’s “If Your See Something, Say Something™” Public Service Announcement highlights the below activities that the public should be aware of and report.

- **SURVEILLANCE:** Recording or monitoring activities. This may include drawing diagrams, annotating on maps, using binoculars, or possessing floor plans or blue prints.
- **ELICITATION:** Attempting to gather information about operations, security, or personnel. Information requests may be made via mail, fax, telephone, email, or in person.
- **TESTS OF SECURITY:** Attempting to measure reaction times to security breaches or to penetrate physical barriers or procedures in order to assess strengths and weaknesses.
- **ACQUIRING FUNDING AND SUPPLIES:** Purchasing or theft of items that could be used to complete a terrorist attack. This may include acquiring military or law enforcement uniforms, decals, flight manuals, passes or badges, explosives, weapons, ammunition, or other controlled items. Often these activities are carried out through criminal means.
- **REHEARSAL:** Putting people into position and moving them around according to their plan without actually committing the terrorist act. May also include mapping out routes and determining the timing of traffic lights and flow.
- **IMPERSONATION:** Creating or changing identity documents or badges to gain access to a secured place or object.

Note: Observed activities may turn out to have innocent and reasonable explanations. Law enforcement officers and analysts are trained to determine if activities necessitate police investigation.

Inform the public about the indicators of terrorism planning.

Why?

When IACP’s research respondents were asked to name one example that came to mind when they heard the term “suspicious activity,” more than one in three (36 percent) described criminal activity (e.g., burglary or seeing someone brandishing a weapon).⁵ It is important that people understand that in today’s post-September 11, 2001 society, suspicious activity goes beyond typical crimes to include behaviors that may be precursors to or indicative of terrorist activity. Outreach campaigns should educate the public about these precursor activities. The public is more likely to report if they feel confident in knowing what types of behaviors, activities, or objects are considered suspicious. What might not seem like a significant issue, such as observing individuals frequent a self-storage unit, when combined with other activities, may be indicative of a larger criminal or terrorist activity. The public is not expected to put all of the pieces together, but each piece of the puzzle that they bring forward helps law enforcement get that much closer to uncovering plots before anyone is hurt.

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How?

- Educate the public on what is and is not suspicious activity. This will raise the public's confidence to report suspicious activities to local law enforcement.
 - Encourage people to note and report as many details as they can about the activity: where the activity occurred; when it happened; any significant physical descriptors about vehicles, locations, or other objects involved.
 - Let community members know never to take unnecessary risks to investigate suspicious activities, behaviors, or objects themselves.
- Encourage people to be aware of precursor activities. (See List 1)
 - Share the DHS "If You See Something, Say Something™" video with community members for an overview of suspicious behaviors.
(www.dhs.gov/files/reportincidents/see-something-say-something.shtm)
- Caution people to keep a safe distance from, and never approach, a person that appears to be engaged in suspicious activity. If safe to do so, the observer should consider the entire situation and take note of additional observations before calling authorities. Terrorism planning involves the intent to commit a criminal act and it is the responsibility of law enforcement officials to determine if a report of suspicious activity builds enough cause for investigation. Individuals should not hesitate to report suspicious activity.
- Tailor your message to include information about local threats. As a law enforcement or community leader, it is important to know what threats exist specific to your area. For example, consider any large dams, military bases, or bridges in your community. Your local emergency management office can tell you more about critical infrastructure concerns. By including information about local concerns into messaging, agencies can help residents better understand these issues and larger terrorist threats. Consider reaching out specifically to residents near local critical infrastructure to encourage them to partner in awareness efforts.
- Encourage business owners and managers to train employees. Front line employees such as maids, clerks, receptionists, and parking attendants often have the most interaction with the public and are among the first to be aware of suspicious activity. It is important to familiarize them with the types of industry-specific suspicious activities, behaviors, or objects that they may encounter. (See List 2 for Training Resources)
 - Community policing or patrol officers, law enforcement volunteers, local chambers of commerce, and professional or trade associations can be effective resources for distributing this information to local businesses.

List 2: Industry-Specific Training Resources

COMMUNITIES AGAINST TERRORISM – This program provides tip sheets to inform employees of rental businesses, financial institutions, and farm supply stores on what types of behavior to be aware of. The tip sheets were developed by the U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance. (<https://www.slatt.org/CAT>)

FIRST OBSERVER – This transportation security initiative engages trucking, school bus, motor carrier, and parking professionals in reporting suspicious activities. Classroom and online trainings are available for law enforcement, cargo workers, truck and school bus drivers, and highway workers. (www.firstobserver.com/training/home.php)

DHS OFFICE OF INFRASTRUCTURE PROTECTION – In order to increase security and enhance resilience in the private sector, DHS created resources for hotels, malls, and event venues. There are sector-specific videos, posters, and educational materials. (www.dhs.gov/files/programs/gc_1259859901230.shtm)

AMERICA'S WATERWAYS WATCH – This marine watch program is a combined effort of the U.S. Coast Guard and its Reserve and Auxiliary Components. It offers an educational video for boat operators, marinas, and waterfront businesses to learn what to report and how to submit information. (www.aww.aww-sp.com)

BUSINESS WATCH – Modeled after Neighborhood Watch, Business Watch takes the “neighbors looking out for neighbors” concept to the commercial level, creating a partnership between business, law enforcement, and other organizations that represent business interests. USAonWatch offers the *National Sheriff's Association Business Watch Program Implementation Guide* to help programs get started. (www.usaonwatch.org/resource/businesswatch.aspx)

Address your community's privacy, civil rights, and civil liberties concerns.

Why?

The IACP survey found that 31 percent of respondents reported feeling uncomfortable with judging others. Another common barrier was the concern of getting an innocent person in trouble (43 percent)⁶. To learn more about community members' thoughts and concerns, IACP and the Nationwide Suspicious Activity Reporting Initiative Program Management Office (NSI) participated in community-wide roundtable discussions regarding the suspicious activity reporting process. One issue raised was the concern that individuals may be unlawfully discriminated against. The way suspicious activity reporting information was responded to, processed, and analyzed were found to be other issues that may be of concern to community members.

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How?

To overcome these barriers and prevent prejudice-based reports, educational messaging should be clear that reports are to pertain to suspicious activities, behaviors, and objects, and should not be based on a person's appearance. Communicate with residents about their concerns and inform them about the process by which reports are analyzed and substantiated, as well as the rights of the reporter and those of the individual whose actions are being reported. Education about suspicious activity indicators and analysis procedures can make the public more confident that their reports will be handled fairly.

- Give community members the opportunity to voice their concerns about privacy, civil rights, and civil liberties. The NSI's *Guidance for Building Communities of Trust* helps communities address concerns with the suspicious activity reporting process, improve cultural awareness, and develop stronger relationships between communities and law enforcement. (http://nsi.ncirc.gov/documents/e071021293_BuildingCommTrust_v2-August%2016.pdf)
- Teach law enforcement officers and the public to base reports on the *what* and not the *who* to prevent biased reports.
- Educate officers and the public about cultural differences. Sometimes a lack of familiarity with different cultures and religions can lead to misunderstandings and influence an individual's assumption that a behavior is suspicious. Arrange presentations and events for officers and community members on the culture and customs of particular immigrant, special needs, or other underrepresented community groups. Community organizations can be knowledgeable partners in hosting these events and trainings.

Resources that promote cultural understanding:

- DHS and BJA offer training materials and resources for law enforcement, fusion centers, and community leaders about cultural competency, privacy, and civil rights. (www.it.ojp.gov/PrivacyLiberty)
- The DHS Office for Civil Rights and Civil Liberties provides a variety of educational resources to encourage understanding of different cultures and religions. (www.dhs.gov/xabout/structure/gc_1282160124874.shtm)
- Learn about and explain to your community the privacy, civil rights, and civil liberties policies of your local government, including law enforcement agencies and fusion centers, and how they protect the reporter and the individual whose actions are being reported. All state and major urban area fusion centers are required to have a policy addressing the privacy, civil rights, and civil liberties of individuals. Contact your local fusion center to see a copy of its policy. For a list of fusion centers, visit www.dhs.gov/files/programs/gc_1301685827335.shtm. Your local government and law enforcement leaders can explain policies regarding privacy, civil rights, and civil liberties in your local jurisdiction.

Federal Suspicious Activity Reporting Legislation

Federal legislation enacted as a part of the Implementing Recommendations of the 9/11 Commission Act of 2007 exempts any passenger on a bus, train, plane, or ship from liability should he or she report suspicious activity to transit authorities or law enforcement. The law states that it “grants immunity from civil liability to any person who, in good faith, based on reasonably objective suspicion, makes a voluntary report of suspicious activity that involves a threat to passenger safety or a terrorist act to an authorized official.”⁷ Sometimes called the “Good Faith Act,” the law does not protect individuals who knowingly make a false report; there must be reasonable suspicion. At a time when people are hesitant to report suspicious activity for fear of being wrong or appearing prejudiced, this immunity allows the public to feel more secure that their observations cannot be held against them. This legislation reinforces the concept that a report from the public is just the first step in the suspicious activity reporting and analysis process. It is the responsibility of law enforcement to follow up on the issue, investigate, and process accordingly.

Leverage technology to promote anonymous methods of reporting.

Why?

Thirty-six percent of survey respondents reported fear of retaliation as a barrier to reporting suspicious activity.⁸ Many people want to remain anonymous while reporting. One focus group participant noted that whenever police are called, “they respond with flashing lights and sirens blaring and everyone in the neighborhood would know [who reported the activity].” This comment and others like it in the research indicate a lack of understanding by the general public about the law enforcement dispatch process and response to reports. Anonymity concerns should be addressed through public education and the promotion of anonymous technology for reporting.

How?

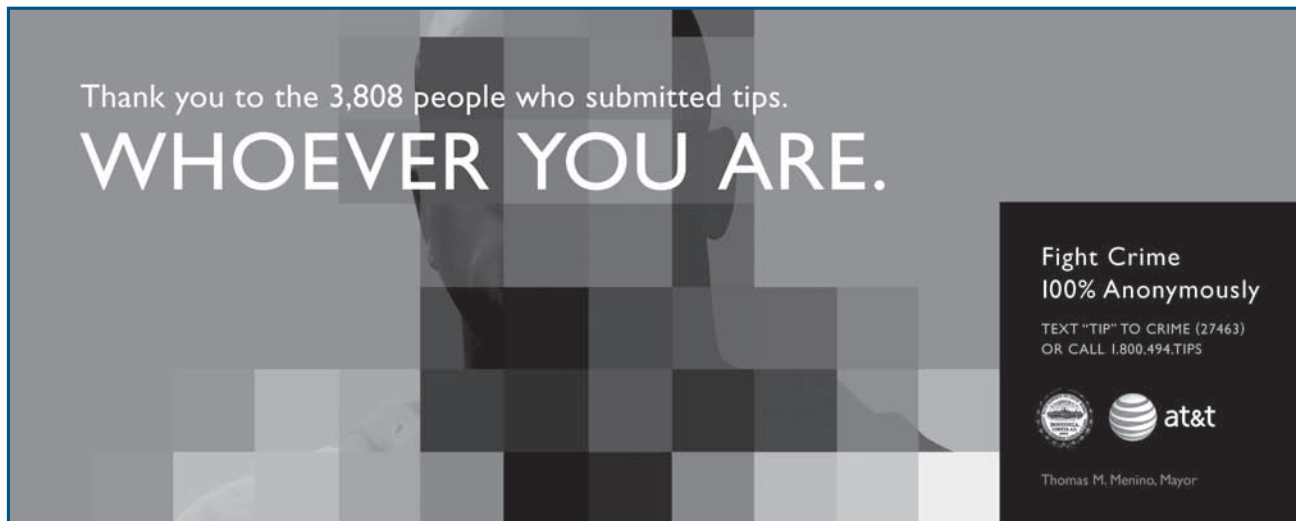
In 2007, the Boston Police Department became the first agency to actively promote the option to submit crime tips via text message (See *Figure 1*). Since the program’s launch, Boston has received nearly 4,000 text tips. Now hundreds of law enforcement agencies around the country are turning to text message and web-based reporting systems that allow residents to remain anonymous while submitting reports. Community members are receptive to these options, with 34 percent of research respondents reporting that they were likely to report via a cell phone mobile application, 30 percent via a cell phone text message, and 25 percent via a government approved website.¹¹ It is important to work with your law enforcement agency to provide a variety of reporting options, as not all residents have access to new technology.

7 “Implementing Recommendations of the 9/11 Commission Act of 2007” (PL 110-53, August 3, 2007).
<http://thomas.loc.gov/cgi-bin/bdquery/z?d110:HR00001:@@L&summ2=m&>. (accessed April 26, 2011).

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Figure 1: Boston Police Department Text a Tip Promotional Advertisement¹⁰



- Inform the public about the dispatch process to address anonymity concerns. Many residents do not know how, when, or if an officer will respond to a suspicious activity report.
- Explore and implement text messaging, cell phone applications, and web-based reporting options for anonymous reporting. Some reporting systems allow for law enforcement and the reporter to correspond anonymously via text or email to clarify details.
 - To fund new communication systems, some jurisdictions have used asset seizure funds, partnered with local Crime Stoppers or other public safety organizations, or used federal, corporate, or local grant funding.
- Educate the public on when to call 9-1-1 versus a non-emergency tip line or sending a text message. Protocols may vary depending on your jurisdiction.
 - In the case of an emergency, if someone is hurt, or a crime is currently in progress, residents should always use 9-1-1 to report the incident.
 - Non-emergency police lines, tip lines, or alternative reporting methods can be used if a resident needs to report a suspicious activity, behavior, or object that does not require immediate law enforcement dispatch.

¹⁰ Image courtesy of the Boston, Massachusetts, Police Department

- Encourage the community members you serve to be aware of terrorism-related content online. Some social media sites, such as You Tube, now allow users to anonymously flag content that promotes terrorism. Content is then reviewed by the site administrators and removed if found to be inappropriate.
 - The DHS *Stop. Think. Connect.*TM campaign offers resources to help individuals and their families stay safe while online.
(www.dhs.gov/files/events/stop-think-connect.shtm)

Adopt simple and accessible methods to promote suspicious activity reporting.

Why?

In IACP's primary research, 28 percent of respondents said that they may not report suspicious activity because they were uncertain how to properly submit the report, indicating that this is a key message to promote when working with communities. Nearly three quarters of respondents (74 percent) reported that they would call 9-1-1 to report; while 49 percent would call a non-emergency police number.¹¹

How?

It is up to each individual jurisdiction to decide which methods of reporting best suit their agency and to communicate their methods to the community they serve. Subject matter experts emphasize the importance of keeping promotional messaging consistent, simple, and directive. Through all phases of the research, it was found that television and radio public service announcements were the top ways to share information about suspicious activity reporting. Other effective methods include presentations at school, work, or community meetings and messages submitted through community listservs and websites. Below are tips to provide simple and accessible methods of delivering information to your community.

- Work with law enforcement, community organizations, state, territorial, tribal, and local government, 9-1-1 dispatchers, and other public safety leaders in your community to determine how your jurisdiction would prefer for residents to submit non-emergency suspicious activity reports. Determine if you will use 9-1-1, a non-emergency law enforcement telephone line, a crime solvers tip line, a SAR specific tip line, a text service, an online service, or a combination of these procedures. These procedures should be in place before beginning your community outreach.

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- Ensure accessibility. Not all residents may have the access or ability to use any one method of reporting. Community organizations are typically familiar with their members and can help law enforcement ensure that methods of reporting and campaign messaging are accessible to all residents. Address the following:
 - *Socio-economic* – Not all residents may have access to smart phones or cell phones to use text messaging or apps, and they may not have easy access to computers and the internet. It is important to advertise other methods of reporting such as non-emergency phone numbers and locations for in-person reporting.
 - *Disabilities* – Ensure that reporting methods are compliant with the Americans with Disabilities Act. All phone lines should be equipped for TTY text telephone for those with hearing impairments. By listening to your community members’ concerns about access and functional needs, you can learn about a variety of ways you can meet their needs.
 - *Language barriers* – Areas with large immigrant communities should distribute information about suspicious activity reporting in the languages of the residents. Be prepared to receive reports in those languages as well. Consider engaging volunteers or a telephone language service to help with translation and interpretation.
- The “*If You See Something, Say Something™*” campaign originally implemented by the New York Metropolitan Transit Authority¹² and later expanded nationally by the Department of Homeland Security¹³ is an excellent example of the concise, directive language that is most effective in suspicious activity reporting campaigns.
 - DHS offers posters, an educational video, and other resources that communities can use to get started with campaigns. (www.dhs.gov)
 - Other campaign messages used by local communities include:
 - “We’ve increased our alertness. Please join us.” – Bay Area, California, Rapid Transit¹⁴

12 New York Metropolitan Transit Authority. “MTA Security Communications.” www.mta.info/mta/security.html (accessed May 23, 2011).

13 Department of Homeland Security. “If You See Something, Say Something Campaign™.” www.dhs.gov/files/reportincidents/see-something-say-something.shtm (accessed May 23, 2011).

14 Rohlich, Nina, Peter J. Haas, and Frances L. Edwards. “Exploring the Effectiveness of Transit Security Awareness Campaigns in the San Francisco Bay Area.” Mineta Transportation Institute College of Business San Jose State University. June 2010. www.transweb.sjsu.edu/mtiportal/research/publications/documents/2914_09-19.pdf (accessed May 23, 2011).

- “If you suspect it, report it.” – London, United Kingdom, Metropolitan Police Department¹⁵
- “Give the 5-0 the 4-1-1” - Metropolitan Police Department, Washington, DC¹⁸
- Distribute educational materials and messages via public service announcements, fliers, and community events. (See Appendix C for examples of fliers)
- Develop partnerships with schools, businesses, state, territorial, tribal, and local governments, and community organizations to help promote suspicious activity reporting to their students, clients, employees, and members.
- Utilize local social media sites, such as Facebook, Twitter, and YouTube. Follow law enforcement, community organizations, and emergency management sites that share information about threats and awareness campaigns and repost information pertinent to your community members.
- Address language and cultural issues by translating suspicious activity reporting campaign materials and engaging volunteers or staff with the necessary language skills to give presentations, translate documents, or interpret. You may also invite immigrant community leaders to review campaign materials to ensure that the language and imagery are culturally appropriate.
- Develop relationships with immigrant communities through partnerships with community groups and personal invitations to meetings and events at safe, familiar locations. Often, traditional methods like fliers and emails will not reach members of immigrant communities.

15 London Metropolitan Police Department. “If You Suspect It, Report It.” <http://content.met.police.uk/Campaign/nationwidecounterterrorism>. (accessed May 23, 2011).

16 District of Columbia Metropolitan Police Department. “Call or Text the MPD’s 24/7 Anonymous Crime Tip Lines.” www.mpdc.dc.gov/mpdc/cwp/view,a,1242,q,564693,mpdcNav_GID,1523,mpdcNav,|.asp (accessed May 23, 2011).

Report Follow-Up Made Easy

Bullhead City, Arizona, Police Department (BCPD) uses the web and text-based tip submission program Citizen Observer. The system allows users to correspond anonymously with law enforcement via text or email to clarify details and follow-up. The person making the report can log in to the website to view follow-up on the report. At any time, the individual can send a message saying “STOP,” which will cease all communication. The service is free to the public. BCPD uses money from its Racketeer Influenced Corrupt Organizations Fund to fund the system. The Citizen Observer program also allows residents to register to receive alerts from BCPD about potential threats. The program was launched in February 2011. BCPD promoted the program through the local media, city website, and at monthly Neighborhood Watch Police & Community Together meetings.

Motivate community to report by responding quickly and following up.

Why?

An overwhelming majority of individuals in research focus groups said they would not seek any type of monetary or physical reward for reporting. They would report simply because they believe it is the right thing to do. They did, however, want to feel that their time and information was valued by law enforcement.¹⁹ By training dispatchers and officers on how to respond to suspicious activity reports, agencies ensure that community members feel their reports are considered important and will be taken seriously.

Some focus group participants responded that they would like follow-up on their report. Agencies should consider follow-up phone calls, text messages, or web-based tools to allow community members to receive notification about the status of their reports and keep them engaged in keeping their community safe.

How?

- Offer training opportunities for dispatch staff and line officers to ensure that suspicious activity reports are taken seriously.
 - The Nationwide SAR Initiative offers trainings for law enforcement executives, analysts, and line officers. (<http://nsi.ncirc.gov/training.aspx>)
- Ensure your law enforcement agency has policies and procedures to provide feedback to the individual who reported suspicious activity.

¹⁹ FEMA and IACP 2012

- Use text-a-tip and web-based services that allow law enforcement agencies and users to follow-up on tips easily and anonymously.

Improve efforts by seeking feedback and tracking successes and challenges.

Why?

As with all law enforcement and community initiatives, evaluation is essential to developing an effective program. A suspicious activity reporting program is one that is built on partnerships and trust. It is important that all partners have a chance to provide feedback on the implementation of the program and to identify gaps in training and other areas for improvement. Likewise, it is important to celebrate successes. Stories about crimes or terrorist acts that were prevented by a suspicious activity report from a resident can be an important motivator to encourage future reporting.

How?

- Survey officers to find out if they feel they have been adequately trained to respond to and investigate suspicious activity reports.
- Solicit feedback from your community. Do they understand the process for reporting suspicious activity? Do they feel confident and trusting enough to report information to law enforcement? Are they more likely to be aware of suspicious activity and report it to police? These questions can be answered through surveys and/or community meetings.
- Track the number of reports and review data that is entered into information systems, as well as the actions taken by law enforcement after receiving the report. Given privacy, civil rights, and civil liberties concerns, it is essential that data are managed according to federal, state, territorial, tribal, and local laws, regulations, and policies.

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III. NATIONAL RESOURCES SUPPORTING STATE, TERRITORIAL, TRIBAL, AND LOCAL SAR EFFORTS

The following resources are available to assist you in planning and implementing a local suspicious activity reporting effort.

IACP'S VOLUNTEERS IN POLICE SERVICE PROGRAM (VIPS) – The VIPS Program provides support for citizens who wish to volunteer their time and skills with a community law enforcement agency and resources for law enforcement agencies interested in developing or enhancing a volunteer program. The program's website offers information, videos, and no-cost resources for law enforcement agencies and citizens. Established in 2002, VIPS is managed by the IACP with funding provided by the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice. (www.policevolunteers.org)

Community members: Search the VIPS Online Program Directory to find contact information and details about local law enforcement volunteer opportunities.

Law enforcement: Engage volunteers in support of SAR activities by starting a VIPS program or developing new position descriptions for your existing VIPS program.

NATIONAL CRIME PREVENTION COUNCIL (NCPC) – NCPC produces tools that communities can use to learn crime prevention strategies, engage community members, and coordinate with local law enforcement agencies. Among their many efforts, NCPC partners with the U.S. Department of Justice to lead the Celebrate Safe Communities initiative and promotes information on engaging community members to report suspicious activity. (www.ncpc.org)

Community members: Learn how to keep your family safe at home, school, and work with no-cost educational resources from NCPC.

Law Enforcement: Visit the NCPC website to access a variety of resources that will help you address community concerns, such as gang violence, school bullying, property crime.

NATIONAL SHERIFF'S ASSOCIATION (NSA)

- ***All-Hazards Community Awareness and Partnerships Training*** – This one-day training course teaches sheriffs how to create a collaborative partnership between community members and public safety personnel who wish to better prepare for an all-hazards event and are interested in forming partnerships that strengthen the ability of their community to respond to a disaster or terrorist event. For course listings, visit www.firstresponder.gov. (www.sheriffs.org)
- ***USAonWatch Neighborhood Watch*** – Neighborhood Watch provides information, training, and resources to citizens and law enforcement agencies throughout the country to engage community members in crime prevention, disaster preparedness, emergency response, and terrorism awareness. USAonWatch Neighborhood Watch is administered by the NSA in partnership with the Bureau of Justice Assistance, U.S. Department of Justice. (www.usaonwatch.org)

Community members: Join your local Neighborhood Watch and be the eyes and ears that keep your community safe.

Law Enforcement: Work with your community to provide suspicious activity training to local Neighborhood Watch groups.

NATIONWIDE SUSPICIOUS ACTIVITY REPORTING (SAR) INITIATIVE (NSI) – The NSI builds on what law enforcement and other agencies have been doing for years – gathering information regarding behaviors and incidents associated with crime. It establishes a unified process for federal, state, territorial, tribal, and local law enforcement agencies to share intelligence and suspicious activity reports to help detect and prevent terrorism and criminal activity in a manner that rigorously protects individual privacy, civil rights, and civil liberties. Information is shared through state and major urban area fusion centers, which are equipped with advanced technology and highly trained information analysts who can process or “fuse” information from multiple sources to solve crime and detect terror plots, often before a major incident occurs. The program offers a number of tools and trainings to help community leaders better understand fusion centers and the process by which suspicious activity reports are analyzed and investigated. (<http://nsi.ncirc.gov>)

- ***Building Communities of Trust (BCOT)*** – Based on roundtable discussions held around the country, the *Guidance for Building Communities of Trust* provides

advice and recommendations for law enforcement, community members, and fusion centers on how to initiate and sustain trusting relationships that support meaningful sharing of information, responsiveness to community concerns and priorities, and the reporting of suspicious activities. (http://nsi.ncirc.gov/documents/e071021293_BuildingCommTrust_v2-August%2016.pdf)

Community members: Attend public meetings with your local law enforcement agency and fusion center or express your interest in continuing an open dialogue.

Law enforcement: Work with your state or major urban area fusion center to organize a public forum through which residents can learn about suspicious activity reporting, ask questions, and express their concerns.

- **SAR Analyst Training** – The SAR Analytic Role Training focuses on the evaluation of SARs to identify behaviors that may be associated with pre-incident terrorism planning and the process for sharing terrorism-related SARs nationwide. Through this curriculum, analysts and investigators are trained to recognize terrorism-related pre-incident indicators and to validate—based on a combination of knowledge, experience, and available information—whether the behavior has a potential nexus to terrorism and meets criteria for submission. The training is delivered in an eight-hour workshop format. (<http://nsi.ncirc.gov/training.aspx>)
- **SAR Executive Briefings** – These briefings focus on law enforcement executive leadership, policy development, privacy and civil liberties protections, agency training, and community outreach. Fusion centers, law enforcement professional associations, and other agencies conduct these types of briefings in a variety of venues. (<http://nsi.ncirc.gov/training.aspx>)
- **SAR Line Officer Training** – The Suspicious Activity Reporting Line Officer Training was developed to assist law enforcement line officers in understanding what kinds of suspicious behaviors are associated with pre-incident terrorism activities, documenting and reporting suspicious activity, and protecting privacy, civil rights, and civil liberties when documenting information. (<http://nsi.ncirc.gov/SARLOT>)

PUBLIC SAFETY ANSWERING POINTS (PSAP) – PSAP call centers provide a central location for emergency and non-emergency calls from multiple agencies, including law enforcement, fire, and ambulance services. PSAPs are managed locally but are located across the nation. Trained operators are responsible for call answering and dispatch. The Association of Public-Safety Communications Officials and e911 Institute provide training opportunities for dispatchers. It is important to partner with PSAPs and discuss how reports of suspicious activity are handled in your jurisdiction. (www.apco911.org, www.e911institute.org)

U.S. DEPARTMENT OF HOMELAND SECURITY (DHS)

- ***America's Waterways Watch (AWW) and Citizen's Action Network (CAN)*** – AWW is a national campaign to encourage individuals who work or engage in recreational activities around waterways to report suspicious activity to local law enforcement. AWW offers boat decals, posters, brochures, and an educational video on what behaviors to be aware of and how to submit reports. The Citizen's Action Network (CAN) is another program that provides resources for communities near the coast. CAN is a network of well-informed coastal citizens and residents who act as the U.S. Coast Guard's eyes and ears. This network provides information to help locate missing vessels, offers on-site weather observations, and serves as an all-hazards watch group. Residents can access a *Citizen's Guidebook*, with maritime tips for homeowners and other materials on how to start a CAN. The program that began as a 350-member group covering ports and stretches of waterways in the Pacific Northwest has now expanded to operate on waterways around the country. Both campaigns are sponsored by the U.S. Coast Guard. (www.aww.aww-sp.com, www.uscg.mil/d13/can, www.pacnwest.org)

Community members: If you live, work, or recreate near the water, review safety and suspicious activity concerns. AWW has a dedicated phone line for suspicious activity reports, which can be used for non-emergency information.

Law enforcement: Coordinate with U.S Coast Guard and reach out to residents and business owners on or near the waterfront to provide them with specialized suspicious activity information.

- ***Citizen Corps*** – Citizen Corps is a national program administered by the Federal Emergency Management Agency to support local emergency preparedness efforts across the nation by engaging the whole community in being better prepared for disasters of all kinds- earthquakes, floods, hurricanes, terrorism, crime, fires, and more. Citizen Corps' mission is accomplished through a national network of state, local, and tribal Citizen Corps Councils and partner organizations. Councils carry out local strategies to involve government, community leaders, and the entire community in all-hazards preparedness and resilience. Examples of local Citizen Corps activities include conducting citizen training, educating and informing the public, hosting emergency planning meetings, coordinating volunteer opportunities, and involving businesses and individuals in disaster response and relief efforts. The five partner programs are Community Emergency Response Team, Fire Corps, Medical Reserve Corps, USAonWatch, and Volunteers in Police Service. (www.citizencorps.gov).

Community members: Contact your local Citizen Corps Council to inquire about training and volunteer opportunities that will allow you to play a role in preparing your community for disasters and emergencies of all kinds.

Law enforcement: Talk with your local and/or state Citizen Corps council about suspicious activity reporting. Councils often represent neighborhood associations, government offices, nonprofit organizations, and other stakeholders, and they may be able to help promote your SAR efforts to their constituents.

- ***Civil Rights and Civil Liberties Cultural Competency and Engagement Training (CRCL)*** – The Office for Civil Rights and Civil Liberties (CRCL) leads efforts to improve cultural competency and awareness. CRCL has developed training resources on a variety of topics, including immigrant groups, religious traditions, and persons with disabilities. CRCL also leads a training program for federal, state, and local law enforcement. Training topics include effective policing without the use of ethnic or racial profiling, and best practices in community outreach. To request training, contact CRCLTraining@dhs.gov. For information on the training and choosing CVE training, visit www.dhs.gov/xabout/structure/gc_1282160124874.shtm.

Community members: Learn more about other cultures in your community to prevent misunderstandings and help build strong, trusting relationships.

Law enforcement: Train officers on the traditions and customs of local immigrant and religious groups to improve communication and understanding, build trust, and encourage collaboration between officers and the communities they serve and protect.

- ***First Observer™*** – First Observer™ is the DHS/TSA Highway and Motor Carrier (HMC) Division’s national anti-terrorism domain awareness training program. It’s designed to teach front line employees, managers, and executives how to accurately and non-confrontationally observe, assess, and report terrorist or criminal behavior. The program serves highway transportation modes such as the trucking, motor coach, school bus, parking, and highway infrastructure industry but can be customized for all infrastructure protection sectors. First Observer™ is free of charge and includes onsite (your location) classroom, online and webinar training in end user and train the trainer formats. Once trained, users have access to a 24/7/365 Call Center and Information Sharing and Analysis Call Center (ISAC). The ISAC is directly connected to all Fusion Centers and other federal and state intelligence and law enforcement organizations and callers/reporters will receive feedback regarding their report. The program is not a substitute for dialing 9-1-1 in the event of an emergency but acts as a force multiplier at the organization level and serves to supplement the organization’s emergency communications plan. (www.firstobserver.com)

Community members: Individuals and businesses from all highway and highway infrastructure fields, including trucking, motor coach, school bus, parking, cargo, HAZMAT, highway workers, university, hospital, and entertainment industries can participate in the end user or train the trainer sessions and become certified First Observers.

Law enforcement: Officers may choose end user or train-the-trainer options. Trainers are certified and are authorized by DHS's Transportation Security Agency to organize and host trainings.

- ***Fusion Liaison Officer (FLO) Programs*** – FLO Programs provide a way for law enforcement agencies to engage with fusion centers. These programs also provide a scalable way for fusion centers to engage with fire, public health, corrections, other public agencies, and private entities. FLOs become liaisons between their agency and the fusion center, helping to facilitate the involvement of their agency in regional information exchange. The network of FLOs ensures vital disciplines participate in the fusion process and serve as the conduit through which homeland security and crime-related information flows to the fusion center for assessment and analysis. The network also serves as the vehicle to carry actionable intelligence from the national level and the fusion center to field personnel.

Community members: If you work for a public or private sector agency that would benefit from sharing information with your fusion center, talk with your executives about assigning an FLO.

Law enforcement: Establish a FLO position in your agency to coordinate information sharing with your state or major urban area fusion center.

- ***"If You See Something, Say Something™" Campaign*** – The "If You See Something, Say Something™" campaign encourages citizens to be more aware of their surroundings and to report suspicious activity, behavior, or packages to law enforcement. Posters, videos, and audio clips featuring Secretary Napolitano are available to local organizations to aid their efforts to promote suspicious activity awareness and reporting. The "If You See Something, Say Something™" video available on the DHS website is a valuable educational tool to teach community members about types of suspicious activities and explains the process by which reports are processed. (www.dhs.gov/files/reportincidents/see-something-say-something.shtm)

Community members: Watch the "If You See Something, Say Something™" video to learn more about the indicators of suspicious activity. Share the video with your friends, family, social networks, and community groups.

Law enforcement: Become a partner with DHS in the "If You See Something, Say Something™" campaign to promote suspicious activity reporting in your community.

- ***National Terrorism Advisory System*** – The National Terrorism Advisory System (NTAS) replaces the color-coded Homeland Security Advisory System. This new system was established to communicate information about terrorist threats by providing timely, detailed information to the public, government agencies, first responders, airports and other transportation hubs, and the private sector. NTAS is designed to

inform residents about particular items, situations, activities, or developing trends of which to remain aware. Depending on the nature of the threat, alerts may be sent to law enforcement, distributed to affected areas of the private sector, or issued more broadly to the public through both official and social media channels.

Community members: Sign up to receive NTAS alerts through the DHS webpage (www.dhs.gov/alerts), Facebook (www.facebook.com/NTASAlerts), or Twitter @NTASAlerts (www.twitter.com/NTASAlerts).

Law enforcement: Partner with NTAS to ensure that the public receives the information they need about potential threats. Encourage community members to sign up to receive NTAS alerts.

- **Ready Campaign** – The Ready Campaign is a national public service advertising campaign designed to educate and empower Americans to prepare for emergencies ranging from natural disasters to terrorist acts. The goal is to get the public involved and ultimately to increase the level of preparedness across the nation. The campaign encourages the public to get an emergency kit, make an emergency plan, and be informed about what protective measures to take before, during and after any type of disaster. (www.ready.gov)

Community members: Know what to do before, during and after a disaster. Prepare a plan with your family and assemble emergency supplies so that you are prepared if a disaster affects your community.

Law enforcement: Ensure that your agency has an emergency continuity of operations plan and utilize Ready Responder resources to help officers prepare their families (www.ready.gov/ready-responder).

U.S. DEPARTMENT OF JUSTICE (DOJ)

- **InfraGard** – InfraGard is a community-based partnership program between the Federal Bureau of Investigation (FBI) and the private sector, including businesses, academic institutions, state and local law enforcement agencies, and other participants, dedicated to sharing information and intelligence to prevent hostile acts against the United States. It is an information sharing and analysis effort serving the interests and combining the knowledge base of a wide range of members. InfraGard chapters are geographically linked with FBI Field Office territories, and community leaders can visit the InfraGard website to find local chapters. Local chapters hold regular meetings and provide a trusted non attribution environment to discuss issues, threats and other matters that impact their membership. Each chapter has an FBI Special Agent Coordinator assigned to offer education on counterterrorism, cyber crime, and contingency planning and provide members with up-to-date information on threat advisories and alerts. (www.infragard.net)

Community members: Business owners and managers can help protect the community's critical infrastructure by joining an InfraGard chapter. Member benefits include training and educational programs, newsletters, special interest groups, and access a secure communication and intelligence network.

Law enforcement: Partner with your local InfraGard chapter to build relationships with private sector industry leaders. These partnerships will help you maintain and protect your local critical infrastructure.

- **Office of Community Oriented Policing Services (COPS) Resource Library** – The COPS Office offers resources to help law enforcement and community partners plan and implement community oriented policing strategies to address local crime issues and terrorism. The COPS website hosts a library of hundreds of resources and training materials, a media center of video and audio tools, and information about funding opportunities. (www.cops.usdoj.gov)

Community members: Publications that may be helpful in getting your community engaged in suspicious activity reporting include *Community Partnerships CD-ROM*, and *The Collaboration Toolkit for Community Organizations: Effective Strategies to Partner with Law Enforcement*.

Law enforcement: Publications that may be particularly helpful in shaping your law enforcement agency's local efforts include *Protecting Your Community from Terrorism: Strategies for Local Law Enforcement* and *Local Law Enforcement Responds to Terrorism: Lessons in Prevention and Preparedness*, and *The Stop Snitching Phenomenon: Breaking the Code of Silence*.

- **State and Local Anti-Terrorism Training Program (SLATT)** – DOJ provides law enforcement personnel with specialized training and resources to combat terrorism and extremist criminal activity. In conjunction with law enforcement agencies across the country, the SLATT Program utilizes nationally recognized terrorism experts to provide on-site training addressing topics from both domestic and international perspectives. Additionally, SLATT provides online training and officer resources to vetted law enforcement personnel. The SLATT website offers an alternative to on-site training by providing instant access to information regarding current terrorist and criminal extremist issues. (www.slatt.org)

Community members: Participate in SLATT Communities Against Terrorism training. Ask your local law enforcement if it is available in your community.

Law enforcement: Conduct a train-the-trainer sessions of SLATT, so that officers and community partners can trained to lead trainings for residents and businesses.

APPENDIX A:

Examples of Local Efforts

The following section provides examples of local efforts to prevent terrorism and related criminal activity. This is not a comprehensive list and is only intended as a sample. Please note that these practices have not been vetted and are not endorsed by the Federal Emergency Management Agency, the U.S. Department of Homeland Security, or the International Association of Chiefs of Police.

iWatch

Los Angeles, California, Police Department

As a part of a comprehensive counterterrorism program, the Los Angeles Police Department (LAPD) launched iWatch, a community awareness campaign to engage Los Angeles residents in helping to keep their community safe from terrorism. The initiative expands on a program intended to improve suspicious activity reporting by LAPD officers. Through public service announcements, online training videos, social media, and community outreach, iWatch provides detailed information on what suspicious behaviors and activities to look for and how to report them. All materials and videos are put out in English and in Spanish to accommodate Los Angeles' large Hispanic population. The brochure is also available in Korean, and the website can be translated into 15 different languages. The iWatch Community Training Film makes use of LA's entertainment industry expertise. Done in the style of a crime investigation television show, the video engages and educates audiences in a creative way.

Residents can submit reports to a dedicated suspicious activity hotline, in person at local police stations, to 9-1-1 in an emergency, or via the iWatch website. With its advanced use of technology, iWatch has been dubbed "the 21st century version of Neighborhood Watch." If a suspicious activity report leads LAPD analysts to find a possible link to terrorism, the information is forwarded to a multi-agency regional task force charged with investigating terrorism. The Dallas, Texas, Police Department and Baltimore County, Maryland, Police Department recently instituted local iWatch programs based on the LAPD model. (www.lapdonline.org/iwatchla)

Operation Businesses Against Terrorism (B.A.T.) and Miami Shield

Miami, Florida, Police Department

The Miami Police Department (MPD) created its Office of Emergency Management and Homeland Security (OEM/HS) in 2005 in an effort to educate the public about anti-terrorism techniques and the importance of being aware of one's surroundings. Through a series of educational initiatives,

MPD utilizes existing public/private partnerships to offer terrorism awareness training and focused communications to deter, detect, and discourage terrorism. Operation B.A.T. was started in 2009, to help enhance the partnerships between businesses, law enforcement, and first responders. Operation B.A.T. offers a three-hour training that teaches the private sector about the types of suspicious activity to be aware of and how to submit reports to law enforcement. Much of the training focuses on distinguishing between stereotypes of individuals versus specific types of behavior and actions that may be suspicious. The training is primarily given to management level employees or owners from security firms, building management, and other local businesses, but MPD also trains security personnel, parking lot attendants, code enforcement workers, and other ground level employees.

MPD also offers a program called Miami Shield, through which members of the OEM/HS identify soft targets for potential terrorism, such as large tourism landmarks. MPD officers and volunteers periodically patrol these locations to provide a visible law enforcement presence and to distribute educational brochures about the potential of terrorism in the city and how the public can report information to law enforcement. Building on Miami Shield, MPD implemented a new campaign called Seven Signs of Terrorism, with new brochures to better educate the public on what types of actions could be considered suspicious. As a result of MPD's OEM/HS frequent contact with the public, there is a constant flow of information into the department. Several SAR leads have been passed to the FBI Joint Terrorism Task Force for further investigation. (www.miami-police.org)

Operation Terrorist Incident Prevention Program (TIPP) and Third Watch

District of Columbia Metropolitan Police Department

Operation TIPP is a program that encourages businesses, service agencies, and other organizations to report suspicious activity to the District of Columbia Metropolitan Police Department (MPDC). To make the reporting process as easy as possible for the business community, Operation TIPP has a designated 24-hour hotline that is answered by trained members of the MPDC Intelligence Unit. Callers are not required to leave contact information; though it is encouraged in order to allow officers to request follow-up information. Businesses are also able to send written tips by mail to the MPDC Intelligence Section. Information collected is forwarded on to appropriate anti-terrorism officials in the MPDC and, if appropriate, other law enforcement or homeland security agencies. Operation TIPP provides employers with an educational brochure and flier to educate employees about the program, the types of activity that could be considered suspicious, and what to do if they see something.

The MPDC created the Third Watch program to allow community members the opportunity to remain anonymous while sharing information with the police, to address concerns of retaliation, and to build trust between the community and the police. Citizens apply to the program and are assigned an identification number that can be used in place of their name when calling in reports. Only the Third Watch Program Administrator has access to the participant names, contact information, and personal details. Third Watch has a designated phone line that goes directly to the assigned patrol

officer from the hours of 4:00 p.m. to midnight. During daytime hours, callers must use the regular crime tip line. Third Watch participants are encouraged to call while the crime or suspicious activity is taking place and to describe the location and details of the individual involved. Officers respond to the scene if necessary and do not have any interaction with the caller. (www.mpdc.dc.gov/mpdc)

Examples of State Efforts

The following section provides examples of state efforts to prevent terrorism and related criminal activity. This is not a comprehensive list and is only intended as a sample. Please note that these practices have not been vetted and are not endorsed by the Federal Emergency Management Agency, the U.S. Department of Homeland Security, or the International Association of Chiefs of Police.

Eyes and Ears on Kentucky

Kentucky Office of Homeland Security

Eyes and Ears on Kentucky is a statewide campaign encouraging residents to report suspicious criminal or terrorist activity. Individuals can submit reports by calling an anonymous tip line, submitting information on the Kentucky Office of Homeland Security (KOHS) website, or downloading a new iPhone application (app) which was recently introduced. The Eyes and Ears on Kentucky campaign offers a number of educational resources for the community, including a brochure, flier, radio public service announcement, and a power point presentation that includes information about why and how to submit reports, how reports are analyzed, and what types of behaviors can be considered suspicious.

The new iPhone app can be downloaded for free through Apple's iTunes store. Using this application, individuals can submit real time information about the location and details of the suspicious activity or object. By having the app on their phone, users are able to report a suspicious activity immediately without having to remember a specific phone number. iPhone users have the option to submit their contact information or remain anonymous. KOHS worked with the team from the official state website to create the iPhone application and web portal. The development was funded by a \$10,000 grant from the state Homeland Security Grant Program.

Operation Safeguard

New York State Intelligence Center

Recognizing that businesses are key partners in identifying suspicious activity, the New York State Intelligence Center (NYSIC) developed Operation Safeguard. Through the program, NYSIC works directly with a wide range of corporations, businesses, and industries throughout the state of New York to train employees on the indicators of suspicious activity and how to report information to

local law enforcement or the NYSIC toll-free tip line. The program focuses its efforts on a refined list of 17 priority business sectors including ambulance companies, bulk fuel distributors, commercial driving schools, and real estate agencies. Using the state's 16 Counter-Terrorism Zones, each zone's leadership identify officers at the local law enforcement level to act as Operation Safeguard coordinators in each zone. Local coordinators are in charge of making connections with businesses in their jurisdiction, which provides the added benefit of strengthening other local community policing efforts. NYSIC offers briefings to local law enforcement, creates marketing materials, and distributes intelligence products to Counter-Terrorism Zone coordinators. This design allows it to reach even small businesses that may be harder for the statewide fusion center to reach. The goal of Operation Safeguard is for the community to feel empowered to be a participant in preventing crime and terrorism, much like activities of a neighborhood watch. (www.dhss.ny.gov/oct/)

Recognizing Eight Signs of Terrorism

Colorado Information and Analysis Center

The video, *Recognizing Eight Signs of Terrorism*, teaches the public how to identify suspicious activities and behaviors. The video features a local news anchor and former Denver Broncos quarterback John Elway. Using recognizable public figures captures the interest of the community and encourages them to watch. As of June, 2011, 10,000 DVDs had been distributed and a local cable channel played the video once a day every day for a year. The Colorado Information Analysis Center (CIAC) website (<https://www.ciac.co.gov>) is used to promote information about suspicious activity reporting. The website has an online suspicious activity reporting form that allows reporters to remain anonymous if they choose to, though the website stresses that providing contact information is very beneficial for case follow-up. CIAC partnered with the Counterterrorism Education Learning Lab (CELL) to develop an in-person training course called the Community Awareness Program, which provides Colorado residents with the tools they need to recognize and help prevent terrorist and criminal activity in their neighborhoods. CELL is a nonprofit, nonpartisan institute that provides resources and trainings to prevent terrorism. CELL operates "Anyone, Anytime, Anywhere: Understanding the Threat of Terrorism," an experiential and interactive exhibit that uses state-of-the-art multimedia tools to educate the public about various aspects of global terrorism. The video was developed by the Colorado Governors Office of Homeland Security in partnership with the CIAC, CELL, and Colorado Department of Agriculture to educate the public about terrorist threats. Other states, including Arizona and Michigan, have had similar efforts. (www.thecell.org)

Terrorism Awareness and Prevention Training

Pennsylvania Commission on Crime and Delinquency

The Terrorism Awareness and Prevention (TAP) training is a tool to educate citizens about the realities and myths of terrorism and terrorists. The program helps citizens understand potential threats to society, understand their role in protecting the community, and learn common sense measures they can take to enhance their own security. The TAP training teaches community members how

to be alert, what to look for, and how to properly report information to law enforcement. The TAP training stresses that suspicious activity is not when someone looks, speaks, acts, believes, or lives differently than they do, and it encourages people to look for specific activities which are unusual or out of place and appear to be leading to a criminal activity.

Since the curriculum was developed in 2002, more than 1,000 officers and civilian trainers have been certified to present a one-hour program to community groups, volunteers, and professional organizations in Pennsylvania. Many other states have used the curriculum as well. Your local law enforcement agency may be able to direct you to a certified TAP trainer in your area who could lead a presentation for your community group. The TAP training can also be accessed via an e-learning course. The program was developed by the Pennsylvania Commission on Crime and Delinquency, the Pennsylvania State Police, and the Pennsylvania Department of Health. (www.pa-aware.org) USAonWatch offers TAP training to Neighborhood Watch coordinators and law enforcement. (www.usaonwatch.org)

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APPENDIX B:

Acronym List

- ACPO** – Association of Chiefs of Police, United Kingdom
- APCO** – Association of Public-Safety Communications Officials
- App** – Mobile phone or tablet computer application
- AWW** – America’s Waterways Watch
- B.A.T.** – Businesses Against Terrorism, Miami Police Department
- BCPD** – Bullhead City Police Department, Arizona
- BJA** – Bureau of Justice Assistance, U.S. Department of Justice
- BCOT** – Building Communities of Trust
- CAN** – Citizen’s Action Network, U.S. Coast Guard
- CELL** – Counterterrorism Education Learning Lab
- CIAC** – Colorado Information and Analysis Center
- COE** – Centers of Excellence, Science and Technology Directorate, U.S. Department of Homeland Security
- COPS** – Office of Community Oriented Policing Services, U.S. Department of Justice
- CRCL** – Office for Civil Rights and Civil Liberties, U.S. Department of Homeland Security
- CVE** – Countering Violent Extremism
- DHS** – U.S. Department of Homeland Security
- DOJ** – U.S. Department of Justice
- DPD** – Dallas Police Department, Texas
- FBI** – Federal Bureau of Investigation
- FEMA** – Federal Emergency Management Agency
- FLO** – Fusion Liaison Officer
- HCSO** – Hennepin County Sheriff’s Office, Minnesota
- IACP** – International Association of Chiefs of Police

KOHS – Kentucky Office of Homeland Security
LAPD – Los Angeles Police Department, California
LASD – Los Angeles County Sheriff’s Department
MPD – Miami Police Department, Florida
MPDC – Metropolitan Police Department, District of Columbia
NCPC – National Crime Prevention Council
NIJ – National Institute of Justice, U.S. Department of Homeland Security
NSA – National Sheriff’s Association
NSI – Nationwide Suspicious Activity Reporting (SAR) Initiative
NYSIC – New York State Intelligence Center
OEM/HS – Office of Emergency Management and Homeland Security, Miami Police Department
PSA – Public Service Announcement
PSAP – Public Safety Answering Point
SAR – Suspicious Activity Report
SLATT – State and Local Ant-Terrorism Training Program
TAP – Terrorism Awareness and Prevention
TIPP – Terrorist Incident Prevention Program, Metropolitan Police Department, District of Columbia
VIPS – Volunteers in Police Service

APPENDIX C:

Glossary of Terms

Civil liberties – Basic rights and freedoms that are guaranteed either as explicitly identified in the Bill of Rights and the Constitution or as interpreted through the years by courts and lawmakers. These include rights such as freedom of religion, freedom of speech, and the right to a fair trial.

Civil rights – Freedom from unequal treatment based on race, religion, gender, disabilities, or other characteristics.

Community oriented policing – A philosophy that promotes organizational strategies, which support the systematic use of partnerships and problem-solving techniques, to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime.

Critical infrastructure – Systems and assets, whether physical or virtual, so vital to the United States that the incapacity or destruction of such systems and assets would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters. Most commonly associated with the term are facilities for telecommunications, financial services, medical care, public safety services, and food and water production.

Fusion center – A collaborative effort of two or more agencies that provide resources, expertise, and information to the center with the goal of maximizing the ability to detect, prevent, investigate, and respond to criminal and terrorism activity. State and major urban area fusion centers are the focus, but not exclusive points, within the state and local environment for the receipt and sharing of terrorism information, homeland security information, and law enforcement information related to terrorism. Federal agencies provide terrorism-related information to state, local, and tribal authorities primarily through these fusion centers, which may further customize such information for dissemination to satisfy intra- or interstate needs. Likewise, fusion centers enable the effective communication of locally generated terrorism-related information to the federal government and other fusion centers through the Information Sharing Environment.

Law enforcement – A state, local, tribal, or federal agency empowered to enforce laws, prevent and investigate crime, and reduce civil disorder. This may include police departments, sheriff's offices, and other state and federal agencies.

Line officer – A sworn member of a law enforcement agency who works in the front lines of duty, typically on patrol duties in the community.

SAR analyst – An individual in a law enforcement agency or fusion center responsible for analyzing suspicious activity reporting for credibility and possible connections to other suspicious activities that may be indicative of a larger criminal or terrorist plot.

Soft target – A location, object, or person that is relatively vulnerable, especially to a military or terrorist attack. This may include cars, houses, or assemblies of people.

Suspicious activity report – Official documentation of reported or observed activity and/or behavior that, based on an officer's training and experience, is believed to be indicative of intelligence gathering or preoperational planning related to terrorism, criminal, or other illicit intention.

Terrorism – Any activity that involves an act that is dangerous to human life or potentially destructive to critical infrastructure or key resources, and is a violation of the criminal laws of the United States or of any state or other subdivision of the United States and appears to be intended to intimidate or coerce a civilian population to influence the policy of a government by intimidation or coercion, or to affect the conduct of a government by mass destruction, assassination, or kidnapping.

APPENDIX D: FLIER SAMPLES



You can help **prevent terrorism**
in our back yard just by
paying attention
and **speaking up**

as a member of a
partner agency, here
are some ways you
can do your part to
keep our city safe

if you
SEE
something
SAY
something™

Recently, media outlets have raised the public's attention to an increasing, although undefined, terrorist threat. International terrorist organizations have continued to demonstrate their interest in conducting attacks in the U.S. Of concern for law enforcement is the possibility that a lone individual who associates with or is inspired by extremist groups might try to stage an attack. The threat picture we're seeing shows an adversary that is evolving and adapting quickly, and determined to strike us at home. We constantly remain on the alert and strive to keep the public informed.

Fortunately, we are empowered to protect ourselves through a number of means. First, as members of the community, we are able to *see* things that are out of line from the norm, and then *say* something about it by calling 911 to report these suspicious actions and events. In many instances, it is very subtle observations that can make the difference between interceding and stopping a dangerous act, or not.

Here are some unusual behaviors that could be indicators of terrorist planning.

- » **Surveillance.** Are you aware of anyone recording or monitoring activities, taking notes, using cameras, maps, binoculars, etc., in your neighborhood?
- » **Stockpiling Materials.** Have you observed abandoned vehicles, stockpiling of suspicious materials or trash, or persons loitering in your neighborhood?
- » **Suspicious Persons/Questioning.** Has anyone attempted to gain unusual information in person, by phone, mail, or email regarding your business or a facility nearby?
- » **Acquiring Supplies.** Are you aware of anyone trying to improperly acquire explosives, weapons, ammunition, or other dangerous materials that could be used in a terrorist act?

To that end, as you go about your daily routine, the Metropolitan Police Department asks that you remain ever vigilant in your awareness of the following: (1) others who are behaving in an unusual way; (2) strange smells that seem out of sorts [particularly chemical odors]; (3) the delivery of odd looking packages, machines, and devices to you or others around your home or business; and (4) other out-of-the-ordinary actions you happen to see.

How to Describe or Report Suspicious Behavior

Person

- » Sex
- » Race
- » Height
- » Weight
- » Build (medium, heavy)
- » Hair (color, length, include facial hair)
- » Complexion (light, dark, olive)
- » Peculiarities (scars, tattoos, missing limbs)
- » Clothing (from head to toe, style, etc.)
- » Weapons (if any)
- » Method of transportation (direction, vehicle, etc.)

Vehicle

- » License plate and state
- » Year, make, model and color
- » Body type (2-door, 4-door, van, SUV)
- » Number of passengers
- » Damage or anything unusual (logos, etc.)

- ▶ **To report in-progress threats or emergencies,**

call **911**

- ▶ **To report suspicious activity that has already occurred,**

call **(202) 727-9099**

Make a report at **iwatchdc.dc.gov**

For more information, visit
www.mpdc.dc.gov/tipp
www.mpdc.dc.gov/iwatch



The "see something say something" tagline used with permission of the NY Metropolitan Transportation Authority.



Helpful Links

- » **Operation TIPP** (Terrorist Incident Prevention Program) provides an easy and convenient way to report suspicious activity. Calls are taken 24 hours a day at (202) 727-9099. Get more information about Operation TIPP and download a helpful brochure at:

www.mpdc.dc.gov/tipp

- » **Report suspicious activity** to the FBI online at:

tips.fbi.gov

- » **Emergencies can occur quickly and without warning.** The best way to keep yourself and your family safe is to be prepared before an emergency strikes. Learn more at:

72hours.dc.gov

- » **In the event of a terrorist attack,** natural disaster or other large-scale emergency, the Department of Homeland Security (DHS) will provide a coordinated, comprehensive federal response and mount a swift and effective recovery effort. DHS also encourages individuals and families to be prepared. Find out more at:

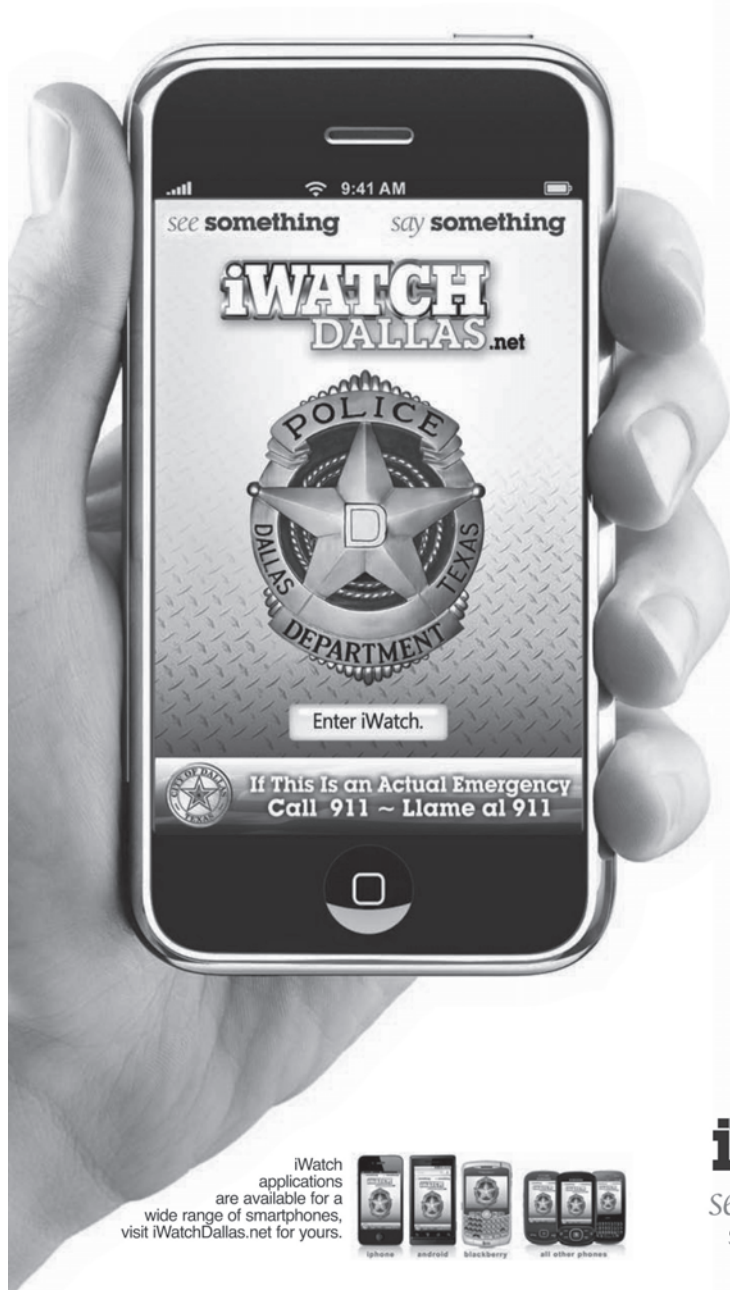
[www.dhs.gov/files/
prepresrecovery.shtm](http://www.dhs.gov/files/prepresrecovery.shtm)

METROPOLITAN POLICE DEPARTMENT
300 Indiana Avenue, NW
Washington, DC 20001
www.mpdc.dc.gov



I Watch Dallas. Do You?

Send Crime Tips from the Web or Your Mobile Phone.
Anywhere, Anytime. Anonymously.



iWatch applications are available for a wide range of smartphones, visit iWatchDallas.net for yours.



What is iWatchDallas?

iWatchDallas is a virtual crime watch that you and your neighbors can use to report behaviors and activities that make you feel uncomfortable or do not look right.

iWatchDallas is a program and partnership between your community and the Dallas Police Department.

Why should I report these behaviors and activities?

Like traditional neighborhood crime watches, your awareness reported to the police can help solve crimes or even prevent a terrorist attack. iWatchDallas is a program about suspicious behaviors and activities.

What should I report?

Give as many details as possible, for example:

- ✓ Time of day
- ✓ Where it happened
- ✓ What you witnessed
- ✓ A description of individual(s) involved
- ✓ Was there a vehicle?
- ✓ Color and license number?
- ✓ Have you seen this activity before?

There are four ways to report:

- ✓ Report online at iWatchDallas.net
- ✓ Text a tip by entering "DPD plus your tip" to 274637 (crimes)
- ✓ Download the iWatch Dallas app at iWatchDallas.net
- ✓ Call 214-671-4TIP

If you have an emergency and need the police immediately do not use iWatchDallas, call 911.

Prowler calls should be made to 911.

If you see something, say something.

A simple observation, a single report can help solve a crime.

If one person can make a difference, consider what an entire community can do.

I Watch Dallas. Do You?

iWatchDallas.net
see something say something
Suspicious Activity Reporting ~ 214-671-4TIP



Did you **SEE** something suspicious
commuting to work or
grabbing some lunch?

Then **SAY** something to local
authorities to make it right.

Report suspicious activity.
Call 1-877-428-5324

if you
SEE
something
SAY
something™



Homeland
Security



If You See Something Say Something™ used with permission of the NY Metropolitan Transportation Authority.



FEMA

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