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# Strategic Business Plan Concept of Operations



**California State Terrorism Threat Assessment System**

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## **PREFACE**

This Concept of Operations (CONOPS) provides California law enforcement and other agencies ensuring the security of our state, a primer on the State Terrorism Threat Assessment System (STTAS). This includes an overview of the California Joint Regional Information Exchange System (CAL JRIES), the state's principal, real-time information sharing communication platform. Homeland security stakeholders will substantively influence the ongoing evolution of this CONOPS as enhancement cycles inevitably refine California's response to terrorist and other homeland security threats.

The State Fusion Center, the four Regional Fusion Centers and the Department of Justice Intelligence Operations Center (IOC) shall annually review and, if necessary modify the CONOPS. The CONOPS is meant to be a living document that will adapt and improve based upon the needs of the STTAS participating partners and citizens of the State of California.

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### **Mission:**

The mission of the State Terrorism Threat Assessment System is to protect California's citizenry and economy from terrorism and other criminality by collaboratively producing and disseminating critical threat information to its homeland security partners.

### **Vision Statement:**

The State Terrorism Threat Assessment System seeks to insure that California's citizens and economy remain secure from terrorist and criminal threats by coordinating a competent, dependable, insightful and indispensable information sharing exchange amongst its homeland security partners through innovative, real-time communications systems.

## CALIFORNIA'S STATE TERRORISM THREAT ASSESSMENT SYSTEM (STTAS)

### **California Counter-Terrorism/Homeland Security Overview**

There are many counter-terrorism and homeland security entities in California. This is not only due to the fact that California is one of the most heavily populated states. It is also due, in large part, to the fact that California is among the country's most significant international maritime and air shipping centers, as well as a major gateway to the Pacific Rim. Because California borders Mexico, it is a major stakeholder in the undocumented immigration challenge faced by the United States, as well as the illicit importation, exportation and transportation of controlled substances and contraband across the international border. The narco-terrorist climate, just south of the California border, has resulted in an environment at our very doorstep that is not unfriendly to overt, as well as covert terrorist groups who are intent on harming the citizens of California.

At the federal level, the Federal Bureau of Investigation (FBI) and the Department of Homeland Security (DHS) have devoted very substantive resources in this state.

At the state level, the Governor's Office of Homeland Security (OHS), the California Department of Justice (DOJ), and the California Highway Patrol (CHP) contribute personnel and resources to advance the anti-terrorism objectives of the STTAS. The California Office of Emergency Services is the lead consequence management agency for the state. At the local level, critical infrastructure facilities, private sector organizations, police departments, sheriffs' offices, the CHP and fire departments generate critical street level information for analysis by the RTTACs. The local public safety agencies and the CHP will also assume the critical first response role in the event of a terrorist act. The local departments of fire, health, and emergency services are also heavily invested in prevention as well as consequence management.

The four autonomous Regional Terrorism Threat Assessment Centers (RTTACs) generate regionally based terrorism information sharing products and act as the terrorism and situational information sharing conduit between the FBI, DHS, OHS, DOJ, CHP, federal agencies, state agencies, Terrorism Early Warning Groups<sup>1</sup> (TEWGs) and local law enforcement agencies in

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<sup>1</sup>Local TEWGs have been established by various localities, applying a network approach integrating local law enforcement, fire, health, and emergency management agencies to address terrorism threats. During an actual threat period or attack, the TEWG provides consequence forecasting to identify potential courses of action for the local unified command structure.

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their regions. The RTTACs are also responsible for coordinating homeland security information collection, analysis and dissemination with other public safety agencies that engage in terrorism prevention efforts or consequence response. The RTTACs also liaison with critical infrastructure and key resource entities that are both vital to the public community and also vulnerable to terrorist acts.

Some counties have implemented TEWG's to assist the RTTACs with the coordination of prevention activities as well as consequence management pre-planning. In the event of a terrorist act, TEWGs serve as a resource to their RTTAC and the Incident Command System's unified command.

### **California's Counter-Terrorism Information Sharing Apparatus**

The counter-terrorism information sharing component of the state's overall terrorism effort is the STTAS. The STTAS is a public safety partnership that obtains, analyzes, and shares information, and collaboratively develops and shares California-specific counter-terrorism intelligence products enabling law enforcement to detect, deter, and prevent terrorism in California. The STTAS also serves as the state's principal terrorism information sharing contact with the FBI<sup>2</sup> and DHS.

The STTAS facilitates bi-directional information sharing among federal, state, and local law enforcement, and other homeland security-dedicated public safety agencies. The system also facilitates terrorism-related information exchanges with pertinent public and private infrastructures and resources critical to the security of our state.

The State Terrorism Threat Assessment Center (STTAC), the DOJ Intelligence Operations Center (IOC), and the RTTACs together comprise the STTAS partnership. The STTAS partnership is much like an affiliation or alliance where no governing board or unified command controls the entire affiliation. The partnership's cohesiveness and productivity is wholly dependent on the collaboration/cooperation exercised among the respective managements of the RTTACs, STTAC, and IOC.

### **STTAC**

The State Terrorism Threat Assessment Center (STTAC) is the State Strategic Fusion Center operated by OHS and the CHP. The STTAC, working in collaboration with the RTTACs as a part of the integrated State Terrorism Threat Assessment System, provides statewide analysis products, information tracking, pattern analysis, geographic linkage analysis with emphasis on critical infrastructure, maintains and disseminates situational awareness products and provides intelligence support to all state agencies. The STTAC is responsible for coordinating with the

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<sup>2</sup>The FBI has field offices in Los Angeles, Sacramento, San Diego, and San Francisco, operates Joint Terrorism Task Forces (JTTFs) and Field Information sharing Groups (FIGs) throughout the state, as well as devotes manpower to the state's RTTACs.

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RTTACs and compiling the overall State Threat Assessment. It supports regional intelligence analysis by supplying the RTTACs with additional analytical support.

The STTAC will serve as the state's intelligence intermediary with DHS and other states for reciprocal exchange of homeland security information and intelligence. It will compile, integrate and analyze information contributed by the federal government, other states, the RTTACs and will collaboratively produce and disseminate intelligence reports that lend perspective and highlight threats and trends of strategic importance. The STTAC in coordination with the RTTACs will facilitate Terrorism Liaison Officer<sup>3</sup> (TLO) training and will manage the State Agency TLO Program and integrate them into the State Terrorism Threat Assessment System. The STTAC will contribute content to the California Joint Regional Information Exchange System and use CAL JRIES as a principle means of outreach on a daily basis to the RTTACs and TLOs statewide.

In an effort to continue to build toward a comprehensive, integrated prevention network of information sharing, all recipients of Homeland Security Grant Program (HSGP) funds are required to demonstrate connectivity to a trained TLO; however, the TLO does not have to reside in their agency.

All subgrantees must identify connectivity to a TLO and identify the TLO for all entities receiving homeland security funding. Subgrantees must contact their nearest RTTAC to document connectivity to the TLO.

### **RTTACs**

The state has four regional Fusion Centers, the RTTACs, which are located in Los Angeles, Sacramento, San Diego, and San Francisco. Due to the very high level of associative work between the RTTACs and the FBI, the RTTACs cover the same geographical regions as the FBI field offices. The RTTACs work closely with the FBI's Joint Terrorism Task Forces (JTTF) and Field Intelligence Groups (FIG) in their regions.

The RTTACs are autonomous centers comprised of local, state and federal agency participants. Each independent regional RTTAC has its own governance board and management. The RTTACs develop regional terrorism threat assessments based on their independent collection of information, as well as information contributed by TLOs, TEWGs, the STTAC, the FBI, the

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<sup>3</sup>The TLO is a public safety agency officer trained in understanding terrorism who serves as the bi-directional gateway of terrorism information between the members of his/her own department and the RTTACs. The TLO, thus, serves as the critical link connecting line law enforcement terrorism information with the RTTACs and, in turn, the IOC, the STTAC, the FBI and DHS. The RTTACs and the California Specialized Training Institute (CSTI) provide TLO training. The RTTACs are responsible for the coordination of the TLO networks in their respective regions.

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DHS, other RTTACs, and the IOC. The RTTACs provide the TLOs with urgent regional threat information generated locally or from the STTAC, FBI, DHS, or the IOC. The RTTACs also provide important terrorism investigation support to local, state and federal investigative agencies, employing highly trained intelligence analysts and intelligence officers, as well as specialized computer hardware/software products for this purpose.

It is the policy of the RTTACs to make every effort to accurately and appropriately gather, record and analyze information, of a criminal or non-criminal nature, that could indicate activity or intentions related to either foreign or domestic terrorism and submit such information to the appropriate agencies in the form of a Suspicious Activity Report (SAR). These efforts shall be carried out in a manner that protects the information privacy and legal rights of the citizens of California, and therefore such information shall be recorded and maintained in strict compliance with existing federal and state guidelines regarding Criminal Intelligence Systems.

In some regions there may exist decentralized information sharing nodes created to appropriately address unique issues within the area of operation of an existing RTTAC. Such an information sharing node may be engaged in activities such as the preparation of Critical Infrastructure Protection, TLO management or coordination, or information sharing and collection.

TEWGs or other similarly tasked entities, such as multi-agency or multi-jurisdictional organizations tasked with a mission of homeland security related information sharing and information collection, information analysis, and/or information dissemination, shall by definition be considered a subordinate "Information Sharing Node" to their respective RTTAC.

These "Information Sharing Nodes" shall coordinate all efforts with similar efforts of their RTTAC. No efforts of "Information Sharing Nodes" shall be in conflict with those of their RTTAC and when feasible, missions of similar nature shall be consolidated or coordinated through the RTTAC. The RTTAC will provide local "Information Sharing Nodes" with pertinent and timely threat information to personnel that have a need and right to know the information in support of the Nodes' operations.

Specifically, when an "Information Sharing Node" is involved in the management or collection of Suspicious Activity Reports (SARs) or information that should be reported as a SAR, the "Information Sharing Node" shall report all information without delay directly to the RTTAC via a predetermined method in order to develop and maintain regional situational awareness. The RTTAC will facilitate further transmission of the SAR to the STTAC, IOC and the appropriate investigative entity.



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It shall therefore be a priority of “Information Sharing Nodes” to appropriately and adequately adhere to these guidelines. Failure to do so may place regional information sharing efforts at jeopardy, investigating officers in danger, and the safety of the public at risk. The timely sharing of all SARs information with the concerned RTTAC shall not be considered an optional activity, or an activity in competition with the “Information Sharing Node’s” self interest, but rather a primary mission of SARs reporting and collection.

Each RTTAC also dedicates personnel and analytical support to regional Protected Critical Infrastructure Information (PCII) programs that are coordinated with the OHS and DHS PCII programs. The RTTACs help inventory critical infrastructure and key resource (CI/KR) assets in their respective geographical regions, providing foundational regional data contributions necessary to populate DHS’ secure, web-based Automated Critical Asset Management System (ACAMS), a valuable database asset for preventive as well as incident response purposes.

### **IOC**

The California Department of Justice (DOJ) - Bureau of Investigation and Intelligence (BII), is responsible for the coordination, collection and analysis of statewide criminal intelligence. The IOC provides local, state and federal law enforcement agencies with real-time tactical intelligence support for critical incidents and operational activities. Located in Sacramento, the IOC provides a command and intelligence center for all-crimes intelligence and special field operations such as enforcement sweeps, emergent tactical situations, critical incidents, and terrorist related events/investigations. The IOC’s services are available to field/investigative officers for wide-ranging intelligence checks on persons, places, or circumstances of interest. The IOC’s comprehensive checks into pertinent intelligence as well as criminal justice databases provide state-of-the-art “connect the dots” products to field officers and investigators.

The IOC also provides important support for statewide intelligence analysis during critical terrorist threat and/or terrorist incidents. Under these emergent conditions, the IOC quickly and efficiently collates/analyzes informational outputs from the four RTTACs, the STTAC and other sources for quick turnaround statewide intelligence reports for the Attorney General, DOJ executive management, and the respective RTTACs.

### **California Joint Regional Information Exchange System (CAL JRIES)**

The State Terrorism Threat Assessment Center (STTAC), Regional Terrorism Threat Assessment Centers (RTTACs) and Intelligence Operation Center (IOC) are linked by a common information sharing system, the California Joint Regional Information Exchange System (CAL JRIES). CAL JRIES is comprised of two (2) main components: a web portal for storing information (documents, photos, alerts, warnings, etc.) and a highly secure information sharing and collaboration environment using Microsoft’s Groove Virtual Office software. CAL JRIES provides the technical means to share intelligence and operations information within a trusted community and to do it faster, easier, and in a highly secure manner. All STTAS entities and homeland security funded subordinate information sharing organizations, programs or



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initiatives will use CAL JRIES as the primary communication and collaboration tool for the timely sharing of homeland security information within the State of California.

Prior to being allowed access, all law enforcement intelligence and public safety workspace personnel will be vetted and certified for access by their parent agencies. All members of CAL JRIES law enforcement intelligence workspaces are sworn law enforcement officers or state and local intelligence analysts certified for “need to know” access. Law enforcement and public safety personnel will have the ability to create and invite participants into additional workspaces within CAL JRIES. However, only certified law enforcement officials with a certified intelligence mission will be permitted invitations into any law enforcement intelligence agency workspace. DOJ serves as the technical support and vetting agency for the CAL JRIES system.

All public safety agencies that receive homeland security grant funds are required to have connectivity to CAL JRIES.

### **STTAS Counter-Terrorism Assessment Products**

STTAS produces intelligence products consistent with federal regulations Title 28, Part 23 (28 CFR 23); the California Attorney General’s Model Standards and Procedures for Maintaining Criminal Intelligence Files and Criminal Intelligence Operational Activities; the US DOJ/DHS Fusion Center Guidelines; and Law Enforcement Intelligence Unit Federal Intelligence Community Guidelines, Practices, and Procedures. STTAS provides its clients critical counter-terrorism outputs including, but not limited to, the following:

**Advisories** are issued to provide information on potential global, national, state and/or regional threats that are non-specific, low credibility and/or uncorroborated. They are also used to inform recipients about tactics, techniques and procedures that may be used by terrorists (i.e., modus operandi information). Advisories are designed to raise awareness and support training objectives. They can be issued during all five national Homeland Security Advisory System (HSAS) levels.

**Alerts** are issued when there is a specific, verified, validated and increased threat to the United States. This includes potential attacks against US interests abroad or within the United States, particularly in California or adjacent states, even though a specific target has not been specified. Alerts are generally issued during Elevated (Yellow) or High (Orange) HSAS levels.

**Warnings** are issued when there is a credible, verified and validated threat to persons or venues (specific sites, events or critical infrastructure) within California. Warnings will always be accompanied by specific response planning steps and recommended course of action options. Warnings will be issued during a Severe (RED) HSAS level.

**BOLO** (Be On the Lookout reports) are legacy law enforcement products for awareness to specific criminal suspects.

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**Situational Report** (Sit Rep) is a written synopsis issued during times of crisis at regular intervals (hourly, daily, weekly) and designed to rapidly describe unfolding events to new or cycling personnel.

**Bulletins** are less critical than a warning. Bulletins are designed to raise general awareness and appreciation to an issue. They should be brief and concise.

**Executive Reports** are designed for the briefing of senior decision makers in the region. They should be disseminated at the Public Safety Sensitive level.

**TLO Reports** target the first level collector, field officer, firefighter or health worker. They should be disseminated at the Public Safety Sensitive Level.

**Tips/Leads (Suspicious Activity Reports)** are the official reporting of any potential terrorism related information. All tips and leads recorded into the system shall be scored as to reliability of source and content. All records must be substantiated on the basis of reasonable suspicion or criminal predicate per the California Attorney General's Model Standards and Procedures for Maintaining Criminal Information sharing Files and Criminal Information sharing Operational Activities.

**Tip**: A tip is information originating from a public source through various means, i.e., Field Interviews (FI), toll-free lines, other telephone lines, faxes, mailings and publicly accessible law enforcement web-based portals. As a rule, tips are initial, un-vetted information for further development.

**Lead**: A lead, in the case of the anti-terrorism mission, comprises information with a terrorism nexus having actionable content. Information designated as a lead will be referred to the JTTF or will result in local agency actions, such as execution of internal and external records checks, and will concurrently be sent to databases for archiving, and after appropriate sanitization, to the Pre-Incident Indicator (PII) database. Information directed to the PII database shall have personal identifiers redacted to insure compliance with Federal Title 28 CFR Part 23 and the California Public Records Act.

**Subject Matter Expert Analysis Reports** are reports to help mitigate or assist in understanding types or methods of terrorism operations.

**Threat Assessments** are produced when there is a specific threat against an event or critical infrastructure or a potential terrorist target.

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### **Funding**

STTAS grant funding is currently provided by the US Department of Homeland Security through the Governor's Office of Homeland Security --Grants Management Directorate. The STTAC, RTTACs, and Intelligence Nodes receiving Homeland Security grant funding through the Governor's Office of Homeland Security are required to comply with the California STTAS Concept of Operations. Noncompliance with the California STTAS Concept of Operations may result in the loss of eligibility for future grant funds or the rescission of funds previously allocated.

### **Privacy Policy**

The STTAC, RTTACs and IOC shall comply with the STTAS Privacy/Governance policies, the Bureau of Justice Assistance (BJA) National Information Sharing Guidelines, DHS/US DOJ Fusion Center Guidelines, 28 CFR Part 23 and the California Attorney General's Model Standards and Procedures for Maintaining Criminal Intelligence Files and Criminal Intelligence Operational Activities.

It is highly recommended that Information Sharing Nodes, such as TEWGs comply with the STTAS Privacy/Governance policies, the Bureau of Justice Assistance (BJA) National Information Sharing Guidelines, DHS/US DOJ Fusion Center Guidelines, 28 CFR Part 23 and the California Attorney General's Model Standards and Procedures for Maintaining Criminal Intelligence Files and Criminal Intelligence Operational Activities.