

Idaho Criminal Intelligence Center



FLO Fusion Liaison Officer

The purpose of this plan is to explain the concept, structure and policies that guide the operations and management of the Fusion Liaison Officer (FLO) Program for the State of Idaho.

June 2012

Fusion Liaison Officer (FLO) Program
Operational Concept

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Executive Summary

The Idaho Criminal Intelligence Center ([IC]²) has established a Fusion Liaison Officer (FLO) Program for law enforcement and other government partners throughout the State of Idaho to strengthen information sharing across the entire state.

The purpose of the FLO Program is to provide law enforcement agencies within Idaho with an increased intelligence capability, and to enhance the concept of intelligence led policing by providing a state-wide developed reporting and trend analysis capability to our partners based upon FLO reports. Intelligence led policing is a concept by which law enforcement and other first responder agencies pool information and utilize predictive analysis to ultimately prevent criminal activity rather than respond to it. Agencies with and without existing formal intelligence capabilities may enhance their street-level intelligence collection by placing trained FLOs on the street with the capacity to recognize threat indicators and report suspicious activity within their agency and to [IC]².

The protection of individuals' privacy and constitutional rights is an obligation for all FLOs and is crucial to the long-term success of information sharing. Protecting the privacy and constitutional rights of individuals, while at the same time providing for homeland security and public safety, will require a commitment from everyone in the FLO Program.

The FLO Program promotes the involvement of nominated individuals working in collaboration with other FLOs within the State of Idaho through a comprehensive prevention program. This program provides a platform to collect and share information and plan operations in relation to local and state threats and criminal activity. Information sharing will be facilitated through a clearly defined architecture to promote the sharing of information critical to the stakeholders of Idaho's prevention, preparedness, and security efforts.

The number of FLOs needed by each agency or region will be determined by the [IC]² and the local agency. [IC]² will invite each law enforcement agency in the state have at least one trained FLO; however, larger agencies may require more than one FLO to properly facilitate the flow of information and intelligence. In some areas it may be necessary to have a regional or county FLO.

Fusion Liaison Officer Initiative

The Idaho Criminal Intelligence Center ([IC]²) has established a Fusion Liaison Officer (FLO) Program for law enforcement and other government partners throughout the State of Idaho to strengthen information sharing across the entire state. The FLO Program creates an expansive state-wide network of personnel by combining multi-discipline resources linked to federal and state assets to enhance emergency response capabilities, and develops consistent methods and protocols to provide a practical two-way flow of information.

The nature of the [IC]² in the State of Idaho allows the concept of the regional, county and municipal based FLO to be effective. In our State, much of the critical infrastructure and key resources present support a vast agricultural, manufacturing and tourism-based economy which is subject to major influences based on terrorism, crime trends and the public perception of an unsafe environment.

Purpose

The purpose of the FLO Program is to provide law enforcement agencies within Idaho with an increased intelligence capability, and to enhance the concept of intelligence led policing by providing a state-wide developed reporting and trend analysis capability to our partners based upon FLO reports. Intelligence led policing is a concept by which law enforcement and other first responder agencies pool information and utilize predictive analysis to ultimately prevent criminal activity rather than respond to it. Agencies with and without existing formal intelligence capabilities may enhance their street-level intelligence collection by placing trained FLOs on the street with the capacity to recognize threat indicators and report suspicious activity within their agency and to [IC]².

The goal is to make our government agencies (both law enforcement and non-law enforcement) first preventers rather than first responders, relative to the increase in violent and gang related crime, major organized theft, terrorism and other threats to our economy, citizens and visitors.

By combining the efforts of law enforcement, emergency services, other government agencies and private organizations within the State, trained observers and reporters can provide substantive information for analysis to augment administrator's capability to allocate resources appropriately.

Goals and Objectives

Goal #1 - To foster FLO training to enhance the concept of suspicious activity reporting protocols, roles and responsibilities, trend recognition, threat vulnerabilities, information management, and privacy policies (28 CFR Part 23).

- A. Develop a cadre of subject-matter experts to facilitate training
- B. Develop standardized training curriculums for government FLOs with the resources to recognize, collect, and disseminate intelligence/information
- C. Identify locations to facilitate FLO training
- D. Provide initial and continuous training relating to suspicious activity or evolving trends.

Goal #2 - To establish, enhance and maintain partnerships through the FLO Program, in order to create a seamless flow of communication and collaboration.

- A. Provide a communication device to share and enhance information for FLOs
- B. Expand current awareness of terrorism and criminal indicators in accordance with applicable privacy and civil rights and civil liberties protections
- C. Conduct FLO meetings to strengthen information sharing and collaboration initiatives

Goal #3 - To leverage all sources of information and technology for FLOs to manage and disseminate timely information to their agency/organization.

- A. Identify and clarify priority intelligence requirements per [IC]² protocols

B. Provide an effective and consistent, standard reporting methodology for FLOs

C. Follow dissemination protocols through the FLO Program

Information Management - Privacy and Civil Liberties

The protection of individuals' privacy and constitutional rights is an obligation for all FLOs and is crucial to the long-term success of information sharing. Protecting the privacy and constitutional rights of individuals, while at the same time providing for homeland security and public safety, will require a commitment from everyone in the FLO Program.

The reporting of criminal information concerning an individual will be retained and stored by [IC]² personnel only if the information meets the criteria of "reasonable suspicion" of criminal activity as defined in 28 CFR part 23 and protected by Idaho Law. Additionally, information about the political, religious or social views, associations, or activities of any group, association, corporation, business, partnership or other organization may only be collected and maintained if such information directly relates to criminal conduct.

Ensuring an individual's privacy and civil liberties is paramount to our operations and is accomplished through rigorous application of, and compliance with, our Privacy Policy.

Participating Agencies/Organizations

The employing agency makes a proprietary decision as to who is assigned to the program. An FLO Nomination and Application packet (Attachment A) must be completed and signed by the Chief Executive Officer (CEO), or equivalent, for consideration.

Government Sector FLO:

Nationwide, FLOs are generally highly motivated public safety personnel, working in a variety of specialty units who have the opportunity to view a variety of reports being produced and/or calls being dispatched.

A highly effective FLO Program will incorporate an all-crimes initiative integrating various disciplines. This program includes representatives from the following areas:

Law Enforcement

Military

Other State and Local government

Parole/Probation

Corrections

Emergency Management

Communications

Federal Partners

FLO Span of Control

The [IC]² will be both a consumer and producer of intelligence. The [IC]² will request, receive and submit information, informational requests and analyzed intelligence to agency FLOs. Agency FLOs will in-turn disseminate the informational requests and analyzed intelligence to their home agency as well as other area agencies, as needed, that may not have an FLO program. The flow should be “a straight line approach” - [IC]² to FLO, FLO to Agency and/or Agency to FLO, FLO to [IC]².

Program Management and Coordination

[IC]² has designated FLO Coordinator to manage the FLO Program and synchronize with the selected FLOs within the State. The FLOs assist with managing the FLO Program and are also the link between [IC]² and each county agency, municipal organization or law enforcement discipline.

Generally, the designated FLOs are the conduit for exchanging information between [IC]² and the law enforcement community. However, in some cases, information may come directly from the [IC]² to the law enforcement community. FLOs are the conduits – providing a clear chain for vetting, de-confliction and feedback. FLOs also may act as an information filter, helping determine when information should be disseminated and to what specific personnel.

Basic duties of an FLO include:

Distributing information from [IC]² to their law enforcement agency or community

Collecting and receiving information from their law enforcement member and community for [IC]²

Notifying [IC]² of emerging trends, tactics, and procedures identified by [IC]² analyst

Communicating with their supervisors regarding [IC]² information

Attending basic FLO/[IC]² awareness training

Attending regular FLO/[IC]² meetings and workshops

Recruiting members within their assigned areas of responsibility to contribute to the informational flow of FLO activity

Identifying and recommending program funding sources (e.g., grants)

Providing feedback for FLO Program operations

Documenting and maintaining FLO activity

Training

[IC]² will provide initial and periodic training, feedback and recommendations as well as issue new or updated Priority Information Needs (PINs) based on analytical products, trends or criminal/terror activity as necessary.

An FLO Nomination and Application Packet must be completed by the FLO candidate and signed by their agency's CEO or supervisor. The packet and a nomination letter must be submitted to [IC]² for processing prior to acceptance into an FLO training course.

FLO training will be conducted regionally in a Basic FLO course. All FLOs will receive the same training whether they are law enforcement officers or other governmental organization. To this end, having all the FLOs in the same class and from the same regional encourages networking and fosters the philosophy of intelligence sharing. It is anticipated the FLOs will continue to network and share beyond their class period once they return to the field.

The training curriculum is enhanced by local, regional and state information including briefings specific to the region. The course may also include subject matter experts in special interest topics as appropriate. Training blocks will be routinely evaluated and modified as necessary.

The FLO Program course includes the following curriculum:

Fusion Center Concept & [IC]² Overview
Collection Restrictions & Privacy Policy (28 CFR Part 23/state laws)
Introduction to the Intelligence Cycle
FLO Program Overview – Roles & Responsibilities
Information Management
Violent/Organized Crime Trends

Analyst Database Capabilities
Gang Trends
CrimeIntel Computer Software Overview
Terrorism: Domestic & International
De-confliction Resources
Suspicious Activity Reporting (SAR) and the National SAR Initiative (NSI)
[IC]² Website SharePoint – Entering a SAR

FLOs will also receive periodic follow up training and workshops. They will receive products from sources such as the US Department of Homeland Security (DHS), Bureau of Justice Administration (BJA), Federal Bureau of Investigation (FBI) as well as local and state resources from [IC]² and other fusion centers. FLOs will be given online access to the [IC]² website and other appropriate intelligence and industry threat resources.

The FLO, with [IC]² assistance, will serve as a conduit for presentation request that could be provided to the fusion center by subject matter experts. FLOs will also have access to training materials with which they can provide outreach for a specific agency/organization.

Roles and Responsibilities

The FLO Program promotes the involvement of nominated individuals working in collaboration with other FLOs within the State of Idaho through a comprehensive prevention program. This program provides a platform to collect and share information and plan operations in relation to local and state threats and criminal activity. Information sharing will be facilitated through a clearly defined architecture to promote the sharing of information critical to the stakeholders of Idaho's prevention, preparedness, and security efforts.

COLLECTION PROCESS: FLOs will collect information on tips and leads, potential trends, suspicious activity, or incidents from agency sources and attempt to validate the information before forwarding to the fusion center.

ANALYSIS & PRODUCTION: All SARs submitted by FLOs will be reviewed daily by [IC]² analysts to look for items of serial, regional or state-wide significance. [IC]² analysts are networked among local, regional, state and federal analytical centers, and are trained to look for trends and spikes in activity and to “connect the dots” where appropriate. [IC]² personnel or on

duty analyst will also populate SAR information into the state intelligence database.

ANALYTICAL SUPPORT: If analytical support from [IC]² is needed, the FLO should indicate the need on the SAR summary. [IC]² can also provide support with public presentations/relations, training, or request for assistance from an agency depending on workloads and lead time allowances.

DISSEMINATION & EVALUATION PROCESS: FLOs will read and disseminate [IC]² alerts, bulletins, and requests for information (RFI) for appropriate distribution. They may need to inform lead/key personnel by providing situational awareness regarding terrorism threats, suspicious activity trends or other incidents that may pertain to their agency's jurisdiction.

FLOs are encouraged to collect user input and feedback from stakeholders within their agency/organization, in order to effectively evaluate [IC]² products and processes.

Roles and Responsibilities Model:

| Intelligence Cycle | FLO Role |
|---------------------------|--|
| Planning & Direction | Provide [IC] ² with Agency Request & Informational Needs Pass [IC] ² Requests & Informational Needs to Agency Personnel |
| Collection | Facilitate Collection of Tips/Leads or SARs Collect Information from On Scene Incidents |
| Processing | Validate Information Prior to Sending to [IC] ² |
| Analysis & Production | Provide Subject Matter Expertise, when Applicable |

| | |
|---------------|---|
| Dissemination | Provide Information & Intelligence Products to Agency Personnel |
| Evaluation | Collect User input and Provide Feedback to [IC] ² |

Communication and Information Flow

FLO regional reporting will be accomplished by utilizing the [IC]² website's Suspicious Activity Report (SAR) electronic form. SAR completion is part of the FLO training curriculum.

Open the FLO tab located on the [IC]² website

Select the "Suspicious Activity Reports"

Populate the document as appropriate

Select "Submit" to send to [IC]²

Agency reports and/or pictures may be copied or pasted to the narrative portion of the SAR to avoid dual documentation.

It is the responsibility of the FLO to communicate information, trends, and significant incidents to the [IC]². FLOs are encouraged to inform their home agency of any SAR information submitted to [IC]². FLOs will ensure the information collected flows to [IC]² for further analysis as well as receiving follow-up informational requests and completed and status up-dates.

FLO Coordination Model

The number of FLOs needed by each agency or region will be determined by the [IC]² and the local agency. [IC]² will invite each law enforcement agency in the state have at least one trained FLO; however, larger agencies may require more than one FLO to properly facilitate the flow of information and intelligence. In some areas it may be necessary to have a regional or

county FLO. An FLO application will be required prior to being selected to attend the FLO training. FLO applications will be reviewed by the [IC]² for selection. The FLO application is attached.

Program Sustainment and Recognition

Due to the dynamic nature of the fusion process, and the impact of threats and hazards, [IC]² recognizes the importance and value of a strong FLO Program. In an effort to provide and support an exceptional program for the State of Idaho, [IC]² will conduct ongoing assessments and evaluation of this initiative.

FLO workshops will be conducted periodically providing FLOs updates of regional and national trends, situational awareness, and networking opportunities for program sustainment and growth.

Distinguished service will be recognized by the presentation of a “Fusion Liaison Officer of the Year” award selected through a nomination process and selected by the [IC]² assigned staff.