

Appendix C

Functional Categories

Collaboration and integration are key to the success of fusion centers. The Public Safety and Private Sector Fusion Center Focus Groups (FCFGs) developed overarching functional categories composed of the different entities that make up these components. The categories are not comprehensive but provide a starting point for fusion centers to utilize when integrating the different facets of law enforcement, public safety, and the private sector. Individual fusion centers should identify the critical entities within their particular jurisdiction to incorporate into the center. The categories include:

- Agriculture, Food, Water, and the Environment
- Banking and Finance
- Chemical Industry and Hazardous Materials
- Criminal Justice
- Education
- Emergency Services (Non-Law Enforcement)
- Energy
- Government
- Health and Public Health Services
- Hospitality and Lodging
- Information and Telecommunications
- Military Facilities and Defense Industrial Base
- Postal and Shipping
- Private Security
- Public Works
- Real Estate
- Retail

- Social Services
- Transportation

Information received from these categories and associated entities should be used for threat and crime prevention. Applicable local, state, and federal laws should be followed when information is provided to fusion centers. In addition, this information may be used for criminal investigations with an identified criminal predicate.

Agriculture, Food, Water, and the Environment

This category is composed of entities that focus on the food and water supply chain, from the raising/production of food and water to the distribution to consumers. Entities within this category can provide fusion centers with a variety of strategic and tactical information. It may include critical infrastructure information regarding the location of agriculture-related entities, including the location of livestock and processing plants, as well as types of chemicals used at processing plants and how they are stored; the location of water storage facilities and suspicious activity surrounding these facilities; and any unusual tampering of food products. In addition, these entities can provide fusion centers with information regarding suspicious incidents that may occur relating to agriculture and agricultural-related crime trends. Subject-matter experts can provide fusion centers with resources and expertise when agricultural-related threats are identified.

Listed below are various entities that fusion centers should consider for integration.

- U.S. Department of Agriculture (USDA), www.usda.gov/
- U.S. Department of Health and Human Services, www.hhs.gov
- U.S. Environmental Protection Agency, www.epa.gov
- State agriculture departments
- Food/water production facilities (farm/ranch/preharvest)
- Food/water processing facilities
- Grocery stores/supermarkets
- Restaurants
- Information Sharing Analysis Centers (ISAC)
 - ✓ Agriculture
 - ✓ Food
 - ✓ Water
- Food and Agriculture Sector Coordinating Council

Banking and Finance

This category is composed of financial entities, including banks, investment firms, credit companies, and government-related financial departments. Entities within this category can provide fusion centers with information related to the banking industry, including suspicious activity, critical infrastructure information, and crime trends (e.g., fraud, identity theft, and suspicious activity reports). Entities within this category may also provide fusion centers with tactical information, including information to aid

in ongoing criminal investigations, e.g., account information and credit history (with applicable legal authorization). The entities include:

- U.S. Department of the Treasury, www.ustreas.gov
 - ✓ Financial Crimes Enforcement Network (FinCEN), www.fincen.gov
- State financial departments
- Banking companies
- Investment companies
- Credit card companies
- Credit report companies
- Securities firms
- Financial services ISAC
- Financial Services Sector Coordinating Council www.fsscc.org/

Chemical Industry and Hazardous Materials

This category is composed of entities that are responsible for the production, storage, transportation, and delivery of chemicals and other hazardous materials. These entities may provide fusion centers with information on types of chemicals and hazardous materials, how chemicals and hazardous materials may affect a contaminated area, suspicious activity relating to the chemical industry or hazardous materials, and critical infrastructure information. The entities include:

- U.S. Environmental Protection Agency (EPA), www.epa.gov
- U.S. Department of Transportation's Pipeline and Hazardous Materials Safety Administration (PHMSA), www.phmsa.dot.gov/
- State environmental departments (e.g., Natural Resources and Environmental Protection)
- Fire departments and/or local hazardous material response agencies
- Chemical industry
- Chemtrec: 24/7 Emergency Communications Center for the chemical industry
- Chemical industry ISAC
- National Petrochemical and Refiners Association, www.npradc.org/

- American Chemistry Council, www.americanchemistry.com
- Pharmaceutical companies

Criminal Justice

These are components of local, state, tribal, and federal governments and are responsible for the management of criminal conviction, incarceration, reform, and reintegration (i.e., law enforcement, courts, and corrections). This category can provide fusion centers with a variety of information, including crime trends and threat assessments. In addition, this component can provide booking photos, biographical information, and historical criminal activity regarding persons, businesses, and organizations. Criminal justice entities can provide fusion centers with strategic and tactical information and intelligence.

The following is a compilation of organizations that should be considered when integrating the criminal justice sector into fusion centers. This list is not exhaustive but should be used as a foundation. Also provided are examples of the types of information available to share. The entities include:

Law Enforcement Agencies: Can provide fusion centers with a variety of information, including crime trends, drug and threat assessments, case information (violent crime, economic crime, narcotics, and terrorism), seizure information, and criminal activity, both historical and current, on persons, businesses, organizations, and locations.

- Local law enforcement
 - ✓ City and county
 - ✓ College and university police departments
- State law enforcement
 - ✓ Highway patrol
 - ✓ State agencies with investigations bureaus
- Tribal law enforcement
- Federal law enforcement
 - ✓ Federal Bureau of Investigation
 - ✓ U.S. Marshals Service
 - ✓ U.S. Drug Enforcement Administration
 - ✓ Bureau of Alcohol, Tobacco, Firearms and Explosives

- ✓ U.S. Immigration and Customs Enforcement
- ✓ U.S. Secret Service
- ✓ U.S. Postal Inspection Service
- ✓ U.S.P.S. Office of Inspector General
 - Court System: Can provide information on criminal cases, criminal history, dispositions, and biographical information on targets.
- County clerk of courts
- Criminal justice information systems
- U.S. courts

Corrections Agencies: Can provide fusion centers with booking photos, last known addresses, gang information, names of associates and relatives (visitors), and biographical information.

- County jail
- State prison system
- Federal Bureau of Prisons

Probation and Parole Agencies: Can provide information regarding employment information of suspects and current addresses of suspects.

- Probation officers
- Parole board

Education

This category is composed of organizations and businesses that are responsible for the education of children and adults. Entities within this component can provide fusion centers with information regarding suspicious activities occurring on and around school grounds, as well as information on critical infrastructure and associated risk assessments. In addition, in the event of a terrorist incident or crime relating to schools, it is important for fusion centers to have established partnerships to aid in communication and information flow. The entities include:

- Day care centers
- Preschools
- Primary and secondary schools
- Postsecondary schools
 - ✓ Colleges and universities
- Technical schools

Emergency Services

(Non-Law Enforcement)

Entities within this category are components of local, state, tribal, and federal governments and are responsible for the protection and safety of lives and property within a jurisdiction. Commonly, one of the first responders to an incident, the Emergency Medical Services category can provide both strategic and tactical information. Below is a list of emergency services entities; this list is not comprehensive but provides fusion centers with a foundation to build on. The entities include:

Fire: Can provide assessments on types of fires, how specific fires are started, and ongoing fire investigation information.

- Local fire departments
- Private fire departments
- U.S. Fire Administration, www.usfa.fema.gov
- U.S. Fire Marshal
- Forestry departments

Emergency Medical Services (EMS):

Can provide information regarding types of injuries occurring at an incident and suspicious activity that EMS technicians may observe while performing official duties.

- Local fire departments
- Hospital
- Private EMS services

Hazardous Materials: Can provide information on different types of hazardous materials and hazardous material spills, as well as incident and operations data.

- Local fire departments
- Environmental Protection Agencies
- U.S. Department of Transportation, Office of Hazardous Materials Safety, <http://hazmat.dot.gov/>
- Private hazardous material contractors

Emergency Management: Can provide information on location of critical infrastructure, notifications of declared emergencies, and threat assessments.

- Emergency management directors
- Federal Emergency Management Agency

Civil Air Patrol: Can offer a variety of services, including homeland security missions, counterdrug missions, and search-and-rescue operations.

Health: Depending on the incident (e.g., white powder incidents), health department representatives may take part in response efforts. See the Health and Public Health Services category for additional health information.

Energy

This category contains entities that focus on the development and distribution of energy-related products. These entities can provide strategic and tactical information, including critical infrastructure information, risk assessments, and suspicious incidents. This list is not comprehensive, and the energy component should be evaluated in each jurisdiction to determine fusion center needs. The entities include:

- U.S. Department of Energy, www.energy.gov
- Nuclear power plants
- Electricity companies
- Utilities
- Oil companies
- Natural gas companies
- North American Electric Reliability Council

Government

This category is composed of entities that enable the government to carry out its official duties, including licensing and regulation of entities (people, businesses, and organizations). These entities vary but should be considered for inclusion into fusion centers. The following list is not exhaustive, and the fusion center should determine what entities to include.

Game and Fish: Can provide fusion centers with information on suspicious activity as it relates to boating, such as information regarding criminal investigations (e.g., drug interdiction and vessel identification).

Government Administration: Can provide various types of information pertaining to tax and title, critical infrastructure, emergency planning, and civil records, including property appraiser, mortgages, deeds, and civil suits.

Motor Vehicle Administration: Can provide tactical information to fusion centers regarding driver's license information, motor vehicle registration, vehicle body files, and suspicious information concerning attempts to obtain driver's licenses.

Parks and Recreation Departments:

Can provide information regarding suspicious activity in and around local parks.

U.S. Division of Forestry: Can provide information regarding suspicious activities within a national park involving persons, vehicles, and fires.

Health and Public Health Services

These entities are composed of local, state, tribal, and federal government agencies and the private sector and are responsible for protecting and improving the health of citizens. The following is a compilation of organizations that should be considered when integrating the health services sector into fusion centers. This list is not exhaustive but should be used as a foundation for collaboration.

This category can provide strategic and tactical information. In addition, these entities have access to information regarding critical health services within a certain community or nationwide. This information can identify the readiness of a given area to respond to a safety threat. Health services agencies may also provide information to fusion centers regarding prescription drug trends, disease outbreaks, and vital statistics information. Agencies within this category also monitor and track medicine and vaccine supplies and are capable of identifying gaps in availability.

A variety of these agencies should be considered for participation in certain fusion center situations. For example, in rural areas, veterinary hospitals may be the only medical facilities available. In times of crises, many of these hospitals will be capable of serving as triage centers. The veterinary profession is also a critical link to the health and productivity of animal agriculture, including the fight against agroterrorism. The entities include:

Health Departments: Can provide information on disease trends, local disease outbreaks, and vital statistics.

- Local and state health departments
- U.S. Department of Health and Human Services, www.hhs.gov

Hospitals: Can provide information regarding suspicious incidents and patient information. In addition, hospitals are vital in response efforts to gauge types of injuries, total number injured, and hospital capacity.

Disease Control: Can provide disease assessments, information regarding disease outbreaks, and information on laboratories that can assist with response and recovery efforts.

- Local and state health departments
- Centers for Disease Control and Prevention (CDC), www.cdc.gov

Food Safety: Can provide information regarding food and waterborne diseases, including reporting of suspicious incidents and investigative efforts.

- Health departments
- Centers for Disease Control and Prevention, www.cdc.gov/foodborneoutbreaks/
- U.S. Department of Agriculture, www.fsis.usda.gov/Fact_Sheets/index.asp

Medical Examiners/Death

Investigators: Can provide information regarding suspicious deaths, types of death, and causes of death.

Mental Health Facilities: Can aid in response and recovery efforts.

Pharmaceutical: Can provide stockpile information and information relating to critical infrastructure and suspicious activity surrounding chemical plants.

Primary Care Physicians: Can provide information regarding suspicious injuries and diseases and biographical information.

Veterinary: Can provide information relating to suspicious activities regarding disease outbreaks in animals and can aid in response efforts.

- Center for Veterinary Medicine, www.fda.gov/cvm/default.html

Hospitality and Lodging

These entities focus on sports, entertainment, tourism, and recreation. Entities within this category may provide information regarding suspicious persons or activity, critical infrastructure information, investigative information (e.g., access to Closed Circuit Television [CCTV]), and trends in crime-related activity. The entities include:

- Gaming industry
- Sports authority
- Sporting facilities
- Amusement parks
- Cruise lines
- Hotels, motels, and resorts
- Convention centers

Information and Telecommunications

This category is composed of the information technology and communications-related industry, including computer operating systems, hardware and software companies, Internet service providers, and telephone companies. This category can provide a variety of information. Information technology entities can provide expertise and information on computer trends, including viruses, computer-hacking incidents, and cyber security initiatives. Telecommunications entities can provide information on critical infrastructure, suspicious incidents, and ongoing case support with proper authorization. These entities include:

Information Technology

- State technology offices
- InfraGard, www.infragard.net/
- Computer and software companies
- IT Sector Coordinating Council

Communications

- Media transmission towers
- Communications Infrastructure Sector Coordinating Council

Telecommunication

- Internet service providers
- Electronic mail providers

- Federal Communications Commission (FCC)
- Telecommunications companies
 - ✓ Wireless
 - ✓ Hard-line

Cyber Security

- Information Technology ISAC
- Research and Education Networking ISAC
- Multi-State ISAC
- United States Computer Emergency Readiness Team (US-CERT), www.us-cert.gov
- National Cyber Security Division (NCSA) Law Enforcement and Intelligence Branch

Military Facilities and Defense Industrial Base

These entities may provide military expertise, critical infrastructure information, and information relating to response efforts and suspicious incidents around military bases. This category includes:

Military Base Security: Can provide information relating to suspicious incidents that occur on and around military bases, information on persons who have attempted to gain access to the base without permission, and critical infrastructure information.

National Guard: Can provide information regarding critical infrastructure, risk assessments concerning military entities, and information related to weapons of mass destruction (WMD).

Defense Contractors: Companies providing products and services to support military operations.

Postal and Shipping

This category consists of entities whose primary responsibility is the delivery of mail and packages, from both a public and private perspective. The Postal and Shipping category can provide tactical and strategic information regarding types of mail-outs private companies are distributing that may look suspicious, suspicious packages that are being mailed out, and ongoing criminal investigations. The post office can, with proper authorization, provide information

to fusion centers about the types of mail that are being sent to target homes or businesses. The entities include:

- U.S. Post Office
- Shipping companies

Private Security

When establishing a fusion center, private security entities should be considered because they may be able to provide critical infrastructure information, suspicious activity reports, and business continuity plans. The entities include:

- Corporate security offices
- Private security companies
- Alarm companies
- Armored car companies
- Investigative firms

Public Works

These entities are responsible for infrastructure created for public use. Entities within this category may provide information regarding suspicious activity and critical infrastructure, as well as subject-matter experts who may help identify risks associated with public works. The entities include:

- State department of transportation
- Water management districts
- Sanitation
- Waste management
- Road construction companies

Real Estate

These entities focus on the real estate-related industry. Entities within this category can provide information regarding suspicious activities (e.g., suspicious fires, persons, and activities) and ongoing case-related information with proper authorization. The entities include:

- Apartment facilities
- Facility management companies
- Housing authorities
- Real Estate ISAC

Retail

These companies and organizations are involved in the retail industry; this can include shopping malls, wholesale stores,

distribution centers, and online stores. These entities may provide information on suspicious activity in and around the shopping complex, identification of vulnerabilities associated with the complex, critical infrastructure information, and investigative leads, including CCTV information. The entities include:

- Malls
- Retail stores
- Shopping centers

Social Services

These entities are composed of local, state, tribal, and federal government agencies and the private sector and are responsible for providing services that help improve people's standard of living.

This category can provide information regarding the function and responsibilities of many available programs and services. Social service agencies can be the source of a variety of information, including welfare fraud. These programs and services can provide community support, education, and planning assistance in preparation for and response to a potential terrorist attack. The entities include:

State and Child Welfare: Can provide information regarding welfare fraud, electronic benefits transfer fraud, biographical information on targets of investigations and, with proper authorization, employment-related information on targets.

- U.S. Department of Health and Human Services
- Department of Children and Families

Mental Health Facilities: Can aid in response and recovery efforts.

Transportation

Each level of government (local, state, tribal, and federal) and the private sector have transportation entities whose responsibilities include aviation, rail, public transportation, highway, and maritime services. Both governmental and private transportation entities should be considered when jurisdictions are establishing a fusion center. The following is a compilation of organizations that should be considered when integrating the transportation sector. This

list is not exhaustive but should be used as a foundation.

This category can provide access to information regarding the various transportation corridors throughout the United States. Further, it can offer both strategic and tactical information that can be incorporated into the intelligence and fusion processes. Transportation-related agencies can identify the risks and vulnerabilities of potential target areas, such as roads and railways that have direct access to hazardous waste sites and ports that house information on the types of ships that are docked and the cargo they carry. The entities include:

Aviation: Can provide information regarding airport critical infrastructure, suspicious activity, items that have been confiscated, accident analyses, and types of cargo that are being shipped.

- Transportation Security Administration (TSA), www.tsa.gov
- Office of Aviation Safety (Component of National Transportation Safety Board [NTSB]), www.nts.gov
- Federal Aviation Administration (FAA), www.faa.gov
- Aviation Safety Reporting System (ASRS), <http://asrs.arc.nasa.gov/>
- State department of transportation
- State aeronautics commission
- Airport authority
- Commercial airline carriers
- Private shipping companies (e.g., FedEx and UPS)

Highway: Can provide information on critical infrastructure, traffic crashes, interdiction efforts, illegal products that have been seized, and cargo information.

- Federal Highway Administration (FHWA), www.fhwa.dot.gov
- Federal Motor Carrier Safety Administration (FMCSA), www.fmcsa.dot.gov
- National Highway Traffic Safety Administration (NHTSA), www.nhtsa.dot.gov
- Office of Highway Safety (Component of NTSB), www.nts.gov/Surface/highway/highway.htm
- State department of transportation
- Turnpike authority
- Public transit

Maritime: Can provide information on port critical infrastructure, vessel information, cargo information, suspicious activity, and contraband seizures.

- U.S. Coast Guard, <http://www.uscg.mil/USCG.shtm>
- Maritime Administration (MARAD), www.marad.dot.gov/index.html
- Saint Lawrence Seaway Development Corporation (SLSDC), www.seaway.dot.gov
- Office of Marine Safety (Component of NTSB), www.nts.gov/surface/marine/marine.htm
- Port authority
- Ports council
- Bridge and tunnel authority
- Harbor master and/or commander

Rail: Can provide information on critical infrastructure (e.g., the location of rail lines) and types of cargo being shipped, including hazmat information. Various private sector rail entities also have law enforcement components.

- Federal Railroad Administration (FRA), www.fra.dot.gov
- Federal Transit Administration (FTA), <http://transit-safety.volpe.dot.gov>
- Surface Transportation Board (STB), www.stb.dot.gov
- Office of Railroad, Pipeline, and Hazardous Materials Safety (Component of NTSB), www.nts.gov/railroad/railroad.htm
- State department of transportation
- Rail authority
- American Railroad Association