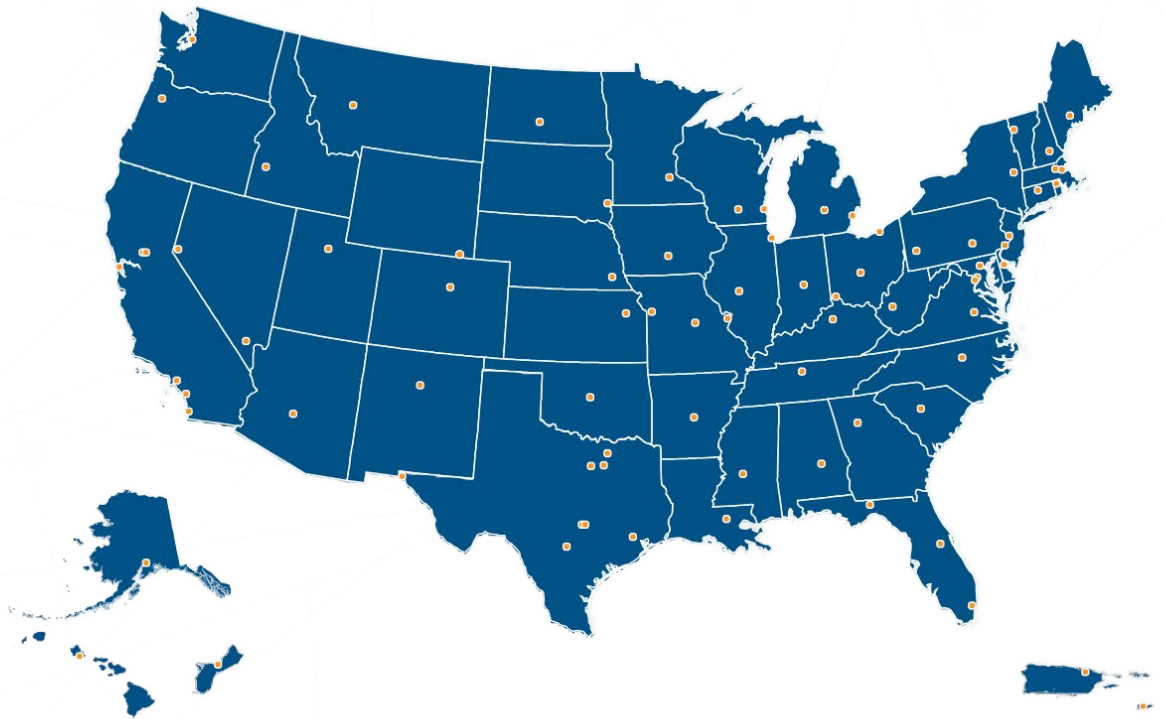# 2021 National Network of Fusion Centers Assessment
Summary of Findings

Homeland Security

Introduction

Purpose

This Assessment, covering Fiscal Year 2021 (October 1, 2020 - September 30, 2021), evaluates the performance of the state and local fusion centers against a common set of measures related to key outputs and direct outcomes. Following is a summary of the Assessment's findings, which may be explored in more detail through an interactive Dashboard (Dashboard) resident on the Homeland Security Information Network (HSIN). The Assessment process is intended to provide a comprehensive picture of the performance of the National Network of Fusion Centers (National Network) in order to help its partners and stakeholders identify strengths and challenges, track progress or trends over time, provide basis for comparative analysis, and focus on mission areas with the greatest potential benefit.

Methodology

The U.S. Department of Homeland Security (DHS) collected data from federal, state, local, tribal, and territorial (F/SLTT) partners, homeland security and public safety associations, and universities as enumerated below:

- **Fusion Centers:** . The Homeland Security Information Network-Intelligence (HSIN-Intel) Fusion Center Profile System contains a repository for self-reported data related to Center management, operations, and certification of compliance to grant requirements. This self-reported data was used to evaluate the National Network of Fusion Centers' capability and performance.

- **Key Stakeholders:** DHS coordinated with the National Fusion Center Association (NFCA) to conduct a survey involving the National Governor's Association, Homeland Security Advisors Council (GHSAC), International Association of Chiefs of Police (IACP), Association of State Criminal Investigative Agencies (ASCIA), National Emergency Management Association (NEMA), Major Cities Chiefs Association (MCCA), Major County Sheriffs' of America (MCSA), National Sheriffs' Association (NSA), the International Association of Fire Chiefs (IAFC), and the Metropolitan Fire Chiefs Association (MFCA).

- **Department of Homeland Security Information:** DHS examined the relationship of Intelligence Community Intelligence Information Reports (IIRs), Suspicious Activity Reporting (SAR), and Office of Intelligence and Analysis (I&A) watchlisting nominations to Fusion Center operations. DHS used National Special Security Events (NSSE) and other events that received a Special Event Assessment Rating (SEAR), and Federally Declared Disasters, derived from FEMA, which included emergency declarations and major disaster declarations, as a reference point to determine the number of events to which fusion centers provided support and the nature of that support.

- **Advanced Law Enforcement Rapid Response Training Center:** The Texas State University Advanced Law Enforcement Rapid Response Training (ALERRT) Center provided an authoritative list of active shooter events. ALERRT identified these events by the following criteria: individuals actively engaged in killing or attempting to kill people in populated areas, at least one of the victims must be unrelated to the shooter, and the primary motive appears to be mass murder. Similar to special events and disasters, this data provides a reference point in assessing the degree and nature of support from fusion centers, in this case in the context of public safety.

- **Federal Cost Inventory:** DHS catalogued federal support provided to the National Network. Eight government agencies provided spending data relating to personnel, information systems and technology, training and exercises, management and administration, or programmatic costs that supported fusion centers.

Homeland Security

SNAPSHOT 2021

(U) Summary of the National Network of Fusion Centers

(U//FOUO) The National Network is composed of an integrated system of state and local fusion centers. Fusion centers serve as the focal points for the receipt, analysis, gathering, and sharing of threat-related information. A summary of the National Network in 2021 can be depicted through a snapshot of budget, personnel, focus, partners, special event support, and output. This snapshot represents data submitted by 78 of 80 fusion centers.
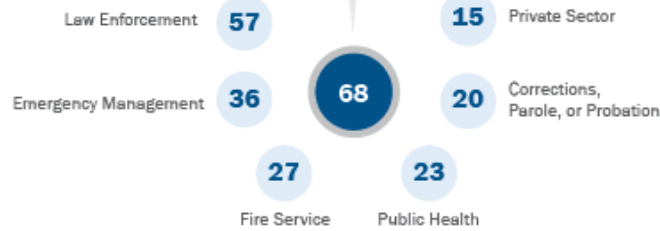
PRIMARY MISSION*

Counterterrorism: 0, 15, 2
All-Crimes: 7, 2
53
All-Hazards: 1
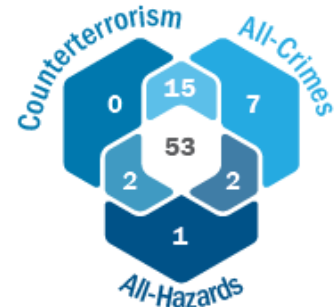
GOVERNANCE BODIES*

Governance bodies or formal alternatives include multidisciplinary participation.

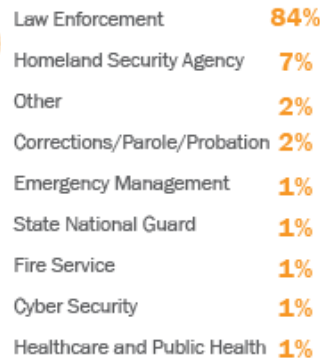**Fusion centers that have governance bodies or formal alternatives**

- Law Enforcement **57**
- Emergency Management **36**
- **68**
- Private Sector **15**
- Corrections, Parole, or Probation **20**
- Fire Service **27**
- Public Health **23**

STAFF

- Total SLTT and private sector staff: **3,215**
- Fusion center analysts: **1,505**
- **26** new fusion center Directors in 2021

PRIMARY DISCIPLINE OF PERSONNEL

Law Enforcement	84%
Homeland Security Agency	7%
Other	2%
Corrections/Parole/Probation	2%
Emergency Management	1%
State National Guard	1%
Fire Service	1%
Cyber Security	1%
Healthcare and Public Health	1%

ACCESS TO CLASSIFIED INFORMATION*

- **98%** of fusion centers have access to either Homeland Secure Data Network (HSDN) and/or Federal Bureau of Investigation Network (FBINet).
- **87%** of all SLTT fusion center personnel who need a clearance have one

* Data represents number of fusion centers.

EVENT AND INCIDENT SUPPORT

Fusion centers supported **4,291** special events, including National Special Security Events (NSSE) and those with a Level 1 (Federal support) through Level 5 (state and/local resources) Special Event Assessment Rating (SEAR).

- **1,195** SEAR 5
- **2,558** SEAR 4
- **523** SEAR 3
- **6** SEAR 2
- **2** NSSE
- **7** SEAR 1

Fusion centers supported **46** major disaster declarations

Fusion centers supported **37** active shooter events

Top five Direct Roles for Special Events*

Monitored open source intelligence	54%
Conducted threat or vulnerability assessment	22%
Deployed personnel to the incident site or operations center	12%
Monitored CCTV located at event	10%
Provided LE, technical, or analytical support	6%

*Percent of special events in which fusion centers played a direct role; multiple roles may be filled for a single event so total may be greater than 100%

PRODUCTS

3,953 products were shared with the National Network by fusion centers during the 2021 Assessment

Products shared via HSIN-Intel		Number of views
2,087	Situational Awareness	21,990
1,638	Analytical	24,434
41	Case Support and/or Tactical	434
187	Other	1,067

- **73%** of fusion center analytic products address Homeland Security topics.
- **258** distributable analytic products co-authored by one or more fusion centers and/or federal agencies.
- **67%** of distributable analytic products address state/local customer information needs.
- **79%** of key customers report that fusion center products are timely for mission needs.

OPERATIONAL COSTS

Total funding for the National Network is **$403,122,294**.

- Direct Federal Costs **$43,091,562 (11%)**
- Federal Grants **$78,018,924 (19%)**
- State **$168,037,229 (42%)**
- Local **$104,265,826 (26%)**
- Tribal, Territorial, Private, Other **$9,708,753 (2%)**

COLOCATION*

78 fusion centers are colocated with one or more partners, including:

- State, County, or City Law Enforcement **59**
- State National Guard **14**
- State Homeland Security Agency **25**
- State, County, or City Law Enforcement Intelligence Unit **29**
- FBI (Field Offices, JTTFs, FIGs, and/or other FBI) **33**
- State, County, or City Emergency Management **44**

FUSION LIAISON OFFICER (FLO) PROGRAM*

Fusion center FLO Programs include multidisciplinary participation.

Fusion centers that have a FLO program **72**

- Law Enforcement **70**
- Fire Service **51**
- Healthcare **38**
- Emergency Management **41**
- Corrections, Parole, or Probation **34**

The National Network is comprised of 80 fusion centers, 78 of which participated in the 2021 Assessment. Fifty-four of the 80 fusion centers that have an Area of Responsibility (AOR) that encompasses an entire state or territory.[1] Twenty-six of the 80 have an AOR within a major urban area, covering smaller geographic areas in and around cities.

In FY20, the I&A Office transitioned to a dashboard visualization of the assessment data to make the information in the assessment more readily available and functional, in addition to enhancing timeliness.

The dashboard can be accessed at the following link: https://hsin.dhs.gov/collab/Intel/profiles/Documents/chtFCAssessment.aspx (Note: for the best display, it is recommended that users access the dashboard through Firefox or Chrome).

Key Insights

Fusion Center Staff - The composition of fusion center staff varies based on fusion center's resources, area of operation, and mission focus. Fusion centers reported 3,215 SLTT and private sector staff members working on a full- time or a part-time basis – an increase of 0.4% (an increase of 13) in SLTT staff members from FY20.

Formal Governance Body - Sixty-eight fusion centers replied they have a formal governance body, or alternative, in the survey. Of the 76 fusion centers reporting a formal governance body or alternative, the personnel disciplines that most frequently support the governance bodies include: Law Enforcement, Emergency Management, Fire, and Public Healthcare.

Operational Costs - The National Network receives operational funding from federal (both through grants and direct contributions), SLTT, and private sector sources. Data from the Federal Cost Inventory indicates the funding for the National Network in the 2021 Assessment period was slightly above $403 million with a 19% increase in reported funding from state sources ($26,908,799), 6% increase in reported funding from local sources ($5,436,173), and 120% increase in reported funding from Tribal, Territorial, Private Sector, and other sources ($5,296,305). As for the direct federal costs, there was a decrease of 10% ($4,542,505) in F21 compared to FY20.

Products - Fusion centers are designed to serve as a focal point for information sharing within their respective AOR.[2] To be successful in their information sharing role, fusion centers produce and disseminate information and intelligence products (through working with partners and other fusion centers). Fusion centers reported the number of situational awareness products, case support/tactical products, distributable products[3], requests for information (RFIs), and tips and leads.[4] Products posted on HSIN-Intel allows them to be shared across the National Network – products shared on HSIN decreased nearly 17% in FY21 compared to FY20.

- **Analytic**. Overall production on analytical products decreased by 30% for a total of 1,638 in FY21.
- **Case Support/Tactical**. Fusion centers developed products that support a specific investigation or operational activity. In 2021, fusion centers developed and disseminated 41 case support and/or tactical products, which is an increase of 6% from FY20.
- **Situational Awareness**. The number of situational awareness products developed and disseminated by fusion centers decreased by 7% for a total of 2,087 in FY21.
- 79% of key customers report that fusion center products are timely for mission needs.

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[1] The fusion centers that make up the National Network can be found at https://www.dhs.gov/fusion-center-locations-and-contact-information.

[2] See the 2014-2017 National Strategy for the National Network of Fusion Centers, p.8, at https://nfcausa.org/html/National%20Strategy%20for%20the%20National%20Network%20of%20Fusion%20Centers.pdf

[3] A distributable product is a report or document that contains assessments, forecasts, associations, links, and/or other outputs from the analytic process that is disseminated via HSIN-Intel for use in the improvement of preparedness postures, risk mitigation, crime prevention, target hardening, or apprehension of offenders, among other activities. Analytic products may be created or developed jointly with federal, state, and local partners.

[4] Fusion centers reported outputs of these three products types outside of six standard deviations of one another (this could also be a result of varying definitions of the product types themselves). Given the magnitude of differences, data outside of one standard deviation above the average in these three categories was removed as outliers.

Fusion Liaison Officer Program - FLO Programs can provide an improved quality and efficiency of information exchange as well as access to a cadre of multidiscipline SMEs to enhance fusion center products. Seventy-two fusion centers had FLO Programs in 2021. FLO Programs have maintained multiple discipline participation over the past four years. The highest participating disciplines continue to be law enforcement, emergency management, and fire service.

Customer Feedback - The results of the Key Stakeholder Survey indicate increases in overall levels of agreement and satisfaction across all metrics, in the FY21 assessment period. Customer satisfaction regarding DHS I&A products was 78% and customer satisfaction regarding DHS I&A services was 70%.

Special Events - In capturing pre-planned events, fusion centers identified direct role support they provided to both Special Event Assessment Rating (SEAR) events—Levels 1-5—and National Special Security Events (NSSE). It should be noted, only 50 Fusion Centers reported data in FY 21 compared to 57 Fusion Centers in FY20. Fusion centers provided direct support to 4291 SEAR Level 1-5 and NSSE events in FY21, a 1659% increase from the previous year. The majority of the support (87.5%) went to SEAR Level 4 and 5 events.[5]

In terms of the nature of the direct role they provided, fusion centers primarily monitored open source intelligence, conducted threat or vulnerability assessments, deployed personnel to the incident site or operations center, and monitored CCTV located at the event.

Disasters - Fusion centers also captured their direct role in supporting federally-declared disasters.[6] These types of disasters are of such severity and magnitude that effective response is beyond the capabilities of the state and local governments and that supplemental federal disaster assistance is necessary. In FY21 there were 46 instances where support was provided which is a decrease of 65% from 2020. Of note, the number of events identified by FEMA also decreased in FY21 from 194 events in FY20 to 116 events in FY21.

Active Shooter Events - Fusion centers identified active shooter events that they had a direct role in supporting – the total number of events in 2021 was 37, which is a 185% increase from 2020.

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[5] Given anonymized data in 2017, these numbers assume no overlap with reported event response.

[6] As identified by FEMA in the official list of federally declared disasters. https://www.fema.gov/disasters/year

Appendix: Homeland Security Grant Program

Homeland Security Grant Requirements	Percent Compliant					
	2016	2017	2018	2019	2020	2021
Successfully completed the annual Fusion Center Assessment managed by DHS I&A. The Fusion Center Assessment captures performance metrics for each fusion center and is comprised of the self-assessment questions, staffing, product, and cost assessment data tables, and validation.	100%	100%	100%	100%	100%	98%
Maintained approved plans, policies, or SOPs for fusion center operations.	100%	100%	100%	100%	100%	96%
Developed and implemented privacy, civil rights, and civil liberties (P/CRCL) protections, including:						
Maintained an approved Privacy, Civil Rights, and Civil Liberties (P/CRCL) policy that is determined to be at least as comprehensive as the ISE Privacy Guidelines.	100%	100%	100%	100%	100%	100%
Ensured that the approved P/CRCL policy is publicly available.	99%	100%	100%	100%	99%	100%
Conducted a compliance review of the P/CRCL policy in accordance with the Privacy Civil Rights and Civil Liberties Compliance Verification for the Intelligence Enterprise.	100%	99%	100%	97%	96%	95%
Conducted an audit of the P/CRCL policy in accordance with the Privacy, Civil Rights, and Civil Liberties Audit Guidance for the State, Local, Tribal, and Territorial Intelligence Component.			97%	97%	95%	95%
Ensured there is a process in place for addressing and adjudicating complaints alleging violations of P/CRCL.	100%	100%	100%	100%	99%	95%
Ensured all analytic products were reviewed for P/CRCL issues prior to dissemination and posting to HSIN-Intel.	100%	99%	100%	100%	99%	95%
Ensured all staff received annual training on the center's P/CRCL policies.	100%	97%	100%	100%	98%	95%
Ensured all staff are trained on 28 CFR Part 23.	100%	99%	100%	100%	100%	96%
Ensured all criminal intelligence systems, processes, and policies operate in accordance with 28 CFR Part 23.	100%	100%	100%	100%	100%	95%
Maintained an approved License Plate Reader (LPR) policy in accordance with the License Plate Reader Policy Development Template for Use in Intelligence and Investigative Activities. Note: Only if the fusion center leverages LPR data or tools for intelligence, investigative, or analytic purposes.			72%	96%	94%	100%
Maintained an approved facial recognition policy in accordance with the Face Recognition Policy Development Template for use in Criminal Intelligence and Investigative Activities. Note: Only if the fusion center leverages facial recognition data or tools for intelligence, investigative, or analytic purposes.			59%	95%	92%	96%
Ensured that all fusion center analytic personnel met designated competencies, as identified in the Common Competencies for State, Local, and Tribal Intelligence Analysts, that have been acquired through experience or approved training courses.	99%	99%	100%	100%	99%	96%
Successfully completed an exercise to evaluate the implementation of the COCs at least once in the last two years and addressed any corrective actions arising from the successfully completed exercises within the timeframe identified in each exercise's After Action Report (AAR).	100%	100%	100%	96%	93%	93%
Assigned an HSIN-Intel Coordinator responsible for managing the sharing of finished analytic products and planned production, as well as fusion center personnel access to HSIN-Intel, HSIN SitRoom, and HSIN Exchange.			100%	100%	100%	100%
Posted 100 percent (100%) of distributable analytic products to the Homeland Security Information Network – Intelligence (HSIN-Intel).	96%	96%	97%	92%	93%	89%
Ensured all distributable products are tagged to Homeland Security (HSEC) Standing Information Needs (SINs).	100%	95%	99%	96%	98%	96%
Shared information associated with all planned or proposed distributable analytic products in HSIN-Intel's Planned Production Tool.				73%	86%	40%
Leveraged formalized processes via HSIN Exchange to track incoming and outgoing Requests for Information (RFI), including send/recipient and actions taken.	99%	100%	100%	97%	98%	95%

HSGP Requirement (cont.)	Percent Compliant					
	2016	2017	2018	2019	2020	2021
Provided responses to all RFI generated by the FBI Terrorist Screening Center (TSC) utilizing the TSC Encounter Workup Model Template within HSIN Exchange	100%	99%		92%	100%	94%
The primary fusion center in the state has documented a plan that governs the coordination and interactions of all fusion centers within the state. Note: Only for States that have multiple designated fusion centers.	100%	100%	100%	100%	100%	100%
Have formalized governance or oversight body with appropriate partner representation.	100%	96%	97%	95%	93%	90%
Conducted an annual threat assessment for your fusion centers area of responsibility and ensured that this assessment was:						
Developed in accordance with the Annual Fusion Center Threat Assessment Template: A Recommended Framework (available on HSIN-Intel).			81%	78%	83%	83%
Leveraged for or contributes to the Threat and Hazard Identification and Risk Assessment (THIRA) for their area of responsibility.			81%	86%	89%	88%
Distributed via HSIN-Intel as an analytical product.				71%	70%	53%
Conducted event deconfliction of all significant investigative information using one of the following systems: RISSafe, Case Explorer, or SAFETNet. Note: Only if the fusion center provides case support.	95%	92%	95%	95%	97%	97%
Assigned a Nationwide SAR Initiative (NSI) point-of-contact (POC) responsible for coordinating matters related to the intake, analysis, and reporting of suspicious activity and tips/leads, coordinating training and engagements for the area of responsibility, and managing metrics/statistics (i.e. training numbers, reports shared, etc.).				96%	98%	98%
Have a current and approved MOU with the DHS Office of Intelligence and Analysis.			53%			53%
Ensure all staff have taken First Amendment Online Training (available via https://www.ncirc.gov/OnlineTraining or HSIN Learn).					74%	79%
Submit top three Key Intelligence Questions (KIQs) on highest priority intelligence issues in fusion center's area of responsibility (AOR) through I&A's Annual SLTT Key Intelligence Question (KIQ) Solicitation.					94%	71%