

# SANTA ANA POLICE DEPARTMENT

DAVID VALENTIN · CHIEF OF POLICE

## TRAINING BULLETIN

*"Education promotes professional and responsive law enforcement"*

### Homeland Security

#### Purpose

The purpose of this Training Bulletin is to establish policies and procedures for the processing and dissemination of information concerning Homeland Security by defining the Terrorism Liaison Officer (TLO) and the Suspicious Activity Reporting (SAR) Programs.

#### Introduction

Shortly after 9/11, several police chiefs in the South Bay area of Los Angeles County organized a Terrorism Advisory Group as an effort apart from the existing Terrorism Early Warning Group (TEWG). One of the concepts that evolved from this effort was the designation of a Terrorism Liaison Officer (TLO) from each agency to serve as a conduit of information between members of the public safety community, public/private sector, citizenry and the US Government. These officers became the principal points of contact for all terrorism-related information for their respective agencies.

Recognizing the extraordinary potential for the TLO Program to be an effective force multiplier, the concept was grafted into the TEWG and later the Orange County Intelligence Assessment Center (OCIAC). The OCIAC is a multi-agency collaborative information collection, analysis, and dissemination unit that was developed in 2007 to serve as a fusion center of information serving the entire County of Orange. The OCIAC serves the operational area through participation and input from law enforcement, fire, public health services, and critical infrastructure entities.

#### Definitions

##### A. Terrorism

The FBI defines terrorism as, "The unlawful use of force or violence against persons or property to intimidate or coerce a Government, the civilian population, or any segment thereof, in furtherance of political or social objectives."

Terrorism not only involves individual acts of terrorism, murder, kidnapping, and bombings but also includes acts of logistical and material support.

##### B. Information vs. Intelligence

It is important to note a distinction between information and intelligence. Although in conversation it is common to use both terms interchangeably, not all information is intelligence. Information is by itself raw facts or data that must be investigated and evaluated by proper investigative branches before it can be deemed intelligence. Information that has been evaluated by proper channels frequently remains information and never makes it to the intelligence level. It is critical that information gathered be handled in a timely manner as any impedance in the flow can make the data outdated. When information is properly processed it can become intelligence and then becomes subject to designated classifications for its use. The processing of information and intelligence is handled differently and will be discussed below.

### C. Terrorism Liaison Officer (TLO)

A TLO is an individual assigned to field activities that serves as the principal point of contact in matters related to terrorism information. The TLO, though not necessarily an expert in terrorism, receives terrorism training, information, and intelligence from the OCIAC, Joint Regional Intelligence Center (JRIC), and other entities engaged in terrorism intelligence and investigations. The TLO in turn educates others within their respective department unit, thereby enhancing situational awareness, early warning, and operational preparedness. This way, the TLO raises the overall awareness level of terrorism prevention and preparedness. This in turn, helps to deal more effectively with the threat of terrorism.

### D. Suspicious Activity Report (SAR)

The SAR is an information report specifically labeled "925-Suspicious Activity Report" and contains facts that are out of the ordinary; these indicators alert suspicion as to a possible connection to terrorism. The SAR is not a crime report and no crime has to have been committed in order to complete such a report.

## Procedure

It is the Homeland Security Division's intent to promote a TLO program that emphasizes gathering of terrorism related information at a field level. Therefore, an important component of the TLO program is gathering relevant information via the Suspicious Activity Report (SAR) program. The program encompasses a separate reporting information reporting system where officers document information, not intelligence, on a SAR information report.

During a typical investigation, if an officer detects suspicious activity that might reasonably be related to terrorism, this officer can check with the on-duty TLO and gain insight as to the value of this information. If the information is valuable, it is documented on a 925 SAR report, either as the main information report to the incident, or if the investigation yields a crime report, the suspicious information is not included in the crime report but is documented in a separate 925 SAR report (under a separate case number). All 925 SAR reports are documented on the department's current crime report form, however the crime type is labeled 925 SAR

and the “Information Only” box shall be checked. This information report is then forwarded to the department’s Homeland Security Division, and to the OCIAC via fax at (714) 289-1025.

The TLO is the point of contact for the information flow both to and from the OCIAC. The information sent to OCIAC may be deemed intelligence after proper analysis by the FBI or a designee. It is imperative that SAR procedures are followed in a timely manner as this information is time sensitive. All intelligence that is gathered shall go through the Homeland Security Division to ensure the Homeland Security Commander has the ultimate authority and decisive role in the flow of intelligence. The key difference compared to the flow of information is no intelligence shall be distributed without prior approval from the Homeland Security Division.

## I. TLO Responsibilities

It is imperative officers selected to be TLO’s understand the demands of this assignment and they must be willing to accept those responsibilities in addition to their current duties. A TLO’s duties and responsibilities are as follows:

1. The TLO’s primary function is to help line staff identify terrorism related situations and share knowledge related to terrorist activity.
2. TLO’s serve as the point-of-contact within their agencies for questions and information regarding terrorism, and terrorism-related tips and leads.
3. In most cases, the TLO position is a collateral duty. **TLO’S SHALL NOT INDEPENDENTLY INVESTIGATE TIPS OR LEADS** unless directed to do so by the proper authorities, i.e. Federal Bureau of Investigation (FBI), Joint Terrorism Task Force JTTF), Fusion Center, etc., and stay within the responsibilities of their assigned duties.
4. A TLO is to have a working relationship with the local Regional Terrorism Threat Assessment Center (RTTAC), designated Intelligence Center and JTTF, to help facilitate the movement of terror related information to and from field personnel.
5. A TLO shall disseminate terrorism-related information to personnel within their agencies’ in an efficient and lawful manner. TLO’s are responsible for verifying that all personnel with whom they share terrorism-related information have a valid need- and right-to-know the information. Terrorism related intelligence will also be distributed to the appropriate personnel after it has been approved by the Homeland Security Division.
6. TLO’s are responsible for educating personnel within their agencies’ regarding the procedure(s) for submitting tips and leads to the proper investigative authorities. **For purposes of efficiency, it is not ideal for TLO’s to function as the collection point for tips and leads.**
7. The TLO should be flexible to fulfill other expectations and/or functions that may be determined by each individual RTTAC.

The Homeland Security Division is responsible for coordinating the UASI grant, which has a training goal of terrorism prevention and deterrence. The TLO program is supported by this grant. In order to continue to qualify for the grant, the Homeland Security Division must demonstrate due diligence in the use of these funds to train and equip key resources for the

operational area. Any officer who is unable to meet the minimum requirements of this program shall be removed from the program.

## II. TLO Training

In 2009, the OCIAC assumed responsibility to coordinate TLO Training Program for the Operational Area, which is the Orange County region, by assigning a TLO Coordinator within the unit. Beginning with the FY 2008 UASI Grant, training under the TLO Program is fully funded for personnel within the Operational Area and will not affect an agency's allocated funds for other UASI training.

The OCIAC TLO Coordinator is responsible for determining which courses are needed and will coordinate all training for the Operational Area. Therefore, the TLO's will be trained in accordance with the needs of the Operational Area as set forth by the OCIAC and JRIC. Those TLO's whom the OCIAC TLO Coordinator deems to be most active and demonstrate a willingness to develop the program within their respective agencies and county, will be sent to more advanced training. Having an active TLO will not only benefit that agency, but the region as a whole.

The OCIAC TLO Coordinator also has the discretion to use TLO Program training funds to reimburse overtime and backfill pay when the agency incurs such costs for sending officers to the training. This department's overtime and backfill reimbursements as well as scheduling of such training shall be handled by the UASI Training and Exercise Coordinator, who will work with the Watch Commanders to ensure proper staffing levels are maintained. Additionally, the UASI Training and Exercise Coordinator shall employ a phased approach in scheduling the training of TLO's in order not to deplete staffing resources, particularly in patrol operations.

## Summary

The TLO Program is a vital link in keeping officers knowledgeable about current terrorist tactics, techniques, and practices. Through the diligent performance of their duties, TLO's are alerted to indicators and warnings of potential terrorist activity that may otherwise go unnoticed and unreported. The TLO is typically the person contacted from field units when such suspicious activity is encountered; they then forward this information to OCIAC via established reporting procedures. Cultivation of effective and timely communication is a priority. A successful TLO program will increase Santa Ana's participation in the deterrence and prevention of terrorism; as such the Homeland Security Division is committed to ensuring the success of this program.

**Acknowledgment:** This Training Bulletin replaces TB 03-10 and is in reference to the Los Angeles Joint Regional Intelligence Center (JRIC), Regional Terrorism Threat Assessment Center (RTTAC), and Orange County Intelligence Assessment Center (OCIAC).

**Prepared by:** Officer Rosa Ponce de Leon

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