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GENERAL CONSIDERATIONS AND PLANNING GUIDELINES

On May 14th, 2022, a domestic terrorist, motivated by a conspiracy-driven white-supremacist ideology, attacked Black Americans at Tops Friendly Market in the East Side neighborhood of Buffalo, killing ten and injuring three others. In response to this heinous terrorist act, on May 18th, 2022, Governor Kathy Hochul signed Executive Order No. 18 (EO 18) entitled “Preventing and Responding to Domestic Terrorism.” In accordance with EO 18, every New York State (NYS) county and the City of New York (“Jurisdictions”) must develop and maintain a domestic terrorism prevention plan (“Plan”) to identify and confront threats of domestic terrorism.¹ The State expects that the creation of Threat Assessment and Management (TAM) teams will be a critical pillar of Jurisdictions’ Plans.

This guidance is intended to assist Jurisdictions with developing domestic terrorism prevention plans, pursuant to EO 18. Among other sources, this guidance draws upon lessons learned while developing New York State’s Targeted Violence Prevention Strategy, to be released in late 2022, which outlines the State’s goal of combatting targeted violence. The U.S. Secret Service National Threat Assessment Center (NTAC) defines targeted violence as “a premeditated act of violence directed at a specific individual, group, or location, regardless of motivation and generally unrelated to other criminal activity.” For our purposes, targeted violence includes all types of terrorism (both foreign and domestic), hate crimes, mass killings, and other violent acts against a specific individual, group, or organization. From a definitional standpoint, targeted violence generally excludes spontaneous acts and violence associated with other criminal activity including interpersonal violence, street or gang-related crimes, violent crimes perpetuated by organized crime syndicates or similar organizations and financially motivated crimes.

The information provided below is to guide domestic terrorism prevention plan development efforts. The Division of Homeland Security and Emergency Services (DHSES) will use the information provided in Jurisdictions’ Plans to help inform future efforts, to include domestic terrorism and targeted violence prevention-related grant opportunities. To be eligible for future funding opportunities, Jurisdictions must submit their Plan to DHSES’ Office of Counter Terrorism (OCT).

¹ [Executive Order 18: Preventing and Responding to Domestic Terrorism](#)

Please submit your jurisdiction’s Plan, in a Microsoft Word document, to the Office of Counter Terrorism on, or before, December 31st, 2022. To submit your Plan, please work with your jurisdiction’s emergency manager to securely submit documentation through New York Responds (NYR), New York State’s emergency management system.² Please direct questions regarding the domestic terrorism prevention plans to: PreventDT@dhses.ny.gov. As this is a new process, we will be evaluating the proper period for future required Plan updates. DHSES will remain in close contact as we move forward.

CONCEPT OF OPERATIONS

A domestic terrorism prevention plan is the Jurisdiction’s strategy for identifying, addressing, and mitigating the risk of domestic violent extremism and targeted violence. **To achieve this, DHSES OCT strongly encourages all Jurisdictions to considering creating a Threat Assessment and Management (TAM) team (if one has not already been formed in your area) to serve as the central component of the multi-disciplinary stakeholder engagement necessary to create a Plan that fulfills the requirements of EO 18.** TAM teams may provide a methodology for achieving most of the objectives outlined below.

Pursuant to EO 18, domestic terrorism prevention Plans must include input from law enforcement, mental health professionals, school officials, social service agencies, and other key stakeholders within their Jurisdiction and be submitted to DHSES’ OCT, on, or before, December 31st, 2022, through NYR.

To effectuate this Plan, each Jurisdiction’s chief executive officer must identify a lead agency to coordinate the planning effort. **The lead agency does not need to be a law enforcement agency, but law enforcement must be involved in the planning process.** The lead agency must identify a multi-disciplinary planning group to include law enforcement, mental health professionals, schools (e.g., K-12, higher education), and other key agencies, social services, and relevant private sector and community partners, as appropriate, to participate in the Plan’s development.³

² Submit Plans through NYR by accessing “Resource Library,” navigating to “County DT Plans,” and uploading documents into the county-specific folder.

³ Jurisdictions may be able to leverage similar planning groups that have been established for other public safety issues that require a multi-disciplinary response (e.g., opioid task forces).

Additionally, each Jurisdiction's Plan must cover all areas within its boundaries, including those areas that may fall outside urban centers. The Plan must ensure adequate geographic coverage and include rural and potentially underserved areas within the Jurisdiction.

The Plan must also:

- Identify the lead agency and supporting entities that prepared the Plan;
- Identify key stakeholders in the Jurisdiction's domestic terrorism prevention efforts;
- Explain what actions the Jurisdiction is taking (or intends to take) to prevent and/or mitigate an act of domestic terrorism or targeted violence; and
- Explain how an individual or group of individuals that may be radicalizing or mobilizing to violence are addressed.

The following list represent actions your planning team should consider taking when developing the Plan:

1. Review the Current Threat Environment;
 2. Review Intelligence and Information Sharing Networks;
 3. Examine Outreach and Education Efforts;
 4. Consider Establishing a Threat Assessment and Management (TAM) Team;
 5. Examine Threat Reporting Processes;
 6. Consider Establishing a Threat Management Process;
 7. Participate in, and Promote, Training;
 8. Understand Target Hardening and Security Measures;
 9. Review, and Formalize, Active Shooter Plans;
 10. Support School Safety Planning;
 11. Leverage Grant Funding; and
 12. Share Unique Domestic Terrorism and Targeted Violence Prevention Plans and Activities.
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1. REVIEW THE CURRENT THREAT ENVIRONMENT

The threat environment facing Jurisdictions has evolved and varies by region. Jurisdictions should review the current threat environment to determine the potential organizations, groups, and/or types of individuals that could pose a domestic terrorism threat, or that exist within the Jurisdiction, and could pose a threat to others. The Federal Bureau of Investigation (FBI) and the Department of Homeland Security (DHS) continue to assess that racially or ethnically motivated violent extremists (REMVEs), primarily white supremacist organizations, will likely continue to be the most lethal domestic terrorism threat to the United States.⁴ However, domestic violent extremists may also be inspired by several different ideologies, such as anti-government violent extremism, abortion-related violent extremism, incel violent extremism, and environmental and animal rights violent extremism. In addition, threats from homegrown violent extremists, those primarily inspired by al-Qa'ida and the Islamic State's global jihadist ideology, persist.

As noted above, REMVEs, and white supremacist organizations specifically, will likely continue to be the most lethal domestic terrorism threat in the United States for the foreseeable future. The Plan must therefore address, but not be limited to, the potential threat from REMVEs. A review of previous incidents, arrests, hate crime data, and other intelligence and information sources should be conducted as part of this planning effort. Identifying potential target locations should also be considered as part of the threat environment review. These efforts can be supplemented by the New York State Intelligence Center (NYSIC), which will help provide information to augment each Jurisdiction's effort in understanding their threat environment.

Questions the Plan must address:

What are the highest risk terrorism threats facing your jurisdiction and what measures are required to mitigate those specific risks?

Which locations within your jurisdiction may be potential targets of violent acts (e.g., schools, places of work, places of worship, etc.)?

How can people at those locations report suspicious behavior?

(Please consider any unique critical infrastructure or other areas of interest within your jurisdiction such as military installations, mass transit stations, culturally or religiously significant locations, and vulnerable targeted populations.)

⁴ U.S. Congress Research Service. [Sifting Domestic Terrorism from Domestic Violent Extremism and Hate Crime \(Jun. 1, 2022\)](https://sgp.fas.org/crs/terror/IN10299.pdf) by Lisa N. Sacco, available at: <https://sgp.fas.org/crs/terror/IN10299.pdf>

2. REVIEW INTELLIGENCE AND INFORMATION SHARING NETWORKS

Review current intelligence and information sharing networks to ensure relevant parties within the Jurisdiction can receive and share pertinent information and intelligence related to domestic terrorism, both within the Jurisdiction and its sub-jurisdictions, as well as with outside partners like neighboring counties in New York State. These intelligence and information sharing network engagements may include, but should not be limited to:

- An established relationship with the New York State Intelligence Center (NYSIC)
- An established relationship with the regional New York State Police (NYSP) Troop
- An established relationship with local Crime Analysis Centers (CACs)
- Active participation in the regional Counter Terrorism Zone (CTZ) meetings
- A relationship with the FBI and Joint Terrorism Task Force (JTTF)
- Participation in the Intelligence Liaison Officer (ILO), Field Intelligence Officer (FIO), and Jail Intelligence Officer (JIO) programs
- Other dedicated information sharing networks or taskforces at the local level

In addition to sharing intelligence and information with law enforcement agencies, the Jurisdiction must have a process to share and receive relevant information with non-law enforcement agencies (e.g., schools, mental health, social services, probation), as well.

Questions the Plan must address:

Which agencies or organizations are in your jurisdiction's intelligence and information sharing network?

What mechanism exists to facilitate information sharing between relevant intelligence and information networks and non-law enforcement agencies (e.g., MOUs, points of contact, threat management systems and processes, etc.)?

What is the strategy to address gaps in this network, if any, exist?

3. EXAMINE PUBLIC OUTREACH AND EDUCATION EFFORTS

Examine mechanisms to conduct outreach and educate the public about the threat of domestic terrorism and radicalization, to include how to recognize potential warning signs or concerning behaviors indicating possible future violence. In addition, consider outreach and education efforts that include educating the public - especially teachers, school officials, parents, and young people - on how to spot online conspiracies, protect against the radicalization process, counter extremism, and report concerning behavior.

Law enforcement within the Jurisdiction should actively participate in DHSES' Red Team program and other programs to promote the "See Something, Say Something" campaign. Social media is another tool that should be considered to help promote public outreach and education in addition to traditional media outreach pathways (e.g., radio, broadcast television, cable and satellite, print, and billboards).

Questions the Plan must address:

What mechanisms will your jurisdiction use to promote public outreach and education related to domestic terrorism prevention?

If those mechanisms are not currently in place, how does your jurisdiction intend to put them in place?

4. CONSIDER ESTABLISHING A THREAT ASSESSMENT AND MANAGEMENT (TAM) TEAM

Threat Assessment and Management (TAM) teams are multi-disciplinary groups that help identify, assess, and mitigate potential threats, to include threats of domestic terrorism and/or other acts of targeted violence (e.g., hate crimes, school shootings, active shooters). The teams work collaboratively to share information to better understand relevant risk factors, and what resources might be available to address individuals displaying concerning behavior. Jurisdictions should consider creating a TAM team an important part of this Plan. DHSES will provide resources and technical assistance to support the creation and operation of these teams.

Jurisdictions may choose to work together to develop regional TAM teams or TAM teams in partnership with one another. However, it is incumbent on each Jurisdiction's chief executive to consider establishing (or participating in) a TAM team, which must include representation from law enforcement, mental health organizations, schools, and other key agencies and relevant private sector and community partners. DHSES encourages working with all interested local level stakeholders when developing the TAM team. The planning team and TAM team can be one and the same, but the TAM team must include a coordinating agency and supporting agencies and organizations. Please note that DHSES will provide additional guidance, training, technical assistance, and grant funding to help establish these teams. *Please see companion document, TAM Team Primer with appendices, for more information on TAM team creation.*

Initial training with regards to the threat assessment and management process, its baseline structure, and implementation strategy must be attended by, at the minimum, the core stakeholders within the planning group. **This training is a condition of receiving federal DHS/Federal Emergency Management Agency (FEMA) funding that all fifty-seven counties, and New York City, receive annually.** This requirement was outlined in the FY2022 Homeland Security Grant Program (HSGP) grant guidance released to all counties and will be in all county contracts that receive SHSP/UASI funding.

Questions the Plan must address:

Does your jurisdiction have a TAM team and, if so, how is the team structured (planning group, task force, advisory committee, or similar structure) and who are the lead and supporting agencies? **Note:** The coordinating agency does not have to be a law enforcement agency, but law enforcement, mental health professionals, school officials, along with other key stakeholders must be engaged. *Community stakeholders should be a part of the TAM team.*

If your jurisdiction does not have a TAM team, the Plan should outline how threats are received and managed.

5. EXAMINE THREAT REPORTING PROCESSES

The ability to receive information about specific threats is critical. The Plan should describe the process by which threat reports will be received and relayed to a TAM team, or other entity, for action. This may include member organizations or agencies referring threats to be discussed and/or the use of 911, 988, 211, or other hotlines. Educational institutions should also have a process in place to elevate threats and/or other concerning behavior. And the Jurisdiction should consider outreach to large employers to ensure they are aware of how to engage the services provided by the TAM team. As the Jurisdiction develops these reporting mechanisms, special consideration should be given to the collection and expedited transfer of complete information to the TAM team or other entity for action. Consideration should be given to how social media platforms and other online communications are conduits for “leakage” and indicators of radicalization, and how the Jurisdiction can use that information to identify and address threats.

Questions the Plan should address:

What type of threat reporting systems or processes exist, or will be used in your jurisdiction, related to domestic terrorism and targeted violence prevention?

How will stakeholders be informed of reporting steps to the TAM team, or other official channels, for action?

6. EXAMINE THREAT MANAGEMENT PROCESSES

The Plan should articulate how the jurisdiction currently does, or intends to, track and manage threats and associated intervention strategies for individuals deemed to be a threat, at risk of becoming a threat, and/or in need of assistance. The Plan should also explain how the TAM team, or other entity, will ensure follow up actions are taken, and progress tracked until the individual(s) are no longer deemed to be a threat or concern. **Note:** a threat management process can be as simple as making sure processes are in place to track and manage reported threats and threat statuses.

Questions the Plan should address:

Does your jurisdiction, or TAM team, currently have, or plan to develop, connections with appropriate mental health entities, social services, and other community entities (e.g., non-profit organizations, civil groups, houses of worship, mentorship programs, etc.)?

Has your jurisdiction, TAM team, or other entity, identified paths for referrals, interventions, rehabilitation, and reintegration?

Is there a process for sharing information on threats with the State and other Jurisdictions (if applicable) when appropriate to do so?

What is the process for reporting, assessing, referring, and following up on reported threats?

7. PARTICIPATE IN, AND PROMOTE, TRAINING

A wide variety of training programs to prevent, and mitigate, the threat of domestic terrorism, and other forms of targeted violence, are available to Jurisdictions. This training includes, but is not limited to, training on domestic terrorism and targeted violence prevention awareness; threat assessment and management training for TAM team members and other professionals; active shooter response training (e.g., run/hide/fight); bystander reporting; Stop the Bleed; training for call center operators; and HIPPA/FERPA training.

Note: DHSES can provide and/or facilitate the delivery of these training courses.

Questions the Plan must address:

What type of training (as noted above) has your jurisdiction completed, and, by whom?

How often is such training provided?

What type of additional training, if any, is needed within your jurisdiction?

8. UNDERSTAND TARGET HARDENING AND SECURITY MEASURES

Jurisdictions should work with schools, religious institutions, civic organizations, healthcare facilities, courts, government buildings, mass gathering sites, and other key locations to understand what target hardening and other security measures are in place, as these types of locations could be targets of domestic terrorism, hate crimes, or other acts of targeted violence. At a minimum, your jurisdiction should ensure open lines of communication with these entities to better understand potential vulnerabilities and their risk mitigation needs. Jurisdictions should also ensure tailored security measures exist and are used for large-scale mass gathering events.

Questions the Plan must address:

What actions have, or will be, taken to support target hardening of potential targets of violence within your jurisdiction?

DHSES recognizes the actual measures taken may be sensitive information. However, the Plan should ensure a process is in place to assess what target hardening measures are required and whether those in place are sufficient, as well as a review cycle to ensure they are current.

9. DEVELOP ACTIVE SHOOTER PLANS

Active shooter attacks, also referred to as active attacker or active assailant, are a common tactic among domestic terrorists and other perpetrators of targeted violence. As such, Jurisdictions should review current Active Shooter response plans. These plans outline agency roles, responsibilities, associated response actions, and capabilities as well as the timeline on which these plans will be exercised.

Note: DHSES provides Active Shooter trainings for law enforcement officers and can help to identify and/or facilitate other types of training as well.

Questions the Plan must address:

Does your jurisdiction have an Active Shooter response plan? If yes, when was the plan last exercised and who participated?

If your jurisdiction does not have an Active Shooter response plan, please document the steps that will be taken to adopt and finalize a plan.

10. SUPPORT SCHOOL SAFETY PLANNING

New York State school districts are required to develop, review, and regularly update school safety plans at the district and building level. The districtwide school safety plan and building level emergency response plan are intended to define how each school district will respond to acts of violence and other disasters through prevention, intervention, and emergency response and management. Law enforcement and other relevant community entities must be an active participant in the planning process.

Questions the Plan must address:

Which agencies are involved in the school safety planning process in your jurisdiction?

How does the school safety plan fit into the overall Domestic Terrorism Prevention Plan?

11. LEVERAGE GRANT FUNDING

DHSES will administer a grant program designed to help fund Jurisdictions' efforts to establish and/or maintain a TAM team. In addition to this funding, DHSES and other agencies, including the Division of Criminal Justice Services (DCJS), administer a variety of grants that can be used to support domestic terrorism and targeted violence prevention efforts. These funds can be used to support TAM teams, other violence mitigation activities noted above, and private entities' risk management activities. These programs include New York State's Securing Communities Against Hate Crimes grant and the federal Non-Profit Security Grant Program (NSGP). Each county receives homeland security grant funding provided by the federal government and administered by DHSES. These funds can be used for this work in addition to the new DHSES State grant program.

Questions the Plan must address:

Which grant(s) is your jurisdiction currently using?

How has your jurisdiction used grant funds (or other resources) to support domestic terrorism and targeted violence prevention efforts?

Has your jurisdiction supported any organizations that have received funding from the Securing Communities Against Hate Crimes Program (SCAHC) or Non-Profit Security Grant Program (NSGP)?

12. SHARE UNIQUE DOMESTIC TERRORISM AND TARGETED VIOLENCE PREVENTION EFFORTS

The activities outlined above represent a baseline of key efforts needed to advance domestic terrorism and targeted violence prevention. Each Jurisdiction is likely engaged in other relevant efforts. As such, NYS encourages each Jurisdiction to share information on these unique programs as they may represent new Best Practices that can be shared across NYS.

Please highlight any other relevant plans, trainings, outreach, programs, processes, and initiatives addressing domestic terrorism and targeted violence in your jurisdiction that you believe is a Best Practice or model program.

CONCLUSION

DHSES' Office of Counter Terrorism appreciates your efforts to prevent domestic terrorism and targeted violence across New York State. We recognize that each Jurisdiction is in various stages of domestic terrorism prevention efforts. This guidance is intended to provide context for understanding threats to your jurisdiction and offer actionable guidance on developing comprehensive domestic terrorism prevention plans pursuant to EO 18. We will provide supplemental information to assist with your jurisdiction's efforts, including information about how other New York State Jurisdictions have created multi-disciplinary TAM teams.

Please submit your jurisdiction's Plan, in a Microsoft Word document, to the Office of Counter Terrorism on, or before, December 31st, 2022. To submit your plans, please work with your jurisdiction's emergency manager to securely submit documentation through NYR.⁵ Please direct questions regarding the domestic terrorism prevention plans to: PreventDT@dhses.ny.gov.

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