Threat Assessment and Threat Management (TATM) — Multidisciplinary Teams (2 of 3)

*This is the second of a series of TATM Toolboxes, to include **TATM: A Model Critical to Terrorism Prevention (1)** and **TATM: Assessment and Management (3)**.*

NOTE: The TATM model can be used to prevent escalation by individuals towards all types of targeted violence; however, this Toolbox is specifically focused on countering violent extremism.

The TATM Model is a proactive, prevention-based approach for recognizing, evaluating, assessing, and managing threatening or concerning behavior before an act of violence has occurred, including terrorism. The TATM approach provides public safety personnel with options for responding to individuals whose behavior demonstrates they are at risk of committing future acts of violence, particularly <u>when traditional law enforcement tools are unavailable</u>, by working with non-law enforcement community partners.

SCOPE: This product provides awareness to public safety professionals of the threat assessment and threat management (TATM) model, which focuses on establishing a multidisciplinary team (MDT) to evaluate potential threats and mitigate radicalization, recruitment, and mobilization to violent extremism.

- A key element of the TATM model is an effective **TATM Team**—a multidisciplinary group that evaluates concerning behavior and applies a tailored management strategy to prevent violence.

- Radicalization to violence is a multidimensional process best countered or prevented by multilevel and multidisciplinary solutions—bringing together providers with different perspectives, capabilities, and backgrounds to review cases broadens the understanding of both problems and solutions.

THREAT ASSESSMENT AND THREAT MANAGEMENT TEAM

LEGAL · SECURITY · LAW ENFORCEMENT · HR · AD HOC · SOCIAL SERVICES · MENTAL HEALTH

Highly effective teams collaborate, coordinate, and communicate across organizations or communities to address persons of concern and threats of targeted violence.
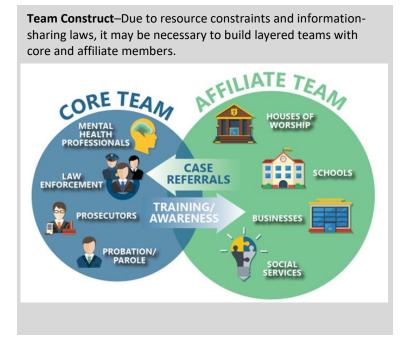

TATM TEAMS

Multidisciplinary Teams: The multidisciplinary makeup of TATM teams is critical. Highly effective teams collaborate, coordinate, and communicate across various parts of organizations or communities to address threats of targeted violence, including terrorism, and persons suspected of threatening violence. Leveraging the perspective, expertise, and insight of various disciplines aids in effectively assessing concerning behaviors and developing tailored threat management strategies.

- Threat management teams should be comprised of a **core group** of representatives from relevant disciplines, such as law enforcement, security, mental health, social services, law, human resources or administration, or others relevant to the issues that need to be addressed. Members of a core group should be easily accessible and available for higher risk incidents.

Team Construct–Due to resource constraints and information-sharing laws, it may be necessary to build layered teams with core and affiliate members.

- The **affiliate team** includes a broader group of stakeholders who can be educated on TATM concepts, refer cases to the core team, and support the core team on an ad hoc basis. The affiliate team may also include law enforcement partners who lack the resources to participate on a core team, private sector partners, and other non-law enforcement community stakeholders.

- Effective interdisciplinary collaborations can be facilitated through implementation of effective systems for regular, clear communication and cross-training of team members from different disciplines.

- For an MDT to function effectively and to coordinate representatives from the different professions appropriately, there should be a designated "chair" or "lead" responsible for overseeing activities and convening the MDT.

Key Factors When Working With Education and Mental Health Stakeholders[a]

- **Information sharing.** Mental health and education professionals involved in service provision may be called upon to provide information, which requires navigating federal and state mandates about confidentiality and is usually accomplished through pre-determined agreements and informed consent. Mental health and education professionals need to work together to devise information sharing documents to maximally protect a person's information while also assuring public safety.

- **Protecting privacy.** The privacy of health and mental health information should be protected for all persons involved in programs. However, when a person is considered a serious danger to themselves or others, or when they are charged with committing a crime, necessary information may be disclosed. Typically, in the mental health field, professionals are ethically mandated to keep a client's information private, but there are limits to this confidentiality. For example, most states have "duty to warn" or "duty to protect" laws that require or permit mental health professionals (e.g., licensed psychologists, psychiatrists, counselors, therapists, etc.) to disclose information about a client who they believe may become violent or demonstrates intent of violence.

> **DUTY TO WARN AND DUTY TO PROTECT:** A main concern in working with mental health providers relates to breaking confidentiality when the individual of concern has made threats. There is confusion and misinterpretation from mental health professionals regarding potential liability if they breach confidentiality.
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> - Some mental health professionals experience uncertainty in determining the point at which "dangerousness" outweighs patients' protective privilege or confidentiality. There is currently no standard definition of "imminent danger," and patients sometimes use conditional and veiled threats or fantasize about their intent to commit violence, providing enough uncertainty for a mental health professional to question whether the individual intends to engage in violence.
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> - The **"Duty to Warn and Duty to Protect"** is a two-pronged process and varies depending on each state's statutes, but it serves a vital role in the processes of intervention and prevention of terrorism. *When referring an individual for evaluation, law enforcement's threat management partnership with mental health practitioners may involve the passage of threat information, allowing practitioners to warn and protect if necessary.*

CONSIDERATIONS

- **Involve Law Enforcement.** Law enforcement involvement can be critical to accurate threat assessment and effective threat management. However, the nature of law enforcement involvement can vary based on investigative authority, privacy laws, and the type of TATM team.

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[a]Excerpted from JCAT Toolbox "Mental Health Considerations in Threat Management of Terrorism Investigative Subjects," 3 December 2020.

- **Support and educate the families of the vulnerable or at risk.** Programs should provide education and support to family members to increase their awareness and knowledge of ways to reduce risks for violent extremism.

- **Empower and train community workers and advocates.** Efforts to prevent violent extremism are likely to be more powerful coming from community workers or advocates who are seen as integral parts of the communities where programs are being delivered.

- **Ensure training in recognizing violent extremism for mental health professionals.** In typical police-requested psychiatric evaluations, an individual will be seen by a mental health professional who often lacks an understanding of radicalization to violence. Most mental health professionals are not specifically trained on the topics of terrorism and targeted violence.

- **Consider incorporating former violent extremists in prevention and interventions.** Former extremists who have left their respective movements may be particularly powerful voices in addressing violent extremism.

- **Cross-train law enforcement, mental health, and other professionals.** Effective programs require cross-training in all relevant disciplines and spheres.

- **Secure community buy-in and support.** As with any community-based psychosocial service, it is important to have community acceptance of and support for the service. Community support should be developed as soon as a TATM program is established because this will help promote the reporting of concerning behaviors by the public, and it is better to explore community-based mental health and social services before an act of violence occurs. In addition, ongoing relationships with a community will help strengthen communication and understanding of roles and responsibilities.

RESOURCES

FBI

The Behavioral Analysis Unit (BAU) Behavioral Threat Assessment Center (BTAC) is the primary national resource for TATM matters related to FBI-led terrorism investigations. BTAC conducts training and research and provides behavior-based investigative and operational support—such as case consultations—to law enforcement, including to those serving on TATM teams working on terrorism and targeted violence. BTAC's services can be requested by law enforcement through your local BAU Threat Management Coordinator. https://www2.fbi.gov/hq/isd/cirg/ncavc.htm#bau

DHS

US Secret Service (USSS) National Threat Assessment Center (NTAC) is a pioneer the field of behavioral threat assessment and provides research, training, and consultation on threat assessment and the prevention of targeted violence, including violent extremism. http://www.secretservice.gov/ntac

- **Research and Guidance:** Publications are available on the USSS website, including:

- o *Mass Attacks in Public Spaces: 2016 - 2020* (January 2023), the latest report in a yearly series, examines 173 attacks in public or semi-public spaces, during which three or more people were harmed.
- o *Hot Yoga Tallahassee: A Case Study of Misogynistic Extremism* (March 2022) examines a 2018 shooting in which an attacker killed two women and injured four others.
- o *Averting Targeted School Violence: A U.S. Secret Service Analysis of Plots Against Schools* (March 2021) examines 67 averted attacks at K-12 schools from 2006 to 2018 planned by current or recent former students.
- o *Protecting America's Schools: A U.S. Secret Service Analysis of Targeted School Violence* (November 2019) examines 41 attacks perpetrated by current or recent former students at K-12 schools from 2008 to 2017.
- o *Enhancing School Safety Using a Threat Assessment Model: An Operational Guide for Preventing Targeted School Violence* (July 2018) provides actionable steps for schools to develop multidisciplinary violence prevention programs that proactively identify and assist students who may pose a risk of harm to themselves or others.
- **Consultations:** NTAC offers consultation services to public safety professionals on establishing threat assessment policies and programs and on complex threat cases.
- **Training:** NTAC provides customized training to organizations by request. Attendees often include law enforcement, K-12 schools, colleges/universities, and workplaces. Those who attend NTAC training learn to:
  - o Proactively identify individuals who may be exhibiting concerning behaviors.
  - o Assess whether individuals pose a risk of violence or other harmful behavior to themselves or others.
  - o Develop community-based risk-management strategies and proactive interventions.
- **Domestic Security Strategists (DSS)** are NTAC's regionally based personnel who build relationships with public safety professionals in the community and facilitate access to NTAC's resources on targeted violence prevention. DSSs are located in the Philadelphia, Chicago, Dallas, and Los Angeles USSS field offices. NTAC-DSS@usss.dhs.gov

The National Threat Evaluation and Reporting (NTER) Office in DHS's Office of Intelligence & Analysis equips homeland security partners with tools and resources to identify and mitigate threats of terrorism and targeted violence. Through training, information sharing, and program support, NTER assists homeland partners with integrating a behavioral approach to targeted violence prevention.

- **Training:** The NTER Master Trainer Program certifies Federal, State, Local, Tribal, and Territorial partners in the instruction of Behavioral Threat Assessment and Management techniques and best practices. This train-the-trainer program prepares Certified Master

Trainers to empower their local communities and organizations to mitigate threats and prevent acts of targeted violence. https://www.dhs.gov/nter

- **The Nationwide Suspicious Activity Reporting (SAR) Initiative (NSI)** is a joint collaborative effort by DHS, FBI, and state, local, tribal, and territorial law enforcement partners to provide law enforcement with a tool to help prevent terrorism and other related criminal activity by establishing a national capacity for gathering, documenting, processing, analyzing, and sharing SAR information. https://www.dhs.gov/nationwide-sar-initiative-nsi

The Center for Prevention Programs and Partnerships (CP3) helps to prevent targeted violence and terrorism through funding, training, increased public awareness, and the development of partnerships across every level of government, the private sector, and local communities across the country. https://www.dhs.gov/CP3

- **The Community Awareness Briefing** is a presentation that provides a foundation for communities across the country to learn about radicalization to violence and prevention efforts for it. The program provides communities with information and tools to assist them with understanding the issues and learning more about how they can prevent targeted violence and terrorism in their communities. CABBriefingRequest@hq.dhs.gov.
- **Regional Prevention Coordinators (RPCs)** are stationed across the United States to help establish and support prevention efforts at the local level. RPCs help to deliver CP3's training, connect prevention practitioners, and build networks that can support local communities. cp3field@hq.dhs.gov

US Coast Guard Investigative Service Threat Management Unit is a prevention-based behavioral analysis program and an example of best practices when communicating across organizations. https://www.dcms.uscg.mil/Portals/10/DOL/BaseSeattle/HSWL/docs/BehavioralRiskforCommands.pdf

State and Major Urban Fusion Centers empower frontline law enforcement, public safety, fire service, emergency response, public health, and private-sector security personnel to lawfully gather and share threat-related information. https://www.dhs.gov/fusion-center-locations-and-contact-information

- **The Colorado Information Analysis Center** is the Colorado Fusion Center and focuses on prevention. It serves as a centralized resource that gathers, analyzes, and disseminates threat information and hosts a robust Preventing Targeted Violence Resource Hub. https://ciacco.org/default.aspx?act=documents2.aspx&category=PTV%20RESOURCE%20HUB&AspxAutoDetectCookieSupport=1

The Active Shooter Web Portal, a joint effort between DHS and FBI (in DHS's HSIN portal), provides a user-friendly environment to promote information sharing and collaboration

among federal, state, local, tribal, territorial, private, civilian, and international entities working to help prevent active shooter incidents. http://www.dhs.gov/cveas-portal

NATIONAL COUNTERTERRORISM CENTER (NCTC)

The US Violent Extremist Mobilization Indicators Booklet **(2021 Edition)** is an NCTC, DHS, and FBI tri-seal product that provides a list of observable behaviors that may help determine whether individuals are preparing to engage in violent extremist activities. For inquiries or more information, contact mib@nctc.gov or visit https://www.dni.gov/index.php/nctc-newsroom/nctc-resources/item/2272-u-s-violent-extremist-mobilization-indicators-2021.

NCTC's Radicalization and Mobilization Dynamics Primer is a briefing on how and why individuals in the United States radicalize, and potentially mobilize, to violence. This offering can be accessed and requested by emailing NCTC-Domestic-Reps@nctc.gov.

NCTC Representatives are stationed across the United States and can be contacted by emailing NCTC-Domestic-Reps@nctc.gov.

US DEPARTMENT OF EDUCATION (ED)

Readiness and Emergency Management for Schools (REMS) Technical Assistance Center offers live and virtual training on school behavioral threat assessments. Audiences will learn about the effective elements of a school threat assessment and how to recognize online risks. The training is not only encouraged for school districts but also for community partners such as law enforcement, youth-serving organizations, and local mental/behavioral health providers.
https://rems.ed.gov/Docs/Threat_Assessment_Website_Marketing_Flyer_508C.pdf

US HEALTH AND HUMAN SERVICES DEPARTMENT

Substance Abuse and Mental Health Services Administration (SAMHSA) leads public health efforts to advance the behavioral health of the nation. Law enforcement can use SAMHSA to refer a person (or parent) to local counseling or mental health providers. https://findtreatment.samhsa.gov

US DEPARTMENT OF VETERANS AFFAIRS (VA)

The Veterans Crisis Line is a free, confidential resource available to any veteran, even if they are not enrolled in VA health care or registered with the VA. It offers online chat, phone, and text functions and is operated 24/7 by qualified responders, many of whom are also veterans. The Veterans Crisis Line can connect veterans to their local suicide prevention coordinators who follow up to coordinate care. https://www.veteranscrisisline.net/

ASSOCIATION OF THREAT ASSESSMENT PROFESSIONALS (ATAP)[USPER] is a nonprofit organization comprised of multidisciplinary professionals from law enforcement to mental health professionals and provides members with extensive resources for best practices, certifications, trainings, and networking opportunities. https://www.atapworldwide.org/

STATE-OPERATED REPORTING PROGRAMS: Several states have implemented state-operated reporting programs for community members, including students, to report concerning behaviors and threats of violence through mobile app, phone, text, or website. Examples include:

- o **Courage2Report Missouri:** https://www.mshp.dps.missouri.gov/MSHPWeb/Courage2ReportMO/index.html
- o **FortifyFL:** https://getfortifyfl.com/
- o **Kansas School Safety Hotline:** https://www.ksde.org/Agency/Fiscal-and-Administrative-Services/School-Finance/School-Bus-Safety/School-Safety-Hotline
- o **OK2SAY Michigan:** https://www.michigan.gov/ok2say/
- o **Safer Ohio School Tip Line:** https://ohioschoolsafetycenter.ohio.gov/wps/portal/gov/ossc/pre-k-12-schools/school-safety-resources/safer-ohio-school-tip-line
- o **Safe2Help Nebraska:** https://www.safe2helpne.org/
- o **Safe2Say Something Pennsylvania:** https://www.safe2saypa.org/
- o **Safet2Tell Colorado:** https://safe2tell.org/

*These materials and trainings are listed to illustrate the variety of offerings and are not to be considered endorsements of the content of the material or trainings these organizations offer.

REFERENCE MATERIALS

NTAC's *Enhancing School Safety Using a Threat Assessment Model: An Operational Guide for Preventing Targeted School Violence* provides actionable steps for schools to develop multidisciplinary violence prevention programs that proactively identify and assist students who may pose a risk of harm to themselves or others. https://www.cisa.gov/sites/default/files/publications/18_0711_USSS_NTAC-Enhancing-School-Safety-Guide.pdf

FBI's *Making Prevention a Reality: Identifying, Assessing, and Managing the Threat of Targeted Attacks* is a practical guide on assessing and managing the threat of targeted violence. It contains strategies to help communities prevent these types of incidents. https://www.fbi.gov/file-repository/making-prevention-a-reality.pdf/view

DHS's *Violence Prevention Resource Guide* provides an overview of available DHS resources supporting violence prevention for stakeholders in the field, as well as grant and funding opportunities. https://www.dhs.gov/sites/default/files/publications/21_0903_dhs-violence-prevention-resource-guide.pdf

DHS's *Behavioral Approach to Violence Prevention* identifies common threatening or concerning behaviors across a wide variety of completed and averted acts of targeted violence. https://www.dhs.gov/publication/behavioral-approach-violence-prevention

DHS's *Threat Assessment and Management Teams* provides an overview of the TATM model and its resources. https://www.dhs.gov/publication/threat-assessment-and-management-teams

SAMHSA and ED's *Addressing the Risk of Violent Behavior in Youth: Know the Signs of Youth Violence and How to Identify and Reduce Risk in Schools* is a 90-minute presentation meant to be used as a general guide on both risk and protective factors, as well as the warning signs. https://safesupportivelearning.ed.gov/addressing-risk-violent-behavior-youth-know-signs-youth-violence-and-how-identify-and-reduce-risk

The Ohio Attorney General's *Ohio School Threat Assessment Training* provides best practices through video training, which includes an emphasis on establishing a multidisciplinary team and determining an appropriate threshold for law enforcement. https://www.ohioattorneygeneral.gov/threatassessment

ED and the USSS's *Eleven Questions to Guide Data Collection in a Threat Assessment Inquiry* provides a list of suggested questions to help guide a threat assessment and management team when evaluating an individual of concern. https://health.esc2.net/sites/Health/files/u134/Eleven-Questions-to-Guide-Data-Collection-in-a-Threat-Assessment-Inquiry.pdf

NC State Bureau of Investigation's *Connecting the Dots - The Behavioral Threat Assessment Unit's Law Enforcement Educational Resource Guidebook* was compiled to support law enforcement agencies new to behavioral threat assessments and who would like a better understanding of their role in preventing targeted violence. https://www.ncsbi.gov/getattachment/BeTA/Law-Enforcement-Resources/BeTA-s-LE-Educational-Resource-Guidebook-RESTRICTED.pdf.aspx?lang=en-US

NIJ's *Threat Assessment: An Approach To Prevent Targeted Violence* discusses operational and investigative tools and approaches that can be used to recognize, evaluate, and manage the risks of targeted violence before crimes occur. https://nij.ojp.gov/library/publications/threat-assessment-approach-prevent-targeted-violence

The International Handbook of Threat Assessment (2022) editors J. Reid Meloy and Jens Hoffmann is the gold-standard textbook for the prevention of targeted violence. This new edition explores the foundations of threat assessment and the fields of practice in which it is utilized, and it provides details on practical applications from the most notable threat assessors and programs worldwide.

JOINT COUNTERTERRORISM ASSESSMENT TEAM | JCAT

PRODUCT FEEDBACK FORM

(U) JCAT MISSION: To improve information sharing and enhance public safety. In coordination with the FBI and DHS, collaborate with other members of the IC to research, produce, and disseminate counterterrorism (CT) intelligence products for federal, state, local, tribal and territorial government agencies and the private sector. Advocate for the CT intelligence requirements and needs of these partners throughout the IC.

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DISCIPLINE: LE   FIRE   EMS   HEALTH   ANALYSIS   PRIVATE SECTOR   DATE:

PRODUCT TITLE:

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ADDITIONAL COMMENTS, SUGGESTIONS, OR QUESTIONS.

WHAT TOPICS DO YOU RECOMMEND?