

**Final Report for TVTP Grant
EMW-2020-GR-00039-S01
Chatham Threat Assessment and Management Network
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Executive Summary

Chatham County received a Targeted Violence and Terrorism Prevention grant from Department of Homeland Security through the Center for Prevention Programs and Partnerships in fiscal years 2020 to 2022 in order to establish a coordinated behavioral threat assessment and management network as a multidisciplinary threat assessment and management network, to mitigate and respond to incidents of violence. Partnering with local law enforcement and emergency management, the Chatham Threat Assessment and Management Network developed protocols regarding incidents of violence, increased awareness, and competencies through training, and increased community-based efforts to encourage reporting threats and violent crimes. The network's intent is to share information and plan for risk readiness and response with representatives from law enforcement, emergency management, public health, mental/behavioral health, juvenile justice, education, and community organizations.

Project Overview

Chatham County received a Targeted Violence and Terrorism Prevention (TVTP) grant from Department of Homeland Security through the Center for Prevention Programs and Partnerships (CP3) in fiscal year (FY) 2020 to establish an interagency, coordinated Behavioral Threat Assessment and Management (TAM) Network. Chatham County Police Department (CCPD) was designated the lead agency and began by identifying a network of stakeholders to participate in the TAM. CCPD staff conducted a stakeholder mapping and identification process to find relevant agencies and organizations the threat assessment, management, and services sphere. It also created a special threat assessment and management group with representatives from law enforcement, emergency management, public health, mental/behavioral health, juvenile justice, education, tourism, and community organizations. CCPD identified one or more leaders to connect with and reached out to schedule one-on-one meetings to convey the importance of collaboration.

Chatham County set the following four goals for their project:

1. Establish an interagency threat assessment and management network.
2. Enhance understanding of local targeted violence and extremist threats.
3. Develop standardized threat assessment and reporting protocols.
4. Expand community engagement and awareness.

CCPD worked to gain the community's trust through direct engagement with community members and prioritized communicating frequently working to keep the public informed wherever possible, establishing a name for the agency as a community partner. CCPD also used their grant funding to purchase licenses for each of the local law enforcement agencies to ensure the use of a single platform for sharing information and worked to synchronize the style of reports made on the platform. The information ranges from referral "tips" that might come across one agency's dispatch regarding suspicious individuals, to individuals who are encountered repeatedly, to information that crosses jurisdictions. Whenever possible, reports are logged with an identified name for future recall, and every agency can view each other's information. CCPD's efforts have connected Chatham's law enforcement agencies to other local and national stakeholders and have significantly increased public buy-in to the CCPD's work.

CCPD representatives also met with U.S. Department of Homeland Security/Cybersecurity and Infrastructure Security Agency protective security advisors to discuss prevention techniques and strategies and review threat assessment and management protocols. The Chatham County District Attorney's Office of Racketeering and Organized Crime Coalition and Georgetown Community Service Association received community awareness briefings, and two classes received trainings on preventing targeted school attacks.

Goal 1: Develop sustainable TAM Network for effective cross agency and countywide communication on violent crimes.

- Objective 1.1: Recruit agencies and community groups to be a part of the TAM Network.
- Objective 1.2: Enhance countywide capacity in understanding situation of risks, violent crime threats, and response protocols.
- Objective 1.3: Increase cross agency communication and fact sharing, ensure processes and procedures align so that TAM Network members can identify and report at-risk individuals and potential threats.

Goal 1 Implementation Plan

Objective	Activity	Instances To Date	Audience To Date	Results
1.1: Recruit agencies and community groups to be a part of the TAM Network.	1.1.1 – Advertise and hire TAM Project Specialist	NA	NA	Project Manager hired 1/11/21.
	1.1.2 – Notify community stakeholders of the project goals and objectives, solicit representatives to participate in the TAM Network	13	162	Program well received by community stakeholders.
1.2: Enhance countywide capacity in understanding situation of risks, violent crime threats, and response protocols.	1.2.1 – Identify appropriate Crime Analyst staff to support TAM Network.	NA	NA	Added tasks to existing crime analyst duties.
	1.2.2 – Establish TAM Network with organizational/governance structure	NA	NA	Networked key stakeholders in the county.
1.3: Increase cross agency communication and fact sharing, ensure processes and procedures align so that TAM Network members can identify and report at-risk individuals and potential threats.	1.3.1 - Review processes and procedures of TAM Network regarding communication, referral, follow-up of potential threats.	NA	NA	Created network policies and procedures.
	1.3.2 – Establish countywide process and procedures for communication, referral, follow-up of potential threats.	NA	NA	Group bylaws drafted, however significant resistance was encountered due to concerns about HIPPA / FERPA compliance.

Chatham Threat Assessment and Management Network

The purpose of the Chatham TAM Network is to enhance law enforcement intelligence capabilities and ensuring the local governments are integrated as part of a holistic approach to preparedness. The creation of a countywide team builds on and strengthens the existing processes by creating shared ownership and shared responsibility for threat assessment and intervention, standardizing threat and response protocols, and promoting county-wide safety.

Chatham TAM Network Member Agencies:

- Chatham District Attorney's Office
- Chatham County Juvenile Court
- Chatham County Police Department
- Chatham County Sheriff’s Office
- Division of Family and Children's Services
- The Front Porch
- Gateway Behavioral Health Crisis Center

- The Mediation Center
- Savannah Chatham County Public School District
- Savannah Department of Community Supervision
- Savannah Police Department
- Savannah Vet Center

Chatham Area Intelligence Network (CHAIN).

The purpose of CHAIN is to enhance law enforcement intelligence capabilities and ensuring the local governments are integrated as part of a holistic approach to preparedness. CHAIN seeks to leverage the success of the Savannah Police Department’s Savannah Area Regional Intelligence Center (SARIC) and grow its reach to support the entirety of Chatham County by monitoring for threats and providing timely intelligence of potential threats.

CHAIN Collaboration and Information Sharing Model

Inter-Agency Collaboration & Information Sharing



Goal 2: Increase awareness and competencies through multi-jurisdictional training sessions and exercises.

- Objective 2.1: Develop a train-the trainer curriculum regarding critical subject areas.
- Objective 2.2: Provide countywide training for prevention and response to violent crimes.

Goal 2 Implementation Plan

Objective	Activity	Instances To Date	Audience To Date	Results
2.1: Develop a train-the trainer curriculum regarding critical subject areas.	2.1.1 Develop train-the-train curriculum.	NA	NA	Year One – present initial courses. Year Two – provide materials and support to co-train.
	2.1.2 Finalize training topics and generate training calendar.			
2.2: Provide countywide training for prevention and response to violent crimes.	2.2.1 Host Training Sessions	8	100	
	2.1.2 Host Bystander Training.			Initiate education campaign across the County for crime reporting and “See Something, Say Something.”

The creation of a countywide team builds on and strengthens the existing processes by creating shared ownership and shared responsibility for threat assessment and intervention, standardizing threat and response protocols, and promoting countywide safety. The program partnered with SCCPSS and CEMA to advocate for a county-wide standard in responding to active shooter events based on NFPA 3000 and procedures created and validated by C3 Pathways. Collective training with all of the law enforcement agencies in the county was attempted, however these efforts were unsuccessful as each agency was intent on conducting their own training.

National Policing Institute Training Events:

What to do after a Threat Assessment. This presentation focused on managing threat scenarios and individuals with attention paid to considerations for an acute crisis scenario, a slowly escalating scenario, and a scenario involving long-term interdisciplinary collaborative management.

Tabletop Exercise. The tabletop exercise will be a discussion-based session for Chatham County stakeholders to meet in an informal classroom setting to discuss their roles during an incident involving a reported threat of targeted violence and their responses to a particular scenario. A facilitator guides participants through a discussion of one or more scenarios and aids the group in working through a scenario as a multidisciplinary team.

After Action Review. The NPI conducted a small-scale, narrow-scope, independent review to assess the November 30, 2022, response to the active shooter call at Savannah High School in Savannah, Georgia.

Goal 3: Develop countywide standardized protocols and procedures regarding violent crimes and reporting.

- Objective 3.1: Develop county-wide, standardized violent crime protocol and procedures.

Goal 3 Implementation Plan

Objective	Activity	Instances To Date	Audience To Date	Results
3.1: Develop county-wide, standardized violent crime protocol and procedures.	Activity 3.1.1 Make presentations regarding TAM Network, proposed outcomes and goals	10	104	COVID limited initial outreach but increased momentum towards end of program
	Activity 3.1.2 Review current protocols of TAM Members	NA	NA	Observe alignment and opportunity for shared language across organizations.
	Activity 3.1.3 Draft standardized protocols regarding sharing of data, reporting, referral, and tracking of intelligence information	NA	NA	MOU among organizations to share data, however considerable concerns about HIPPA / FERPA compliance.

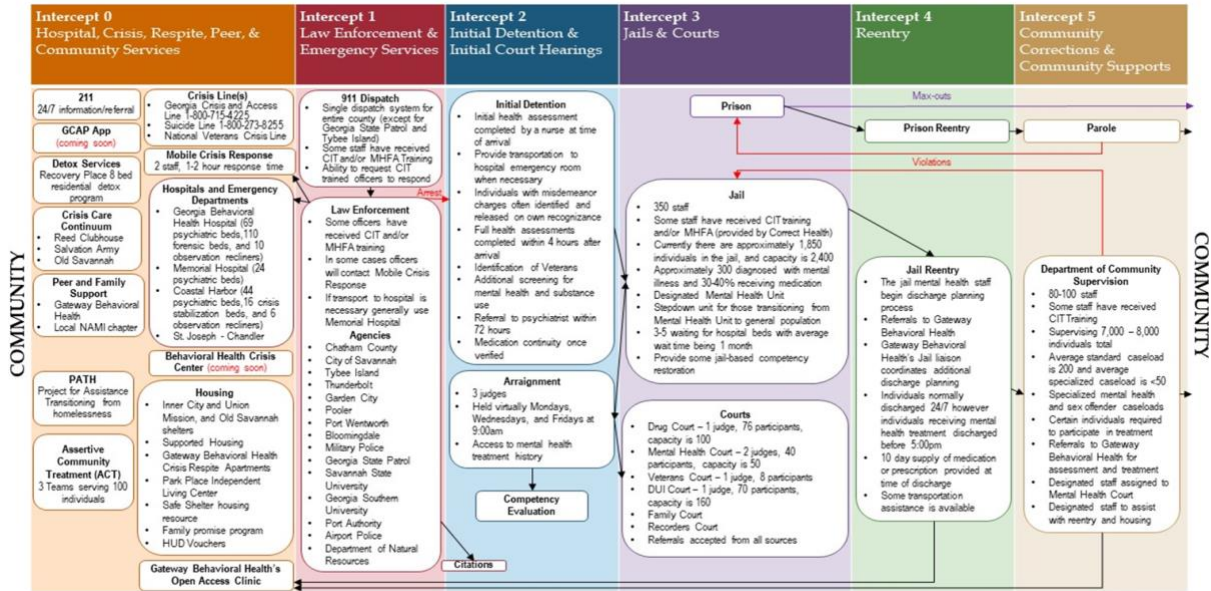
The Chatham TAM Network is comprised of representatives from Participating Member Agencies. The Chatham TAM Network acts as a central clearinghouse of information flow specific to situations, herein referred to as “threat cases”, where the risk of violence is assessed to be imminent and/or a cluster of risk factors and warning behaviors commonly associated with elevated risks for targeted violence are present.

The Chatham TAM Network’s purpose is to:

- Proactively prevent incidents of targeted violence through systematic approaches.
- Gather information and manage risk.
- Adopt a public health approach to violence prevention.
- Collaboration across multi-disciplinary resources throughout the community.
- Establish a low threshold of identifying behaviors for early risk management.
- Ensure appropriate services are provided to individuals in need through a whole of society approach.

Chatham TAM Network assists Participating Member Agencies with the development of balanced intervention and a case management strategy for threat cases presented to the committee. The Chatham TAM Network acts solely as an advisory group and will not mandate Participating Member Agencies implement or act on suggested intervention and case management strategies.

Chatham TAM Network Intercept Model



Goal 4: Increase community-based education efforts to spread awareness regarding risk and response while encouraging reporting of threats and violent crimes.

- Objective 4.1: Create public awareness and marketing campaign.
- Objective 4.2: Provide community-wide educational opportunities.

Goal 4 Implementation Plan

Objective	Activity	Instances To Date	Audience To date	Results
4.1: Create public awareness and marketing campaign.	4.1.1 Convene community stakeholders to discuss and develop awareness campaign	3	42	Increased awareness of options to report threats and risk, sharing of critical information.
	4.1.2. Provide communication and data tracking training to hotline staff.	NA	NA	Team choose not to partner with Crime Stoppers and handle tips received with crime analyst staff.
	4.1.3 Promote use of the Crime Stoppers hotline.	NA	NA	CCPD app published March 7, 2023.
4.2: Provide community-wide educational opportunities.	4.2.1 Affirm and secure training curriculum	NA	NA	Training curriculums created and adopted.
	2.1.2 Host Bystander Training	2	43	Initiate education campaign across the County for crime reporting and “See Something, Say Something.”

Meetings with community stakeholders were very well received and initial response was overwhelmingly positive. However, restrictions in response to the COVID-19 pandemic impacted our project time line and delayed bystander training and outreach efforts. Our plans for multi-jurisdictional training sessions and coordination meetings were not feasible due to restrictions regarding face-to-face meetings, travel, and other issues. While virtual meetings allowed us to make some progress towards our goals, they were not as effective as meeting and training in person. Many of the organizations that we were forming partnerships with were also restricted solely to their essential operations due to staffing and increased workloads during the pandemic. The Mediation Center, another TVTP grantee, became a key partner in our program. To avoid duplication of effort, Mediation Center focused their efforts on public audiences, while CCPD focused on law enforcement and government audiences.

Program Deliverables

Criminal Intelligence and Crime Analysis Standard Operating Procedure. This SOP was written to establish the policies and procedures for the Chatham Area Intelligence Network based on best practices as gathered from agencies nationwide and implements 28 CFR Part 23. Please see Appendix A for the complete document.

NOTE: This document is law enforcement sensitive and not intended for public distribution.

Chatham TAM Network Bylaws. These bylaws were written to form the basis of the Chatham TAM Network. Please see Appendix B for the complete document.

Mediator Skills for Officers. This class is the result of our collaboration with The Mediation Center. Mediation Skills for Police Officers is intended for officers that respond to neighborhood disputes, giving them the skills needed to successfully negotiate a solution. The course focuses on mediator approaches to de-escalate, deep listening to identify shared interests, assess conflict dynamics to identify needs, and identifying alternative paths forward. Please see Appendix C for the complete document.

NOTE: This document contains proprietary information belonging to The Mediation Center and not intended for public distribution.

Targeted Violence Prevention Decision Point Exercise. This exercise was developed by the National Police Institute as a training event for members of the CRMG and was presented as both in-person and virtual formats. Please see Appendix D for the complete document.

Savannah High School Hoax Shooting AAR. This document was prepared by the National Policing Institute to provide an unbiased outside evaluation of the response to a hoax active shooter call at the Savannah High School on November 30, 2022. This document has been redacted for public release. Please see Appendix E for the complete document.

National Policing Institute evaluation report of the Chatham TAM Network. This document was prepared by the National Policing Institute to provide an in-depth evaluation of Chatham County's program. Please see Appendix E for the complete document.

Chatham County Police Department App. On March 7, 2023 the Chatham County Police Department is launched its own app, which is designed to make it even easier for the community to connect with the department. "This app is one more way for us to meet the people we serve where they are," said Chatham County Police Chief Jeff Hadley. "We know many people prefer to access information from their mobile devices, and our app is designed just for that purpose."

One important function of the app is that it will enable users who allow push notifications to be alerted quickly in emergency situations. Information about road closures due to accidents, missing persons, and shelter-in-place orders will all be sent via the app. While this information will continue to be posted to the department's social media and sent directly to news media, the app's notifications will ensure that users are alerted to developments as they happen.

The app can be used to:

- Submit a tip
- View crime statistics
- Locate precincts
- Access agency directory
- Explore careers
- Read the newsfeed
- Request records
- Engage with social media
- Report an issue
- Stay updated on traffic
- Watch videos.
- Request extra patrol
- View registered sex offenders
- Read policies.
- Learn about professional standards.

The app, which is compatible with both iPhones and Androids, is available for download now at the App Store, Google Play, or by visiting: www.apexmobile.net/app/chatham-county-police-department.

Challenges and Lessons Learned

Key program challenges:

- Gaining the buy-in and cooperation of diverse agencies within the county. We found that some agencies were more willing to collaborate to achieve shared goals than others. While the leadership of some agencies would not support the programs efforts, we discovered that often the people who work the “front-line” positions were willing to collaborate even if their agencies would not officially participate.
- Territorial issues. While the majority of agencies that were asked to participate in the program supported the initiative, others continued to resist the involvement of any agency intruding on their “turf.” These issues impacted county-wide cooperation and left siloed information inaccessible.
- Resistance to change. The program’s objective was to change how agencies worked with each other and asked them to share their information with others. The program encountered significant resistance to efforts change the “status-quo.”

Lessons learned:

- Collaboration efforts require the close involvement of senior decision-makers within an organization. Without the support and buy-in of the senior decision-makers, any collaboration efforts will fail.
- Organizations will support initiatives if it can be shown that their cooperation will reduce their liability. In working with agencies subject to HIPPA and FERPA, showing that their inaction could result in long-term liability for inaction motivated cooperation.
- Organizations are more likely to support initiatives that they are involved in creating. Having representation in creating programs helps to ensure an agency’s commitment.
- Program managers must have the authority to implement their initiatives. If the person working on an initiative does not have the authority to implement the plan or the direct involvement and support of the senior decision-maker who does, the initiative will encounter significant difficulties.

Sustainability

The Chatham TAM Network was designed to become a self-sustaining program at the completion of the grant period. Unfortunately, severe staffing shortages at CCPD and many of the member agencies have resulted in the personnel assigned to the program to being assigned to other duties. Without full-time staff members assigned to the program to continue to foster and advocate for continued collaboration by participating agencies, the program's future is in doubt. Additionally, the Assistant Director of CEMA that was instrumental in championing the program within the county retired in March 2023 and no replacement has been hired to date.

Despite these issues, the assessed threat in Chatham County remains unabated. The findings in the Savannah High School Hoax indicate that more work needs to be done to ensure interagency coordination and communication to improve the response to future all-hazard incidents. Though the program has effectively been shelved due to staffing issues, there will be a continued effort to continue the collaboration fostered in the creation of the Chatham TAM Network.

Contact Information Chatham TAM Network Member Agencies

- **Chatham District Attorney's Office**
133 Montgomery St. # 600, Savannah, GA 31401
(912) 652-7308
<https://districtattorney.chathamcountyga.gov>

- **Chatham County Juvenile Court**
197 Carl Griffin Dr., Savannah, GA 31405
(912) 652-6700
<https://courts.chathamcountyga.gov/Juvenile/Information>

- **Chatham County Police Department**
295 Police Memorial Dr., Savannah, GA 31405
(912) 652-6920
<https://police.chathamcountyga.gov>

- **Chatham County Sheriff's Office**
1050 Carl Griffin Dr., Savannah, GA 31405
(912) 652-7600
<https://sheriff.chathamcountyga.gov>

- **Division of Family and Children's Services**
761 Wheaton St., Savannah, GA 31401
(912) 644-5956
<https://dfcs.georgia.gov>

- **The Front Porch**
2203 Abercorn St., Savannah, GA 31401
(912) 652-6555
<https://frontporchchatham.org/>

- **Gateway Behavioral Health Crisis Center**
2121 E Derenne Ave, Savannah, GA 31406
(912) 417-9484
<https://gatewaycsb.org>

- **The Mediation Center**
5105 Paulsen St. # 125D, Savannah, GA 31405
(912) 354-6686
<https://mediationsavannah.com>

- **Savannah Chatham County Public School District**
208 Bull St., Savannah, GA 31401
(912) 395-5600
<https://www.sccpss.com>
- **Savannah Department of Community Supervision**
309 Stiles Ave., Savannah, GA 31415
(912) 651-2204
<https://dcs.georgia.gov>
- **Savannah Police Department**
201 Habersham St., Savannah, GA 31401
(912) 651-6675
<https://savannahpd.org>
- **Savannah Vet Center**
321 Commercial Dr., Savannah, GA 31406
(912) 961-5800
<https://www.va.gov/savannah-vet-center>

Conclusion

The Chatham TAM Network successfully met its intended goals and objectives. The program found widespread support throughout the county and brought together a multidisciplinary team and made significant headway during the grant period. Unfortunately, the program's future is uncertain due to staffing issues. The program's work opened lines of communication between diverse agencies that will hopefully result in other collaboration efforts. The one component of the program that will continue after the end of the grant period is the Chatham County Police App which will serve as a vital link between the citizens and the department.