

SAFER STRATEGY



Securing Areas for Families, Establishments, and Recreation



2026 - 2028

SAFER Strategy Outline

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Acknowledgments

The Pennsylvania Governor's Office of Homeland Security (OHS) was established by Executive Order in 2012. Its creation, much like that of the United States Department of Homeland Security, was born in response to the September 11, 2001, terrorist attacks. In the early years, homeland security efforts focused on acts of foreign terrorism. Over the past two decades, the threat landscape has evolved, becoming increasingly complex, dynamic, and decentralized. Today's environment includes a broad spectrum of threats ranging from targeted violence and domestic violent extremism to cyber threats, insider threats, and rapidly evolving grievances amplified through technology and online platforms.

As threats have evolved, so too has the approach to homeland security. Prevention efforts now require sustained collaboration, multidisciplinary engagement, and a commitment to remaining adaptive in the face of changing risks. This strategy reflects that evolution and acknowledges the extensive work already taking place across communities, agencies, disciplines, and organizations throughout the Commonwealth and the nation.

The Pennsylvania Office of Homeland Security recognizes that many professionals, practitioners, and partners have dedicated significant time and expertise toward developing prevention-focused approaches, best practices, and collaborative models. By learning from and building upon these ongoing efforts, this strategy seeks to further strengthen a coordinated and proactive prevention posture for the Commonwealth.

The contributions of these professionals and partners highlight an enduring principle of prevention work: people are the foundation of success. Technology, policies, and processes all play an important role, but meaningful progress is ultimately driven by relationships and the dedication of individuals working toward a common purpose. The strength of prevention efforts depends not only on capabilities and resources, but on the people willing to communicate, collaborate, and remain engaged in protecting their communities.

To the countless professionals, practitioners and partners who devote their time, energy and effort to protect Pennsylvania's communities, we offer our sincere thanks.

Protecting Pennsylvanians: The S.A.F.E.R. Strategy

Securing Areas for Families, Establishments and Recreation

Mission and Vision

The S.A.F.E.R. Strategy, Securing Areas for Families, Establishments, and Recreation, is Pennsylvania's statewide approach to prevention, preparedness, and community resilience. The strategy integrates prevention, partnership, and preparedness efforts across sectors and communities and is designed to strengthen the places where Pennsylvanians live, learn, work, and gather. By focusing on homes, schools, workplaces, houses of worship, healthcare settings, and public gathering spaces, the S.A.F.E.R. Strategy promotes a unified framework for enhancing safety, fostering trust, and building community resilience. Grounded in collaboration and guided by practical approaches, it reflects the Commonwealth's commitment to proactive, sustainable prevention.



Established within the Office of the Governor by Executive Order 2012-03, the Governor's Office of Homeland Security (OHS) is charged with helping the Commonwealth prepare for, prevent, respond to, and recover from acts of terrorism; reduce vulnerabilities affecting critical infrastructure and key resources; support information fusion; and coordinate with emergency management and partner agencies across levels of government.

Pennsylvania's approach to prevention is multidisciplinary, integrating community-based prevention practices, public safety capabilities, protective security, and practical interventions across sectors. Behavioral Threat Assessment and Management (BTAM) is an important

component of this strategy and serves as one capability line within a broader prevention and outreach posture that includes training, public awareness, school safety, faith-based engagement, private-sector collaboration, and community resilience efforts.

The goals of the SAFER Strategy align closely with the mission and operational strengths of the Pennsylvania OHS, which supports statewide coordination, training, outreach, partnership development, and information sharing related to terrorism prevention and targeted violence prevention. Through collaboration with federal, state, local, and private-sector partners, OHS and its partners are positioned to help support training, resource development, and public education initiatives. OHS's ongoing work in school safety, cybersecurity outreach, critical infrastructure protection, faith-based engagement, special-event security, and community

preparedness provides a strong foundation for implementation. This alignment helps ensure that the strategy is grounded in existing capabilities, trusted partnerships, and realistic statewide coordination functions.

Mission

Our mission is to protect the residents, institutions, and infrastructure of Pennsylvania by implementing a comprehensive, prevention-focused strategy that:

- Identifies and mitigates threats before they escalate into acts of violence.
- Fosters multidisciplinary collaboration among law enforcement, education, mental health professionals, healthcare systems, human services agencies, social services, emergency management, and community organizations.
- Strengthens Behavioral Threat Assessment and Management (BTAM) capabilities across the state as one component of a broader prevention framework.
- Enhances public awareness, trusted reporting, and sector-specific outreach on recognizing and responding to concerning behaviors.



Vision

Our vision encompasses a safe, resilient, and empowered Pennsylvania where targeted violence and terrorism are prevented through early intervention, community collaboration, and a whole-of-society approach. The Commonwealth is committed to proactively identifying, assessing, and mitigating threats while safeguarding civil rights, civil liberties, and community trust, and seeks to strengthen that vision through:

- Coordination and information-sharing among federal, state, and local partners while protecting privacy, civil rights, and civil liberties.
- Supporting and expanding faith-based, school safety, community, healthcare, and culturally informed outreach initiatives that contribute to violence prevention.

Scope

This strategy applies statewide and serves as a framework to:

1. Equip communities with the knowledge and tools to identify and respond to early warning signs of targeted violence through sustained education, awareness, and practical outreach efforts.
2. Advance early identification and intervention efforts by strengthening Behavioral Threat Assessment and Management (BTAM) as a component of a broader prevention strategy.

3. Strengthen coordination and information-sharing mechanisms among federal, state, and local partners while ensuring robust protections for privacy, civil rights, and civil liberties.
4. Identify resources and support programs that reduce risk factors, increase intervention options, and improve support for individuals of concern before violence occurs.
5. Establish common operational guidelines, resource repositories, and partnerships that help standardize best practices across jurisdictions and improve access to tools, training, and guidance statewide.

Prevention Continuum

For the SAFER Strategy, the three levels of the prevention continuum function as an organizing framework rather than a rigid assignment of ownership to any single discipline or agency.

Primary prevention: Broad community education, resilience-building, public awareness, security outreach, and protective initiatives designed to reduce risk before a person or situation becomes acute.

Secondary prevention: Early identification, reporting, multidisciplinary assessment, intervention, and case coordination for persons or situations presenting elevated concern.

Tertiary prevention: Recovery, stabilization, post-incident learning, victim-centered support, and other efforts that reduce the risk of recurrence, retaliation, or continued harm after a major incident or disruption.



Background

Definition of Targeted Violence

For purposes of this strategy, targeted violence refers to violence directed at a known or knowable target, or a target of symbolic significance, by an individual or group motivated by grievance, ideology, hate, fixation, revenge, notoriety, or a related driver. Although motives vary, targeted violence is often preceded by observable behaviors, escalating stressors, leakage, threats, fixation, or other indicators that create opportunities for prevention and intervention.

Threat Landscape

Targeted violence and terrorism pose persistent threats to the safety and security of communities across the Commonwealth of Pennsylvania. Pennsylvania has experienced high-profile incidents of targeted violence that undermined public trust, disrupted daily life, and cause devastating consequences for victims and their families.

The Commonwealth's demographic diversity, geographic position, and political relevance, particularly during election cycles, make it a focal point for both inspired and planned acts of targeted violence. Recent incidents illustrate a diverse spectrum of threats, ranging from hate-motivated attacks and school-based plots to political violence and insider threats. Notable examples include:

- **2018 (Pittsburgh):** The Tree of Life Synagogue shooting, the deadliest antisemitic attack in U.S. history, was driven by white supremacist and conspiratorial ideologies.
- **2023 (Philadelphia):** A 17-year-old was arrested by the FBI after purchasing explosive materials, conducting multiple bomb tests, and attempting to communicate with Syria-linked terrorist groups, an intervention the FBI said likely prevented a catastrophic attack.
- **2024 (Chester):** A disgruntled employee carried out a deadly workplace shooting, exemplifying the threat of insider attacks fueled by personal grievance.
- **2024 (Butler):** An attempted assassination of President Trump at a campaign rally revealed the persistent risk of lone actors on the pathway to violence.
- **2025 (York):** A shooter attacked UPMC Memorial Hospital's ICU, killing a police officer and injuring staff in a grievance-driven hostage scenario.
- **2025 (State College):** A coordinated school shooting and bombing plot was disrupted at State College Area High School through early intervention and public reporting.
- **2025 (Harrisburg):** A man firebombed the Governor's Residence while the First Family was inside, later charged with terrorism and attempted murder.



These incidents illustrate the spectrum of threats across Pennsylvania, ranging from ideologically motivated terrorism and anti-government violence to personal grievance and insider threats. These events highlight the urgent need for a coordinated, prevention-based approach to mitigate the risks posed by individuals who may be mobilizing toward violence.

The SAFER Strategy addresses risk factors driving both ideologically motivated terrorism and targeted violence. Key trends include:

- Active-shooter risk remains cross-sectoral and geographically diffuse. The FBI identified 24 active shooter incidents in 2024 across 19 states, and 223 incidents from 2020 through 2024, a 70% increase over the prior five-year period. Those incidents spanned locations including open space, commerce, education, government, and houses of worship (FBI, 2024).

- Workplace violence remains a material prevention concern. Bureau of Labor Statistics data for 2024 recorded 733 fatal occupational injuries caused by violent acts nationwide, reinforcing the need to treat workplaces as a core prevention setting rather than a secondary concern (U.S. Bureau of Labor Statistics, 2024).
- Lone actors and small cells remain the most persistent terrorism challenge. In January 2025, the FBI stated that, in recent years, lone actors or small cells who typically radicalize violence online and use easily accessible weapons have posed the greatest terrorism threat to the homeland (FBI, 2025).
- Youth radicalization warrants specific attention. In late 2024, Five Eyes partners warned of increasing concern about the radicalization of minors, especially online, and highlighted indicators such as isolation, increased unsupervised internet use, aggression, and secrecy around online activity (RCMP, 2024).
- Personal grievance and ideological fluidity often intersect. FBI/NCTC/DHS mobilization guidance for the education sector notes that adherence to violent extremist ideology, especially among minors, is not always rigid, and that personal grievances can fuel beliefs and even contribute to movement across seemingly disparate ideologies (NCTC, 2024).
- Prevention still depends on trusted reporting and early action. Secret Service research on averted school attacks found that plots were prevented when a bystander observed concerning behavior and reported it, and related Secret Service work continues to emphasize that classmates and peers often have prior knowledge of planned violence (NTAC, 2021).

Why Prevention Matters



These events emphasize the importance of upstream, multidisciplinary prevention strategies that combine law enforcement, education, behavioral health, social services, emergency management, and community partners. A whole-of-community prevention approach, focused on recognizing behavioral indicators early, reducing risk factors, strengthening protective factors, and intervening before violence occurs, is essential. The SAFER Strategy builds on these lessons to strengthen early identification mechanisms, expand Behavioral Threat Assessment and Management (BTAM) capacity where appropriate, and foster resilient communities equipped to stop violence before it starts.

Existing Capabilities

Pennsylvania already has meaningful prevention capacity to build upon. Existing programs, partnerships, and outreach efforts provide a strong operational foundation for the SAFER Strategy.

- Trusted reporting and referral mechanisms, including the *Safe2Say* Program and other pathways that support early identification and intervention.
- Suspicious activity recognition and reporting efforts, including, *See Something, Say Something* awareness and *See Something, Send Something*, the state fusion center-supported coordination pathways.
- School safety outreach and capability building, including *Keeping Kids Safe* webinars, regional school safety conferences, town halls, tabletop exercises, and pilot DVE/BTAM programming for higher education.
- Law enforcement and county-based multidisciplinary team development efforts, including the FBI-led Community Anti-Threats Officer (CATO) Program, supported by the Pennsylvania State Police and other participating law enforcement agencies, probation and parole partners, and relevant professional associations.
- Faith-based security and resilience efforts, including quarterly webinars, houses of worship safety and security symposia, outreach materials, and emergency operations planning guidance.
- OHS-led and OHS-supported sector outreach, public-event and election security education, domestic terrorism and grievance-violence workshops, healthcare and outreach to at-risk marginalized communities, as well as tailored preparedness messaging for high-risk or high-visibility environments.
- Cybersecurity, intelligence, and emerging-threat awareness efforts, including open-source intelligence training, cybersecurity summits, support to statewide cyber coordination, grant-supported capacity building, and related awareness initiatives involving human trafficking and other cross-sector prevention topics.

A Whole-of-Community Approach to Prevention

The Pennsylvania SAFER Strategy adopts a whole-of-community and community-integrated approach to violence prevention. It emphasizes awareness, upstream prevention, early identification of concerning behaviors, multidisciplinary intervention, and community-based support that reduces risk and strengthens protective factors.

This strategy reflects the Commonwealth's commitment to a more secure and resilient future in which communities have the tools and resources needed to recognize, report, assess, and respond to concerning behavior before violence occurs. It reinforces a continued shift from reactive response to proactive prevention and the principle that targeted violence is not inevitable and can, in many cases, be disrupted through early action and coordinated support.



Statewide Governance and Operating Model

The SAFER Strategy is a statewide coordination model that relies on local and sector-based execution. Consistent with Executive Order 2012-03, OHS serves as a coordinating entity that supports prevention, protective security, information sharing, and partner alignment across the Commonwealth.

- The Governor's Office of Homeland Security serves as the lead for the Commonwealth's strategy, coordination, and resource alignment for this effort. Through partnership with relevant state, federal, local, private-sector, and community stakeholders, OHS helps convene the prevention ecosystem, align resources, support outreach and training, advance a shared framework for prevention, and integrate critical infrastructure and special-event coordination into broader prevention efforts.
- The Pennsylvania Threat Assessment Steering Committee (PA-TASC) serves as an advisory coordination and standards-development mechanism for BTAM-related efforts, including best practices, training standards, model protocols, and statewide recommendations for multidisciplinary BTAM teams.



Operational assessment, case management, intervention, and service delivery are primarily conducted at the local, county, institutional, or sector level by established authorities, multidisciplinary teams, and collaborative partner systems. Implementation also depends on sustained collaboration among state agencies, federal partners, county and local stakeholders,

regional task forces, fusion centers, schools, higher education institutions, healthcare entities, faith-based organizations, private-sector partners, and non-profit and community organizations.

Partner Engagement

At the heart of the Office of Homeland Security's mission is the strength of the partnerships it builds and sustains across the Commonwealth. OHS serves as a connector and coordinator, bringing together public and private sector stakeholders to strengthen communication, collaboration, and shared awareness in support of homeland security efforts. Through partnerships with federal, state and local agencies, OHS helps facilitate information sharing, support preparedness initiatives, and align resources and capabilities across disciplines and jurisdictions.

As the threat environment evolves, OHS will continue to rely on and strengthen its partnerships to support a proactive prevention posture across the Commonwealth. The successful development and implementation of this strategy depends on sustained collaboration, shared responsibility, and ongoing engagement among partners at all levels.

Strategic Goals and Objectives

Pennsylvania's SAFER Strategy is guided by five overarching goals designed to enhance community resilience, coordination, BTAM capability development where appropriate, support pathways, and long-term sustainability. Together, these goals reflect a comprehensive, prevention-focused approach that balances community awareness, protective security, multidisciplinary coordination, intervention capacity, and continuous improvement. The goals and objectives reflect awareness of the prevention continuum and the desire to address and mitigate threats at each level.

Goal 1: Build Community Awareness and Resilience

Public awareness is a cornerstone of violence prevention, yet awareness alone is not enough. Many individuals who engage in targeted violence exhibit observable warning signs prior to an attack, but community members may not recognize those indicators or may feel uncertain about how to respond. By launching public education campaigns, strengthening trusted reporting pathways, enhancing existing initiatives, and developing accessible training, Pennsylvania seeks to transform awareness into action. A well-informed and engaged public serves as a critical first line of defense and helps reinforce the broader prevention ecosystem already supported through schools, houses of worship, community organizations, and other public-facing partners.



Continuum alignment: Goal 1 is principally aligned with primary prevention because it focuses on public awareness, education, trusted reporting, and community resilience before concerns become acute. It also supports secondary prevention by helping community members recognize and report concerning behaviors earlier.

Objective 1.1: Develop and launch public education campaigns to inform residents about recognizing and reporting concerning behaviors.

- Create multimedia awareness campaigns utilizing social media, public service announcements, and community outreach efforts.
- Provide clear guidance on identifying risk factors and pathways to violence, ensuring communities are equipped to take proactive steps.
- Develop adaptable collateral and outreach materials for distribution across sectors and communities, with specific formats determined during implementation.

Objective 1.2: Conduct workshops and training sessions for educators, law enforcement, BTAM team members, judicial and prosecutorial stakeholders, and the community at large, where appropriate and consistent with applicable governance structures.

- Implement targeted, role-appropriate training programs to enhance situational awareness and intervention strategies for schools, law enforcement, faith-based organizations, community groups, private-sector stakeholders, judicial and prosecutorial audiences, and other key partners.
- Expand access to educational resources and programs to ensure sustainability and community ownership.

Goal 2: Strengthen Behavioral Threat Assessment and Management (BTAM) as a Core Prevention Capability

As one component of the broader SAFER Strategy, Pennsylvania seeks to strengthen BTAM capabilities through coordination, standards, training, and connections to intervention resources. BTAM provides a proactive approach to identifying, assessing, and managing threats before violence occurs. Multidisciplinary teams, composed of law enforcement, mental health professionals, educators, social services, and other relevant partners, help assess potential risks and intervene before an individual escalates to violence. While Pennsylvania has made meaningful progress in implementing regional BTAM teams, many counties and sectors still lack formalized programs. The SAFER Strategy therefore seeks to support the expansion of multidisciplinary teams across the Commonwealth, promote the adoption of BTAM-informed practices, encourage consistent standards, and strengthen connections among county, regional, and sector-based teams operating in educational, workplace, faith-based, and community settings.

Continuum alignment: Goal 2 is principally aligned with secondary prevention because it focuses on early identification, multidisciplinary assessment, case coordination, and intervention for persons or situations presenting elevated concern. It also supports primary prevention through training, standards, and capacity-building, and may support tertiary prevention when

BTAM-informed management helps reduce recurrence or continued harm after a major disruption.

Existing efforts provide an important foundation for this work. The FBI-led Community Anti-Threats Officer (CATO) Program has supported law enforcement training and the development of county-based multidisciplinary threat assessment and management capabilities across the Commonwealth. The program is supported by the Pennsylvania State Police, local law enforcement agencies, county adult and juvenile probation and parole partners, school resource officer partners, and related public safety associations. In addition, school-based efforts supported through the Pennsylvania Commission on Crime and Delinquency (PCCD) and related partners demonstrate that BTAM capability building is also occurring in the K–12 school safety sector.

Objective 2.1: Support the expansion and maturation of Behavioral Threat Assessment and Management (BTAM) capabilities across Pennsylvania.

- Support local jurisdictions and sectors in forming, sustaining, or strengthening multidisciplinary BTAM teams to identify, assess, and mitigate threats.
- Promote regional coordination and cross-sector connectivity to improve consistency, peer learning, and information sharing among BTAM teams.

Objective 2.2: Standardize BTAM processes and provide resources for continuous professional development.

- Support the development of best practices for BTAM operations, aligning with industry-accepted terminology, national models, and applicable legal standards.
- Endorse and promote existing state, federal, and partner-led training offerings while developing OHS-supported outreach and education where appropriate.
- Identify and promote intervention resources and related initiatives that support individuals of concern and strengthen threat management and mitigation efforts.



Objective 2.3: Support and align with existing K-12 threat assessment and school safety efforts, including programs supported by the Pennsylvania Commission on Crime and Delinquency (PCCD).

- Provide cross-agency collaboration and share recommendations regarding BTAM practices, school threat assessment protocols, and aligned prevention activities.
- Facilitate connections between K–12 school entities, county-level BTAM teams, state-supported infrastructure, and multidisciplinary experts to enhance schools' capacity to assess, manage, and prevent threats in alignment with statewide guidance.

Objective 2.4: Support colleges and universities in the development and maturation of multidisciplinary prevention capabilities.

- Facilitate access to BTAM-informed practices, pilot programming, and higher-education-specific resources that help campuses identify, assess, and manage concerning behavior.
- Encourage alignment between campus efforts and relevant local, county, and state partners, while respecting institutional authorities and governance structures.

Objective 2.5: Assist private-sector organizations in strengthening workplace violence prevention and BTAM-informed capabilities.

- Promote scalable guidance, training, and resource options for employers, critical infrastructure owners, and other private-sector entities seeking to prevent grievance-based violence, insider threats, and related safety concerns.
- Encourage collaboration among employers, law enforcement, human resources, legal, security, employee assistance, and behavioral health partners, where appropriate.

Objective 2.6: Assist counties, municipalities, and other local forms of government in building or aligning prevention capabilities.

- Provide planning considerations, sample coordination models, and access to partner resources that help local governments assess what governance, reporting, and multidisciplinary structures are feasible in their environments.
- Support peer learning and cross-jurisdictional collaboration so local governments can adapt promising practices to local authorities, capacity, and risk.

Goal 3: Improve Multidirectional Communication and Collaboration

A lack of timely, role-appropriate information sharing between law enforcement, schools, behavioral health, healthcare, human services, justice system partners, and community organizations can allow warning signs to go unnoticed. Pennsylvania therefore benefits from strengthening trusted communication channels, resource-sharing functions, collaboration pathways, and the policy and legal frameworks necessary to support effective partnerships while safeguarding privacy, civil rights, and civil liberties. OHS will continue to promote trusted reporting pathways that support early identification and appropriate routing of concerning information.

Continuum alignment: Goal 3 advances both primary and secondary prevention. It supports primary prevention by strengthening partner awareness, resource sharing, and trusted pathways before concerns become acute. It supports secondary prevention by improving communication flow, role-appropriate information sharing, referrals, handoffs, and coordination when elevated concerns arise.

Because statewide intake and triage ownership remains an evolving policy and operational question, this strategy does not create or replace a single centralized 24/7 intake model at this time. Existing emergency, public safety, institutional, and trusted reporting pathways remain available and should continue to be used consistent with their purpose.

Instead, OHS's current priority is to strengthen trusted reporting pathways, improve communication flow across systems, clarify referral expectations, explore best practices for a unified threat reporting system for the Commonwealth, and develop future recommendations for standardized reporting and handoff protocols.



Objective 3.1: Develop a statewide coordination framework and resource hub to support training, resource identification, and role-appropriate information sharing among stakeholders.

- Leverage existing trusted reporting mechanisms and evaluate additional digital and procedural solutions that improve collaboration, resource access, and information sharing among stakeholders and community partners.

Objective 3.2: Create partnerships with private industry, faith-based organizations, and community groups.

- Engage businesses, technology firms, faith leaders, schools, healthcare partners, non-profit and community organizations as prevention partners, by building trust, sharing threat awareness guidance, and integrating them into local violence prevention efforts.
- Develop and disseminate tailored outreach tools and resources to increase bystander engagement, strengthen trusted reporting, and equip community members to recognize, report, and respond to early warning behaviors.

Goal 4: Support Vulnerable Populations and Address Risk Factors

Many individuals who commit targeted violence experience significant life stressors, such as social isolation, economic hardship, trauma, humiliation, or other destabilizing pressures. Addressing these underlying risk factors is an important part of prevention.

By integrating mental health services, social support systems, early intervention programs, and community-based resources, Pennsylvania can reduce isolation, increase protective factors, and improve the likelihood that individuals of concern are connected to support before violence

occurs. Where feasible, Pennsylvania will continue to strengthen awareness of available intervention resources and improve coordination among prevention practitioners and the systems best positioned to provide care, support, monitoring, or protective intervention.

Continuum alignment: Goal 4 spans the continuum. It supports primary prevention by reducing isolation and strengthening protective factors; secondary prevention by connecting individuals of concern to supports, monitoring, and intervention resources; and tertiary prevention when stabilization, care, and follow-up reduce recurrence, retaliation, or continued harm after a major disruption.

Objective 4.1: Strengthen Community-Based Prevention Networks to Support Individuals at Risk

- Establish a statewide consortium of trusted community organizations, non-profits, and service providers to serve as a coordinated prevention network, offering trauma-informed, culturally responsive support for individuals at risk of isolation, radicalization, or violent mobilization, and reducing pathways to violence through connection, care, and early intervention.
- Expand faith-based and cultural outreach initiatives to engage underrepresented and high-risk communities in violence prevention efforts.
- Expand training and resources for community-based organizations to identify and respond to early warning behaviors using non-carceral intervention pathways grounded in support, de-escalation, and care.

Goal 5: Sustainability and Continuous Improvement

The evolving nature of threats to public safety, including the rise of online radicalization, mass shootings, and hate-based violence, necessitates a flexible and well-funded prevention strategy. Without adequate initial funding, prevention programs may struggle to maintain operations, update training, or expand outreach efforts. Additionally, regular evaluation and adaptation are essential to ensure the strategy remains responsive to emerging threats. By prioritizing long-term funding mechanisms, data-driven measurement and evaluation, and policy development, Pennsylvania can build a lasting, adaptable framework for preventing targeted violence and terrorism.

Continuum alignment: Goal 5 is cross-cutting and supports all three prevention levels. Sustainable funding, evaluation, adaptation, training, policy development, and implementation guidance help the Commonwealth maintain primary prevention outreach, secondary prevention assessment and intervention capacity, and tertiary prevention learning and recurrence-reduction efforts.

Objective 5.1: Secure funding for long-term implementation and evaluation of the strategy.

- Establish a consistent funding mechanism to build and sustain BTAM capabilities across sectors, including training, technology integration, staffing, and operational support.

- Pursue sustainable funding opportunities through state and federal grants, as well as public-private partnerships, to enhance and expand violence prevention initiatives.

Objective 5.2: Continuously evaluate and refine the strategy to address emerging threats, improve effectiveness, and respond to changing needs and evidence.

- Conduct annual assessments of program effectiveness, using data-driven measurement and evaluation and stakeholder feedback.
- Adapt initiatives and training modules to address new threat landscapes, technological advancements, and evolving best practices.

Objective 5.3: Conduct recurring strategy reviews and implementation assessments.

- Review progress against priority actions, partner engagement, and practical performance indicators on a recurring basis.
- Use lessons learned, emerging threat information, and stakeholder feedback to refine future implementation guidance, resource allocation, and strategy updates.

Roadmap to Implementation



To support implementation, Pennsylvania will use a phased approach that builds coordination, validates governance decisions, and expands capabilities over time. The roadmap below is intended as a planning construct rather than a binding operational mandate; progress will depend on resources, authorities, partner readiness, and leadership decisions. As an initial step, OHS will convene or formalize a cross-sector implementation working group to refine priorities, clarify roles, and develop companion implementation guidance.

Phase 1: Strategy Activation, Governance & Capacity Building (0-12 Months)

Establish Governance and Coordination

- Clarify governance, monitor progress, and identify decision points related to strategy execution, implementation responsibilities, and future goals and objectives.
- Convene or formalize a cross-sector implementation working group to validate partner roles, identify quick wins, and prioritize early actions tied to public education, resource alignment, governance questions, and future implementation planning.
- Identify regional and sector leads across Pennsylvania to support coordination at the county, municipal, institutional, and stakeholder levels.
- Establish a statewide prevention coordinator to oversee strategy implementation, facilitate partner coordination, monitor progress toward strategic objectives and advance priorities into actionable initiatives.

Develop Public Awareness Campaigns

- Promote and enhance education initiatives to inform the public on recognizing, reporting, and responding appropriately to concerning behaviors.
- Develop public service announcements (PSAs), digital resources, and community engagement materials that can be tailored for schools, faith-based communities, private-sector partners, and other stakeholders.
- Strengthen Behavioral Threat Assessment and Management (BTAM) Capabilities.
- Support existing and emerging BTAM teams and related programs through guidance, coordination, and resource development.

- Facilitate the standardization of guidelines, training pathways, and information-sharing practices across BTAM teams while promoting awareness of intervention resources.

Secure Initial Funding and Resources

- Identify and evaluate potential funding streams for SAFER Strategy priorities, including opportunities that can support training, coordination, outreach, and future implementation planning.
- Pursue federal and state grants, where appropriate, to support training, technology, outreach, and program expansion.
- Explore public-private partnerships and aligned sector support that may strengthen prevention initiatives and broaden stakeholder participation.

Terminology, Privacy, and Civil Rights Considerations

- For purposes of this strategy, Pennsylvania shall generally use widely accepted field terminology related to targeted violence prevention, behavioral threat assessment and management, reporting, intervention, and multidisciplinary coordination.
- Maintaining consistency in terminology will strengthen cross-sector understanding while avoiding unnecessary duplication of definitions that already exist in the field.
- Implementation of this strategy shall remain behavior-focused, non-profiling, and consistent with applicable privacy, civil rights, civil liberties, and information-sharing requirements. These considerations will continue to inform training, reporting, data handling, and multidisciplinary coordination throughout SAFER implementation.

Phase 2: Implementation & Program Expansion (12-24 Months)

Enhance Multi-Stakeholder Collaboration

- Further develop PA-TASC and related partnerships to support the expansion of BTAM-informed practices, the growth of CATO efforts, and stronger coordination among law enforcement, educators, mental health professionals, and community leaders.
- Establish partnerships among state, local, and private-sector entities to support information sharing, prevention coordination, and intervention efforts.

Improve Reporting & Threat Identification Systems

- Evaluate options for statewide coordination, resource sharing, and role-appropriate information-sharing mechanisms, including how existing trusted reporting pathways may support the strategy.
- Promote trusted public reporting mechanisms, including the *Safe2Say* Program, *See Something, Send Something*, and other established pathways, as tools for early identification and appropriate referral related to potential threats.

- Develop and maintain a centralized resource hub that organizes prevention initiatives, reporting pathways, intervention resources, training opportunities, partner contacts, and implementation guidance for stakeholders across the Commonwealth.

Strengthen SAFER Outreach Initiatives

- Conduct localized conferences, workshops, and outreach initiatives responsive to current and emerging threats, sector-specific needs, and community priorities.
- Provide support for BTAM initiatives as well as broader prevention, outreach, and resilience-building activities.
- Endorse and elevate state, federal, and partner-led training opportunities while continuing targeted OHS outreach and education efforts.

Phase 3: Evaluation, Adaptation & Sustainability (24+ Months & Ongoing)

Conduct Annual Performance Reviews

- Evaluate program effectiveness using data-driven assessments and stakeholder feedback.
- Identify gaps and adjust strategies based on emerging threats.

Institutionalize Long-Term Funding Mechanisms

- Establish permanent funding streams to support prevention initiatives, BTAM capability development, training, and evaluation.
- Advocate for legislative action to sustain the BTAM efforts within the SAFER Strategy long-term.

Foster a Culture of Continuous Learning & Innovation

- Update training initiatives to reflect new research, evolving threats, and lessons learned.
- Expand partnerships with universities and research institutions to improve best practices in threat prevention.
- Maintain and update the resource hub to provide ongoing support to partners and incorporate annual review of the hub into the Commonwealth's broader evaluation process.
- Develop an implementation and measurement framework that identifies lead entities, supporting partners, target timeframes, expected outputs, and practical indicators for each major action item in the strategy.



Scale Up & Expand the Strategy

- Assess the feasibility of new initiatives and programs for individuals exhibiting concerning behavior, with an emphasis on practicality, partner capacity, and alignment with available authorities.
- Explore emerging technologies for threat detection, data analysis, and community engagement.

Path Forward

To support implementation of the SAFER Strategy, the Governor's Office of Homeland Security will convene a cross-sector SAFER Strategy Working Group within 90 days of adoption.

The Working Group will help translate this Strategy into practical next steps by:

- Refining implementation priorities.
- Identifying partner roles and responsibilities.
- Aligning existing initiatives.
- Developing recommendations related to:
 - Governance.
 - Coordination.
 - Resources.
 - Training.
 - Measurement.

This phased approach allows Pennsylvania to move forward with a clear statewide framework while building the operational structure needed for long-term implementation.

Existing Pennsylvania Programs, Resources and Initiatives

As part of the implementation phase, the Working Group will develop and maintain a current inventory of aligned prevention programs, reporting pathways, sector-specific initiatives, and support resources that already contribute to Pennsylvania's prevention posture.

This inventory will help ensure that implementation:

- Builds on existing momentum.
- Highlights current areas of strength.
- Identifies opportunities for stronger coordination.
- Reduces duplication across programs and sectors.
- Supports more consistent statewide awareness of available resources.

At a minimum, the inventory will capture:

- Statewide and sector-based reporting mechanisms.
- School safety and threat assessment infrastructure.
- Faith-based and community outreach initiatives.

- Training and awareness offerings delivered or supported by OHS and partner agencies.
- Intervention-oriented resources.
- Other initiatives relevant to targeted violence and terrorism prevention.

Local Planning and Coordination Considerations

Because implementation will occur across county, municipal, institutional, and sector-based environments, the Working Group will develop planning considerations to help local partners adapt the SAFER Strategy to their own authorities, capabilities, and risk picture.

This work will focus on practical planning elements that support local ownership and flexible implementation rather than a one-size-fits-all model.

These planning considerations will include:

- Identifying a local lead entity or coordinating body.
- Inventorying existing capabilities and reporting mechanisms.
- Convening multidisciplinary partners.
- Determining the most practical operational model.
- Clarifying communication flow and referral expectations.
- Identifying priority capability gaps.
- Establishing a recurring review process to keep local efforts current and actionable.

Implementation and Measurement Priorities

To support long-term execution and continuous improvement, the Working Group will develop an implementation and measurement framework.

The framework will identify:

- Major action areas.
- Lead and supporting partners.
- Target timeframes.
- Expected outputs.
- Practical indicators of progress.

This framework will help Pennsylvania monitor implementation in a manner that is useful, realistic, and appropriately scaled.

Priority areas will include:

- Tracking outreach activity by sector and geographic reach.
- Documenting training delivery and capability-building efforts.
- Assessing the maturity and alignment of multidisciplinary teams and local planning efforts.
- Monitoring the development and use of resource tools and coordination mechanisms.
- Incorporating recurring reviews that capture lessons learned and improvement priorities over time.



Pennsylvania
**Governor's Office
of Homeland Security**