

From: [Itami, Brian](#)
To: [Wheaton, Kelly](#)
Cc: [Bauer, John; Kent, Linda <TSA OCC>](#)
Subject: FW: BDA Optimization Documents
Date: Wednesday, August 06, 2014 9:53:22 AM
Attachments: [BD Optimization CONOPS \(Final - 07.08.2014\).docx](#)
[BD Optimization Operational Handbook \(Final - 07.09.2014\).doc](#)
[BD Optimization SOP \(Final - 07.09.2014\).docx](#)
[BD Reference Guide \(Final - 07.09.2014\).docx](#)

Kelly,

Please find attached the BDA Optimization documents mentioned by Sarah Tauber and Mike Silata yesterday. When you are available, I can come up and discuss the briefing OSO and OSC provided this morning on the project; I will also fill Linda and John in when they return. We should receive additional documents (the new draft scoresheet, the optimization study, and information regarding planned outreach to civil liberties groups via OCRL) soon.

Thank you,
Brian

From: Silata, Michael
Sent: Thursday, July 31, 2014 5:10 PM
To: Gallun, Eric; Itami, Brian <TSA OCC>
Cc: Hamilton, Nathan; Blanchard, Jennifer
Subject: FW: BDA Optimization Documents

Eric and Brian,
Just saw John's out of office response. Please see below,
Thanks
Mike

From: Silata, Michael
Sent: Thursday, July 31, 2014 5:07 PM
To: Hudson, Bryan W.; Cobey, Matt (James); Bauer, John D <TSA OCC>
Cc: Hamilton, Nathan (b)(6); Blanchard, Jennifer; Brooks, Alvin
Subject: BDA Optimization Documents

Bryan and John,
Please see the following attachment for Optimization. Optimization is basically a continual evolution of the Program. One component of Optimization includes OSC's work with the American Institute of Research (AIR) in updating the indicators and scoring process. (b)(5)

I am copying in Jen Blanchard who can provide some added content/clarity on Optimization. At this time we plan to pilot the effort at PDX in October of this year. This will be an on-going effort as we'll start at PDX and then plan to expand to four other airports. There after we plan to expand to 50 airports and potentially a national roll out.

In an effort to coordinate the documents we are seeking your review of the following documents. We have highlighted the back ground to each document to help with your review.

- BDA Optimization SOP: Required guidelines that achieve uniformity in the performance of the BDA Optimization process flows.
- BDA Optimization Operational Handbook: Detailed criteria required within each BDA Optimization process flow, including BDA assessments and thresholds, Environmental Baselines, and individual indicator descriptions.
- Behavior Detection Reference Guide (BDRG): An internal document for TSA HQ that provides a high-level overview of the BDA Optimization process, assessments, and thresholds. In addition, this document is intended to be used as a detailed overview of the BDA Optimization pilot for individuals not familiar with TSA behavior detection capabilities.
- Behavior Detection CONOPs: High level description of the Optimization pilot model and the justifications for the Optimization efforts.

As we move forward both (b)(6) (OSO/BDA) and (b)(6) (OSC) will be your POCs should you have any questions or concerns. Additionally we are interested in conducting a live brief overview of the effort this following week where possible to provide added clarity. Please let us know if this works well and we'll plan to coordinate as such.

Thanks

Mike

~~SENSITIVE SECURITY INFORMATION~~

BEHAVIOR DETECTION AND ANALYSIS PROGRAM

OPTIMIZATION PILOT OPERATIONAL HANDBOOK



Transportation
Security
Administration

Version 1.0

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CONTROL PAGE

CHANGE NUMBER	DATE	POSTED BY

This handbook is effective immediately upon signature.

APPROVAL

Signed

Sarah M. Tauber

Behavior Detection and Analysis, Branch Manager

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1. INTRODUCTION AND PURPOSE

The purpose of this Handbook is to establish guidelines to supplement the BDA SOP and other BDA-related policies and procedures. This Handbook includes the Indicator Reference Guide, BDA Referral Report, required guidance for BDA Plain Clothes Operations (PCO), BDA Visible Intermodal Prevention and Response (VIPR) deployment guidance, and the BDO Return to Duty protocol. Unique from other layers of security, Behavior Detection (BD) techniques are unobtrusive, threat agnostic, applied in real time, and free of large equipment. Thus, these methods can be implemented in a variety of settings and checkpoint configurations to help identify potentially high-risk travelers and route them toward a higher level of screening.

Included in this Handbook are the steps required when conducting the BD process, threshold decisions, behavioral indicators (including those that require automatic law enforcement notification – i.e., Auto LEO indicators), and non-behavioral indicators. The general BD process is discussed first, followed by detailed guidelines for conducting the steps during each BD task (e.g., Behavior Detection Referral (BDR) Screening).

In addition to outlining the BD process, there are separate sections outlining the Managed Inclusion (MI) process, PCO, Playbook, VIPR deployment, and BDO RTD.

(b)(3)-49 U.S.C. § 114(r) Essential job functions will be applied in the same fashion in most instances where BDOs are stationed. This document provides further explanation for situations requiring a different approach (e.g., Managed Inclusion). It is important for BDOs and Behavior Detection & Analysis (BDA) Managers to be familiar with the BDA SOP, Playbook SOP, RBS MI to Pre✓™ Field Assessment SOP, Travel Document Checker (TDC) SOP, and the Checkpoint SOP (among others, as applicable) to understand these concepts fully and apply behavior detection appropriately, as there are specific job duties and tasks required that may not be included herein.

1.1 DEFINITIONS

Accessible Property – Property that is intended to be accessible to the individual in the sterile area or in the cabin of an aircraft.

Active Engagement (AE) – A BDA-specific procedure in which one BDO conducts direct brief verbal exchanges with individual(s) while his or her BDO partner observes the individuals' reactions to the engagement.

Artfully Concealed Item – An item hidden on a person or in his/her property to evade detection.

Articulate Belief – A belief that can be put into words and explained to others and is based on observations that suggest an individual or an item may be a threat to transportation security.

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Automatic LEO (Auto LEO) – Any instance in which it is necessary to immediately notify Law Enforcement Officers (LEO) for assistance and awareness of a situation. This can include situations in which specific indicators have been observed by BDOs that are serious in nature and require immediate assistance by Law Enforcement.

Behavior Detection – The process of detecting behaviors and activities that deviate from an established environmental baseline. Individuals whose behaviors meet or exceed predetermined thresholds are referred for additional screening or law enforcement intervention.

BDA Coordinator – An Assistant Federal Security Director (AFSD), Deputy AFSD (DAFSD), or I band BDA TSM assigned by the FSD to provide general oversight of the BDA program at an airport.

Behavior Detection Referral (BDR) – Individual(s) requiring additional screening per BDA protocol.

BD Referral (BDR) Screening – An enhanced screening process for individuals who are deemed a BDO Referral (b)(3):49 U.S.C. § 114(r)

BDA Referral Report – A document used to record each BDR, including the exhibited behavior cues and appearance factors and the resolution thereof, which is recorded daily in the respective module within PMIS.

BDA Transportation Security Manager (BDA TSM) – A Behavior Detection-certified Transportation Security Manager who is responsible for the local operations of the BDA Program and supervision of BDOs. All conditions which apply to BDA TSM herein also apply to any BD-certified designee who assumes BDA TSM responsibilities in his or her absence.

Behavior Detection Officer (BDO) – Any Master or Expert 1802-series employee who is certified in and authorized to conduct Behavior Detection.

BDO Efficiency and Accountability Metrics (BEAM) – An online database used by TSA to record the daily activity of BDOs.

Behavior Resolution – The process of determining the reason for an individual's BDA-related behaviors by gathering information from the individual through RESOLUTION CONVERSATION

(b)(3):49 U.S.C. § 114(r)

Environmental Baseline – Behaviors and appearances that are typical and expected at the time and location where Behavior Detection is being conducted.

Exclusion Threshold – The predetermined threshold during Managed Inclusion (MI) operations that determines if a passenger is to be excluded from the MI lane and returned to the Standard

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screening lane.

Explosives Trace Detection (ETD) – A device certified by TSA to detect explosive particles on objects intended to be carried into the sterile area or transported onboard an aircraft.

Improvised Explosive Device (IED) – A device that has been fabricated in an improvised manner and incorporates explosives or destructive, lethal, noxious, pyrotechnic, or incendiary chemicals in its design. Generally, an IED will consist of an explosive, a power supply, a switch or timer, and a detonator or initiator.

Individual Baseline – Behaviors typical of an individual; these behaviors represent what is normal for an individual and will vary from individual to individual.

Initial Strategy – The development of a strategy detailing the planned execution of procedures discussed between BDO team members prior and during the operational deployment of BD.

Law Enforcement Officer (LEO) – A sworn employee of a government entity who has full power of arrest, and is trained to enforce the criminal laws of the jurisdiction(s) in which he or she is commissioned. Federal LEOs include U.S. military police, U.S. Capitol Police, and LEOs who have been deputized as Federal LEOs. Non-Federal LEOs include state, territorial, tribal, local, and rail police officers.

Low-Risk Indicator – A BDA-specific term describing an indicator that represents a low-risk traveler, as defined by TSA and assessed within BD protocols.

Managed Inclusion (MI) – The preapproved application of Real-Time Threat Assessment (RTTA) capabilities and technology solutions to safely increase individual volume and flow through TSA Pre✓™ lanes by identifying individuals to be redirected to TSA Pre✓™ when operationally feasible.

Performance and Results Information System (PARIS) – An application that tracks information about security incidents, inspections, and investigations at the nation's ports. PARIS also stores detailed profile information (including name and address) for each port, carrier, and indirect carrier for all modes of transportation.

Performance Measurement and Information System (PMIS) – A software application through which TSA records and analyzes daily operational information to achieve performance goals. PMIS also contains a module to capture BDRs and Playbook information.

Personally Identifiable Information (PII) – Any information that permits the identity of an individual to be directly or indirectly inferred, including any other information that is linked or linkable to that individual regardless of whether the individual is a U.S. citizen, legal permanent resident, or a visitor to the United States.

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Physiological Response – The grouping of indicators in the behavior detection process that are related to biological changes that occur in response to one’s environment. These responses are automatic and typically are beyond the individual’s control, driven by their central nervous system and the body’s natural response to emotion-provoking situations.

Plain Clothes Operations (PCO) – A BDA-specific operation that permits BDOs to conduct Behavior Detection observations while on duty in plain clothes. PCO may be performed only by certified BDOs upon approval by the FSD.

Playbook – A risk mitigation program that provides a menu of security countermeasure Plays that make use of various TSA and non-TSA security assets deployed in a random or unpredictable manner in order to deter and detect terrorist planning activities and attacks.

Prohibited Items – Items that are not allowed to be transported in accessible property, on an individual’s person, or in checked baggage.

Resolution Conversation (RC) – A BDA-specific procedure consisting of a voluntary, informal interview of an individual used to resolve observed BDA behavior(s).

Real-Time Threat Assessment (RTTA) – Capability that provides identification of threats in a live environment in real-time. Examples include BDOs and PSC teams.

Resolution – The end goal and result of the Resolution Conversation during a BDR. The BDO must attempt to gain resolution by asking the individual involved in the BDR (b)(3):49 U.S.C. § 114(r) to help determine the appropriate course of action.

Screening Checkpoint – A screening location at the entry to a sterile area.

Screening Location – Each site where individuals, accessible property, or checked baggage is inspected for explosives, incendiaries, weapons, or other prohibited items. These locations include the screening checkpoint, boarding gate, concourse, lobby, or baggage make-up areas where checked baggage is inspected with an Explosive Detection System (EDS) and/or ETD. They also include locations where cargo is inspected, and any other location chosen by the FSD.

Selectee – A person designated for Selectee Screening by a process as decided and approved by TSA.

Selectee Screening – An enhanced screening process for selectees and their accessible property and checked baggage.

Sensitive Personally Identifiable Information (SPII) – Personally identifiable information, which if lost, compromised, or disclosed without authorization, could result in substantial harm, embarrassment, inconvenience, or unfairness to an individual. Complete social security numbers

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(SSN), alien registration numbers (A-number) and biometric identifiers (such as fingerprint, voiceprint, or iris scan) are considered Sensitive PII even if they are not coupled with additional PII. Additional examples include any grouping of information that contains the individual's name or other unique identifier plus one or more of the following elements: driver's license number, passport number, or truncated SSN (such as last-4 digits); date of birth (month, day, and year); citizenship or immigration status; financial information such as account numbers or electronic funds transfer information; medical information; system authentication information such as mother's maiden name, account passwords, or personal identification numbers (PIN).

Special Events – Domestic events, activities, or meetings that do not rise to the level of NSSE but which are significant in nature. Special Events may represent attractive terrorist targets due to their size, location, media coverage, number of attendees, participation by dignitaries, proximity to critical infrastructure, historical/political/symbolic significance, or other factors.

Sensitive Security Information (SSI) – Information obtained or developed in the conduct of security activities, including research and development, the disclosure of which TSA has determined would constitute an unwarranted invasion of privacy, reveal trade secrets, disclose privileged or confidential information obtained from any person, or be detrimental to transportation security.

Sterile Area – A portion of an airport, defined in the airport security program, that provides individuals access to boarding aircraft and to which the access is generally controlled by TSA, or by an aircraft operator under 49 CFR part 1544, or a foreign air carrier under 49 CFR part 1546, through the screening of persons and property.

Stress Point – Any point at which an individual is most likely to exhibit behavior cues and appearance factors resulting from a heightened emotional state associated with stress, fear, or deception.

Transportation Information Sharing System (TISS) – A Suspicious Incident Reporting (SIR) database of the Federal Air Marshal Service (FAMS). The TISS contains suspicious incidents reported by FAMS as well as numerous Federal, State and local law enforcement agencies and security professionals who secure our nation's transportation sector.

Travel Companion – A BDA-specific term used to identify individual(s), whether flying or not, accompanying an individual under BDO observation.

Trip Story – (b)(3):49 U.S.C. § 114(r)

(b)(3):49 U.S.C. § 114(r)

Unusual Item – Any item that a passenger has no apparent reason to possess and the may be indicative of suspicious activity related to transportation security.

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Visible Intermodal Prevention and Response (VIPR) – TSA's deployment of personnel and equipment to augment the security of a mode of transportation at any location in the United States in coordination with Federal, State, and local security partners and in accordance with a Deployment Operations Plan.

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1.2 ACRONYMS

AE	Active Engagement
AIT	Advanced Imaging Technology
BEAM	Behavior Detection Officer (BDO) Efficiency and Accountability Metrics
BD	Behavior Detection
BDA	Behavior Detection and Analysis
BDA TSM	Behavior Detection and Analysis Transportation Security Manager
BDO	Behavior Detection Officer
BDR	Behavior Detection Referral
DAFSD	Deputy Assistant Federal Security Director
FSD	Federal Security Director
ID	Identification
IVCC	Identity Verification Call Center
LEO	Law Enforcement Officer
LGA	Liquids, Gels, and Aerosols
NSSE	National Special Security Event
OLC	Online Learning Center
PARIS	Performance and Results Information System
PCA	Program Compliance Assessment
PCO	Plain Clothes Operations
PIMS	Performance Information Management System
PMIS	Performance Measurement Information System

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RC	Resolution Conversation
SOP	Standard Operating Procedures
SPD	Standard Pat Down
SSI	Sensitive Security Information
STSO	Supervisory Transportation Security Officer
TDC	Travel Document Check
TISS	Transportation Information Sharing System
TSO	Transportation Security Officer
TSOC	Transportation Security Operations Center
TSS-E	Transportation Security Specialist - Explosives
VIPR	Visible Intermodal Prevention and Response
WTMD	Walk-Through Metal Detector

1.3 DOCUMENT CONTROL AND AVAILABILITY

This SOP contains Sensitive Security Information (SSI). It must be handled, safeguarded, and audited as described in OD-400-18-6 series, Safeguarding Standard Operating Procedures.

Local TSA Management must establish appropriate means to ensure that this document is available to all BDOs, BDA Managers, BDA Coordinators and those designated by the FSD as having a need-to-know:

Direct all questions to the TSA BDA Program at BDA.mailbox@tsa.dhs.gov

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2. BEHAVIOR DETECTION PROCESS

2.1 INTRODUCTION

The following steps are required when conducting BD:

- A. Establish an Environmental Baseline (in certain cases, Individual Baseline assessments may also be made);
- B. Behavior Observation and Analysis;
- C. Active Engagement (AE);
- D. BDR Screening when threshold is met;
- E. LEO notification/referral when threshold is met; and
- F. BDA Referral Report documentation and other applicable reporting, as required.

During BD, BDOs observe for individuals who deviate from the environmental baseline or exhibit behaviors as outlined in the Behavior Detection Reference Guide. BDOs work in pairs to:

- Increase observation coverage;
- Confer and concur what each BDO is or has been assessing;
- Safeguard against profiling of any nature, whether it be racial, ethnic, religious, or otherwise;
- Have the ability to conduct passenger interactions while simultaneously observing the interactions and crowd at large; and
- Seamlessly conduct (b)(3):49 U.S.C. § 114(r) during Behavior Detection Referral (BDR) Screening.

Prior to beginning BD, BDOs must discuss initial strategies of how their various job duties will be carried out. To maintain alertness and proficiency in each role, BDOs must rotate duties during the shift. It is beneficial to determine proactively the length of time each BDO will conduct a given function so that seamless transitions occur. When establishing an initial strategy, BDOs must address the following, at a minimum, to increase teamwork:

- (b)(3):49 U.S.C. § 114(r)
- (b)(3):49 U.S.C. § 114(r)
- Positioning;
- Approximate length of time in each role before a rotation of roles; and
- How to effectively communicate with one another throughout the process.

(b)(3):49 U.S.C. § 114(r)

2.2 ESTABLISHING AN ENVIRONMENTAL BASELINE

The BD process begins with the assessment of the environmental baseline, during which time BDOs consider the factors that characterize the time and place in which behavioral observation is being conducted. Once the environmental baseline is established, the BDOs will begin observation at their assigned location. When at a checkpoint location, BDOs will observe the

(b)(3):49 U.S.C. § 114(r)

Prior to beginning observation, the BDOs will agree on what the environmental baseline is and how they will continuously update that baseline. The BDO team must determine the appropriate baseline given the following factors:

(b)(3):49 U.S.C. § 114(r)

occurrences.

When there are obvious shifts in the above factors (b)(3):49 U.S.C. § 114(r) the BDO team must re-establish the environmental baseline to effectively assess any deviations. These adjustments can be made by staying in constant communication with one another and maintaining situational awareness.

2.3 ESTABLISHING INDIVIDUAL BASELINES

In addition to the environmental baseline, BDOs must also establish individual baselines as appropriate. To effectively assess certain behavioral indicators (b)(3):49 U.S.C. § 114(r) an individual baseline is necessary. To establish this baseline, it is important for the BDO to observe an individual for a period of time, however short, to gauge their normal state compared to reactions to the current situation (b)(3):49 U.S.C. § 114(r). There may be instances in which this baseline is unachievable, meaning there is (b)(3):49 U.S.C. § 114(r) (b)(3):49 U.S.C. § 114(r) to permit accurate individual baseline assessment. For these situations, the BDO cannot effectively assess certain indicators and should keep this limitation in mind throughout the BD process.

For example, (b)(3):49 U.S.C. § 114(r)

2.4 ACTIVE ENGAGEMENT (AE)

The purpose for engaging individuals in brief verbal exchanges is to observe for behavioral indicators exhibited by those who may be experiencing fear or stress, because they fear detection and/or are overly stressed about their true intent being discovered (e.g., smuggle bomb components through the checkpoint to construct an IED). The goal is not to engage with every single individual. Rather, it is to interact with as many people as practical to gauge reactions of the individuals to the (b)(3):49 U.S.C. § 114(r)

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(b)(3):49 U.S.C. § 114(r)

(b)(3):49 U.S.C. § 114(r)

When engaging individuals, BDOs must always approach in a professional and courteous manner. Attempting to build rapport quickly will ensure that the BDO's behavior does not artificially escalate an individual's behavior in a negative way, which may result in an unwarranted referral. This engagement is meant to be innocuous to the typical traveler who does not have malintent. However, it is intended to increase the stakes for those who do, which may affect their behavior.

(b)(3):49 U.S.C. § 114(r)

(b)(3):49 U.S.C. § 114(r)

(b)(3):49 U.S.C. § 114(r)

2.5 PROCESS FLOW AND THRESHOLD DECISIONS

BDOs must communicate with their partner and make the necessary notifications while continuing to observe and/or engage the individual. However, if the situation is critical and the BDO feels that further engagement is not warranted for safety reasons, BDOs must continue to observe the individual(s) and await LEO arrival. The individual (b)(3):49 U.S.C. § 114(r) must still undergo Behavior Detection Referral (BDR) Screening in addition to the LEO Referral. Depending on the seriousness of the situation and/or the response time of the LEO(s), BDR Screening may be put on hold or superseded by any actions the LEOs determine necessary. BDOs must maintain observation, as appropriate, and follow-up with LEOs when possible to determine what steps were taken as well as what the final outcome was. Ensure all BDR Screening processes are completed before allowing the individual to proceed into the sterile area.

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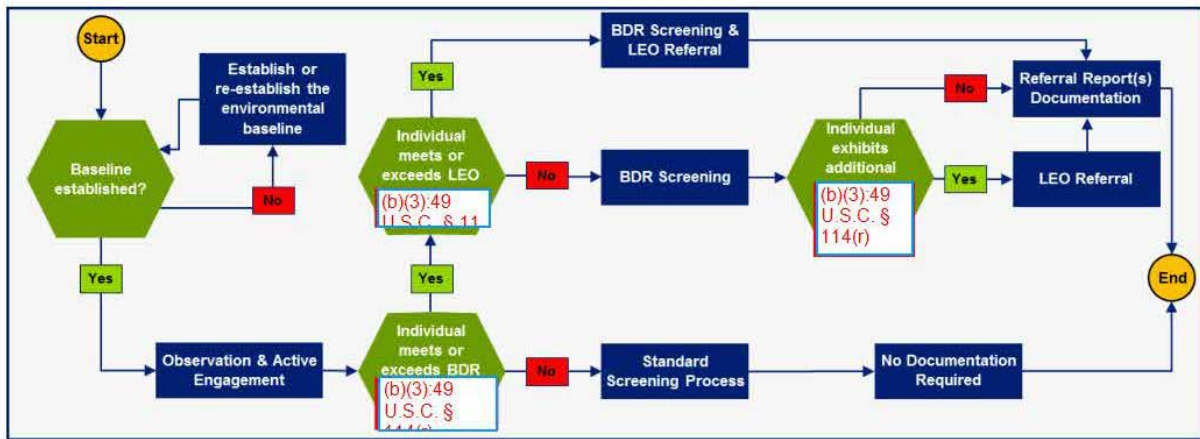
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If the individual exhibited (b)(3):49 U.S.C. § 114(r) the BDOs must conduct BDR Screening and a LEO Referral. The BDOs will continue to observe the passenger as he/she proceeds through the checkpoint, mentally recording any other indicators they may observe, following up with BDR Screening and subsequent LEO Referral.

If, during BDR Screening, additional indicators are observed that would bring the (b)(3):49 U.S.C. § 114(r) then a LEO Referral is required and notifications must be made. For example, if a passenger exhibits (b)(3):49 U.S.C. § 114(r) the individual must undergo BDR Screening. If, (b)(3):49 U.S.C. § 114(r) a LEO Referral is required. These can be any of the indicators not previously assessed; indicators may not be assessed more than once on the same individual.

For a detailed description of each indicator and the Behavior Detection assessment process, refer to Appendix 1, the Indicator Reference Guide.

BEHAVIOR DETECTION PROCESS FLOWCHART



2.6 REFERRAL SCREENING

Individuals entering the screening checkpoint who display (b)(3):49 U.S.C. § 114(r) must undergo BDR Screening, which consists of three primary components:



During this process, all indicators can be assessed. However, (b)(3):49 U.S.C. § 114(r)

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(b)(3):49 U.S.C. § 114(r)

The BDO must communicate clearly with his/her partner to ensure the BDR (b)(3):49 U.S.C. § 114(r) are properly identified and routed for BDR Screening.

BDOs will make note of the individual's belongings and inform the TSO(s) positioned at the Walk Through Metal Detector (WTMD) and/or the Advanced Imaging Technology (AIT) that a BDR Screening is taking place. BDOs must:

- 1) Confirm the identity of the passenger meeting the BDR threshold (b)(3):49 U.S.C. § 114(r) (b)(3):49 U.S.C. § 114(r)
- 2) Communicate the requirement for the TSO to conduct a (b)(3):49 U.S.C. § 114(r)
- 3) (b)(3):49 U.S.C. § 114(r)

(b)(3):49 U.S.C. § 114(r)

The BDOs should make every attempt to keep the BDR Screening process as seamless as possible when routing the individual for enhanced screening. The BDOs must conduct (b)(3):49 U.S.C. § 114(r)

(b)(3):49 U.S.C. § 114(r)

(b)(3):49 U.S.C. § 114(r)

At all times, the BDOs must remain professional and customer service oriented in order to establish and build the rapport necessary for a successful interview.

If an individual meets the LEO Referral threshold of (b)(3):49 U.S.C. § 114(r) a LEO Referral will be required. It is important for the BDO to keep track of where and when in the screening process each indicator was observed so that it can be identified in the Referral Report.

2.7 ACCESSIBLE PROPERTY SEARCH

(b)(3):49 U.S.C. § 114(r)

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(b)(3):49 U.S.C. § 114(r)

2.8 UNUSUAL ITEMS

(b)(3):49 U.S.C. § 114(r)

2.9 RESOLUTION CONVERSATION (RC)

The BDO whose primary task is to conduct RC should ask (b)(3):49 U.S.C. § 114(r) questions that are focused on indicator resolution (b)(3):49 U.S.C. § 114(r)

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(b)(3):49 U.S.C. § 114(r) This BDO must conduct RC and observe for all indicators. The tone of RC be should courteous and professional, and in no way accusatory. Establishing rapport and remaining courteous throughout RC will result in a more productive referral.

The BDO conducting RC will remain in constant communication with his/her BDO partner conducting the bag search to ensure nothing is overlooked. (b)(3):49 U.S.C. § 114(r)

(b)(3):49 U.S.C. § 114(r) There may be instances in which a change in roles is necessary due to the individual not responding or seeming uncomfortable with the BDO conducting RC. The BDO conducting the property search may have better rapport with the traveler and can take over while his/her partner resumes the property search. These roles are fluid and BDOs should use their judgment on how best to proceed, given the circumstances.

When asking questions, the BDO conducting RC must use active listening skills to ask appropriate questions and to obtain the trip story and, ultimately, resolution. If indicators are observed, the BDO will

(b)(3):49 U.S.C. § 114(r)

It may not be possible to gain resolution for each indicator observed, so it is necessary to attempt to gain resolution for the indicators as a whole. BDOs will gather all information collected during RC and make a determination on whether the information provided, (b)(3):49 U.S.C. § 114(r)

(b)(3):49 U.S.C. § 114(r) If the individual's behavior does not escalate further or there are no other indicators present that warrant LEO intervention, the individual is clear to proceed to the sterile area.

(b)(3):49 U.S.C. § 114(r)

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2.11 REPORT DOCUMENTATION

For every BDR, a Referral Report must be completed and entered into the appropriate TSA database for data analysis purposes. Immediately following a BDR Screening, BDOs must record all relevant information into their BDA-designated notebooks for inclusion into the BDA Referral Report to ensure accuracy. BDA-designated notebooks must be utilized since memory is affected by the passage of time and can significantly alter the accuracy of a report. Subsequent referrals, incidents, or other activities may inhibit the BDOs' precise recollection of events. Notebook entries must be completed in a location that is away from the BDR(s) and the general traveling population to ensure protection of SSI. Elements to be recorded into the BDA-designated notebooks from a BDR Screening will include (at a minimum):

- Location;
- Start and end times of the observation and BDR Screening (approximate time of when the first indicator was observed through to conclusion of BDR Screening);
- Information specific to the environmental baseline;
- Indicators observed and where these were first observed;
- Types of questions asked during RC and the passenger's responses (provide as much detail as possible);
- Information pertaining to LEO involvement, as applicable;
- Resolution and any other relevant information about outcome(s);
- Boarding pass / flight information, such as airline and destination details; and
- BDO roles throughout the process.

This information will help ensure that the BDO's Referral Report is complete and accurate. Once the information is recorded into the notebooks, the BDOs will discuss strategies (e.g., re-establish the environmental baseline) and resume observation and AE.

The BDOs must complete a BDA Referral Report for each individual referred, using the

(b)(3):49 U.S.C. § 114(r)

A

separate TSA Incident Report, TSA Form 414, is required for those instances that result in an LEO Referral. The corresponding Incident Report numbers, if available, will be referenced on the BDA Referral Report and entered into a predetermined TSA database. The BDA Referral Reports and Incident Reports must not be attached or maintained together.

When practical, photos and photocopies of applicable documentation and images of prohibited items should be made and attached to the Incident Report. This Report must also include all elements listed above with one exception; Personally Identifiable Information (PII) cannot be entered into these reports. It is recommended that all reports be completed at the same time to ensure accuracy.

There are several requirements for adequate report writing. The BDO must:

- Write in plain language that is understandable for those who may not be as familiar with BDA processes;
- Not include passenger PII in the BDA Referral Report. Additionally, no LEO or other non-TSA personnel PII will be recorded;
- Complete the Resolution Notes section of the report with as much detail as possible, including the Who, What, When, Where, Why, and How elements. If the BDO is unsure whether a piece of information is relevant, it is best to err on the side of caution and include it (without PII).
- Ensure that all sections of the report are completed, to include all drop-down options.

3. OTHER BDO DEPLOYMENTS

3.1 MANAGED INCLUSION (MI)

Managed Inclusion (MI) is a process that utilizes BD coupled with Passenger Screening Canines (PSC) (b)(3):49 U.S.C. § 114(r) to incorporate Real-Time Threat Assessment (RTTA) capabilities to increase the population eligible for TSA Pre✓™ screening. BD is used as a method for excluding individuals based on observed behavioral indicators. Once excluded from the TSA Pre✓™ screening lane(s), these passengers are routed into standard screening lanes. If an individual meets or exceeds the BDA threshold(s), those individuals will be routed into the standard screening lane and BDOs will continue with BDR Screening.

During MI, and when resources are available, it is important to have a BDO team conducting BD in the standard screening lane(s). (b)(3):49 U.S.C. § 114(r)

(b)(3):49 U.S.C. § 114(r)

(b)(3):49 U.S.C. § 114(r)

C. MI-2

(b)(3):49 U.S.C. § 114(r)

3.2 PLAYBOOK

(b)(3):49 U.S.C. § 114(r)

4. BDO PLAINCLOTHES OPERATIONS (PCO)

4.1 SUMMARY

The Federal Security Director (FSD) may use PCO to extend security beyond the screening checkpoint or enhance BD observation capabilities. PCO BDOs must conduct BD as directed by the FSD or the BDA Coordinator in accordance with this guidance and the BDA SOP.

This guidance outlines the PCO BDOs' roles and responsibilities including but not limited to:

- BDO requirements;
- Dress code;
- Procedures;
- Primary areas of operation;
- Surveillance and the Terrorist Planning Cycle; and
- Reporting requirements.

Uniformed BDO coverage of the security checkpoints remains the first priority.

4.2 DRESS CODE

The PCO BDO must:

(b)(3):49 U.S.C. § 114(r)

4.3 PROCEDURES

PCO BDOs must:

(b)(3) 49 U.S.C. § 114(r)

PCO BDOs must NOT:

(b)(3) 49 U.S.C. § 114(r)

4.4 PRIMARY AREAS OF DUTY

(b)(3) 49 U.S.C. § 114(r)



4.5 SURVEILLANCE AND THE TERRORIST PLANNING CYCLE

PCO BDOs must be aware of the terrorist planning cycle, as it relates to PCO areas of operations, to more effectively detect pre-operational planning of terrorist activity.

- 1) The seven phases of the Terrorist Planning cycle:
 - a. Broad Target Selection
 - b. Intelligence Gathering and Surveillance
 - c. Specific Target Selection
 - d. Pre-Attack Surveillance and Planning
 - e. Rehearsals
 - f. Execution
 - g. Escape and Exploitation

An understanding of surveillance activity as a significant aspect of the terrorist planning cycle may help PCO mitigate the threat posed by terrorists prior to the execution of an attack.

- 1) BDOs must review the Auto LEO indicators and indicators in the surveillance grouping, as described in the Behavior Detection Reference Guide.

Surveillance Definition:

- 1) The Department of Homeland Security (DHS) Office for Bombing Prevention (OBP) defines surveillance as:
 - a. The act of keeping persons, facilities, or vehicles under observation for the purpose of acquiring details relating to vulnerability, patterns, and any other factors that relate to attack planning.
 - b. Surveillance is discreet and does not require elaborate disguises or equipment

4.6 PCO REPORTING REQUIREMENTS

- 1) (b)(3):49 U.S.C. § 114(r)
(b)
(3):49.11
- 2) All PCO activities must be entered into the BEAM database, if applicable, by the end of each operational day and include the following:
 - a. Specific areas of operation.
 - b. A description of any incidents, including details such as time, location, reason, and responding LEO, if applicable.
 - c. Any other pertinent information such as unattended luggage/vehicles, trends and/or anomalies discovered, etc.
- 3) At airports where the BEAM Database is not operational, PCO activities must be entered into the daily shift summary by the end of each operational day.

5. VISIBLE INTERMODAL PREVENTION AND RESPONSE (VIPR) OPERATIONS

5.1 ROLES AND RESPONSIBILITIES

The primary role of a BDO within VIPR operations is to identify high risk individuals. Through trained behavior observation and analysis, BDOs identify individuals whose behaviors deviate from the expected norm (environmental baseline) at the given location of VIPR operations. BDOs are to report any observations and/or activities to a Federal Air Marshal (FAM) or other participating LEO. During VIPR operations BDOs work in two capacities:

A. Uniformed BDO while on VIPR

The BDA SOP articulates that BDOs will work in pairs when conducting BD. (b)(3):49 U.S.C. § 114(r)

(b)(3):49 U.S.C. § 114(r)

B. PCO BDO while on VIPR

BDOs participating in VIPR activities may assist the VIPR operation in a PCO status only when approved by the FSD and FAMS Special Agent in Charge (SAC). This activity may provide additional resource capabilities. PCO-BDO can be conducted when the following parameters are adhered to:

(b)(3):49 U.S.C. § 114(r)

(b)(3)-49 U.S.C. § 114(r)

5.2 SUSTAINMENT REQUIREMENT

As reflected in the OSO message "Implementation Guidance for Changes in the VIPR Program," while on VIPR assignment, BDOs will be detailed to the Office of Law Enforcement (OLE) / FAMS SAC Office and report directly to the OLE/FAMS SAC. The BDOs must maintain their requirements and will be required to sustain in their BDO duties for 16 hours every pay period. That is, 80% of the BDO's time will be scheduled with VIPR activity and 20% will be scheduled for BDO duties at the airport. This sustainment will be coordinated with the OLE/FAMs and local TSA management. If assigned BDOs are unable to sustain in their regular BDO duties by being allocated to the airport for 16 hours per pay period, they must complete the applicable BDO Return to Duty (RTD) requirements.

6. BDO RETURN TO DUTY (RTD) TRAINING RECORD

6.1 INTRODUCTION

This guidance is intended to provide the user with an overview of the BDO and BDA Transportation Security Manager (TSM) Return to Duty (RTD) Training Record. Once completed, the BDO RTD Training Record is to be turned in to the local Training Manager/Training Specialist for record keeping purposes. The Training Manager/Training Specialist will record the RTD information in the BDO/Trainee's OLC. Once the BDO/Trainee RTD information is entered into OLC, the hardcopy RTD form may be maintained according to local record-keeping policy. The official training record for RTD completion is the BDO/Trainee's OLC.

6.2 PURPOSE

The BDO RTD Training Record exists to ensure consistent and accurate training for any BDO who has not performed job duties for 15 or more consecutive calendar days, as outlined in Management Directive 1900.8.

Section I. Training Information

BDO Name: The name of the BDO who has not performed BDO job duties for 15 or more consecutive calendar days. (*Last, First*)

Last Date Worked: The date on which the BDO last performed BDO job duties.

Date RTD Began: The date on which the BDO began RTD training requirements, as outlined in Section II of the RTD Training Record.

Primary OJT Monitor/Instructor Assigned: Required RTD monitor who will oversee the completion of the RTD Training Record. The FSD or designee will assign a BD certified mentor to complete the RTD Training Record and submit the completed document to the local training department for record keeping purposes.

Secondary OJT Monitor/Instructor Assigned: If applicable, a secondary monitor may be assigned by the FSD or designee to oversee completion of the RTD Training Record.

Section II. Training Requirements

Level: This column specifies the consecutive calendar days the BDO/BDA TSM has not performed BDO job duties and will determine the applicable level of RTD training requirements. See below for further explanation of the various levels.

Required Training: This column describes the required training, given the specified days away from work.

Check Requirements: Specific required checklists and certification training that are completed by the OJT Monitor/Instructor or an OJT Assessor. Some items may not be applicable due to the conditions of specific airport locations. If an item is not applicable, the N/A option must be selected.

Date Completed: The date on which the specified item on the Required Training or Check Requirements was completed.

OJT Assessor Initials: The individual who conducts/verifies the specific item in the Required Training or Check Requirements columns. The OJT Assessor should be a TSA employee certified to conduct the given item on the checklist. Note that this individual may differ from the OJT Monitor/Instructor. For example, the OJT Monitor/Instructor Assigned may be a BDA TSM, while the OJT Assessor for an ETD Checklist will be a TSA employee who is certified to perform ETD functions, such as a Security Training Instructor (STI).

Explanation of Levels and Required Training

Level I: 15-90 Consecutive Days Away – The OJT Monitor will verify completion of the following required training:

- ✓ A review of all applicable SOPs, including all updates/changes since the employee's last date worked.
- ✓ A review of all applicable Operations Directives and updates/changes since the employee's last date worked.
- ✓ Successfully complete OLC entitled ETD & Physical Bag Search - Checkpoint Search, BDO ETD and Physical Property Search Recurrent Training, SCR-SPOT-BDO-ETD-PROPSRCH-TNG.
- ✓ A review of all locally published bulletins and National Daily Shift Briefs.
- ✓ The successful completion of practical demonstrations, if determined to be necessary by the FSD:
 - Practical demonstration of 8 cumulative hours using the Optimization Evaluation Checklist. This demonstration may be conducted over multiple sessions to reach 8 total hours of practical demonstration.
- ✓ Successful completion of a BDO Physical Property Search Checklist, as evaluated by an OJT Assessor, such as a Security Training Instructor (STI) or other TSA employee certified to conduct a Physical Property Search.

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- ✓ Successful completion of a BDO ETD Checklist, as evaluated by an On-the-Job Training (OJT) Assessor, such as an STI or other TSA employee certified to conduct ETD procedures.
- ✓ If applicable, successful completion of a BDO Itemiser Checklist, as evaluated by an STI or other TSA employee certified to conduct Itemiser procedures.
- ✓ If applicable, successful completion of a BDO Ionscan Checklist, as evaluated by an STI or other TSA employee certified to conduct Ionscan procedures.
- ✓ If applicable, complete CBA requirements for Article 1D.4.d, Performance Planning, which requires a review of the employee's performance plan when an employee returns from an extended absence of 90 calendar days or more.
- ✓ For any requirement that is not applicable, the OJT Monitor/Instructor will check the box indicating N/A and initial on the applicable line.

Level II: 91-365 Consecutive Days Away – The OJT Monitor/Instructor will verify the completion of the following:

- ✓ The completion of all Level I requirements.
- ✓ The successful completion of all required checklist items.
- ✓ Practical demonstration of 24 work hours using the most current evaluation checklist available. This demonstration will be conducted over multiple sessions to reach 24 total hours of practical demonstration.
- ✓ The FSD may send the BDO/Trainee back to BDO Initial Training, if the FSD determines it to be appropriate. The Training Manager/Training Specialist will coordinate scheduling with the Office of Training and Workforce Engagement (OTWE).
- ✓ Other training deemed necessary by the FSD or designee. Provide a brief title of the training that was provided.
- ✓ When the BDO/Trainee is away from work for 365 calendar days, the FSD may send the BDO/Trainee back to the New Hire Training Program, if the FSD determines it to be appropriate. The Training Manager/Training Specialist will coordinate scheduling with OTWE.

Level III: 365 or more Consecutive Days Away – The BDO will repeat Initial Training and the BD Certification Training, and must pass all requisite exams and OJT.

NOTE: When the BDO/Trainee is away for exactly 365 calendar days, the FSD may send the BDO/Trainee back to BDO Initial Training, if the FSD determines it to be appropriate.

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The Training Manager/Training Specialist will coordinate scheduling with the Office of Training and Workforce Engagement.

Section III. Signatures

The printed name and signature of the BDO/Trainee and OJT Monitor/Instructor, along with the date the RTD Training Record is being signed. RTD status refers to any BDO/Trainee who has not completed all applicable functions on the RTD Training Record. The BDO/Trainee will remain in RTD status until the OJT Monitor/Instructor verifies that all applicable RTD training has been successfully completed, or he/she has been sent back to New Hire Training at the discretion of the FSD. If the BDO/Trainee is not proficient in any function on the RTD checklist, he/she must be supervised by the OJT Monitor/Instructor while performing those functions.

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BDO RTD TRAINING RECORD

INSTRUCTIONS: Form to be completed by Master or Expert Behavior Detection Officers (BDOs) and BDA Transportation Security Managers returning to duty (RTD) from an extended absence, in accordance with [TSA MD 1900.8, TSO Training and Initial Certification Programs](#). BDOs are to complete the applicable level of training under the guidance of an On-the-Job (OJT) Monitor/Instructor. Fill in all information completely. Items that are not applicable should be marked N/A. Turn in completed form to Training Manager/Training Specialist. For additional guidance refer to the BDO RTD Training Record User Guide.

SECTION I. Training Information

BDO Name:	Last Date Worked:	Date RTD Began:
Primary OJT Monitor/Instructor Assigned:		
Secondary OJT Monitor/Instructor Assigned:		

SECTION II. Training Requirements

Level	Required Training	Check Requirements	Date Completed	OJT Assessor Initials
Level I***: 15-90 Consecutive Days Away	Review SOP updates/changes	<input type="checkbox"/> N/A	<input type="checkbox"/> Practical demonstration of 8 hours using BDO PEC Checklist <input type="checkbox"/> Complete BDO Physical Property Search Checklist <input type="checkbox"/> Complete BDO Explosive Trace Detection (ETD) Checklist <input type="checkbox"/> Complete BDO Itemizer Checklist <input type="checkbox"/> Complete BDO Ionscan Checklist <input type="checkbox"/> Complete TDC RTD <input type="checkbox"/> Complete CBA requirements for Article 1D.4.d (Performance Planning) 90 days or more.	
	Review published Operations Directives	<input type="checkbox"/> N/A		
	Successfully complete Physical Bag Search and (b) ETD OLC modules.	<input type="checkbox"/> N/A		
	Review locally published bulletins and national Daily Briefings	<input type="checkbox"/> N/A		
	Complete all Required OJT checklist	<input type="checkbox"/> N/A		
	Practical demonstration of proficiency, if required.*	<input type="checkbox"/> N/A		
		<input type="checkbox"/> N/A		
Level II***:	Complete all Level I requirements	<input type="checkbox"/> N/A	<input type="checkbox"/> Practical demonstration of 24 hours using BDO PEC	

91-365** Consecutive Days Away	Repeat BD Certification Training, if required. Coordinate scheduling with Office of Training and Workforce Engagement (OTWE).*	<input type="checkbox"/> N/A	<input type="checkbox"/> Checklist Complete CBA requirements for Article 1D.4.d (Performance Planning) 90 days or more.		
		<input type="checkbox"/> N/A	<input type="checkbox"/> SPOT Certification Training		
		<input type="checkbox"/> N/A	<input type="checkbox"/> Other: _____		
Level III: 365** or more Consecutive Days Away	Complete TSO New Hire Training before attending BD Certification Training.	<input type="checkbox"/> N/A			
	Repeat SPOT Certification Training and pass the requisite exams and OJT.				

* FSD Discretion ** FSD Discretion for conducting Level II or Level III Return to Duty requirements if days away is exactly 365.

*** BDO will remain in a RTD status until they can successfully complete all applicable requirements and demonstrate a level of proficiency.

SECTION III. Signature

BDO/Trainee Name (*print*)

BDO/Trainee Signature

Date

Primary OJT Mentor/Instructor Name (*print*)

SPOT Manager (or designee) Signature

Date

Secondary OJT Mentor/Instructor Name (*print*)

SPOT Manager (or designee) Signature

Date

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APPENDIX 1

Indicator Reference Guide

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TABLE 1 BEHAVIOR DETECTION THRESHOLD DETERMINATIONS

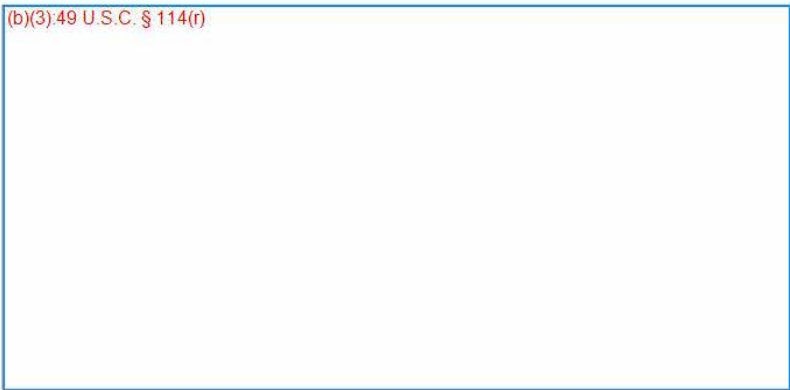
Threshold Type	Threshold Decision
Behavior Detection Referral (BDR)	(b)(3);49 U.S.C. § 114(r)
Law Enforcement Officer (LEO) Referral	
Managed Inclusion (MI) Exclusion	

STRUCTURE OF INDICATOR DESCRIPTIONS

In this Guide, each indicator is presented in a standardized format to facilitate use. This format consists of a uniform template with seven elements that make up each indicator’s operational definition:

- Grouping
- Indicator Name
- Description
- Additional Required Criteria to Assess Indicator
- Examples: Assessable and Non-assessable
- Important Distinctions
- Further Information

The indicators are organized into several *groupings*. These groupings, which are at the top of each indicator-specific template, are meant to help BDOs learn and memorize indicators. Individual indicators within a grouping must still be assessed separately. The groupings are as follows:



(b)(3):49 U.S.C. § 114(r)

The second row of each page is the *indicator name*, which is followed by the description, which is a very specific operational definition of the indicator.

Next are additional required criteria to assess the indicator, which are presented in a series of *checkboxes*. These checkboxes provide information about when each indicator can (or cannot) be assessed, based on the indicator's operational definition. This format is designed to support consistency in BDO decision making. These checkboxes identify additional required criteria to assess the indicator and include the following information:

(b)(3):49 U.S.C. § 114(r)

The middle section of the indicator description presents examples that satisfy the assessable criteria as well as examples that are non-assessable. Note that these examples are a limited set to help guide BDOs in making decisions. Based on observations, BDOs may have justification to assess an indicator, even if the exact description or scenario is not included in the assessable example list. BDOs are required to use critical thinking to determine whether or not to assess an indicator.

The bottom section of the operational definition includes *Important Distinctions* and *Further Information*. The Important Distinctions box identifies any indicators that could easily be confused with the indicator of note. That is, during training and self-study, it will be useful for BDOs to compare and contrast any indicator with those listed in Important Distinctions. The Further Information box provides additional background information regarding the indicator, including the rationale for including each indicator in the behavior detection process.

IMPORTANT TERMINOLOGY AND CONCEPTS

It is important to note that all indicators are weighted equally—that is, the 43 indicators all have

(b)(3)-49 U.S.C. § 114(r)

BDOs must consider the following training points when assessing all indicators:

(b)(3)-49 U.S.C. § 114(r)

- Communicating in a straightforward and understandable manner, with clear and simple questions;
- Communicating with non-fluent speakers of English (e.g., comprehension of directions being provided or questions asked, fluidity and comprehensiveness of responses);
- Communicating with individuals with physical or mental disabilities¹

The following section includes the aforementioned information for each indicator in the format outlined above. Below is a summary table for a quick reference of the indicators and corresponding assessment criteria.

¹ The term “disability” is defined by the Americans with Disabilities Act (ADA), Section 503 of the Rehabilitation Act of 1973: *An individual with a disability is defined as a person who has a physical or mental impairment that substantially limits one or more major life activities, a person who has a history or record of such an impairment, or a person who is perceived by others as having such an impairment. The ADA does not specifically name all of the impairments that are covered.*

~~SENSITIVE SECURITY INFORMATION~~

INDICATOR QUICK REFERENCE

Table 3 Summary List of Indicators and Assessment Criteria

(b)(3):49 U.S.C. § 114(r)



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INDIVIDUAL INDICATOR DESCRIPTIONS

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