

~~SENSITIVE SECURITY INFORMATION~~

TRANSPORTATION SECURITY ADMINISTRATION

BEHAVIOR DETECTION AND ANALYSIS OPTIMIZED BEHAVIOR DETECTION CONCEPT OF OPERATIONS



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Behavior Detection CONOPS v1.0
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This Concept of Operations is effective immediately upon signature.

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1.0 GENERAL DESCRIPTION

The purpose of this document is to establish a Concept of Operations (CONOPS) outlining the intended use of TSA's optimized Behavior Detection Capability at screening checkpoints. This optimized process includes new terminology, a revised set of indicators, and updated thresholds that are intended to improve effectiveness and efficiency while streamlining the process for Behavior Detection Officers (BDOs) performing this capability. The goal is to utilize this capability to identify potentially high-risk individuals and route them toward a higher level of screening in real-time, using techniques that are both unobtrusive and threat agnostic (i.e., able to detect various threats to transportation security, regardless of type or scale, based solely on the behavior of an individual). To accomplish this goal, TSA uses BDOs to observe and assess passengers for specified indicators—nonverbal, verbal, and physiological reactions—that are associated with high-risk individuals.

2.0 OPERATIONAL REQUIREMENTS

2.1 PRINCIPLES

1. Observe and assess passengers for behavioral indicators.
2. Identify deviations from environmental and individual baselines.
3. Utilize pairs of BDOs to engage passengers while simultaneously observing the crowd at large.
4. Perform Behavior Detection Referral (BDR) Screening when individuals meet or exceed indicator thresholds.
5. Notify Law Enforcement Officers (LEOs) when individuals meet or exceed indicator thresholds or display indicators indicative of suicide bombers.
6. Execute mission with limited to no adverse impact on the vast majority of travelers.
7. Conduct Behavior Detection without regard to race/ethnicity, gender/sex, gender identity, religion, national origin, sexual orientation, or disability.

2.2 OPERATIONAL CONCEPTS & PERSONNEL REQUIREMENTS

1. *Standard Screening Checkpoint:* The execution of the Behavior Detection protocol requires¹ a pair of BDOs. When performing Observation and Active Engagement (AE), one BDO will engage passengers in the queue while the other BDO (typically positioned near the Travel Document Checker (TDC)) observes those interactions as well as the larger crowd of individuals. Should a referral occur, both BDOs will participate in BDR

¹ Please refer to the Behavior Detection SOP for additional information related to staffing requirements.

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Screening: one BDO conducting the Resolution Conversation (RC) and the other BDO conducting the Physical Property Search and (b)(3):49 U.S.C. § 114(r) Explosive Trace Detection (ETD).

2. *Managed Inclusion (MI)-1*: When MI-1 is deployed at a checkpoint, (b)(3):49 U.S.C. § 114(r)

(b)(3):49 U.S.C. § 114(r)

3. *Managed Inclusion-2*: When MI-2 is deployed at a checkpoint, (b)(3):49 U.S.C. § 114(r)

(b)(3):49 U.S.C. § 114(r)

4. *Non-Checkpoint Applications*: Behavior Detection may also be applied in a variety of settings outside the checkpoint. Potential non-checkpoint applications include, but are not limited to: Playbook, Plainclothes Operations (PCO), and Visible Intermodal Prevention and Response (VIPR).

2.3 TRAINING REQUIREMENTS

1. BDOs will be required to complete Behavior Detection training and annual refresher courses to maintain proficiency.

2.4 CRITERIA: STANDARD SCREENING CHECKPOINT (TRAVELING PUBLIC)

At the standard screening checkpoint, BDOs must carry out several essential tasks:

1. Establish the environmental baseline.
2. Perform Observation and Active Engagement (AE).
3. Conduct BDR Screening when an initial indicator threshold is met, which includes a (b)(3):49 U.S.C. § 114(r) Pat Down (b)(3):49 U.S.C. § 114(r) PD), an RC, an (b)(3):49 U.S.C. § 114(r) ETD search and physical property search.
4. Notify LEO(s) and conduct BDR Screening when a second, higher indicator threshold is met.
5. Report BDRs using appropriate documentation.

Where appropriate, BDOs should also make individual baseline assessments.

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2.5 CRITERIA: MANAGED INCLUSION CHECKPOINT (TRAVELING PUBLIC)

When conducting Behavior Detection at an MI-I or MI-II checkpoint, BDOs will follow the Standard Screening Checkpoint Criteria (2.4) detailed above with the following additions:

1. (b)(3) 49 U.S.C. § 114(f)

2.

2.6 REPORTING REQUIREMENTS

Immediately following a BDR Screening, BDOs will record all relevant and important information into BDA-designated notebooks for inclusion, at the next available opportunity, in the BDA Referral Report. For referrals where a LEO is notified, BDOs must also complete a Law Enforcement-specific Incident Report.

2.7 IMPORTANT TERMS

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

Behavior Detection and Analysis (BDA) Referral Report – A document used to record each Behavior Detection Referral (BDR) Screening, including exhibited indicators and resolution thereof, which is recorded daily in the respective predetermined database.

Behavior Detection Officer (BDO) – Any Transportation Security Administration (TSA) 1802series employee who is certified in and authorized to conduct Behavior Detection.

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

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

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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✓™ screening lanes by identifying individuals to be redirected to TSA Pre✓™ when operationally feasible.

Resolution Conversation (RC) A voluntary, informal interview of an individual used to resolve observed BDA behavior(s).

Threat Agnostic A term used to help describe the flexibility of Behavior Detection (BD). Threat agnosticism, as it relates to BD, means that it does not matter the type or scale of threat, or whether it is specified or unspecified; BD has the ability to detect any type of threat to transportation security, at any given time, based solely on the behavior of an individual.

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