


U.S. Department of Homeland Security  
Office of Security Operations  
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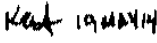
Transportation  
Security  
Administration

ACTION MEMO

DATE: May 16, 2014

TO: John S. Pistole   
Administrator

THROUGH: John W. Halinski   
Deputy Administrator

FROM: Kelly C. Hoggan   
Assistant Administrator  
Office of Security Operations

SUBJECT: Changes to the Behavior Detection and Analysis Program

ATTACHMENTS: Draft allocation spreadsheet of lower risk airports

**Purpose**

The purpose of this memo is to gain concurrence on changes to TSA's Behavior Detection and Analysis (BDA) Program by the end of Fiscal Year (FY) 2016.

**Background:**

TSA is a high-performing counterterrorism organization with a workforce dedicated to executing our mission around the clock and across the globe. To fulfill this vital mission, TSA uses a multi-layered security approach that incorporates state-of-the-art technologies, a well-trained frontline workforce, information gathering and sharing, and intelligence analysis.

Through successful deployment of technology, TSA checkpoints are well equipped to detect prohibited items. The BDA Program, while broader in scope, is the only capability designed to determine mal-intent and detect unknown threats. Terrorists continue to use a variety of items to attempt to inflict harm to aircraft and passengers, including underwear and shoe bombs, liquid explosives, and box cutters. BDA is a threat agnostic capability that may offer the best opportunity to thwart the next method of attack. As a result, TSA continues to seek ways to

enhance the behavior detection capability. Historically, TSA used Behavior Detection Officers (BDOs) as the primary behavior detection capability. BDOs are a dedicated resource, which have been in place since 2007.<sup>1</sup> In 2011, TSA created Behavior Awareness Training (BAT) for Transportation Security Officers (TSOs). The four hour training module provided the workforce with a better understanding and awareness of possible suspicious behavioral indicators, reporting practices, and TSO responsibility to report suspicious activity.

### ***Capability Optimization***

In FY11, the Department of Homeland Security published a *Screening of Passengers by Observation Techniques (SPOT) Validation Study* finding BDO protocols significantly better at identifying individuals with high-risk outcomes compared to random screening. In FY12, TSA began another round of research aimed at further substantiating behavioral indicators and improving detection protocols. At the same time, the Office of Security Operations (OSO), in coordination with Office of Training and Workforce Engagement (OTWE) and Office of Security Capabilities (OSC), began a series of improvements for the BDA Program. These were intended to reinforce the existing behavior detection concept of operations while establishing components for a future scalable behavior detection program – moving away from a “one size fits all” footprint to a spectrum of capabilities allocated by risk. Program improvements included:

- Creating a new national risk allocation methodology.
- Implementing operational and administrative quality assurance measures reducing the risk of detrimental deviation from key procedures.
- Launching an automated tool allowing airports to record when and where BDOs are deployed to measure efficiency and effectiveness.
- Establishing new training processes aimed at standardized instruction.
- Initiating a small-scale Proof of Concept (PoC) called Behavior Targeted Conversation (BTC) placing BDOs at the Ticket Document Checker (TDC) position where the Officers carried out TDC duties in addition to screening for suspicious behaviors.
- Designing a PoC combining BDO certifications with TSO required certifications.
- Revising BAT Training
- Creating a risk-based scheduling tool to assist airports in using BDOs efficiently and effectively.

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<sup>1</sup> BDOs use Screening of Passengers by Observation Techniques (SPOT) processes to detect behaviors and activities that deviate from an established environmental baseline. BDOs, typically working in teams of two, observe and engage passengers to determine if their behavior and appearance indicators – which are assigned varying point values – exceed (in combination) a predetermined numerical threshold. In cases where the threshold is exceeded, the passenger is referred for additional SPOT specific screening. If the passenger’s behaviors continue to escalate and exceed another numerical threshold during the referral screening process, he/she is then referred to a law enforcement officer (LEO) for further review.

***Allocation Optimization***

TSA piloted SPOT at several New England airports in 2003 and began allocating full-time BDOs in 2007.

<b>2007</b>	42	589
<b>2008</b>	162	2011
<b>2009</b>	162	2860
<b>2010</b>	162	2986
<b>2011</b>	159	3059
<b>2012</b>	176	3131
<b>2013</b>	176	3131
<b>2014</b>	122	3131

Prior to FY13, OSO primarily allocated BDOs at large airports, only covering one of the 126 CAT III and no CAT IV airports. The FY13 model was allocated to seven CAT III airports. However, Federal Security Directors (FSD), Regional Directors (RD), and the OSO BDA Program Office noted certain inefficiencies with this allocation. Chief among those concerns was the fewer number of passengers at smaller airports did not provide optimal and continual engagement opportunities sufficient to keep BDOs proficient.

In FY14, OSO developed a new BDO risk-based allocation methodology to include a wider set of risk and mitigation factors. Upon review and discussion regarding impacted personnel, OSO recommended that TSA allocate full-time BDOs to 122 airports yielding a greater return on investment.<sup>3</sup> At the same time, OSO began work on a new concept of operations combining BDO and TSO certifications.

***Pay Banding and Operational Oversight Optimization***

The current BDO workforce is segmented into four separate pay bands. The F Band BDO and the G Band Lead BDO (LBDO) constitute the primary BDO workforce that screens passengers using behavior detection. BDA Transportation Security Managers are either H Band or J Band. The original allocation required a 1:10 ratio of F/G to H/I management. Unlike the screening workforce, there is no BDO supervisory position.

In FY2013, OSO updated the F Band and G Band job coversheets creating a clearer delineation in duties between the two pay bands. Additionally, the Office of Human Capital updated the New Hire assessment process and created a competitive promotion process for the F to G band. This was the first step in providing a refined career progression for BDOs.

To improve operational oversight and career progression for the BDO workforce, OSO identified the need for a Supervisory Transportation Security Officer (STSO) with an added behavior

<sup>3</sup> The methodology was consistent with the July 2012 Behavior Analysis Capability Risk-Based Allocation Methodology study completed by the Office of Security Capabilities (OSC). The study found that while TSA should have a behavior analysis capability at smaller airports to cover existing gaps, the current BDO concept of operations in smaller airports may not yield a true return on investment.

detection (BD) certification. The position would have supervisory oversight over certification, performance, and evaluation of BDOs and LBDOs. This would be a fulltime position at CAT X and most CAT I airports given the number of subordinate BDOs. At smaller locations, OSO proposed that the STSO-BD carry out oversight of BDOs but also take on other supervisory duties, as needed.

There are several advantages to creating an STSO-BD position. First, the STSO-BD would work alongside non-supervisory BDOs providing mentoring and evaluation. This kind of continual oversight of the BDO workforce does not currently exist. Second, the STSO-BD position allows the TSM to focus on program compliance, standardization, and risk-based deployment of behavior detection methodology. Third, STSO-BD provides a new career progression currently not available.

Fourth and finally, the position creates program efficiencies. Consistent with the screening workforce, the allocation would dictate *10 FTE: 1 STSO-BD, 4 STSO-BD: 1 II Band BDA TSM and 40 FTE: 1 I Band BDA TSM*. A minimum of one STSO-BD position, regardless of the total number of BDOs allocated, would be required at each airport location. Airports would not exceed 1 I Band BDA TSM, which would become the "BDA Coordinator" for the airport. Assistant Federal Security Directors - Screening or their Deputies have traditionally held this role.

#### **Discussion:**

By leveraging projects already underway, OSO proposes moving away from a "one size fits all" behavior detection program to a spectrum of capabilities allocated by risk. In total, these initiatives would result in an approximate savings of 500 FTE or 15.5% of the current BDO allocation.

1. Concentrate BDO allocation at higher risk and higher throughput airports. At a minimum, OSO proposes removing fulltime BDOs from thirty-seven (37) lower risk airports. This would allow TSA to achieve approximately 252 FTE savings.
2. At the remaining eighty-six (86) current BDO airports, implement a new management structure that includes an STSO-BD. By doing so, TSA could achieve an approximately 151 FTE savings using the standardized allocation ratio used for the screening checkpoint.
3. At the remaining eighty-six (86) BDO airports, reduce BDO dedicated resources by approximately 90 FTE, as part of TSA's larger risk-based efficiencies as part of Screener Allocation Model (SAM) FY15. Additionally, reduce BDO National Training Team and BDO Program Compliance Assessment FTE by approximately 10 FTE.
4. Develop and pilot a new behavior detection concept of operations using officers who are certified in all behavior detection and TSO certifications. Officers would conduct BDO operations at a minimum of sixteen (16) hours per pay period, including but not limited to conducting targeted conversation at the IDC; engagement as a divestiture officer; Managed Inclusion; and Playbook. Officers would conduct TSO functions for the remainder of the pay period - utilization would be based on risk.

OSO proposes piloting this concept at three different categories of airports: one airport with a BDO Program, one of the 37 airports where existing BDOs could elect to return to the


screening workforce, and one airport where Officers are not currently in behavior detection and must undergo BDO New Hire training. If the pilot proves successful, OSO will determine which airports will benefit from this alternative concept of operation.

5. Deploy updated BAI training by November 2014 for the entire TSO workforce. The update places a greater focus on suspicious behaviors that indicate a high risk passenger and incorporates behavior detection skills into normal screening duties. The training aligns with BDO training, fostering a holistic understanding of behavior detection.

**Recommendation:**


OSO recommends implementation of all five initiatives by the end of FY2016 resulting in a scaled behavior detection program and an approximately 15.5% FTE savings by the end of FY2016. Concurrently, TSA will continue to validate and enhance the behavior detection capability through existing optimization initiatives, potentially resulting in additional savings in future years.

1. By the end of FY2016, remove full time BDOs from, at a minimum, thirty <sup>from 34</sup> ~~seventy~~ lower risk lower throughput airports.

Approve  5/22/14 Disapprove \_\_\_\_\_  
Date Date


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Date Date

2. By the end of FY2016, implement a new management structure that includes an STSO-BD at the eighty-six (86) current BDO airports.

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Date Date

3. As part of SAM FY15 and larger TSA risk-based efficiencies, reduce the overall BDO allocation by 100 FTE.

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Date Date

4. By no later than FY15, Quarter 2, pilot alternative behavior detection concept of operations using Officers who are certified in all behavior detection and TSO certifications.

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		Date				Date
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5. By no later than FY15, Quarter 2, deploy revised BAI training for the TSO workforce.

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Attachment:

Allocation Modification – Projected Impacted BDO Numbers  
37 Airports = 252 FTE

Project FTE Savings: 252.  
BDO Hiring at the 37 34  
airports is currently frozen  
resulting in approximately  
180 impacted employees  
(as of pay period 7)

Apt	Apt Cat	Current Allocation (FY14 BDO)
(b)(3):49 U.S.C. § 114(r)		