

JUL 29 2013



Transportation
Security
Administration

INFORMATION

MEMORANDUM FOR: Supervisory Air Marshals in Charge (SAC)
Federal Security Directors (FSD)

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

Robert Bray *RB*
Assistant Administrator
Office of Law Enforcement/Federal Air Marshal Service

SUBJECT: Implementation Guidance for Changes in the Visible Intermodal
Prevention and Response (VIPR) Program

Background

Since its creation, TSA has continuously refined and evolved our security approach by examining the effectiveness and organizational efficiency of how we achieve our transportation security mission. In 2012, the Department of Homeland Security (DHS) Office of the Inspector General (OIG) conducted an audit of the Visible Intermodal Prevention and Response (VIPR) Program. The DHS OIG concluded that the current placement of the VIPR Program within TSA's organizational structure hinders the agency's ability to leverage operational capabilities, potentially diminishing its transportation security posture. The DHS OIG recommended that TSA "designate VIPR Program decision-making authority to one TSA headquarters office to ensure that overall field operations, program activity and engagement, and oversight are coordinated effectively."

Program Leadership Alignment

After reviewing the OIG Report recommendation and considering options for its implementation, TSA senior leadership concurred and directed the consolidation of the operational responsibility and administrative oversight of the VIPR Program to the Assistant Administrator, Office of Law Enforcement/Federal Air Marshal Service (OLE-FAMS). See attached memorandum from Deputy Administrator John Halinski, dated March 18, 2013. Under this new construct, the VIPR

Program will be under the strategic purview of the Assistant Administrator for OLE/FAMS, with the consolidation of the VIPR program office to be fully implemented by October 1, 2013.

VIPR Program Office

The Joint Coordination Center (JCC) will continue to provide operational guidance and oversight for all proposed VIPR operations. The JCC will have the authority to approve operations, based on the modal focus of the TSA counterterrorism mission.

Update to VIPR Concept of Operations (ConOps)

The VIPR Program initially focused on augmenting law enforcement and security operations in all modes of transportation systems. The current VIPR concept of operations, as captured in the program mission statement, specifies these capabilities as law enforcement, screening, and inspection. As the program has evolved in its stakeholder relationships, VIPR operations have focused on law enforcement and screening. Therefore, the VIPR concept of operations is being updated to reflect that focus. This is being done in parallel with TSA's initiative to align program leadership into one office as recommended by the DHS OIG. This document outlines how the program structure and reporting relationships will be updated to reflect the organizational alignment and ConOps update.

VIPR Teams in the Field

Currently, the VIPR Program deploys law enforcement, screening, and inspection capabilities to achieve its mission of terrorism risk mitigation. Moving forward, VIPR teams will leverage the law enforcement and screening capabilities of Federal Air Marshals (FAMs), Behavior Detection Officers (BDOs) and Transportation Security Officers (TSOs). The primary role of the Transportation Security Inspectors-Surface (TSI-S), TSI-Aviation (TSI-A) and Transportation Security Specialists-Explosives (TSS-F) will be to apply their subject matter expertise in the assessment and planning stages for VIPR operations as well as participating in stakeholder outreach activities. However, they can be deployed to support the operational mission as necessary.

Staffing: The 37 VIPR teams at the 26 field locations will consist of a minimum of:

- 1 Supervisory Federal Air Marshal (SFAM)
- 6 FAMs
- 2 BDOs

The following OSO personnel will provide subject matter expertise and will be assigned to each of the 26 field locations:

- 1 TSI-A
- 1 TSI-S
- 1 TSS-F

The allocation of all VIPR personnel, as determined by a risk-based assessment of the transportation infrastructure in each area of responsibility (AOR), is detailed in Attachment A.

VIPR-funded TSOs will continue to be assigned to (b)(3):49 U.S.C. § 114(r) Federal Security Director (FSD) at each location to support the mass transit screening operations in those areas. See Attachment A for those allocations. All TSOs will remain assigned to the FSD.

In addition to the funded positions on the VIPR teams, both FSDs and SACs can continue to use other personnel in their offices to conduct VIPR operations in their AOR. Equipment purchases and consumables can be requested through the local IAM SAC's office.

Selections, Duties and Responsibilities: OSO VIPR personnel (TSI-A, TSI-S, TSS-F and BDO) will be selected by the FSD, detailed from their OSO hub airports, and consolidated into the VIPR teams based at the 76 team locations. Similar to the model established for the administration of Assistant Federal Security Director/Law Enforcement (AFSD L-E) personnel, OSO personnel assigned to VIPR teams will receive day-to-day direction and leadership from the OLE/FAMS SAC, or his/her designee, and will remain ultimately accountable to their respective FSD. An overview of duties and responsibilities for all assigned VIPR personnel is listed on Attachment B.

All personnel assigned to the VIPR Program will be officially detailed to their assignments for a minimum of one year via standard form (SF) 52. The requirement for a minimum of a one year detail is necessary in order to maximize the efficiencies associated with training, equipping and deploying VIPR personnel. Extensions can be considered, but are not to exceed two years. The VIPR Program recognizes these personnel have mandatory training and certification requirements that must be maintained during their VIPR assignments. Local OSO and FAMS leadership will work together to ensure employees assigned to the VIPR team shall spend approximately 80% of their work performing VIPR duties. Additionally, FSDs and SACs will ensure all of the training, certification and proficiency requirements are maintained for all personnel assigned to VIPR teams and/or locations. If, due to operational requirements, the FSD needs the OSO personnel, coordination will be done at the local level to honor the request.

Operational Planning: The operational planning processes for VIPR operations will remain unchanged, continuing to rely on collaboration between the FSD and SAC and coordinating with the transportation system stakeholders in each area of responsibility.

Attachment A

The proposed TSO and BDO alignment for FY 2015 reflects a risk-based assessment of transportation infrastructure in each area of responsibility, with a focus on mass transit and maritime systems.

OLE/FAMS Field Office	FSD Hub	SEAM	FAMS	TSI-A	TSI-S	TSS-E	BDO	TSO
Atlanta	ATL	(b)(3):49 U.S.C. § 114(r)					(b)(3):49 U.S.C. § 114(r)	
Baltimore	BWI							
Boston	BOS							
Charlotte	CLT							
Chicago	ORD, MDW							
Cleveland	CLE							
Pittsburgh	PIT							
Cincinnati	CVG							
Dallas	DFW							
Denver	DEN							
Detroit	DTW							
Houston	IAH, HOU							
Las Vegas	LAS							
Phoenix	PHX							
Los Angeles	LAX							
San Diego	SAN							
Miami	MIA							
Minneapolis	MSP							
New York	LGA, JFK							
Newark	LWR							
Orlando	MCO							
Tampa	TPA							
Philadelphia	PHL							
San Francisco	SFO							
Seattle	SEA							
Washington	IAD, DCA							
Joint Coordination Center								
Total				27	28	26		

Attachment B

These are the primary roles and responsibilities for personnel assigned to or associated with the VIPR Program.

Personnel	Roles and Responsibilities
TSI-A, TSI-S, TSS-E	- Serves on detail assignment to VIPR for a minimum of one year - Functions as modal and local subject matter expert to: - Initiate and maintain stakeholder interactions - Develop deployment operation plans - Develop and share venue profiles - Plan VIPR operations - Deploys on operations as subject matter expert and stakeholder liaison - Provides modal and location-specific briefings to TSA and stakeholder personnel
BDO	- Serves on detail assignment to VIPR for a minimum of one year - Deploys behavior-focused screening capabilities on VIPR operations
TSO	- Serves on detail assignment to VIPR for a minimum of one year - Deploys screening capabilities on VIPR operations - Deploys explosives trace detection screening capabilities on VIPR operations
FAMS	- Serves on detail assignment to VIPR for a minimum of one year - Deploys law enforcement and screening capabilities on VIPR operations - Utilizes Preventative Radiological Nuclear Detection (PRND) equipment on VIPR operations - Functions as local subject matter expert to: - Initiate and maintain stakeholder interactions - Develop deployment operation plans - Develop and share venue profiles - Plan VIPR operations
SFAMS	Subject to delegation by OLE/FAMS SAC, operationally supervises OSO and OLE/FAMS VIPR team members
FSD	Administratively supervises all OSO VIPR personnel including awards, FPMPs and disciplinary action
SAC (Field)	- Operationally supervises VIPR TSO at (b)(3):49 U.S.C. § 114(r) - Operationally supervises all OSO and OLE/FAMS VIPR personnel except TSO at (b)(3):49 U.S.C. § 114(r) - Provides feedback to OSO regarding performance of all OSO VIPR personnel - Ensures availability of OSO personnel to meet training and certification requirements and expectations - Supports availability of OSO personnel to meet airport surge requirements

Personnel	Roles and Responsibilities
VIPR Program Manager	• Responsible for overall VIPR program performance • Interacts with TSA leadership regarding program topics • Responds to requests for information to include GAO, Congressional and DHS requests, etc. • Supervises Joint Coordination Center and program personnel • Manages development, documentation, and management of VIPR Program administrative and operational processes
OSO Liaison	• Positioned in the organization to be able to effectively obtain and share information necessary for successful program operation • Addresses OSO personnel levels, OSO payroll utilization, SOP-approval status, and operational incidents • Coordinates and facilitates information sharing between the VIPR Program and key OSO personnel • Ensures timely, properly vetted response to OSO-focused portions of requests for information from internal (TSA) and external (DHS and other federal agencies) stakeholders



Transportation
Security
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MAR 18 2013

ACTION

MEMORANDUM FOR:

J.W. Halinski 
Deputy Administrator

FROM:

Chris McLaughlin /s/
Assistant Administrator
Office of Security Operations

John Sammon /s/
Assistant Administrator
Office of Security Policy and Industry Engagement

Robert Bray /s/
Assistant Administrator
Office of Law Enforcement/Federal Air Marshal Service

SUBJECT:

Visible Intermodal Prevention and Response (VIPR)
Program

Purpose

To seek your approval to consolidate operational and administrative responsibility of the VIPR Program with the Office of Law Enforcement/ Federal Air Marshal Service (OLE/FAMS). A proposal to shift the operational focus of VIPR teams also is included.

Background

This proposal is premised on a recommendation from the U.S. Department of Homeland Security (DHS) Office of the Inspector General's (OIG) recent audit of the VIPR Program. DHS OIG characterized VIPR's organizational placement within TSA as a hindrance to the VIPR Program's effectiveness and cited bifurcated decision making as an obstacle to efficiency.

DHS OIG concluded that due to current placement within TSA, "Ineffective coordination hinders TSA's ability to leverage operational capabilities, potentially diminishing its transportation security posture." DHS OIG recommended that TSA "Designate VIPR Program decision making authority to one TSA headquarters office to ensure that overall field operations, program activity and engagement, and oversight are coordinated effectively."

Discussion

VIPR Program Management

At present, the responsibility for program management resides administratively with OLE/FAMS, but operationally is managed jointly by OLE/FAMS and the Office of Security Operations (OSO).

We propose that to promote organizational efficiency, TSA consolidate operational responsibility and administrative oversight over the VIPR Program to OLE/FAMS. The VIPR Program would be under the strategic purview of the Assistant Administrator for OLE/FAMS, with operational responsibility delegated to the Field Operations Division, Regional Director for Field Programs.

The VIPR Program will continue to maintain regular communications with field leadership in both offices at the Regional Director and Federal Security Director (FSD)/Supervisory Air Marshal in Charge (SAC) levels. These communications will provide on-going status information regarding specific operations and performance.

VIPR Planning Process

The VIPR planning process will remain unchanged. VIPR operations planning at the local level will be conducted in conjunction with stakeholders such as facility operators, transportation system entities, and law enforcement. FSDs will work collaboratively with their respective SAC for the area of responsibility in order to execute a joint annual plan. FSDs and SACs will work together to determine the most effective deployment locations to maximize risk mitigation efforts. In the event concurrence cannot be achieved, FSDs and SACs will coordinate through their Regional Directors, who will in turn work collaboratively with the OLE/FAMS Regional Director for Field Programs to obtain a resolution.

VIPR Operational Authority

The Joint Coordination Center (JCC) will continue to report to the VIPR Program Manager and will consist of representation from OLE/FAMS and OSO. The JCC will have operational responsibility and provide operational guidance, oversight and approval for all proposed VIPR operations. The JCC responsibility and oversight will be guided by policies established by VIPR Program leadership.

VIPR Field Personnel Alignment

VIPR field resources, currently managed separately by OSO and OLE/FAMS, will be consolidated into OLE/FAMS VIPR teams. The use of representational allocation will be eliminated. VIPR personnel will be specifically assigned to the VIPR Program and will maintain their program assignments for a minimum of one year.

Office of Security Policy and Industry Engagement (OSP/IE) Position Review

The availability of stakeholder vulnerability data and analysis across all transportation modes is important to the success of the VIPR Program, driving the alignment and deployment of resources. Currently, the OSP/IE VIPR Liaison is assigned to the OSP/IE Mass Transit and

Passenger Rail Division. OSPIE will review how support is provided to the VIPR Program to ensure that the support functions within OSPIE effectively support the VIPR mission.

Operational Focus

The VIPR Program deploys law enforcement, screening, and inspection capabilities to achieve its mission of terrorism risk mitigation. However, the role of inspection assets deployed on VIPR operations has been scrutinized by DHS OIG, the Government Accountability Office (GAO), and internally within TSA. Therefore, we recommend that the future VIPR teams will primarily leverage law enforcement and screening capabilities (Transportation Security Officers, Behavior Detection Officers, and Federal Air Marshals). We will maintain the current role for the Transportation Security Inspectors and Transportation Security Specialists-Explosives as subject-matter experts in the assessment and planning stages and for stakeholder outreach.

Because TSA's capabilities are most effective when visibly deployed in the presence of large numbers of the traveling public, these capabilities will be targeted in the mass transit and maritime modes in high-risk systems nationwide. The VIPR Program anticipates refining deployment strategies based on risk analysis, capability alignment, and stakeholder assessment within the other aviation and surface modes, including air cargo, general aviation, freight rail, highway infrastructure, and pipeline.

Recommendation

We recommend you approve the consolidation of VIPR management, including operational and administrative responsibility, with OLE/FAMS. We further recommend a shift in VIPR operational focus to primarily leverage law enforcement and screening capabilities with an emphasis on mass transit and maritime modes in high-risk systems.

Approve



10/18/13
Date

Disapprove

Date

Modify

Date

Needs more discussion

Date