



Office of Security Operations Behavior Detection & Analysis

November 4, 2013



Contents

- Overview
- Scientific Validation
- Policy Against Racial Profiling
- Status of OIG and GAO Recommendations
- 2014 Risk Based Allocation
- Moving Forward

BDA Overview

- A key element of our risk based security strategy is shifting the focus of security efforts from primarily a search for objects to identifying individuals who pose an elevated risk to commercial aviation.
- The goal of the TSA behavior detection program is to identify individuals exhibiting clusters of behaviors indicative of simple emotions (e.g., fear, stress) that have a strong correlation to potentially hostile intent and re-route them to a higher level of screening.
- TSA's behavior detection approach does not attempt to specifically identify persons engaging in lying or terrorist acts; rather, it is designed to identify individuals who may be high-risk based on an objective process using behavioral indicators and thresholds and routing them to additional security screening.
- TSA's Program is based on practices used by FBI, NYPD, CBP, ICE, USSS, DEA, ATF, and DOS.
- Other countries currently use behavior detection as a aviation security counter-measure including the United Kingdom, Switzerland and France.

BDA Evolution

Risk Based Security

- Deployed a Program to enhance standardization and compliance with policies and procedures
- Identified alternative concept of operations, including Managed Inclusion, to leverage behavior detection as real time threat assessment
- Began evaluation of behavior detection indicators based on independent scientific research and testing with goal of improving security effective and realizing process efficiencies
- Risk-based allocation

Workforce Engagement

- Developed and implemented a strategic plan based on key areas, including hiring, training and career development of the BDO workforce
- Commenced field focus groups on BDO fatigue factors, racial profiling and core competencies as part of greater study to improve workforce capabilities and alleviate public concerns
- Created a communications plan outlining new outreach tools, including a new intranet site, best practices calls, and regular shift briefs

Organizational Efficiency

- Updated BDA Program policy, procedures, and job tools to ensure consistency, clarity, and integration of research and program evaluations
- Initiated three lean six sigma projects increasing the accessibility, consistency and accuracy of Program data
- Strategically realigned HQ staff to capitalize on TSA success and experience leveraged from screening operations and next generation screening technology development, testing and deployment

Scientific Validation of TSA's Program

- DHS S&T SPOT Validation Study (completed in April, 2011)
 - Tasked American Institutes for Research (AIR) to conduct an independent investigation of validity.
 - Examined the extent to which using the SPOT Referral Report and its indicators led to correct screening decisions at the security checkpoint.
 - Findings revealed that SPOT is significantly more effective than random selection at identifying high-risk passengers – those attempting to defeat the security process.
- Further efforts to strengthen behavior detection capability:
 - Indicator Optimization
 - Performance Metrics Evaluation
 - Benchmarking Study
 - A Technical Advisory Committee of independent behavior and research methodology experts has been organized to evaluate and provide feedback/expertise on all of the above (e.g., methodological concerns)
 - A Community Advisory Panel composed of community stakeholder advocates and other interested parties will be empowered to review and comment on study results

Allegations of Racial Profiling

- TSA has a zero tolerance policy regarding unlawful racial profiling
- DHS OIG conducted an investigation after receiving information that behavior detection officers (BDOs) at Logan International Airport in Boston, MA, racially profiled passengers in order to meet secondary inspection referral production quotas. In August 2013, OIG issued report that allegations were not substantiated.
- Where allegations of racial profiling arise, TSA takes immediate actions to investigate the matter and take disciplinary action where appropriate.
- Additionally, TSA has taken extra steps ensuring that the BDO workforce understands TSA's policy against racial profiling and knows that avenues exist to report any concerns.
- We are near completion of the first phase of the benchmarking study to collect race, ethnicity, and religious data to examine whether disparities exist as a systemic problem and whether there are individual profiling concerns with BDOs.

OIG Recommendations

In May 2013, the DHS Office of Inspector General issues its report *Transportation Security Administration's Screening of Passengers by Observation* recommending six areas for Program improvement.

- **Recommendation 1:** Develop and implement a comprehensive strategic plan for the SPOT program Data Accuracy. TSA finalized a strategic plan and performance measurement plan and began implementing many of the objectives in these framework documents. *TSA submitted materials addressing this recommendation to OIG.*
- **Recommendation 2: (CLOSED):** Develop and implement controls to ensure completeness, accuracy, authorization, and validity of referral data entered into the Performance Measurement Information System.
- **Recommendation 3: (CLOSED):** Develop and implement a plan that provides recurrent training to BDO instructors and BDOs.

OIG Recommendations

In May 2013, the DHS Office of Inspector General issues its report *Transportation Security Administration's Screening of Passengers by Observation* recommending six areas for Program improvement. TSA has implemented the majority of these recommendations:

- **Recommendation 4:** Develop and implement a plan to assess BDO instructor performance in required core competencies on a regular basis. *TSA submitted materials addressing this recommendation to OIG.*
- **Recommendation 5:** Monitor and track the use of BDOs for non-SPOT related duties to ensure BDOs are used in a cost-effective manner and in accordance with the mission of the SPOT program. *TSA submitted materials addressing this recommendation to OIG.*
- **Recommendation 6: (CLOSED)** Develop and implement a process for identifying and addressing issues that may directly affect the success of the SPOT program such as the selection, allocation, and performance of BDOs.

2010 GAO Report

- TSA has taken action on all 11 recommendations made in the May 2010 GAO titled *Transportation Security Administration's Screening of Passengers by Observation*. GAO closed seven of the recommendations, and the remaining three are expected to close with the issuance of the current SPOT report in September/October, 2013.
 - **Closed:** Convene an independent panel of experts to review the methodology of the DHS Science and Technology (S&T) Directorate study on the SPOT program
 - **Open:** Conduct a comprehensive risk assessment to include threat, vulnerability, and consequence of airports nationwide to determine the effective deployment of SPOT. *TSA submitted materials addressing this recommendation to GAO.*
 - **Open:** Perform a cost-benefit analysis of the SPOT program, including a comparison of the SPOT program with other security screening programs, such as random screening, or already existing security measures. *TSA submitted materials addressing this recommendation to GAO.*
 - **Open:** Revise and implement the SPOT strategic plan by incorporating risk assessment information, identifying cost and resources, linking it to other related TSA strategic documents. *TSA submitted materials addressing this recommendation to GAO.*
 - **Closed:** Study the feasibility of using airport checkpoint-surveillance video recordings of individuals transiting checkpoints who were later charged with or pleaded guilty to terrorism-related offenses to enhance understanding of terrorist behaviors in the airport checkpoint environment

2010 GAO Report - Continued

- **Closed:** Provide guidance on inputting data into the Transportation Information Sharing System so that TSA and intelligence community entities have information from all SPOT Law Enforcement Officer (LEO) referrals readily available to assist in "connecting the dots" and identifying potential terror plots
- **Closed:** Develop a standardized process for allowing BDOs or other designated airport officials to send information to TSA's Transportation Security Operations Center about passengers whose behavior indicates that they may pose a threat to security, and provide guidance on how designated TSA officials are to receive information back from the Transportation Security Operations Center.
- **Closed:** Direct the TSA Transportation Security Operations Center to utilize all of the law enforcement and intelligence databases available to it when running passenger names, for passengers who have risen to the level of a LEO referral.
- **Closed:** Establish a plan that includes objectives, milestones, and time frames to develop outcome-oriented performance measures to help refine the current methods used by Behavior Detection Officers for identifying individuals who may pose a risk to the aviation system
- **Closed:** Establish controls to help ensure completeness, accuracy, authorization, and validity of data collected during SPOT screening.
- **Closed:** Establish time frames and milestones for its plan to systematically conduct evaluations of the SPOT training program on a periodic basis.

2014 BDO Risk Based Allocation

- BDO FTE for FY14 is 3,131, which is the same as FY13
- Those BDOs will be allocated to 123 airports, a change from 176 airports in FY13.
- Coverage is (b)(3):49 U.S.C. § 114(r)
- The new methodology is consistent with TSA's risk based security strategy and a GAO recommendation calling on TSA to conduct comprehensive risk assessment to determine the effective deployment of SPOT
- Allocation model revised based on a broader set of risk factors, including:

(b)(3):49 U.S.C. § 114(r)

Moving Forward

- Strengthen behavior detection protocols and processes, including consolidation of SPOT indicator list
- Continue to optimize behavior detection capabilities through security effectiveness evaluations and human factors studies
- Identify Full Operational Capability using a combination of risk allocations studies, security effectiveness metrics, workforce performance metrics



Questions