One of the basic principles that we live by in this country is that citizens are allowed freedom of movement and the right to privately pursue everyday activities with minimal intervention from the government.

The dichotomy of allowing people freedom of movement, while at the same time protecting our nation from those who would threaten that very freedom, is a difficult one to reconcile. Maintaining this delicate balance is an extremely complex task, and the Department of Homeland Security is tasked with that very mission.

In the wake of the World Trade Center attacks, and under the authority of the newly formed Department of Homeland Security, the Transportation Security Agency (TSA) was established to secure all modes of transportation used throughout the country. The goal of TSA is to provide secure means of travel without restricting movement. TSA is responsible for securing all modes of travel in the U.S. – maritime, highway, rail transit, pipeline, and aviation, as well as all related cargo.

A speech given by TSA Admistrator Jim Loy emphasized the crucial need for partnerships with local transportation organizations and private industry.

FREEDOM *of movement*

securing a free and open society

by Emily LeDuc

"We're just now able to step back a moment to get a good look at the universe of transportation security across and between all modes. It's a little like looking through the Hubble telescope at the universe: when you really begin to take in its magnitude ... take in the interconnectivity of systems—planetary or transportation—it's pretty awesome in scope."

Admiral Jim Loy
Administrator, Transportation
Security Administration
June 10, 2003

Airlines, freighters, railroads, and other land-based transportation systems—highways, transit systems, and pipelines each have their own security challenges and a model to address them. However, in the fight against terrorism, these unique transportation models will have to fit like puzzle pieces into the bigger system. And those models can only change with [input and participation from the private sector].

The National Transportation Security Act (ATSA) has established TSA as the nation's principal authority for the security management of all modes of transportation and cargo transfer. TSA serves as the primary liaison to the law enforcement and intelligence community. TSA assesses threats; develops, implements, and oversees security strategies; coordinates countermeasures with other agencies and organizations; and enforces policies, regulations, and laws for each piece of the transportation puzzle.

Aviation

Since the implementation of the ATSA, TSA has issued a layered "system of systems" which includes a number of initiatives. The most visible being airport security screening procedures for passengers and baggage. Reinforced cockpit doors, perimeter security, canine teams, and armed pilots are other examples of TSA aviation security initiatives. TSA continues to improve and refine security processes to provide the public with a high level of service.

TSA is also responsible for securing general aviation or flights that are scheduled 'on-demand.' Such fights include medical transports, advertising aircraft over sporting events, pilot training, sightseeing, and business flights. General aviation accounts for nearly 80 percent of all flights in the U.S. TSA partners with industry organizations involved in general aviation, and works to develop and implement customized security solutions that protect the industry without overburdening it.

Securing the Supply Chain

There are a number of significant security vulnerabilities related to transferring cargo and passengers between different modes of transportation. For example, passengers flying home after disembarking from cruise ships, or cargo arriving into a U.S. port and then moved using U.S. highway or rail systems.

TSA examines threats and where they may come next—such as a radiological or biological dispersion device sailing into port, or an attack ripping up the tracks of the railway network crossing America's heartland.

Terrorism is largely focused on disrupting major systems to send the desired message. An attack on the U.S. railway freight network or highway system can have powerful psychological and economic ramifications.

"You got a bomb onboard!"

June, 2003 – A trucker on the Capital Beltway glances beside him to witness a man in a car gesturing wildly and screaming. He soon realizes the man is trying to tell him something – and discerns his screams as *"You got a bomb on board!"*

In a panic, the trucker calls 911 and is re-routed to the George Washington Parkway, which is immediately closed and inundated with law enforcement including ATF and FBI agents from the Joint Terrorism Task Force.

After inconveniencing thousands of DC commuters, wasting the time of federal, state and local law enforcement organizations, and costing the driver and his company valuable time, the incident was deemed a hoax, but served as a sobering example of the vulnerability of our transportation and cargo system to domestic and international terrorist threats.

Operation Safe Commerce (OSC)

One of the greatest vulnerabilities to conduct a terrorist attack against the United States is the intermodal-shipping container. Because numerous points in the supply chain can provide the opportunity to compromise container integrity, container cargo is one of TSA's biggest priorities. Development of improved detection systems, tracking systems, and cargo and passenger transfers from one mode of transportation to another are being implemented to reduce this vulnerability. Through partnerships with industry, TSA has begun the daunting task of creating a national system to secure cargo and the supply chain.

"We cannot begin to address the huge vulnerabilities in the supply chain without the support of industry. Security is an ALL HANDS evolution, and we're proud to serve with each of [our partners]."

- TSA Administrator, Jim Loy

Operation Safe Commerce (OSC) is a program that specifically addresses the security vulnerabilities of containers entering seaports of our nation's three largest load centers. These projects identify and explore commercially viable business processes, technologies, and initiatives that protect commercial shipments from threats of terrorist attack, weapons of mass destruction, smuggling, and contraband while minimizing the economic impact on the U.S. transportation system. They analyze existing practices and test security solutions in an operational environment.

Another TSA initiative related to passenger and cargo transfer is the proposed creation of a standardized ID system for all individuals involved in the movement of passengers and cargo in this country. The Transportation Worker Identification Credential—or TWIC—would create a single ID for all workers in the transportation field—truckers, dockworkers, airline mechanics, caterers, ship crews, or railroad engineers. TWIC will standardize requirements for background checks and eliminate any need for multiple identification cards.

In Miami, Orlando, and Vancouver, TSA has implemented pilot programs for enabling the seamless transfer of passengers and their baggage from one mode of transportation to another.

Through these programs, TSA is using Operation Safe Commerce to make a difference in examining and addressing the vulnerabilities in passenger and cargo transfer.

Maritime Transportation Security Act (MTSA)

TSA is also guided by the Maritime Transportation Security Act. The MTSA standardizes security procedures across federal, state, local, and private authorities. Through MTSA, port authorities now have the resources to conduct vulnerability assessments of their facilities; develop mitigation strategies; and launch prototype technologies for security enhancement and pilot projects — all in an effort to deter terrorist attacks on America's ports and waterways.

MTSA is structured using a risk-based methodology. By focusing regulations on areas of the industry that have a higher risk for incidents such as tank vessels, barges, large passenger vessels, cargo vessels, oil and gas platforms, and port facilities that manage dangerous or hazardous cargo, the goal of MTSA is to begin implementing new programs in the highest risk areas first, followed by the areas of lesser risk, eventually improving security procedures and programs for the entire system.

Maritime Security teams were created in direct response to the World Trade Center attacks, and represented a rapid response force for key ports around the nation. They protect military load-outs, enforce security zones, defend facilities located in key ports, and intercede criminal activities. They also provide enhanced port security, deploy support for national events requiring a Coast Guard presence such as the Olympics or national emergencies, and assist on naval vessels for drug and law enforcement. They are also equipped to respond to terrorist threats or incidents in ports and waterways throughout the U.S.

Another program implemented to improve Maritime Security is the Automatic Identification System (AIS). AIS uses global positioning satellites to relay navigational information from ship-to-ship or from ship-to-shore. This greatly reduces the need for voice radio communication, and is now a requirement on all self-propelled vessels larger than 65 feet, all towing vessels larger than 26 feet, all vessels carrying 50 or more passengers for hire, and all vessels over 100 gross tons with one or more passengers for hire.

Securing our Highways and Rail Systems

In 2003, a number of programs were implemented by TSA and the U.S. Department of Transportation to enhance security for the transport of hazardous materials, including explosives. The program now requires background checks on commercial drivers who are certified to transport hazardous materials.

The Highway Watch Program promotes security awareness among all segments of the commercial motor carriers and transportation community. This program aims to train the nation's commercial drivers to observe and report any suspicious activities or items that many threaten the critical

The responsibility of keeping awake—resisting complacency—falls on every one of us. The American people... that's me and you and your employees: Your drivers. Your packers. Your line workers. Your managers.

- TSA Administrator, Jim Loy

elements of the nation's highway transportation system. Commuter rail operations, intercity passenger rail, and well as the nation's rail freight network are all TSA concerns, and efforts to develop a National Passenger rail program focusing on prevention, response, recovery, restoration of services, and restoring public confidence in the event an incident is underway.

Explosives Unit

TSA's Explosives Unit evaluates how the threat of explosives fits into each piece of the transportation puzzle, and works to provide an expert, rapidly deployable, national resource to address all aspects of transportation explosives security. This includes countermeasures development, testing and evaluation of explosives effects and detection systems, explosives incident management, technical support, Weapons of Mass Destruction Program Management, post-blast investigations; and Least Risk Bomb Location (LRBL) assistance to pilots, explosives security surveys, and other technical explosives assistance. The program provides training and seminars as well as services related to specific explosives subjects including letter bombs, improvised explosive devices, CBRN (Chemical/Biological/Radiation/Nuclear) response, explosives safety handling, explosive effects on commercial aircraft, and many more related subjects.

Explosives Detection and the Canine Program

On March 9, 1972, a bomb threat came in for a Trans World Airlines jet bound for Los Angeles from JFK in New York. Moments into the flight, the jet was instructed to return to JFK, where passengers were evacuated. Enter Brandy, a bomb-sniffing dog brought on board to search the aircraft. Brandy found the explosive device just twelve minutes prior to detonation.

As a result of Brandy's heroic efforts, the FAA Explosives Detection Canine Team Program was created. This program established certified canine teams at strategic locations throughout the U.S. Any aircraft faced with a bomb threat

could now quickly divert to an airport with a canine team. The FAA Explosives Detection Canine Team Program started with 40 canine teams at 20 airports in 1973. Today, the TSA canine program is operating in the nations larger airports, and encompasses the entire transportation system.

TSA's National Explosives Detection Canine Program (NEDCP) works to deter and detect the introduction of explosive devices into the transportation system. Bomb threats can disrupt transportation systems in the air, on land, and at sea. They pose a threat to the traveling public and require fast and efficient resolution. Canine teams are a key countermeasure. The use of these highly trained teams is a proven deterrent to terrorism within our transportation system and provides a timely, mobile response for facilities, rail stations, airports, passenger terminals, seaports, and surface carriers.

Selection, Breeding, and Training

The most effective breeds for explosive detection are from the sporting group. Labradors, Chesapeake Bay Retrievers, and Golden Retrievers are ideal for this type of work because of their gentle temperament and keen senses. TSA sponsors a Puppy Program that selectively breeds, whelps, raises, and prepares puppies to be future explosive detection dogs for the National Explosives Detection Canine Team Program. Run out of Lackland Air Force Base in San Antonio, Texas, the puppies are fostered out to local families who raise the pups in a well-rounded, socialized, and nurturing environment. At 14 months, the pups are returned to the Puppy Program for their final training and evaluations. Upon successful completion of the Puppy Program, the pups are transferred into official explosive detection dog training at the TSA Support Branch.

The dogs are pre-screened to ensure they are healthy, smart, highly motivated, and able to detect the necessary scents. They are then enrolled in the TSA Support Branch training program and are trained using "operant conditioning." This is a reward-based training model in which the dog is trained to "indicate or respond" to the location of an explosive scent. When the dog responds correctly, it is given a reward. This association is reinforced for hundreds of repetitions until the dog learns "the game."

When matched with a handler, the canine team undergoes several months of additional training. Once the teams are certified by the TSA, they undergo several hours of proficiency training each week in their operational environment, which includes all the smells and distractions

associated with a busy airport. The TSA also requires each team to go through an intensive three or four day annual certification to demonstrate they continue to meet TSA-certification standards. These standards are some of the most stringent in the nation and include demonstrated performances in searching aircraft, luggage, terminals, warehouses, and luggage in the airport environment.

Day-to-Day at TSA

From airport security to terrorist response teams, to raising puppies for the National Explosives Detection Canine Program, TSA's area of responsibility is as far-reaching as it is essential. The task of securing our nation's transportation systems can, however, be reduced to a process of Domain Awareness—what's going on out there—followed by Prevention-Protection, Response-Restoration, and Consequence Management. This is the backbone of TSA's National Transportation System Security Plan.
To protect the nation's transportation systems, (TSA) must fully understand the risks specific to the National Transportation System to expertly manage them. Threats must be analyzed and assessed using an integrated approach across transportation modes. The TSA Threat Assessment and Risk Management Program uses a risk-based decision process to focus its strategies across the different transportation modes under TSA responsibility.

Criticality Assessment

The TSA Criticality tool evaluates and prioritizes transportation assets and facilities. The results of the analysis identify which assets are relatively more important to protect from attack.

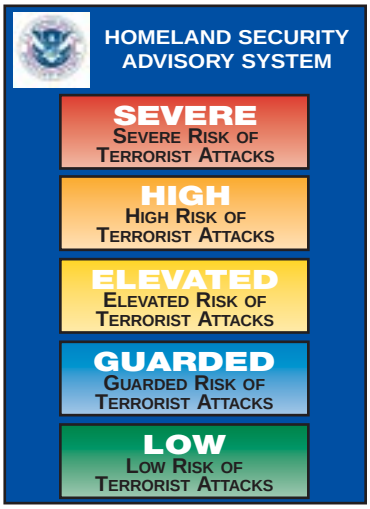
Threat Assessment

The TSA Threat Assessment approach is a systematic, facilitated approach used to develop relevant threat scenarios for transportation assets and facilities. Threat scenarios are developed for each transportation mode that are then vetted through the TSA Intelligence Service. These generic scenarios are a required piece of the TSA vulnerability assessment methodology.

Vulnerability Assessment

TSA intends to use two tools in support of analyzing transportation vulnerabilities.

Each morning, TSA's leadership evaluates daily security intelligence, and information is gathered on existing or developing threats. From the reports, TSA establishes operational adjustments that required using the threat-based and risk-managed response and following the Awareness-Prevention-Response-Consequence Management paradigm.



The Homeland Security threat-level thermometer is an indication of the job Secretary Ridge has to do in assessing and responding to the information he's getting. Since the color-coded system was introduced last fall, the level has gone up to Orange and back to Yellow three times. Evaluating threats and responding to them is the fundamental responsibility of Homeland Security and TSA. Setting up the infrastructure and implementing programs to support that responsibility is the day-to-day work that TSA performs. Whether it's cargo on the highway, passengers on a ship, or in a plane, TSA's mission is to secure our transportation systems without overburdening industry or encroaching upon our personal freedom.

For more information on the Transportation Security Administration and it's programs, visit their website at www.tsa.gov

Sources for Freedom of Movement

Transportation Security Agency - www.tsa.gov
The U.S. Coast Guard – www.uscg.mil