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AVIATION SECURITY ADVISORY COMMITTEE (ASAC)
September 30, 2004
9:00 am – 3:30 p.m.
TSA Headquarters, Town Hall Conference Room
601 South 12th Street
Arlington, Virginia 22202

SUMMARY

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Call to Order

Joseph Hawkins, Deputy Assistant Administrator for Analysis, TSA, and Chairman of the Aviation Security Advisory Committee (ASAC), convened the meeting at 9:02 a.m,, offered opening remarks, and recognized new and departing representatives of various ASAC member organizations.

Approval of Minutes

The minutes of the ASAC meeting of October 1, 2003, and November 17, 2003, were approved as corrected.

In response to a question, Mr. Hawkins stated that TSA plans to call ASAC into session regularly, subject to the existence of appropriate agenda items.

Remarks by RADM David Stone (Ret), Assistant Secretary, TSA

Mr. Stone welcomed the member representatives of ASAC and described key items of interest, such as his recent trip to Montreal for meetings with Canadian security officials, the daily Operations-Intelligence briefing that he chairs, several recent trips to attend meetings of stakeholder representative groups, and the importance of partnering with industry to enhance transportation security.

Mr. Stone emphasized the importance of new technologies, such as "puffer portals" and "backscatter x-rays," to enhance both the security and the comfort of passenger transport. Mr. Stone also described the Registered Traveler program, highlighting the importance of biometric technologies that assure positive identification and enable processes to improve both security and the passengers' traveling experience.

Mr. Stone described the three elements of the administration's approach to mitigating the threat posed by shoulder-fired missiles or MANPADS. The three mitigation elements include: Counter-proliferation; MANPAD awareness and planning at each potential target facility; and countermeasures, such as aircraft-borne defensive technologies.

Mr. Stone also discussed the importance to TSA of leadership, partnership, and friendship, highlighting the importance of each concept to TSA activities such as the development of an aviation sector security plan under Homeland Security Presidential Directive 7 (HSPD-7). He also mentioned the importance of decentralizing TSA, empowering Federal Security Directors to make decisions in the field.

Mr. Stone mentioned his meetings with the U.S. Commercial Aviation Partnership, composed of the American Association of Airport Executives, Airports Council International, Air Transport Association, and the Boeing Company, and he noted other TSA actions to enhance airport security, such as increasing the number of surveillance cameras, enhancing background checks, and moving to 100% screening of checked baggage using CAT scan technology. He also highlighted the importance of enhanced cargo screening and described TSA's efforts to implement such enhancements.

Mr. Stone commented on the four working group tasks that would be proposed to ASAC at this meeting, highlighting the importance of each one to TSA's strategic goals and tactical objectives.

In response to questions, Mr. Stone stated:
- TSA is strongly interested and involved in the work of the Joint Program Development Office (JPDO), a cooperative effort with the Department of Transportation to envision the "airport of the future."
- The actions required under HSPD-7 are consistent with the regulatory steps TSA has taken since its inception. HSPD-7 does not represent a potential disruption of established regulatory processes, but rather a focusing and refinement of them.
- Efforts continue to develop a modeling process to determine appropriate screener personnel allocations across regulated airports.
- TSA's intention is to enhance and improve the alien flight training security process, not to make it more difficult.
- Investment in in-line baggage screening technologies is important, but must be balanced against other pressing security investment needs.
- TSA looks to ASAC for input on how to model the economic aspects – costs and security benefits – of security enhancement options.
- Current biometric projects – the Transportation Workers Identification Credential and Registered Traveler in particular – are exploring biometric options that will help TSA in later efforts to standardize biometric data capture and use.
- Participants in Registered Traveler will be subjected to a background check, and will be processed through primary screening at airport checkpoints. Participation in Registered Traveler will enable passengers to avoid secondary screening, unless an alarm on primary screening cannot be resolved otherwise.

TSA Update on GA Recommendations

Rob Rottman, Deputy Director, General Aviation Security Policy, TSA, summarized the history of the General Aviation Security Guidelines Working Group report received by ASAC in November, 2003. He reported that, upon receipt from ASAC, TSA used the working group report as the basis of a TSA publication titled, "General Aviation Airport Security Guidelines," issued in May, 2004. The document addresses seven areas of general aviation airport security: (1) personnel, (2) aircraft, (3) airports and facilities, (4) surveillance, (5) security plans, (6) communication, and (7) specialty operations.

The document also includes a tool that enables airport managers to determine where and when certain security enhancements would be appropriate for their airports. This measurement tool is self-administered by an airport manager, and recognizes that one-size security does not fit all airports.

Mr. Rottman reported that the document generally has been favorably received by industry.

In response to a question, Mr. Rottman stated that federal funding is not available for security enhancements unless the security enhancements are required by law or regulation.

TSA Update on Air Cargo/ Identifying Suspect Air Freight (Working Group Proposal)

Pam Hamilton, Acting Director, Air Cargo Inspections, TSA, reminded the committee that, on October 15, 2003, ASAC accepted all 43 recommendations from the three previous ASAC air cargo working groups and formally transferred those recommendations to TSA for action. Ms. Hamilton reported that ASAC's recommendations provided the foundation for DHS's air cargo strategic plan. The air cargo strategic plan, approved by DHS Secretary Tom Ridge on July 2, 2004, serves as a core document in TSA's Air Cargo Security Program Office.

Ms. Hamilton commented on the status of efforts to publish the anticipated air cargo security notice of proposed rulemaking (NPRM), and she described the planned NPRM in general terms.

Referencing the recommendations of the earlier working groups, Ms. Hamilton stated that freight assessment – a prescreening system to identify elevated risk cargo – is the cornerstone of TSA's air cargo strategic plan. She described the envisioned freight assessment system (FAS) as "a sophisticated risk modeling and targeting capability that incorporates elements of the known shipper program." Cargo that is identified as elevated risk would receive additional scrutiny.

Ms. Hamilton stated the Deloitte is TSA's prime contractor for development of the FAS, which is being undertaken in close coordination with Customs and Border Protection (CBP) to avoid needless duplication. She stated that partnership with stakeholders is one of the keys to the future success of FAS, and she identified three goals for FAS implementation: (1) To leverage existing technology within the Department of Homeland Security; (2) To avoid "stovepipe" system development; and (3) To avoid requiring industry to submit the same data to multiple government agencies.

At Ms. Hamilton's request, Bob Chiaradio, Deloitte, described the FAS as it had been envisioned to that date. Mr. Chiaradio outlined, in notional form, a risk score function, use of data, and sources of data to be considered by FAS.

Following Mr. Chiaradio's presentation, Ms. Hamilton proposed formation of an ASAC working group to validate processes and systems that may contribute to risk assessment of cargo shipped via passenger aircraft. Ms. Hamilton explained that TSA would ask the working group to offer broad industry recommendations concerning technology, process integration, risk model parameters, data capture and management, and system deployment. The working group would be composed of a small focused team representing a broad cross section of stakeholders directly impacted by the air cargo risk assessment and targeting system. Because the FAS development and deployment timeline is short, TSA would need industry inputs within about 120 days.

Mr. Alterman moved for acceptance of the proposed Freight Assessment System task and creation of a Freight Assessment System Working Group per Ms. Hamilton's presentation. The motion was seconded simultaneously by Mr. Bidwell and several other ASAC member representatives.

After brief discussion of the proposed working group's membership, Mr. Hawkins called the question. ASAC unanimously approved the motion by voice vote.

Mr. Stewart Verdery, Assistant Secretary of Border and Transportation Security Policy and Planning

Mr. Hawkins introduced Assistant Secretary of Border and Transportation Security Policy and Planning Stewart Verdery.

Mr. Verdery noted that the Department of Homeland Security (DHS) Bureau of Border and Transportation Security (BTS) oversees activities and policy development for TSA, Customs and Border Protection, Immigration and Customs Enforcement, the Federal Law Enforcement Training Center, and the U.S. Visa Program Office. Mr. Verdery introduced Ms. Samita Kleintaub, Director for Transportation Security Policy within his Office.

Mr. Verdery briefed ASAC on aviation-related activities bring conducted by elements of DHS outside of TSA. He described rulemaking activity to formalize the Advance Passenger Information System (APIS)

requirements currently in place for inbound international passengers and crew, and to expand APIS to outbound international flights. This rulemaking is to be followed later in the year by a so-called APIS-II regulation, which will published as a Notice of Proposed Rulemaking. The APIS-II rule is intended to move the time of data collection and reporting to "before wheels-up." Mr. Verdery explained that currently, APIS data is reported to U.S. authorities while the plane is in the air. Moving the reporting requirement to "before wheels-up " would enable U.S. authorities to better review manifests against watch lists and identify inadmissible aliens before the plane takes off. This is thought to represent a lesser inconvenience for both passengers and international air carriers than forcing an aircraft to turn back or divert in flight.

Mr. Verdery noted that APIS disclosure is under challenge in European courts, and he stated that negotiation are underway with European authorities to support APIS requirements.

Mr. Verdery also reported that Customs and Border Protection (CBP) is piloting and hopefully will be expanding a program called the Immigration Security Initiative, to place U.S. Customs inspectors overseas to work with the host government law enforcement community and with airlines to conduct pre-boarding passenger vetting.

To further ease international passenger travel, DHS is developing the Air Transit Program, the successor program to the Transit-Without-Visa and International-to-International Programs that were suspended a year ago due to security concerns. Mr. Verdery stated that DHS is committed to reestablishing an international transit program, but with stronger security measures at the transit lounges, passenger vetting before boarding, and tighter controls on eligibility.

Mr. Verdery commented that the U.S. Visit Program is operating well at airports and seaports at which it has been established. Under the program, U.S. authorities have identified 893 individuals whose inadmissibility problems would not have been detected but for the biometric aspect of U.S. VISIT. About a third of those were denied entry into the country or arrested.

Mr. Verdery reported that U.S. VISIT is being expanded to cover visa waiver travelers. Another aspect of U.S. Visit, the Exit Program for the aviation arena, is entering pilot testing at Baltimore-Washington International Airport (BWI); expansion to about a dozen other airports is expected during the coming year.

Current International Initiatives

Jan Brecht-Clark, Deputy Director, International Affairs, TSA, briefed ASAC on current security initiatives in the international aviation arena. TSA's International Affairs office is responsible for representing TSA overseas, for leading the development of standards and practices that govern transportation security around the world, and for supporting DHS and TSA programs related to international transportation security.

TSA maintains representatives around the world, located at U.S. Embassies and Consulates in 14 different countries: Argentina, China, Germany, Italy, Belgium, Australia, the UK, Greece, Singapore, Spain, France, Japan, Thailand, and the Philippines. Most of Latin America and the Caribbean is served by TSA representatives who are located in Dallas. TSA's Canadian representatives are located in Washington DC. TSA's representatives are the principal points of contact for foreign governments, and ensure that air carriers and foreign airports meet U.S. security standards, those of foreign governments, and the standards of the International Civil Aviation Organization (ICAO).

TSA representatives are principal advisors to embassy officials on matters of transportation, not just aviation security.

Ms. Brecht-Clark outlined efforts to strengthen current bi-lateral and multi-lateral international relationships. She described the "gold standard" effort with the UK to develop a bilateral security standard to use as a baseline in working with other countries to raise their security standards, or with ICAO to raise overall standards. The "gold standard" is intended to reflect the two countries' combined best practices.

One issue that has emerged in the "gold standard" talks revolves around airport and air carrier employee access or staff screening for access to secure areas, sterile areas, and Secure Identification Display Areas (SIDA). Ms. Brecht-Clark reported that the participants are exploring the possibility of staff screening for employees with access to passengers by 2006, and in 2009 for employees with access to baggage.

In multilateral discussions, current issues include shoulder-fired missile systems (MANPADS), in-flight security, screening of staff personnel; establishing a security stakeholder liaison network; promoting national quality control and security guidance for general aviation, and enhancing screening for passengers and bags.

The U.S. supports the ICAO security audit program. The U.S. contributed $1 million to initiate the audit program, and continues to provide financial assistance and personnel resources. The program has 116 auditors from 63 participating nations. By the end of 2004, as many as 60 audits will have been conducted worldwide.

In response to a question, Ms. Brecht-Clark stated that bilateral efforts to harmonize U.S. and Canadian screening equipment requirements are being led by TSA's Chief Technology Officer with heavy involvement by the Office of International Affairs.

Mr. Bidwell noted the range of projects described by Ms. Brecht-Clark, and asked, "in accordance with the recommendation of the 9/11 Commission, which basically suggests that hard choices must be made in determining which initiatives to implement, that [the current projects] are prioritized, both according to risk and also in accordance with available funding." Ms. Brecht-Clark assured ASAC that the current projects have been appropriately prioritized.

Technology Briefing

Chuck Burke, Acting Assistant Administrator/Chief Technology Officer, TSA, reported on TSA's efforts to identify and test technology to support TSA security functions. Mr. Burke stated that TSA's technology needs exist at approximately 449 U.S. airports, 97 U.S. air carriers, and a total of 750 screening checkpoints. He noted that the airline industry supports 650 million annual passenger enplanements and transports approximately 1.4 billion pieces of checked luggage annually, numbers that are increasing approximately 4% annually.

Mr. Burke noted that trace portals have been implemented at five airports, and that initial responses from the public and TSA security officials had been positive. He noted that the machines' false alarm rate is very low. He also described document scanners undergoing tests at four locations, stating that initial comments on this device are positive.

Mr. Burke described CTO's involvement in helping improve screener performance by seeking cleaner, easier device interface designs, and by helping train and test screeners. He emphasized TSA's commitment to enhancing passenger throughput, respecting passengers' privacy, and assuring the safety of TSA screening equipment.

Concerning checked baggage systems, Mr. Burke stated that in-line screening technologies appear to be appropriate for larger airports, but that other solutions are required at smaller airports. He indicated that

explosive trace detection systems are not ideal, in part due to the manpower requirement associated with their use.

Mr. Burke briefly described pilot projects recently undertaken in Miami, Dallas, and Atlanta to identify appropriate technologies to enhance air cargo security. Further projects in this series are planned to start in the first quarter of 2005 in Chicago, Los Angeles, and Anchorage. Mr. Burke noted that canine detection is very effective, but each dog has a limited period of effective duty time between rest periods.

Mr. Burke described CTO's involvement in airport infrastructure protection, including perimeter access technologies, blast-resistant containers, and others.

In response to questions, Mr. Burke stated that:
- TSA collects information on new threat devices for use in screener training.
- Puffer portal deployment is expected to accelerate, contingent upon the availability of funds.
- Back-scatter x-ray technologies are promising, and a technological response to privacy concerns may be available in a few months.
- TSA is looking for options to decrease the cost of ownership of security technology. Options under consideration include lease arrangements, simplified maintenance and other things.

Airport Development/ Airport of the Future (Working Group Proposal)

Mike Duffy, Director of Airport Inspections, TSA, stated that the document, "Recommended Security Guidelines for Airport Planning, Design and Construction," document number DOT/FAA/AR-00/52, last issued in June, 2001, is in need of revision. Mr. Duffy asked ASAC to host a government-industry working group tasked to update the document. He discussed the many ways in which airport security is changing in the wake of the September 11, 2001, attacks, and he emphasized that, although compliance with the security guidelines document is not mandatory, the document should reflect "best practices" with respect to which both industry and government concur.

Mr. Duffy asked ASAC to accept the task and set a schedule to reach completion within one year. He noted that, as airport security technology, capabilities and requirements continue to mature, future revisions of the document will be necessary, possibly on a three-year revision cycle.

In response to questions, Mr. Duffy indicated that, although the phrase, "airport of the future" was used several times, the intent of this presentation was to outline a task to produce a guidance document that would have a "shelf-life" of three to five years. It is expected that the revised document would be superceded by a subsequent revision at about that time.

Ian Redhead moved for acceptance of Mr. Duffy's proposed task. The motion was seconded by Mr. Bidwell. Following an opportunity for discussion, by voice vote, ASAC unanimously accepted the task as proposed.

Placement of Aviation Security Impact Assessment Working Group Under ASAC (Working Group Proposal)

Richard Hansen, Director, TSA Headquarters Industrial Engineering and Process Improvement, asked ASAC to "adopt" an activity has been ongoing in TSA with stakeholder involvement and active participation for approximately 18 months. Mr. Hansen stated TSA's desire for placement of the group structure and technical working group under ASAC control.

Mr. Hansen explained that the activity is an effort to devise a mathematical model of the costs of aviation security enhancements. He reported that the model is "nearing operational completion." Mr. Hansen stated that, as the effort moves from development to operational application and use, the group feels that it must comply with the Federal Advisory Committee Act (FACA), under which ASAC is organized. As he put it, "the existing working group . . . would be your working group. We would report to you. We would summarize our results and answers to you and you would share those results, going forward, to the Administrator."

In response to questions, Mr. Hansen made the following points:

- The existing group is not organized under any other advisory group. It was formed by industry stakeholders *ad hoc* to try to identify costs or operational consequences resulting from change.
- The existing group is composed of representatives of four sectors: (1) The government sector, composed of TSA, DHS, and DOT; (2) The manufacturing sector, represented by the Boeing Company; (3) Airport operators, represented by the American Association of Airport Executives (AAAE) and the Airports Council International – North America (ACI-NA); and (4) Airlines, represented by the Air Transport Association (ATA).
- Inputs for the group's modeling efforts would be determined by ASAC.
- As the effort moves from a developmental one to applications, the membership of the working group should be expanded to build a consensus and to bring all of the credible pieces of information into the elements that the model will consider. ASAC is the appropriate forum in which to achieve this.
- When this modeling tool goes from the developmental stage into operation, everything the working group does would come under ASAC. The working group would bring to ASAC its current tasks and priorities. The working group would share what its working on, and based on ASAC input, tasks would be adjusted.
- Once the group becomes an ASAC group, all requests for work would be approved by ASAC before the working group performs the work.

Mr. Alterman moved ASAC to accept the Aviation Security Impact Assessment group as an ASAC Working Group. The motion was simultaneously seconded by several ASAC members.

In subsequent discussion, Chairman Hawkins stated that, under ASAC, the membership of the working group will be reviewed based on the ASAC comments at this meeting.

Chairman Hawkins called the question. The motion was approved by a roll call vote of 18 to 2.

Messrs. Alterman and Witkowski proposed, and Mr. Hawkins accepted, an action to arrange a briefing for interested members of ASAC on the current products, current status, and plans of the working group, with emphasis on the plan to expand its membership.

Secure Flight: Presentation & Proposal to ASAC (Working Group Proposal)

Justin Oberman, Director, Office of National Risk Assessment (ONRA), TSA; and Lisa Dean, Privacy Officer, TSA, briefed ASAC on the status of Secure Flight, TSA's plan to replace the Computer Assisted Passenger Prescreening System (CAPPS) with an enhanced airline passenger security tool. Secure Flight is intended to reduce the selectee rate (the proportion of airlines passengers selected for secondary screening) while enhancing security; to more effectively target people who should have enhanced screening; and to make the screening experience less a factor in passenger flight.

TSA's paramount goals with respect to Secure Flight are to enhance security and to protect privacy. The system will ask for the least possible amount of information concerning a passenger, and a redress policy will be developed and made public to provide persons with opportunities to correct information in the system.

Mr. Oberman described three documents published recently in the Federal Register to support Secure Flight development, a Privacy Impact Assessment, a System of Records Notice, and an Information Collection Request.

Lisa Dean, TSA Privacy Officer, explained that federal agencies normally do not publish their privacy impact statements in the Federal Register. Ste stated that TSA took this step to assure that the document had the broadest possible distribution. She stated that privacy protections are being built into Secure Flight from the start, rather than added on at the end of the development process, that air carriers would not be required to collect any more data from passengers than is currently collected, and that data collected in connection with planned testing would be discarded when no longer needed for that testing.

Mr. Oberman asked ASAC to host a working group to provide oversight and advice on privacy issues as well as IT security. He noted that Congress has directed TSA to empanel a group to provide public oversight of privacy matters related to Secure Flight.

In response to questions, Mr. Oberman and Ms. Dean made the following points: :
- Privacy advocacy groups would be represented on the proposed Secure Flight Working Group;
- The proposed Secure Flight Working Group does not yet exist. Congress has directed TSA to empanel a public oversight body to monitor privacy issues connected with Secure Flight, but that group has not yet been empanelled. TSA is asking ASAC to host that group as a working group.
- The proposed working group will focus on privacy aspects of the Secure Flight program. Other aspects of the program will be submitted to broader public comment through rulemaking procedures.
- The Secure Flight program is intended to apply to passenger air transport.
- The proposed Secure Flight Working Group would remain in existence through the implementation of the Secure Flight program. It may continue in existence longer, perhaps as long as Secure Flight remains in operation, to provide feedback on concerns within its scope.

Mr. Hawkins asked for a motion. Mr. Alterman and several other ASAC member representatives moved to accept the proposal to create a Secure Flight Working Group, as described. The motion was seconded by Mr. Wirsing and several others.

In discussion, Mr. Oberman stated that the proposed working group will have opportunities to influence the design of Secure Flight both before the planned test phase, and more so between completion of the test phase and the start of program implementation. Ms. Dean stated that working group participants will require Top Secret security clearances to review Secure Flight program material. Mr. Oberman stated that his office would assist in expediting clearances for appropriate persons who do not already have one.

Mr. Hawkins called the question. The motion carried by unanimous voice vote.

General Discussion

At the instance of Mr. Carter, the member representatives of the Aviation Security Advisory Committee thanked Chairman Hawkins for his work in reconstituting ASAC in the days following September 11, 2001, and wished him well in his retirement from federal service.

Chairman Hawkins adjourned the meeting at 3:35 p.m.

Member Representatives Present

Last Name	First Name	Organization
Alterman	Steve	Cargo Airline Association
Applewhaite	Mark	United States Postal Inspection Service
Bidwell	Christopher	Air Transport Association
Byer	Eric	National Air Transportation Association
Cebula	Andy	Aircraft Owners and Pilots Association
Corrao	Joseph	Transportation Security Administration
Doubrava	Dick	National Business Aviation Association
Dunham	Gail	National Air Disaster Alliance
Hawkins	Joseph	Transportation Security Administration
Hochstetler	Paula	Airports Consultants Council
Johnson	Glenn	Victims of Pan Am Flight 103
Johnson	Charles	National Aeronautics & Space Administration
Kimsey	Tim	Airport Law Enforcement Agencies Network
Kirkes	Bryan	United States Secret Service
McElroy	Deborah	Regional Airline Association
McKinley	Nancy	International Airline Passengers Association
Monetti	Robert	National Air Disaster Alliance
Morris	Carter	American Association of Airport Executives
Morris	Joe	Air Courier Conference of America
Morrison	Rebecca	American Association of Airport Executives
Norelius	Jay	Coalition of Airline Pilot Associations
Paul	George	National Air Carrier Association
Priddy	Ron	National Air Carrier Association
Redhead	Ian	Airports Council International – North America
von KleinSmid	Kristen	Federal Bureau of Investigation
Wirsing	Dave	Airforwarders Association

Last Name	First Name	Organization
Witkowski	Chris	Association of Flight Attendants
Wright	Jerry	Air Line Pilots Association