TRANSPORTATION WORKER INDENTIFICATION CREDENTIAL (TWIC)

WRITTEN TESTIMONY OF
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SUBCOMMITTEE ON BORDER, MARITIME, AND GLOBAL
COUNTERTERRORISM

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Good morning Chairwoman Sanchez, Ranking Member Souder, and distinguished members of the Subcommittee. Thank you for this opportunity to speak about the steady progress we have made in implementing the Transportation Worker Identification Credential (TWIC) program.

My name is Maurine Fanguy and I am the Director of the TWIC program.

TWIC, as you know, is a Department of Homeland Security (DHS) program with joint participation from the Transportation Security Administration (TSA) and the United States Coast Guard (USCG) to provide a tamper-resistant biometric credential to maritime workers requiring unescorted access to secure areas of port facilities and vessels regulated under the Maritime Transportation Security Act of 2002 (MTSA), (P.L. 107-295). The operational costs of the TWIC program are entirely funded from fee revenue with no direct appropriated funds.

I am especially pleased to announce today that we are completing the rollout of fixed enrollment centers with the opening of a center in Saipan. In eleven months since our beginning in Wilmington, Delaware, TSA has opened 149 fixed enrollment centers across the United States— from Maine to Hawaii; from Florida to Alaska, and the territories of Puerto Rico, the U.S. Virgin Islands, Guam, and now, Saipan.

Progress

As we continue rolling-out the TWIC program throughout the nation, we have also made steady progress in several other areas in the past year.

Successful Program Rollout
In addition to the 149 fixed enrollment centers, TSA continues to establish mobile enrollment centers nationwide, and has opened 183 mobile centers to date, with plans for more than 100 additional mobile centers to bring TWIC to the worker. These mobile centers save workers significant travel costs, particularly in remote locations such as Alaska. As of the first week of this month, nearly 500,000 workers enrolled for their card, with more than 447,000 cards printed

and 319,000 cards activated. We are pleased with the program's start and look forward to continuing our efforts to complete the initial enrollment and support the full implementation of the TWIC program. A dashboard containing all pertinent enrollment statistics is updated weekly and publicly available through our Web site at: www.tsa.gov/assets/pdf/twic_dashboard.pdf

Online Self-Service Capability
As the enrollment program has grown over the past year, we enhanced our customer service by providing many services on the TSA TWIC Web site. We offer workers the opportunity to pre-enroll by entering basic biographic data in advance of an appointment; locate enrollment center addresses and hours of operation; schedule appointments for enrollment and activation; check the status of the TWIC; access frequently asked questions; and obtain port-specific information, including timely information on enrollment center closings due to hurricanes.

Improved Operational Efficiency
We have significantly shortened the time required for a worker to enroll in the program, produce the card, and return the card to the enrollment center. Currently, we are showing an average turnaround time of two weeks or less to provide a TWIC for a worker who completes the enrollment process with no additional issues requiring attention.

Establishing Reader Technical Specifications
On June 20, 2008, TSA issued a Broad Agency Announcement (BAA) inviting vendors to express their interest, provide information, and demonstrate their capability to provide Smart Card biometric readers. Through the BAA, TSA is interested in obtaining information on both fixed and handheld portable readers that will fully read a TWIC and the biometric capabilities. A number of vendors participated in the first round of Initial Capability Evaluation (ICE) testing. Although TSA has not completed the formal review of the results of the first round of ICE testing, we are encouraged with the preliminary findings. TSA issued a second BAA on August 28, 2008, to solicit additional vendors to participate in the ICE testing of readers. Our intent is to continue ICE testing on an ongoing basis to assist our stakeholders with identifying a choice of readers for deployment at secure areas of the marine transportation system.

Update on Card Reader Pilot Program
As required by the SAFE Port Act, in cooperation with the USCG we have initiated pilot programs with over twenty participants at seven locations across the country to test card readers. The pilots will test access control technologies in real world marine environments by investigating the impacts of requiring biometric identity verification on business processes, technology, and operational impacts on facilities and vessels of various size, type, and location. Our current list of locations includes the Port Authorities of Los Angeles, Long Beach, Brownsville, and New York/New Jersey, in addition to Watermark Cruises in Annapolis, Maryland, Staten Island Ferry, New York, and Magnolia Marine Transport of Vicksburg, Mississippi. For FY 2008, Congress appropriated $8.1 million to support the card reader pilots, enabling TSA and the USCG to move forward with this important program. As part of the outreach efforts for the TWIC program and in conjunction with the Department's Port Security Grant Program, we continue to seek additional participants. Our objective is to include pilot test participants that are representative of a variety of facilities and vessels in a variety of geographic

locations and environmental conditions. There appears to be sufficient interest from the maritime community to achieve this objective.

Through collaborative efforts with our DHS and stakeholder partners we have made steady progress. We gained DHS approval of the pilot Test & Evaluation Master Plan. We obtained initial baseline data collection from all the pilot test locations and are working with each participant as they develop facility and vessel plans for the installation of readers and access control systems. As one example, the Port of Los Angeles has made commendable progress by completing detailed facility plans and utilizing an integrated approach for the facilities participating at the Port. As the program proceeds, the pilot tests will inform the USCG's TWIC reader rulemaking process and ultimately result in final regulations that require the deployment of transportation security card readers consistent with the findings of the pilot program.

Implementation of Compliance Date
The TWIC Final Rule established an 18-month enrollment period. To better synchronize the implementation of the TWIC enrollment program with the TWIC Final Rule, TSA and the USCG published a final rule on May 7, 2008 (May Final Rule), moving the compliance date from September 25, 2008 to April 15, 2009. The extension ensures that every individual who requires a TWIC will have the full 18-month enrollment period and provides adequate time for completion of the required security threat assessment, especially for workers who may be on the road or at sea for long periods of time. The May Final Rule also extends the compliance period for implementation of access control procedures for owners and operators of MTSA regulated vessels. Owners and operators of facilities and Outer Continental Shelf facilities should note, however, in accordance with the TWIC Final Rule, the Coast Guard has begun announcing rolling Captain of the Port zone compliance dates that require the use of TWIC in their access control procedures before April 15, 2009.

Lessons Learned and Future Efforts

As we move forward with the TWIC program, we continue to incorporate our 'lessons learned' to drive sound management decisions that improve all aspects of the program and continue to closely monitor the end-to-end process to ensure accurate and timely security threat assessments are being conducted and high quality credentials are produced. We are proud of the significant progress we have made during the past year and we remain mindful of the challenges that lie ahead. These include:

• *Looking for efficiencies by eliminating duplicative regulatory processes.* TSA and Coast Guard continue to develop procedures for the sharing of fingerprints, identity verification, criminal history, and photographs for TWIC and Merchant Mariner Documents, which is expected to save not only money but time. In addition, merchant mariners will no longer be required to visit a Regional Exam Center to obtain and renew their credentials, resulting in substantial time and travel savings.

• *Placing the highest value in stakeholder input; it is time well spent.* The public hearings, comments to the Notice of Proposed Rulemaking, meetings with operators and associations, and contributions of advisory councils all added great value. We came away from each and every one

of these efforts better informed about the challenges, the impacts, and the practicable options for protecting our ports. As an example, we added 19 fixed enrollment centers as a result of stakeholder feedback.

• *Promoting and safeguarding privacy.* All data collected at an enrollment center is completely deleted from the enrollment center work stations after transmission to TSA. The entire enrollment record (including all fingerprints collected) is stored solely in a secure TSA system, which is protected through role-based entry, encryption, and segmentation to prevent unauthorized use. No paper records with personally identifiable information are created in the enrollment process.

• *Implementing technical innovation and adaptive contract management.* The TWIC card is a 21st century technology that accommodates evolving IT standards suited to emerging needs that span local, international, public, and private interests. This requires continual reevaluation of the scope and methods of contracting. We will continue to look for and implement adaptive program planning, aggressive contractor oversight, and metrics to ensure the success of the program.

• *Addressing new issues that may arise as we continue to implement the program.* TSA is working towards coordinating the technology, such as card readers, and creating a changing environment and program control constraints. This is especially a concern when the technology must be deployed to a vast multitude of entities with remote connectivity challenges (e.g., vessels) and varying degrees of access control system capabilities. We will closely monitor the results of the card reader pilot and work with the USCG to ensure the results are reflected in the final rulemaking.

Conclusion

In implementing TWIC, we are taking steps that constitute an extremely important aspect to the security of our port facilities and vessels. TSA will continue to work with the U.S. Coast Guard and our maritime stakeholders to ensure that, for the first time in history, thousands of independent businesses will have one interoperable security network and workers will hold a common credential that can be used across that entire network.

I appreciate the Subcommittee's keen interest in an effective implementation of TWIC and I thank you for your support. Madam Chairwoman, this concludes my testimony, and I would be pleased to answer any questions that you may have.