Surface Transportation Security Advisory Committee (STSAC)

Meeting Minutes
November 16, 2023

Meeting Summary

The Transportation Security Administration (TSA) hosted the 18th meeting of the Surface Transportation Security Advisory Committee (STSAC) in a virtual format via WebEx teleconference. The meeting was open to the public. The agenda was provided to participants in advance of the meeting.

The meeting focused on subcommittee updates on implementation of approved recommendations. Also included were updates from the TSA Surface Policy Division and TSA Surface Security Operations.

Policy, Plans, Engagement (PPE) Deputy Assistant Administrator and STSAC Executive Co-Sponsor Robert Vente; PPE Surface Policy Division Executive Director (XD) and STSAC Executive Co-Sponsor Scott Gorton; STSAC Chair Thomas Farmer and Vice Chair Polly Hanson, and Security Operations (SO) Surface Operations (SO) Division Director Kevin Gaddis addressed the Committee.

The government and industry co-chairs of the Security Risk and Intelligence Subcommittee, Cybersecurity Information Sharing Subcommittee, Insider Threat Subcommittee, and Emergency Management and Resiliency Subcommittee presented their respective subcommittee accomplishments, near and longer-term objectives and projected outcomes, current challenges, and the foundations for future Committee topics of interest.

Call to Order

Before the official start of the meeting, STSAC Designated Federal Officer (DFO), Judith Harroun-Lord, provided a brief explanation of the teleconference rules of engagement. She called the meeting to order at 1:03 p.m. EST, proceeded with a roll call of the Committee members, and announced a quorum of members present. Additional participants were asked to email their names to STSAC@tsa.dhs.gov for an accurate record of attendance.

STSAC Co-Executive Sponsor Introductory Remarks

STSAC Executive Co-Sponsors Robert Vente and Scott Gorton provided introductory remarks.

Robert Vente Opening Remarks

Mr. Vente welcomed the STSAC Committee members, Chairs, Aviation Security Advisory Committee (ASAC) leadership, and members of the public to the STSAC's 18th meeting. He acknowledged admiration for the work done in concurrence with day jobs and other duties that keep the nation's transportation network functioning effectively. All of this had taken place during a time of unprecedented challenges, both domestically and globally.

Surface Transportation Security Advisory Committee (STSAC)

Scott Gorton Opening Remarks

Mr. Gorton welcomed the Committee members and recognized members of the public for their interest in the STSAC. He introduced a new Federal representative, Colonel David Key with U.S. Transportation Command (TRANSCOM), and expressed appreciation for his participation in the Committee as military mobilization and collaboration with the Department of Defense is of interest to TSA and the Committee. Mr. Gorton also expressed the hope that members of the public joining to observe the proceedings would gain insight into the Committee's good work.

STSAC Membership Selection Update
- Seven current Committee members re-applied, along with two new candidates.
- The internal selection process for the appointment of new members continues.
- In the interim, those who re-applied will continue to serve until the Administrator appoints a successor.

STSAC Chair and Vice Chair Opening Remarks

Vice Chair Hanson and Chair Farmer thanked those who reapplied to serve another term, along with the departing members.

Topics discussed included the following:
- The October 7, 2023, Hamas attack on Israel
  - Service on the Committee entails committing to added responsibilities and functions, necessitating work after hours on nights and weekends and sacrifices of time away from family. The horrific acts of terrorism perpetrated on October 7 demonstrated why these professionals so dedicate themselves – and why their commitment is invaluable.
  - Interestingly, Hamas employed tactics similar to the those used in the terrorist attacks executed in India's financial capital. Mumbai, in November 2008 and in Paris in December 2015, striking multiple targets simultaneously with mass shootings, explosives, hostage taking and seizing control of facilities. These techniques could be employed against surface transportation targets and sites in their vicinity as well.
- Cybersecurity incidents have occurred frequently, some impacting transportation including an attack on Australian ports that led to a shutdown lasting a couple of days and another that occurred in Denmark in May of 2023 and affected critical infrastructure.

Deputy Administrator Holly Canevari Opening Remarks

Deputy Administrator Canevari joined the STSAC for the first time but had become familiar the Committee's great work previously as the Chief of Staff. She looked forward to ongoing engagement after her official swearing in as the Deputy Administrator. She called attention to cyber and physical security resilience and the recently-issued Administrator's Intent 3.0, which included new focus areas of "People," "Partnerships," and "Technology," and which TSA developed with input and insight from government and individual industry partners.

Security Risk and Intelligence Subcommittee

The Security Risk and Intelligence (SR&I) Subcommittee Industry Co-Chair and Assistant Chief of Police, Amtrak Police Department, James Cook; the SR&I Subcommittee Government Co-Chair Wanda Davis; and the SR&I Subcommittee DFO and Chief of the Surface Information Sharing Cell (SISC) Darnell Young presented the SR&I Subcommittee update.

Topics discussed included:
- (SISC activities update
  - Full operational capability with a formal membership process achieved in May 2023; and the industry and government coordination councils had approved 270 members.
  - Partnered with DHS to create a SISC Community of Interest (COI) secure sharing portal on the DHS Homeland Security Information Sharing Network (HSIN), giving surface stakeholders 24/7 virtual access to alerts, advisories, assessments, and analyses on surface and cyber threat information.
  - Delivered twice weekly SISC WebEx Unclassified Intelligence Information briefs and two Classified Surface Industry Days with surface industry and government organizations.
- Regarding Recommendation #1, "*Establish a National Intelligence Manager (NIM) for surface transportation,*" work continued on an official internal close out process for this recommendation. Through close and continuous engagement with the Office of the Director of National Intelligence (ODNI), the Subcommittee identified the proper ODNI NIM office with a critical infrastructure portfolio including surface transportation, and which already serves as the ODNI advocate for surface transportation intelligence requirements. Therefore, TSA determined there is no need for a formal request to appoint or designate a NIM surface official. This progress officially closes out this recommendation.
- Regarding Recommendation #2, "*Use private sector intelligence requirements to guide federal intelligence collection and inform intelligence analyses and product development by Intelligence Community agencies and analytical centers,*" this recommendation has been implemented and work continues on an official internal close out process for this recommendation. The SISC gathered Current Industry Information Requirements in FY23 and submitted them to ODNI and DHS for inclusion in the FY23 DHS annual Key Intelligence Question (KIQ) Compendium.
- Regarding Recommendation #3, "*Approve and implement the SISC charter,*" this recommendation has been implemented and work continues on an official internal close out process for this recommendation. The SISC reached Full Operational Capability in May 2023, providing an effective channel for coordination and threat intelligence sharing between U.S. government agencies and surface transportation organizations.
- Regarding Recommendation #4, "*Complete the Security Risk Methodology Matrix as a resource to support efforts to drive down risk across surface transportation modes,*" it remains in progress. As an update to the Requirements and Capability Analysis Division Security Risk Methodology Matrix work continued to build out the first draft of the Security Risk Methodology Catalog. The Matrix currently contains 13 risk models spanning all surface transportation modes and validated and iterated with over 20 surface transportation stakeholders spanning all modes. TSA's Office of Requirements and

Capabilities Analysis (RCA) planned to circulate a draft version of the complete Security Risk Methodology Catalog to the Security Risk and Intelligence Subcommittee for their review and comment by the end of Q2 FY24.

Cybersecurity Information Sharing Subcommittee

The Cybersecurity Information Sharing (CIS) Subcommittee's Government Co-Chair Tim Weston presented the CIS Subcommittee update.

Topics discussed included the following:
- Regarding Recommendation #1, "*Establish a surface transportation cyber information sharing network on threats, incidents, and security concerns and related alerts, advisories, analyses, and assessments Summary of recent activity toward implementation,*" it remains in progress. TSA and industry concur that a more efficient and effective approach to address enhanced information sharing needs is to leverage the SISC for increased cyber-threat intelligence and information sharing with surface transportation stakeholders.
- Regarding Recommendation #2, "*Manage the operations of the Surface Information Sharing Cell (SISC) under the express authorization provided by the Cybersecurity Information Sharing Act of 2015,*" (CSIA/2015) questions remain for which resolution is needed to enable implementation.
  - Whether or not the CISA/2015 Act protections apply to sharing under the SISC?
  - There is confusion about aspects of reporting that are mandated by the TSA Security Directives (SD) on cybersecurity in pipelines, rail transit agencies, and railroads versus the CISA/2015 Act protections. The group has asked for over one year how the Act and the SDs intersect and what information is protected. TSA's Chief Counsel's office and PPE-Surface are available to brief the STSAC CIS Subcommittee on this topic. The CIS Subcommittee had been informed early in 2023 that clarification would be provided in writing, through FAQs etc., and that guidance has not yet been issued. TSA has indicated that department level policies are still being finalized to provide clarification to surface owners/operators that are subject to the cybersecurity incident reporting SDs about information voluntarily reported to the SISC and information mandated to be reported to CISA Central. It is a top priority to share a copy of the Policy Clarification Notice with the Subcommittee.
- Regarding Recommendation #3, "*Establish effective procedures for broad sharing of cyber threat and security information across surface transportation modes,*" TSA and the CIS subcommittee collaborated with industry and SISC leadership to ensure CIS recommendations were incorporated into the SISC Charter, implementation plans, and/or Standard Operating Procedures, which included coordination and discussions with SISC leadership to assess SISC roles and responsibilities. Initial procedures for increased sharing of cyber threat intelligence and information sharing across surface transportation modes has been achieved through the SISC, resulting in the sharing of over 400 cyber relevant products with surface transportation partners in Fiscal Year 2023. CISA and TSA began sharing a quarterly review on cyber incidents reported pursuant to the TSA requirements. The first report was issued in Q4 of FY23 and the second report was just issued by CISA on November 14, 2023.

- Regarding Recommendation #4, "*Conduct an annual review to assess the performance and impact of the SISC,*" it remains in progress. TSA I&A SISC is in the nascent stages of developing an annual SISC intelligence sharing customer survey to measure effectiveness of SISC intelligence sharing efforts overall. TSA I&A plans to work with partners to implement and disseminate the survey in the Aug/Sep 2024 timeframe.

Subcommittee Focus Areas
1. Project CHARIOT (Critical Hardening Achieved through Risk Reduction IT and OT Technology): Upon finalization from CISA, TSA intends to circulate a fact sheet that outlines project information.
2. Reissuance of Rail SD: TSA stated that owners/operators are liable and have direct responsibility for compliance. However, TSA has stated that it can hold Authorized Representatives responsible as well under the SD.
3. Recent Executive Order (EO) on Artificial Intelligence (AI)
   a. Directs DHS and CISA to work with Sector Risk Management Agencies (SMRAs) on a host of critical infrastructure issues around incorporating AI into systems.
   b. Directs CISA to coordinate with SRMAs to assess the risks to the use of AI into critical infrastructure sectors, including how AI increases vulnerabilities to cyberattacks.
   c. Directs DHS to create a plan to assess the nexus between safety and security risks.

The subcommittee would like TSA to provide updates on these issues/questions so they can be discussed with the group.

Insider Threat Subcommittee

The Insider Threat Subcommittee (InT) Government Co-Chair Mr. Lynwood Guise presented the InT Subcommittee update.

Topics discussed included the following:
- Regarding Recommendation #1, "*Expand the newly established Insider Risk Mitigation Hub (IRMH),*" recent activity toward implementation has included:
  o Expanded insider threat outreach efforts to passenger rail, light rail, and bus service providers.
  o During a meeting with surface stakeholders, TSA increased awareness by highlighting the types of insider threats and the potential risk indicators of each; presenting case studies that outlined pathways to illicit activities; demonstrating the importance of reporting and how to report insider threat incidents or concerns; and providing ways to increase awareness and mitigate risk.
- Regarding Recommendation #2, "*Develop a Case Optimization and Risk Evaluation (CORE) tool,*" TSA has initiated the process of official closure. The CORE tool is an analytics suite within the Insider Threat Case Management System with a risk framework established on baselined government and industry practices, utilizing data stream ingestion and analytics and constantly assessing risk across the enterprise. Data migration of the CORE tool was completed on November 14, 2022, making it a fully operational software tool for enterprise-wide insider threat case management, risk analysis, and mitigation activities.

- Regarding Recommendation #3, "*Implement a nationwide online tip capability that provides a timely and simple means to report suspicious activity and threats,*" the process of official closure has been initiated. In accordance with policy and national standards, the TSA Insider Threat Program (ITP) created and is currently utilizing a mechanism for the intake and processing of reports of suspicious activity and threats for surface transportation organizations via a telephone "hotline" and an email inbox. Reports received by these means is subsequently entered into the Insider Threat Case Management System (ITCMS) for tracking and adjudication within the Insider Risk Mitigation Hub (IRMH). As the TSA ITP continues to expand outreach efforts across the transportation system in order to increase awareness and reporting of potential insider threats, intake capacity is expanding as well through integration with TSA partners, which may include reporting through the TSA.gov website.

- Regarding Recommendations #4 and #5, "*Define parameters for assessing the level of potential insider threat risk posed to organizations in the surface transportation modes – high, medium, or low,*" and "*Produce and disseminate recommendations on effective practices for workforce vetting programs for surface transportation organizations,*" Subcommittee members will compare the proposed vetting rule to the recommendations and coordinate with the STSAC to assess an appropriate implementation approach.

- Regarding Recommendation #6, "*Expand the scope of participation in TSA's existing Insider Threat Executive Steering Committee,*" it has been officially completed, closed, and implemented. The TSA Insider Threat Program Manager (ITPM) is the government co-chair of the InT subcommittees for both the Aviation Security Advisory Committee (ASAC) and the STSAC and serves as a designated participant in ITESC meetings. In an approach similar to the process for the ASAC Insider Threat Subcommittee, the TSA ITPM, as government co-chair, represents the subcommittees' perspectives and views during ITESC meetings and reports back any pertinent information.

- Regarding Recommendation #7, "*Establish a consistent coordination process to facilitate communication of sensitive information on reports or allegations of terrorist or extremist ties, or suspected illicit insider activity,*" it remains in progress and accomplishments included:
  - Coordinating with PPE on the roll-out of the HSIN Insider Threat Portal to security leads in surface transportation organizations.
  - Coordinating with TSA Intelligence & Analysis' Surface Information Sharing Cell (SISC).
  - Developing the HSIN site charter and governance documents.
  - Conducting pilot HSIN portal reviews and evaluations with the subcommittee members, industry and government.
  - Going live with the Surface Transportation Systems Sector Insider Threat Community of Interest HSIN Site.
  - Conducting a listening session with subcommittee members to assess alignment of the ongoing efforts with this recommendation.

- Regarding Recommendation #8, "*Maintain a consolidated insider threat information resource for transportation,*" it remains in progress and accomplishments include:
  - The Surface Transportation Systems Sector Insider Threat Community of Interest (COI) is live.

- o Completing demonstration and pilot evaluation of the Insider Threat HSIN Site with the full STSAC membership.
- o Engaging with the STSAC Insider Threat Subcommittee members on the document library to obtain feedback content and format.
- o Adjudicating documents to be posted in the library.
- o Incorporating the STSAC members' feedback and technical quality control.
- o Creating member accounts for approximately two dozen STSAC members and TSA employees.
- o Rollout of HSIN Insider Threat Site to the broader community of surface transportation stakeholders.

Emergency Management and Resiliency Subcommittee

The Emergency Management and Resiliency (EM&R) Subcommittee Government Co-Chair Darrin McGreevy presented the EM&R update.

Topics discussed included the following:

- Regarding Recommendation #1, "*Enhance pandemic preparedness by sharing lessons learned on response to COVID-19 across modes,*" the Subcommittee held two focused and well attended workshops on responses by surface transportation organizations to the pandemic – with emphasis on what worked well, what did not, and lessons learned that may be applied and adapted to enhance preparedness for future events of this scope and impact. The results have been captured in two concise information briefs that have been disseminated and posted widely to facilitate access. The two workshops enabled surface transportation professionals to share practical experiences.
- Regarding Recommendation #2, "*Support COVID continuing education to enhance response capabilities and resiliency,*" the Subcommittee has established a standing procedure for recurring review and update, as warranted, of its concise reports on effective practices and lessons learned from the two workshops.
- Both recommendations are fully implemented and closed.

Subcommittee Focus Areas
A review of ongoing work on concerns about the viability of the electric power grid with transitions to cleaner technology vehicles from the EM&R Sub-Committee webinar that took place on March 15, 2023, involved:

- A "quick look/after action report" was prepared and shared amongst the STSAC and across the surface transportation community.
- A follow-on webinar was conducted on September 28, 2023. This session with academia and research institutions garnered perspectives on the challenges and obstacles the Transportation Sector continues to face as it transitions to cleaner technologies. A draft "quick look" report has been prepared and is currently under review by Subcommittee members. Initial highlights include:
  - o How can we reconfigure our disaster evacuation planning to include other types of vehicles to evacuate citizens?
  - o There is a vast difference in planning and resources between pre-COVID and post-COVID times. The pool of motor coaches is just not readily available. This

makes it difficult to respond when a disaster has already occurred. Utilizing electric vehicles requires additional resource planning.

Committee Discussion and Q&A

Topics raised and discussed included the following:
- Finalization of the minutes produced from each quarterly meeting for members to brief their organizations on progress.
- Ensure current information is maintained on STSAC activities and meetings; leverage available resources and post information as quickly as quickly as possible while respecting information security designations.

Committee Administration Discussion

Committee Vote for August 17 Meeting Minutes
Chair Farmer led the Committee vote to accept the August 17, 2023, meeting minutes as distributed to members in advance of the meeting. Mr. Farmer requested a motion to accept the minutes as drafted. Mr. Reu moved to accept the minutes and the motion was seconded by Mr. Berkowitz. The motion was carried by voice vote and the minutes were accepted.

Subcommittee Membership and Participation
Chair Farmer expressed his appreciation for all those who remained active and those who updated their registrations. The Committee accomplished its work through the subcommittees. Lots of today's discussion revolved around the implementation of recommendations – which reflect the commitment to and hard work in each of the subcommittees.

TSA Programmatic Update

PPE Surface Policy Division Executive Director (XD) Scott Gorton presented the Surface Policy Division Update and Surface Operations (SO) Division Director Kevin Gaddis addressed the Committee.

Topics discussed included the following:
- The Cyber Risk Management Notice of Proposed Rulemaking (NPRM): The Committee had provided input in December 2022 when TSA issued the Advanced Notice of Proposed Rulemaking (ANPRM). The Committee's inputs were considered in the drafting of the NPRM. Development of the NPRM package has reached the final stages. TSA is currently working to finish the regulatory impact analysis and ensure that the language in the preamble is as clear as possible. Incorporating requirements for multiple modes of transportation has resulted in a rather large rule. Part of that stemmed from extensive effort to ensure maximum harmonization so as to prevent conflicts with other Federal regulations and to make sure the proposal is consistent with other DHS components.
- The Notice of Proposed Rulemaking (NPRM) for the Vetting of Certain Surface Transportation Employees: TSA received a high volume of substantive responses through the public comment period that closed on October 1, 2023. TSA Surface

staff are reviewing the comment submissions for consideration in the drafting of the final rule.

- TSA's Surface Operations Pipeline Division has worked very closely with the agency's Cyber Compliance Division to develop training for the pipeline assessment team members that will be conducting assessments and inspections. They plan to host three physical security industry forums during 2024 to keep an emphasis on physical as well as cyber-threats. More information about these forums will be provided as it becomes available.
- With regards to the Pipeline Security Directive (SD2) that was reissued in July 2023, all of the required Pipeline Cyber Assessment Plans have been submitted by the covered organizations. The first approval of submitted plans is expected in December 2023.

Chair and Vice Chair Closing Remarks

Chair Farmer and Vice Chair Hanson provided closing remarks.

Topics discussed included the following:
- The Chairs acknowledged and thanked the Subcommittees' officers for their presentations.
- They felt grateful for all the STSAC members and wished them a Happy Thanksgiving Holiday.

Closing Remarks

STSAC Executive Co-Sponsors Robert Vente and Scott Gorton provided closing remarks.

Adjournment

DFO Harroun-Lord sought a motion to adjourn the meeting. Mr. Loftis motioned to adjourn the meeting. Mr. Finnegan seconded the motion. The motion to adjourn was carried by a voice-vote of the Committee.

The 18th meeting of the STSAC meeting was adjourned at 2:51 p.m. EST.

Certification of STSAC November 16, 2023, Meeting Minutes

I hereby certify that this is an accurate record of the activities of the Surface Transportation Security Advisory Committee on November 16, 2023.

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Thomas L. Farmer
Surface Transportation Security Advisory Committee Chair