Public Area Security
National Framework

May 2017

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Foreword

Beginning in mid-September 2016, a group of industry, government, academic, international, and public officials gathered at the Transportation Security Administration (TSA) Headquarters to devise a strategy to share information, prevent attacks, and protect infrastructure from emerging threats to public spaces of transportation venues. This Public Area Security Summit, co-hosted by TSA and the Department of Homeland Security (DHS) Infrastructure Protection, was the first in a series of meetings with the objective of creating an enhanced security environment in the public area through collaborative engagement with all stakeholders. Together, the group sought to leverage an entire network of transportation and security officials to devise a framework that could deter nefarious actors and, failing to deter, create a system that quickly and effectively responds to attacks in the public area to minimize loss of life and disruption of transportation.

This Summit was conceived in response to the atrocities at Brussels International Airport and Istanbul Ataturk Airport—highlighting the evolving tactics and techniques that adversaries are employing to attack civilian targets in public areas. This threat was further amplified after the 2017 attack at Ft. Lauderdale International Airport. Based on persistent threats, the group quickly evaluated security measures, gaps, and needs within aviation and other modes of transportation to begin the development of a national level framework to secure public areas. Input from international partners in the United Kingdom, Europe, and Israel on lessons learned and best practices, contributed to the formulation of the framework.

It was also evident that government, industry, and security stakeholders have a shared responsibility in developing this integrated framework because it requires a united effort to succeed and no agent can mitigate the threat alone. The participation of both government and industry executives provides a unique opportunity to leverage everyone's expertise and resources and ensure collective ownership of security plans moving forward enabling strategic alignment and unity of effort across numerous entities.

Several working groups were established to support various work streams to elevate public area security, including: Threat, Risk, and Intelligence—Education and Training—Meta Leadership —Building Design and Infrastructure—Public Area Detection Resources—Insider Threat—Law Enforcement—and Resumption of Trade. Collectively, the following recommendations are presented to enhance security in public spaces at airports and throughout the transportation system. Some recommendations may not apply to each operating environment, but are intended to serve as options that operators can select based on their unique circumstances.

Introduction

The Public Area Security Summits are a new model for building and maturing partnerships. Instead of operating with competing authorities, funding streams, and areas of ownership, we sought to turn this approach on its head. Looking around the room at the first summit we realized that we had all the authorities needed, multiple funding streams to take advantage of, and the world's leading experts. The only thing that was missing was a collaborative framework, leveraging those authorities and independent efforts.

In the past, we focused on de-conflicting various security efforts in the public area. Now, with a comprehensive framework, we can align, synchronize, and integrate multiple security-focused agencies and programs that enable the protection of the public area. Each airport or transportation venue will be different, but the approach will be the same. Partnerships informed by awareness of connected efforts throughout the transportation system are the key to success in the public area.

The outpouring of support in the form of participation, ideas, recommendations, and collaboration was overwhelming. What started as an opportunity to spark a national dialogue on how best to secure public spaces, transformed into a united effort to dedicate all available resources to combat those who wish to do us harm.

Information Sharing

During an incident, time is precious and a large-scale response to an incident involves multiple agencies with law enforcement playing a critical role in the preservation of security in the public area. The 'golden hour' is used in emergency medicine to describe when an individual receives medical care within the first hour of a traumatic injury, it significantly increases the likelihood of survival. For mass casualty incident responses, officials have the 'platinum ten minutes' to determine communications strategies, share information, and formulate a mitigation strategy. When responding to an incident, agencies must be able to communicate effectively with each other in order to relay updates and prevent duplicative work. Relationships that recognize and utilize the capabilities and responsibilities for any first responder, vendor, or party who can be integrated into a response will save time and prevent confusion.

Unified command representation after the 2013 LAX shooting—including law enforcement, fire, air operations, TSA, CBP and other stakeholders

Recommendation 1: Cultivate Relationships

Transportation system owners and operators should initiate discussions with relevant state, local, and federal law enforcement personnel to cultivate relationships and proactively identify areas of responsibility in the event of an incident. Transportation venues also should incorporate other first responders to address planning for all aspects of incident response. Venues should maintain relationships with emergency medical services personnel, as they may be needed for immediate treatment of injured persons. Finally, responsible federal, state, local, and tribal agencies should consider building relationships, and consequently trust, with local community partners, as they can offer insight and timely information in the event of an incident.

Recommendation 2: Develop Communication Strategies to Enhance Information Exchanges

When responding to an incident, commanders and involved parties should monitor the flow of information to maximize the proactive relay of real-time and accurate alerts to other first responders and the public; while minimizing or preventing the transmission of inaccurate information by an adversary. This should include communication with affected community members—industry owners and employees, who may not have a response role, but may have information regarding the situation, and will also have their own communication responsibilities and requirements.

Incident commanders should consider utilizing mass notification systems like the Federal Emergency Management Agency's (FEMA) Integrated Public Alert Warning System (IPAWS), as well as social media platforms to disseminate information to transportation community employees, travelers, and the general public. When sharing information, venues should always consider the sensitivity of the content. Venues should prepare and have plans or Standard Operating Procedures during an event and generic incident-related announcements in advance of the event to save time and resources. Finally, personnel who communicate via radio should consider purchasing equipment capable of transmitting messages on multiple frequencies.

FEMA's Integrated Public Alert Warning System (IPAWS)

Recommendation 3: Enhance Situational Awareness

Having an effective peer-to-peer information sharing network—that enhances situational awareness on threats to transportation networks—is key to strengthening public area security across the transportation sector. Over the past year, TSA significantly increased face-to-face industry engagement, produced over 1,400 intelligence products and supported the dissemination of over 1,800 additional products from our Intelligence Community partners. In the field, TSA expanded its Field Intelligence Officer coverage (from 58 to 71 airports) to improve rapid coordination with governmental and private sector partners on evolving transportation threats. Additionally, TSA in conjunction with the Office of the Director of National Intelligence and industry partners are operationalizing the Air Domain Intelligence and Analysis Center (ADIAC) to enhance government and industry two-way aviation security information sharing on threat awareness. TSA will continue to disseminate Transportation Intelligence Notes (TINs), tear-lines, and related intelligence products to its transportation stakeholders. The agency will continue to facilitate classified briefings with both aviation and other transportation sector stakeholders.

Upon stakeholder request and funding, TSA can also develop the IVIEW program alongside local, city, state and federal transportation operators, first responders, law enforcement officials, and security personnel to prepare for emergency situations. IVIEW is a state-of-the-art interactive training response and exercise tool that utilizes a virtual 360-degree walkthrough of a transportation facility, such as an airport or subway, allowing first responders to place themselves in the operating environment. The technology allows for real-time discussions on approach, access, and obstacles for first responders.
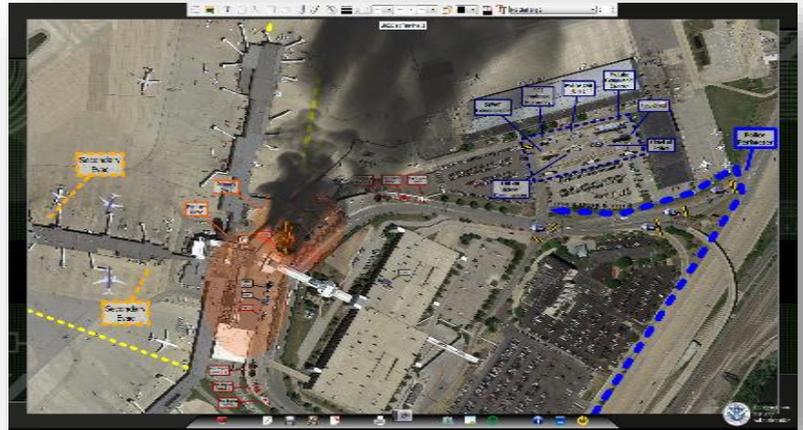
IVIEW demonstration of a combined response to a VBIED in the Public Area of the Cleveland Hopkins International Airport during training for the 2016 Republican National Convention

Recommendation 4: Expand Threat Awareness Education

Threat awareness education that promotes the exchange of relevant information is an effective method of preventing incidents. Reporting of suspicious activity should be strengthened through situational awareness campaigns like "*See Something Say Something*"™ and local security awareness and reporting programs that preceded community outreach programs, like TSA's *"This is My Airport"* training program, which encourage members of the community to take a more proactive role in security. Since some aspects of security training may be considered sensitive, each organization should determine the level of training necessary to raise awareness based on individual areas of responsibility. Delta Air Lines is rolling out a new training program for their employees and contractors, focused on defining "See Something". This will further threat awareness by educating thousands of aviation workers on what is suspicious activity and what should be reported.

Extending elements of these campaigns to public area employees—airport and transportation vendors, local hotels, cab and limousine companies, Transportation Network Companies (TNC) such as Uber and Lyft, cleaning companies, gas station attendants, cargo operators, and general aviation members—can assist with increased threat awareness and education. It is important to educate individuals working in the public area of risks associated with threats and provide them with the tools and understanding of why it is imperative to protect critical information

and identify suspicious activity. Incorporating security awareness training material—including operational security, recognizing suspicious activity, and reporting methods—into existing campaigns can further grow its exposure and success.

Recommendation 5: Develop Joint Risk Frameworks & Enhance Joint Vulnerability Assessments

Agencies should conduct joint vulnerability assessments and develop joint risk frameworks, to highlight locations that are at a potential higher risk. Frameworks can be developed at the national level and expanded locally. For example, TSA will expand collaboration on the Cities and Airport Threat Assessment (CATA) to ensure both public entities and private operators have an information-sharing based tool aimed at facilitating domain awareness on current threats. CATA is a risk-based assessment that examines the intent and capability of known terrorist actors in order to rank domestic airports from highest to lowest probability of threat from terrorist attacks. TSA also aims to integrate stakeholder feedback into it Transportation Sector Security Risk Assessment (TSSRA). TSSRA is a strategic risk assessment and learning tool for strategic risk analytics. TSSRA assesses the risk of real-world and hypothetical attack scenarios to transportation. It also addresses transportation concerns and provides threat, vulnerability, consequence, and risk data for those concerns, while identifying emerging threats and vulnerabilities. At present, TSSRA contains 491 scenarios across six modes of transportation, including: International Aviation, Domestic Aviation, Mass Transit, Freight Rail, Pipeline, and Highway & Motor Carrier. TSSRA enhances domain awareness, supports the identification of trends and vulnerabilities, and helps drive security priorities and requirements.
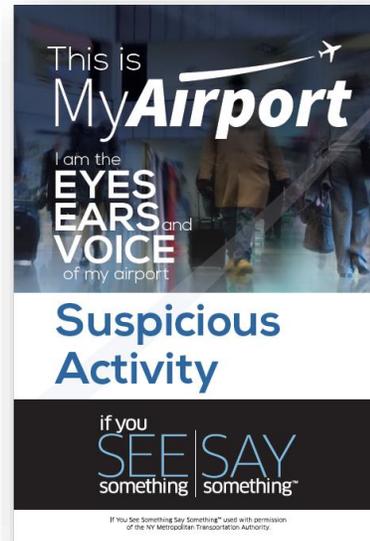
Attack Prevention

Extremist propaganda, such as in al-Qa'ida in the Arabian Peninsula's (AQAP) English-language magazine *Inspire*, and the Islamic State of Iraq and the Levant's (ISIL) magazine *Dabiq,* explicitly calls for attacks on civilian targets. Furthermore, the 2016 attacks at Brussels International Airport and Istanbul's Ataturk Airport, and the 2017 attack at Ft. Lauderdale International Airport, underscore the vulnerability of locations outside the secure areas of airports and the need to implement strategies to prevent and respond to such attacks.

A review of stakeholder resources—personnel, process, and technology—offers several opportunities to better align and strengthen resources, in order to respond to various threats and improve day-to-day operations. Aligning resources across agencies and stakeholders provides for stronger attack prevention; more consistent intelligence, information sharing, and communication; fortified infrastructure; and more responsive operations. The best manifestations of aligning resources across various domains are Airport Operations Centers.

Recommendation 6: Establish Airport Operations Centers

Airport Operations Centers (AOCs) are designed to provide a collaborative shared space at airports for all transportation stakeholders, in order to improve communications and situational awareness, response times during security incidents, and in general, promote unity of mission.

Full-time AOCs—composed of system owners and operators, local law enforcement, CBP, TSA, and other stakeholders—can coordinate interagency responses for day-to-day operations, and most importantly, can facilitate instantaneous and coordinated responses to emergency situations. Many of these entities currently have their own independent operations centers. AOCs can enable real time community domain awareness to ensure multi-agency information sharing and coordinated operations and communications at both the local and national level. AOCs will provide decision makers the ability to make and execute system-wide decisions swiftly and more adeptly. Adopting a Unified Command approach during an incident ensures timely sharing of critical information and unity of effort when responding to an emergency.

Enhanced Unity of Mission

Collaborative Stakeholder Engagement

Enhanced Situational Awareness

Coordinated Communications

Real-Time System-Wide Decision Making

Multi-Agency Information Sharing

Instantaneous & Coordinated Incident Response
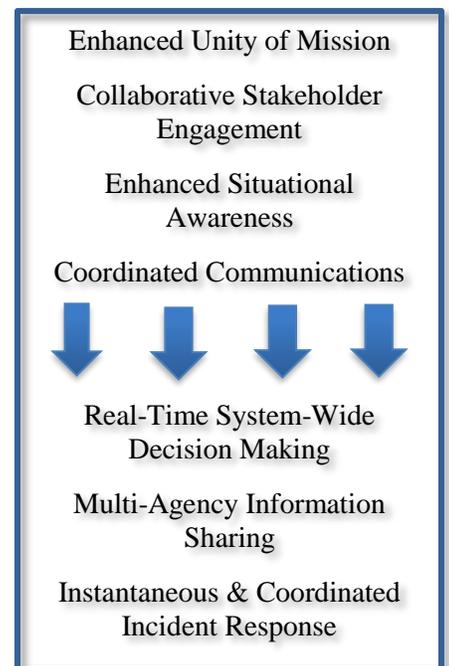
The establishment of full-time AOCs will enable coordinated interagency responses for day-to-day operations, and most importantly, facilitate instantaneous and coordinated responses to emergency situations. Dallas-Fort Worth International Airport (DFW) is piloting this concept, which began in late 2016 and is currently in the process of constructing a new building to house the center. Several cities, including Miami and Charlotte, also expressed an interest in establishing an AOC, and TSA will continue to work with them and others to support the further establishment of joint AOCs.

Recommendation 7: Conduct Background Checks & Threat Assessments of Public Area Workers

Individuals and vendors working in the public area, continue to expand and play an important role in maintaining security and safety. As this population expands, airports should consider conducting background checks and threat assessments to vet employees, which provides a more comprehensive picture of who is operating in the environment.

MASSPORT aviation security application for public side identification at Logan International Airport

Some airports are already implementing this approach by issuing Public Side Identification (PSID) cards. At Boston Logan International Airport and Atlanta Hartsfield-Jackson International Airport, the airport authorities implemented vetting programs that include the issuance of PSID cards. These IDs are issued by the airport to public area employees and allow the airport to have better awareness of who is working within their domain, while reducing the number of employees that operate in the airport without vetting. The airport's decision to issue these IDs is based on the unique security factors and considerations of each airport and may trigger vetting of these individuals by TSA or other qualified parties. This combination of capabilities—each airport's knowledge of which public area personnel should be vetted based on the characteristics of that airport, plus TSA's vetting expertise and resources—provide an effective mitigation strategy by providing real-time situational awareness, knowledge of the public area workforce, and a greater capability to identify employees with intent to harm.

Recommendation 8: Conduct Workforce Employee Training

In order to effectively counter threats a two-pronged approach of initial and recurrent training coupled with reinforced strategic communications should be part of every agency's investment in their workforce. Both government and private sector entities currently provide a measure of training to their workforce. However, varied and inconsistent forms of communication are used to reach different sectors of the workforce, but a shared lexicon with consistent and strong communications could strengthen training and response. By providing a common vocabulary and understanding of how to solve problems through education and training, agencies can work together more seamlessly. For example, TSA's senior leadership learned meta-leadership principles at Harvard's National Preparedness Leadership Initiative. These principles provide skills and a common lexicon for leading during a time of crisis. Sharing this information with TSA leadership teams—along with key stakeholders—is a critical focus. A

pilot will be conducted by MASSPORT in Boston, Massachusetts in the spring of 2017, and after evaluating the results, sessions at additional airports may be conducted.

Training should occur across multiple agencies—including public area vendors and employees—and from top to bottom. A key aspect of that training should include education for employees to enhance their ability to recognize and communicate potential threats to law enforcement. Learning should be applied through training exercises that incorporate every entity that plays a role during an incident. Exercises should make participants familiar with the layout of an airport so that, in the event of an incident, first responders and others will be oriented to their surroundings.

Recommended training scenarios include active shooter, disaster response, insider threat, and the use of trauma emergency casualty care (TECC) kits. Training also should incorporate cultural and religious awareness aspects to better equip and empower the workforce. Such training, used with U.S. Customs and Border Protection's (CBP) Tactical Terrorism Response Teams and other law enforcement organizations, helps the workforce understand certain communities that are specifically targeted for radicalization to violence.

Recommendation 9: Develop, Conduct, and Practice Exercises & Response Drills

Exercise and response drills provide law enforcement and other first responders the opportunity to identify obstacles to incident response. This practice should expand to include all community members—every individual or organization that would respond to an actual threat. All must work as one to resolve realistic attack scenarios in order to prepare for real-world events. These collaborative engagements help develop strategies for incident management and identify areas requiring additional partnerships or resources.

Training, drills, exercises, and strategic planning are particularly important to surface transportations systems such as: freight rail, highway and motor carrier, mass transit and passenger rail, and pipeline. These systems are generally open environments, where very little is known about the travelers. Security challenges unique to these open-by-nature transportation systems can be mitigated by collaborating with surface transportation industry and security stakeholders.

TSA's Intermodal Security Training and Exercise Program (I-STEP) provides exercise, training, and risk-based security planning support to the transportation community. Stakeholders receive direct benefits of enhanced security preparedness while building a higher level of trust and learning amongst operators, law enforcement and emergency responders to improve their collective capability to respond more effectively to transportation security incidents.

For example, in October 2016, I-STEP convened a Mass Transit & Passenger Rail (MT&PR) Security Strategy Workshop in Denver, Colorado to leverage the collective experience of senior leaders in law enforcement and counterterrorism to discuss how MT&PR systems can increase security preparedness against new and emerging threats. Participants identified the most relevant security challenges facing MT&PR systems and determined actions necessary to increase their ability to deter, detect, and interdict against evolving attack types. Participants then discussed how they could implement those prevention and protection measures, and prioritized implementation into short-, medium-, and long-term goals. Proximity policing, community policing, and frontline employee training were identified as valuable tactics to mitigate identified probable threats. Drills and exercises are effective tools to prevent, protect, mitigate, respond, and recover from real-world attacks.

Mass Transit and Passenger Rail (MTPR) Security Strategy Workshop leveraged 550+ collective years of experience possessed by the participants

Infrastructure and Public Protection

Recommendation 10: Invest in Innovative Construction Designs

As transportation venue infrastructure seeks to keep pace with trends in the travel industry, technological changes, and security requirements, it is imperative that construction designs are reviewed. Designs should incorporate more than just an aesthetic perspective; they should facilitate effective security while remaining sensitive to stakeholder needs. Future airport designs need to balance between depicting the feel of an open and welcoming environment while increasing the overall security measures of the airport. To achieve that balance, airport designers need to build in security measures within their designs, not bolt on after the design is created.

During the onset of designing an airport, airport designers should convene and interview all airport stakeholders to get a better understand of vulnerabilities across the aviation enterprise. This will allow airport designers to think holistically at all aspects of what an airport needs. There are locations within an airport where security—like cameras, guards, and metal detectors— should be visible, in lobbies and other open area locations security may be more discreet.

The initial conversation between stakeholders should be the start of ongoing conversations and collaboration. Since threats evolve and nefarious actors are extremely agile, corresponding technology and designs to thwart those threats should also evolve and be agile. To achieve this, security goals need to be discussed and shared. Airport designers, working with security stakeholders, should think ten to fifteen years down the road. Putting the right infrastructure in place now, saves time, energy, and financial resources in the future.

Identifying the people, process, and technology elements of an effective security system and establishing a framework for incorporating these areas into facilities should be a high priority when designing for security. Additionally, the development of flexible guidance—identifying security risks and corresponding mitigation plans—should be incorporated into design efforts for both new construction and renovation of pre-existing facilities. Recently, the National Safe Skies Alliance released a guidebook titled, "*Recommended Security Guidelines for Airport Planning, Design & Construction*." Although this document needs to be updated to account for the most recent changes in checkpoint designs, it is a good starting point for all to read.

In January 2017, Public Area Security Summit members convened in Chicago to observe real world examples of renovation and new construction projects at Chicago Midway International Airport and O'Hare International Airport. Members met with industry subject-matter experts to identify areas of need and security focus. The Chicago airports serve as "field labs" to discuss and review best practices for Public Area Security design and infrastructure changes.

Chicago Site Visit of Midway Main Terminal (above) and O'Hare Terminal (right) which included observations of renovation and future construction

Recommendation 11: Coordinate Response Planning

The most basic form of deterring, detecting, and defeating potential attacks is through the performance of daily security operations. The presence of law enforcement and security personnel provides a visible deterrent against adversaries. Doing so may prevent attacks, or in the event of an attack, allow first responders to respond more adeptly. Furthermore, given the potential for fixed-post law enforcement officers to be the first target of an attack, individual airports should help strategize on the appropriate deployment of law enforcement officers.

When performing routine operations in the public area, law enforcement personnel should deploy a variety of tactics, including the use of both fixed posts and random patrol areas, as well as canines. Depending on the venue's need (e.g., high-visibility presence to deter attackers, surveillance operations), law enforcement may elect to conduct patrol operations in plain clothes or uniform. When feasible, law enforcement should deploy canines in a manner which increases visibility, minimizes response times to incidents, and deters individuals from engaging in criminal activity. Canine handlers should develop procedures for resolving canine

alerts, balancing law enforcement's responsibility to take action with the civil rights of passengers.

When responding to an incident, law enforcement should utilize non-traditional locations (e.g., shuttles) as shelters during evacuations. However, first responders should consider the conditions of such locations (e.g., weather, capacity) and their vulnerability to coordinated ambushes.

Law enforcement response plans must be flexible to deploy specialized tactics in response to varied situations. To maintain these capabilities, law enforcement must have adequate access to resources, including manpower and funding for equipment and training.

K-9 Patrol at Washington-Reagan National Airport (DCA)

Way Ahead

The partnerships established by the Public Area Security Summits do not cease with this framework. The group is committed to engaging and collaborating with partners, which includes identifying organizations or individuals who have not traditionally been incorporated into either aviation or other transportation security plans. Meetings will continue, in order to affirm partnerships and continue reviewing solutions to improve public area security. Our work continues.

After the active shooter incident at Ft. Lauderdale International Airport, first responders gathered in Florida to discuss how to improve security operations and incident responses through strengthened partnerships. The Public Area Security Summit commissioned a new working group, "Resumption of Trade," to address incident response, recovery, and reconstitution. The group continues to evaluate solutions to this question.

As aviation is a global industry, airport stakeholders around the world continue to grapple with the multiple challenges of landside security. DHS, along with industry association partners, plans to create and maintain regular forums for U.S. and international counterparts to communicate and strategize regarding best practices and lessons learned in landside security. Discussions between U.S. and international airport managers are already occurring as a result of the Public Area Security Summits.

Finally, the group will continue to incorporate additional stakeholders to ensure additional aspects of public area security are represented.

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