

Surface Transportation Security Advisory Committee (STSAC)



Meeting Minutes

August 17, 2023



Meeting Summary

The Transportation Security Administration (TSA) hosted the 17th meeting of the Surface Transportation Security Advisory Committee (STSAC) in a hybrid format consisting of both in-person participation at TSA Headquarters and connection via WebEx teleconference. The meeting was closed 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 TSA Intelligence and Analysis, TSA Surface Policy Division, TSA Requirements and Capabilities Analysis, and TSA Surface Security Operations.

Policy, Plans, and 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; Requirements and Capabilities (RCA) Public Area Security and Infrastructure Protection Branch (PASIPB) Acting MPAC Division Director Jim Bamberger; and Security Operations (SO) Surface Operations (SO) Operations Division Director Kevin Gaddis addressed the Committee.

The government and industry co-chairs of the Security Risk and Intelligence (SR&I) Subcommittee, Cybersecurity Information Sharing (CIS) Subcommittee, Insider Threat (InT) Subcommittee, and Emergency Management and Resiliency (EM&R) Subcommittee presented their respective subcommittee accomplishments, near and longer-term objectives and projected outcomes, and the foundations for future Committee topics of interest.

Call to Order

Before the formal 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 10:14 a.m. EST, proceeded with a roll call of the Committee members, and announced a quorum of members present.

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STSAC Co-Executive Sponsors Introductory Remarks

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

Executive Director Scott Gorton

Executive Director Gorton welcomed everyone to the meeting and urged them to walk through “Mission Hall” to view a timeline and history for TSA with interesting artifacts. Mr. Gorton also recognized the STSAC, acknowledged receipt of the STSAC Annual Report, and introduced Mr. Vente, who attended the last meeting as part of transitioning to his new position.

PPE DAA Robert Vente

Mr. Vente emphasized his interest in hearing about progress attained by the Committee and its subcommittees, expressed he had learned much in his new role, and looked forward to helping advance the Committee’s interests.

STSAC Chair and Vice Chair Opening Remarks

Vice Chair Hanson and Chair Farmer thanked those who reapplied to serve another term. They honored Mr. Lee Allen, the DFO for the Cybersecurity Information Sharing Subcommittee, who planned to retire after decades of service with TSA.

Topics discussed included the following:

- Collaboration and trust
 - “None of us are as smart as all of us together.”
 - Government and industry must work together to reach “yes.”
- Surface Information Sharing Cell (SISC) Industry Day

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 SISC Darnell Young presented the SR&I Subcommittee update.

Topics discussed included the following:

- SISC activities update covered—
 - The fully operational SISC gathered intelligence requirements as part of the call for key intelligence questions.
 - Formal membership outreach commenced in May 2023.
 - Participation expanded forty percent in the first ninety days of the SISC biweekly briefings.

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- The SISC created a DHS Homeland Security Information Network (HSIN) SISC Community of Interest (COI) page.
- Eleven federal agencies/organizations supported SISC Industry Day on August 16, 2023, with presentations from government and industry subject matter experts.
- Meeting with the Office of the Director of National Intelligence (ODNI) National Intelligence Manager (NIM) Western Hemisphere (WH) discussed—
 - The TSA intelligence sharing mission.
 - The TSA Administrator’s information sharing priorities.
 - The STSAC Recommendation #1: Request establishment of a surface transportation NIM or an equal-level ODNI advocate for surface transportation intelligence requirements and priorities.

Ms. Davis introduced the ODNI NIM-WHT, Ms. Jeanette (“R-B”) Rivera-Breznai, to give a special presentation on how ODNI can advocate and provide support for surface transportation.

ODNI National Intelligence Manager–Western Hemisphere and Transnational Crime (NIM-WHT)

- Ms. Rivera-Breznai acknowledged surface transportation’s need for support, with an eye on planning a way forward to address more fluid sharing, using her office and growing smarter together.
- She noted that—even while ODNI is undergoing internal change and reorganization—surface transportation now falls under her purview and her office can still provide ample support.
 - Additionally, NIMs have synchronized closely together over the years on some issues that cross their “NIMdoms.” As an example, surface transportation has NIMs at their disposal for cyber, besides her portfolio.
- ODNI is in the process of updating the National Intelligence Strategy to provide the Intelligence Community (IC) with strategic direction from the director of National Intelligence (DNI) for the next four years.
 - Key intelligence questions (KIQs) circle back up through DHS as part of that data call/input.
 - She recommended that surface transportation primarily rely on integration and coordination through that channel and, if they found anything missing, the NIMs would work to coordinate through DHS I&A and the STSAC for surface transportation intelligence needs.
 - Coordination meetings occurred during the updating process to see which topics agencies covered and identify relevant gaps. NIMs came into play here. They use the National Intelligence Priority Framework to determine what to focus on and then what areas the agencies did not cover.
 - The NIMs remain very keen on forging partnerships between federal and private interests. A whole team supported industry when they could not identify natural

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touch points, most commonly through local FBI field offices. However, the STSAC has provided a natural touch point.

Insider Threat Subcommittee

The Insider Threat Subcommittee (InT) Industry Co-Chair Chief Joseph Perez and the InT Subcommittee Government Co-Chair Marcus Brown presented the InT Subcommittee update.

Topics discussed included the following:

- The STSAC Insider Threat Subcommittee update covered—
 - Internal leadership changes within the TSA Law Enforcement/Federal Air Marshals (LE/FAMS) office and their impact.
- Tasks tied directly to the current Notice of Proposed Rulemaking (NPRM) remained embargoed.
 - Previously, the Committee set Recommendations #4 and #5 on hold to defer to the NPRM process.
 - All the Subcommittee members served to improve security and significant challenges and concerns arose with the NPRM.
 - Need for the Subcommittee to reactivate and reinvigorate as a way to discuss and better understand the NPRM's intent and properly analyze the impact, challenges, and priorities specific to Recommendations #4 and #5—with the idea that a dialogue would improve surface transportation vetting for those working in sensitive areas.
 - Work has begun to reinvigorate the Subcommittee and coordination has occurred with the DFO for a solution in the very near future.
 - The threat has changed and everyone needs to stay ahead of and even outpace it; one size does not fit all.
 - The Administrator agreed with the conversation about reconsidering this legislatively, which would take some time, and welcomed any comments on the process of developing a rule.
 - The Subcommittee appreciated the receptivity and thought it very meaningful to hear from the Administrator.
 - Leveraging the STSAC served as a tremendous forum for analysis and feedback on what would succeed.
 - TSA welcomed reinvigoration of the workgroup to address Recommendations 4 and 5.
- The Administrator's Intent 3.0 Strategic Objectives for the Insider Threat Program (ITP).
 - The LE/FAMS Insider Threat Roadmap 2020 and implementation of the Administrator's Intent Objectives include the following.
 - Establish TSA's intra-departmental Insider Threat Oversight Group.

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- Continue implementation and enhancement of the comprehensive Insider Threat Case Management System.
- Foster a robust Insider Risk Mitigation Hub (IRMH) that shares information, integrates systems, and incorporates critical stakeholders while protecting key principles of privacy and civil liberties.
- Maintain a consolidated insider threat information resource for transportation on the Homeland Security Information Network (HSIN).

Emergency Management and Resiliency Subcommittee

The Emergency Management and Resiliency (EM&R) Subcommittee Industry Co-Chair Robert Gatchell and Government Co-Chair Chris McKay presented the EM&R update.

Topics discussed included the following:

- The “Reliance on the Power Grid” workshop held in March 2023.
 - A Quick Look/After-Action Report with conclusions was prepared and shared with the STSAC and across the surface transportation community.
 - This topic is significant as the surface transportation industry begins transitioning to cleaner technology vehicles. Challenges, such as resiliency, costs, building out electric charging infrastructure, and other matters will be faced by industry and government in the years to come.
 - The first webinar was very well received, the topic is relevant, and more information and best practices are needed to be shared across the community. It was determined that a follow-on webinar would be conducted in the September timeframe.
- The Subcommittee met on July 12 and August 8 to discuss next steps.
 - The Subcommittee is identifying possible panelists/organizations for this follow-on event. Possible participation includes
 - Center for Urban Transportation Research at the University of South Florida (USF) in Tampa
 - Transportation Management Services (TMS) in Sandy Spring, Maryland
 - The Subcommittee will begin to plan for a tabletop exercise upon completion of the next workshop based upon the dialogue from both workshops.

LUNCH

Cybersecurity Information Sharing Subcommittee

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

Topics discussed included the following:

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- 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.”
- Discussion continued from previous briefings on the applicability of the *Cybersecurity Information Sharing Act of 2015* (CISA/2015 Act).
 - This federal legislation expressly authorizes sharing of information on cyber threats, incidents, and security concerns between industry and government, within industries, and across critical infrastructure sectors; and affords protections against anti-trust, civil liability, and Federal and state/local freedom of information statute and rules for information sharing authorized by its terms.
 - The persistent question is whether the CISA/2015 Act protections apply to information sharing on cyber threats, incidents, and security concerns by surface transportation organizations with the Surface Information Sharing Cell (SISC).
 - Other questions have been raised by industry have focused on whether CISA/2015 Act protections apply to information on cybersecurity incidents reported under the mandates set by the TSA Security Directives (SD).
 - Nothing in the SDs inhibited information sharing among industry partners.
 - Renewing a commitment, TSA will provide written guidance to clarify this subject of concern.
 - Legal protections afforded by the CISA/2015 Act are critical to owners and operators. Assurance is needed that those protections cover information provided to and shared with the SISC.
 - Other questions requested clarification on when and how Sensitive Security Information (SSI) delegation fits into the process.
 - TSA’s office of Chief Counsel and office of Policy, Plans, and Engagement, Surface Policy will further consider this question based on the concerns raised.
 - Progress on the clarification notice continued; TSA anticipates providing this guidance to the Committee before the next meeting.
 - TSA remains committed to the principle of the requirements to report under the Cybersecurity SDs and did not intend to inhibit information sharing by covered pipelines, rail transit agencies, and railroads across transportation modes and critical infrastructure sectors.
 - CISA and TSA made strides within the last few months to analyze reports and provide relevant and useful information to surface and aviation transportation stakeholders, notably through comparisons of reported activity across modes and types of cybersecurity incidents reported.

Threat Briefing

Analysts with TSA Intelligence and Analysis provided current threat briefings to the STSAC membership. The I&A analysts presented an overview of terrorist threats to the surface modes of transportation in the United States and then discussed current cyber activities, cyber actors’

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intent and capability to conduct attacks, and historic cyberattack trends that have affected U.S. transportation.

TSA RCA Multi-Modal Program Update

Acting Division Director Captain Jim Bamberger of TSA Requirements and Capabilities Analysis (RCA) Multimodal and Public Area Capabilities (MPAC), Public Area Security and Infrastructure Protection Branch (PASIPB), provided a report on this program and its key initiatives.

Topics discussed included the following:

- The MPAC Mission
 - Provides security technology recommendations and potential solutions for all U.S. transportation domains except for passenger aviation.
 - Evaluates, updates, and maintains a compilation of capability gaps to better inform research, development, and testing in the emerging security technology marketplace.
 - Guides its strategic mission and focus areas based on the 9/11 Act, the FAA Reauthorization Act of 2018, Executive Guidance, the National Infrastructure Protection Plan (NIPP), and the TSA Administrator's Intent.
- Surface Security Technology (SST) Legislative Authorities and Requirements
 - SST's Security Technology Assessment Approach
 - SST Capability Gaps
- Operational Testing Partners
 - Interagency and Industry Collaboration
- MPAC Stakeholder Communication
- SST's Capabilities and Technology Solutions
- Detection at-Range
- Walk-through Systems
- Standoff Optical Trace
- Under Vehicle Screening
- Rail Undercarriage Screening
- Video Analytics
- Intrusion Detection
- Chemical Detection

Committee Discussion and Q&A

Topics raised and discussed included the following:

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- Cybersecurity incident reporting and the NPRM
- Reestablishing/reinvigorating the subcommittee membership and participation by a renewed sign-up opportunity
- Status and value of the Explosives Detection Canine Reimbursement Program

Committee Administration Discussion

Committee Vote for May 17 Meeting Minutes

Chair Farmer led the Committee vote to accept the May 17, 2023, Meeting Minutes as distributed to members in advance of the meeting. Mr. Farmer requested a motion to accept the May 17, 2023, Meeting Minutes. Ms. Hanson moved to accept the minutes and the motion was seconded by Mr. Grandgeorge. The motion was carried by voice vote and the minutes were accepted.

Annual Report for 2022

Mr. Farmer discussed the 2021–2022 STSAC Annual Report, which covered the period between April 1, 2021–December 31, 2022, and was transmitted to the TSA Administrator on August 8, 2023.

Membership Update

Ms. Harroun-Lord provided an update on the 2023 Membership Solicitation Process.

TSA Surface Policy Division Update

PPE Surface Policy Division Executive Director (XD) Scott Gorton presented the Surface Policy Division Update.

Topics discussed included the following:

- TSA’s current NPRM on security vetting of certain surface transportation employees
- STSAC’s input on the TSA advance notice of proposed rulemaking (ANPRM) on Enhancing Surface Cyber Risk Management
- Update on implementation and oversight of the Security Directives on cybersecurity issued by TSA
- Whether surface transportation organizations covered by the TSA SDs will be accorded the same National Alternative Measure authorized for airports and air carriers on retention of mandated sensitive cybersecurity materials
- Project Chariot initiative to evaluate cyber vulnerabilities and develop comprehensive and effective solutions

TSA SO Surface Operations Update

Security Operations (SO) Surface Operations (SO) Operations Division Director Kevin Gaddis presented an update on activities, noting they could not accomplish this work themselves and

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were only successful because of the partnership established with the surface transportation community.

Topics discussed included the following:

- Internal changes at SO.
- TSA's Baseline Assessment for Security Enhancement (BASE) Program revisions and industry participation.
- Eleven Intermodal Security Exercise and Training Program (I-STEP) exercises held since May 2023, with the most recent occurring in Alaska.
- Work continued to approve Cybersecurity Implementation Plans (CIPs) mandated by TSA SDs. Rail partners have participated in biweekly calls on the directives that address implementation and oversight.
- SO reached out to the trucking industry by working through PPE's Industry Engagement Manager (Highway) and the American Trucking Association (ATA).
 - Regular meetings took place to identify critical cyber-systems and mitigate security issues experienced.
- SO expects to present a product to ATA in September to help identify critical systems and mitigate assessed gaps or vulnerabilities.
- Real ID licensing now falls under SO's purview.
 - Staff is currently planning the transition.
 - Recertification for the 56 locations (56 licensing jurisdictions) projected to start in late 2023 or early 2024.

Chair and Vice Chair Closing Remarks

Chair Farmer and Vice Chair Hanson provided closing remarks.

Topics discussed included the following:

- What worked, what didn't work, what do you want more of?
- Subcommittee presentations
- Reinvigorate the subcommittees

Closing Remarks

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

Adjournment

DFO Harroun-Lord asked for a motion to adjourn the meeting. A member motioned to adjourn the meeting. Another member seconded the motion. The motion to adjourn was carried by a voice-vote of the Committee.

The seventeenth meeting of the STSAC meeting was adjourned at 3:29 p.m. EST.

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Certification of STSAC August 17, 2023, Meeting Minutes

I hereby certify that this is an accurate record of the activities of the Surface Transportation Security Advisory Committee on August 17, 2023.

A handwritten signature in cursive script that reads "Thomas L. Farmer". The signature is written in black ink and is positioned above a horizontal line.

Thomas L. Farmer
Surface Transportation Security Advisory Committee Chair