



Law Enforcement/ Federal Air Marshal Service Roadmap

June 2023



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Administrator's Message

June 12, 2023

In the 21 years since the September 11th terrorist attacks, the Transportation Security Administration has worked tirelessly to ensure that terrorist attacks on our transportation system never occur again. Our Law Enforcement/Federal Air Marshal Service (LE/FAMS) team has played a key role in keeping our transportation system safe and secure.

As our enemies adapt their tactics and new threats arise, TSA must evolve and change our approaches to transportation security in order to meet and defend against these threats. In doing so, LE/FAMS has begun the process of adapting and enhancing its approach to the diverse transportation threats of 2023 and beyond, and this roadmap marks an important step in formalizing this shift.

To that end, I am promulgating this roadmap to leverage existing authorities and resources that will define the role of LE/FAMS, as well as promote a more widely recognized law enforcement structure and enhance the operational capabilities of LE/FAMS within TSA and throughout the transportation system.

This roadmap, developed with stakeholder input, is an overarching strategic vision that enhances transportation security by providing organizational flexibility to proactively respond to future national and homeland security issues. An implementation plan will accompany this roadmap, and when approved, will be added as an SSI Appendix. The LE/FAMS priorities of the future foster innovative leadership, technology, and training that will enable it to strengthen detection, assessment, and response capacities around its core mission of in-flight security mission.



A handwritten signature in black ink that reads "David P. Pekoske". The signature is written in a cursive, flowing style.

David P. Pekoske
Administrator



Executive Summary

Over the past two decades, the threat environment impacting transportation has evolved, requiring the Law Enforcement/Federal Air Marshal Service (LE/FAMS) to expand activities and capabilities beyond the core in-flight law enforcement mission and proactively optimize law enforcement resources. With the advent of this roadmap, LE/FAMS will more fully support TSA's critical mission to "protect the Nation's transportation systems to ensure freedom of movement for people and commerce" in the coming years. It will do this under the TSA's broad authority to assess and address security threats across all modes of transportation within Title 49 and Title 6 of the U.S. Code.

TSA's Mission

Protect the nation's transportation systems to ensure freedom of movement for people and commerce.

This roadmap lays out the mission, vision, and priorities of LE/FAMS in its role as the principal federal law enforcement organization within the Nation's transportation system. Further, it provides a clear approach to enhance and execute law enforcement responsibilities. It should serve as a reference point for employees, partners, and stakeholders to create unity of effort and help standardize approaches to ensuring consistent mitigation of threats in their respective areas of transportation security.

This roadmap also provides a structure to foster communication, innovation, and advancements in technology tactics, techniques, and procedures to quickly develop a planning and response network. Within this structure are five strategic priorities and associated objectives to organize mission execution and inform decisions, including operations planning, budget formulation, and performance management.

- 1. Tactical Enforcement:** Collaboration with other federal law enforcement agencies as well as, state, local, tribal and territorial (SLTT) law enforcement organizations to optimize law enforcement operations throughout the transportation system.
- 2. Investigation and Assessments:** Expanding the means and methods to heighten awareness and mitigate threats by preventing their manifestation or minimizing the ability for threats to exist.
- 3. Intelligence and Partnerships:** Establishing integrated networks of LE/FAMS personnel throughout TSA, key operations, and fusion centers throughout the U.S. to ensure enduring information sharing and analytical capability that inform law enforcement and security operations.
- 4. Training and Technical Services:** Placing knowledge and tools in the hands of the workforce to further mission excellence.
- 5. Operations Management:** Recognizing the essential support services required for a diverse and mobile workforce, including flexible facilities, policies, budget planning, and career development for the workforce.

Implementation plans will clearly define the initiatives and activities, use of strategic resources and development of performance measures enabling LE/FAMS to meet organizational goals of the roadmap.

Threat Environment

The September 11, 2001, terrorist attacks resulted in the creation of both the Department of Homeland Security (DHS) and TSA. In the decades since, the types of adversaries and the motivations and methods by which they seek to attack and exploit our transportation systems have evolved and diversified. As it relates to commercial aviation security, government and industry partners have institutionalized multiple layers of security and defenses that mitigate the risk to civilian aviation, including a wide range of in-flight security measures such as crew member training, hardened cockpit doors, Federal Flight Deck Officers (FFDOs), passenger prescreening, watchlisting and Secure Flight.

LE/FAMS has enhanced in-flight security tactics, techniques, and procedures over the years to protect against additional threats. TSA's law enforcement capabilities must be structured to effectively detect, assess, and respond to a wider variety of present day and future transportation security threats.

While a broad range of mitigation measures ensure civil aviation security, these measures are matched by an even wider range of risks throughout the transportation system, many of which can only be addressed with proactive, innovative mitigation measures.

Today's threat landscape offers many opportunities for the more effective use of highly trained and mobile law enforcement and investigative personnel with experience, access, and authorities unique to transportation. Although terrorism continues to present significant security issues, violence directed at transportation systems is an emerging and evolving concern. Such risks include, but are not limited to:



LE/FAMS pre-roadmap operational deployments - representing inflight security and VIPR operations.
For illustration purposes only.



LE/FAMS projected roadmap operational deployment footprint.

**Visual aid representing a variety of operations indicated within the priorities listed below.*

Insider Threats

The vulnerability created by unwitting, sympathetic, or willing insiders within the transportation system is perhaps the most consequential threat. These individuals, including foreign-inspired actors, have specific knowledge that can enable or advance any risk. They are employed by public and private stakeholders, performing a wide spectrum of jobs that could lead to unescorted access to critical transportation facilities and assets. Further, terrorist and criminal organizations are known to monitor transportation security and have an interest in manipulating industry employees to facilitate criminal operations, both as a conduit for exploiting vulnerabilities and to circumvent security countermeasures.

Events in the past few years, such as the airline employee in Seattle, Washington, who died after stealing and crashing a vacant, parked commercial aircraft; the transit system employee in San Jose, California, who opened fire at a light-rail facility, killing nine people before shooting himself; and the airline mechanic who attempted to sabotage aircraft navigation systems onboard a commercial aircraft prior to its takeoff from Miami, Florida, highlight the importance of proactively detecting insider threats before harm results.

Terrorist Threats to the Homeland

The current terrorist threat to the homeland has evolved significantly since the 9/11 terrorist attacks. While foreign terrorist organization like ISIS and Al-Qaeda remain intent on launching attacks against the homeland from abroad, the Federal Bureau of Investigation (FBI) currently assesses that lone actors or small cells of individuals within the United States represent the greatest terrorist threat. As FBI Director Wray testified on November 15, 2022 –

“The greatest terrorism threat to our Homeland is posed by lone actors or small cells of individuals who typically radicalize to violence online, and who primarily use easily accessible weapons to attack soft targets. We see the lone offender threat with both Domestic Violent Extremists (“DVEs”) and Homegrown

Violent Extremists (“HVEs”), two distinct threats, both of which are located primarily in the United States and typically radicalize and mobilize to violence on their own. Individuals based and operating primarily within the United States or its territories without direction or inspiration from a foreign terrorist group or other foreign power who seek to further political or social goals, wholly or in part, through unlawful acts of force or violence are described as DVEs, whereas HVEs are individuals of any citizenship who have lived and/or operated primarily in the United States or its territories who advocate, are engaged in, or are preparing to engage in ideologically motivated terrorist activities (including providing support to terrorism) in furtherance of political or social objectives promoted by a foreign terrorist organization, but are acting independently of direction by a foreign terrorist organization (“FTO”).

Domestic and Homegrown Violent Extremists are often motivated and inspired by a mix of social or political, ideological, and personal grievances against their targets, and more recently have focused on accessible targets to include civilians, law enforcement and the military, symbols or members of the U.S. Government, houses of worship, retail locations, and mass public gatherings. Lone actors present a particular challenge to law enforcement and intelligence agencies”.

When these detection challenges highlighted by the FBI Director are combined with the inherent vulnerability of mass gatherings common in screening the traveling people, this threat then poses a unique and serious risk to the U.S. transportation system.

Transnational Criminal Organizations

The use of the transportation system by Transnational Criminal Organizations (TCOs) to traffic drugs, weapons, humans, and other contraband presents a significant risk to transportation and national security. Although TCOs and terrorist organizations have seemingly conflicting agendas—doing harm utilizing the system versus doing harm to the system—the mechanisms by which they will accomplish their goals are inextricably linked. They have a mutual interest in identifying and exploiting vulnerabilities in transportation security systems. As TCOs develop networks that enable exploitation for continued gain, those same networks are the pathways a terrorist group may use to attempt an attack. These tactics have been used abroad by ISIS, al-Qaida in the Arabian Peninsula, and al-Shabaab.

Cyber Threats

The delivery of essential services in the transportation system is increasingly dependent on a network of information technology infrastructure—owned and operated by a mix of public and private entities—that is subject to sophisticated attacks. This vulnerability is heightened by the business sectors that use these systems, as increasing connectivity in search of efficiencies raises the potential scale of damage via interdependencies that lead to direct physical consequences.

Cyber threats involving varying modes of transportation continue to increase. In October 2022, websites for airports in major U.S. cities including Atlanta, Chicago, New York, and Los Angeles were knocked offline by targeted hacks. Several airlines have also been the target of numerous cyber-attacks ranging from data breaches to disrupted operations. In May of 2021, a ransomware cyber-attack on a major oil pipeline demonstrated how criminal cyber actors are able to take advantage of remote and anonymous connectivity to a system or network. It is also an example of a continued upward trend in criminal acts of extortion through ransomware that cause significant disruption or physical damage.

Foreign Intelligence Entities

The continued technological advancement of foreign terrorist organizations and relatively open nature of transportation presents a significant opportunity for foreign intelligence entities (FIEs) to collect information. Among other threats, this activity can lead to intellectual property theft that undercuts the implementation of advanced and emerging technologies and erodes national security.

Similarly, transportation is critical to the Department of Defense to deploy resources for military and national security operations. Therefore, we should assume the transportation system is continually monitored for potential disruption by our adversaries. This threat is further elevated by the increased capabilities of FIEs that move beyond human operations to the cyber realm and other means of technical collection that are increasingly difficult to detect and interdict.

Unauthorized Use of Unmanned Aircraft Systems

Current trends with Unmanned Aircraft Systems (UAS) show an increased ability to operate beyond visual line of sight or conduct pre-programmed routes autonomously. Unauthorized use around airports and other transportation venues continues to rapidly increase, raising the prospect that threat actors and foreign inspired terrorists might use UAS for attacks, disruptive operations, and surveillance.



Strategic Priorities and Objectives

TSA’s law enforcement resources must be directed to proactive investigation, assessment, and mitigation capabilities that address a broader set of threats and threat actors that can exploit and cause harm to the transportation system. This action will allow for the identification and mitigation of vulnerabilities before they manifest as transportation security issues. Criminal actors in the system, violent extremists, and terrorists do not operate in isolation and no longer constrain their conduct to the physical state. This focus on the broader threat will help mitigate overall risk to transportation security. It also aligns with the National Strategy for Aviation Security, the 2022 National Strategy for Transportation Security, the 2018-2026 TSA Strategy, and the Administrator’s Intent.

As LE/FAMS exercises its law enforcement leadership role throughout transportation, it must be poised to respond, contribute, and support the broader needs of the homeland security and national security frameworks.

Priority 1: Tactical Enforcement

Terrorist and criminal organizations remain committed to inflicting harm on the transportation system or exploiting it to facilitate harmful activities. The actors and methods of carrying out these acts are changing and so must TSA’s approach for addressing them. The evolving nature of risks demands a reexamination to proactively and dynamically allocate resources across the operational transportation environment.



Objective	Outcome
<p>1.1 Focus the core in-flight security mission to a risk-based deployment methodology that is supported by flight-specific threat data involving both domestic and international aviation; and accented by appropriate random deployments.</p>	<p>In-flight security uses real-time risk analysis that integrates intelligence, internal and external law enforcement data for the deployment of Federal Air Marshals and Federal Flight Deck Officers (FFDOs). Global In-Flight Security Officer (IFSO) efforts are bolstered on commercial and cargo flights through the expansion and harmonization of international country agreements and stimulated FFDO program growth.</p>

Objective	Outcome
1.2 Execute integrated law enforcement activities to enhance security throughout the airport environment, supporting security personnel and federal/local law enforcement.	Law enforcement activities move past the operational boundaries of the aircraft to protect the greater airport environment from malevolent actors that exploit vulnerabilities to further criminal and terrorist enterprises. Reporting and coordination elements ensure operations are in collaboration with interagency priorities.
1.3 Enhance Visible Intermodal Prevention and Response (VIPR) planning and execution to reduce risk across the transportation system.	An intelligence-driven operational strategy mitigates threats within all modes of transportation and provides a real-time response capability to active threats. TSA Intelligence & Analysis is integrated as a formal partner in developing, planning, and executing a VIPR deployment strategy.
1.4 Build law enforcement expertise and, as authorized in law, operational response capability for mitigating UAS risk.	TSA possesses law enforcement operational capability to conduct counter-unmanned aircraft system (C-UAS) operations at airports and with other authorized DHS missions.
1.5 Maintain capacity to support federal, state, and local law enforcement and security partners, especially where transportation security expertise is needed; and address emergent and evolving national security priorities with surge capability allowing the reallocation of resources from other operations.	TSA has an unparalleled capability to shift and deliver resources, increase support for our law enforcement partners, and deploy resources as needed for high-priority and emergency support functions.

Priority 2: Investigation and Assessments

Threats to the transportation system persist in many forms and in many venues. LE/FAMS must proactively engage the environment to mitigate these threats as early as possible. While LE/FAMS maintains the capability to take action against criminal and terrorist actors, it must, within the confines of the law, work to identify and interdict such risks prior to their manifestation.



Objective	Outcome
<p>2.1 Establish field-based capability to identify, assess, and investigate potential insider threats, cyber threats, criminal acts, violations of law, and exploitation of vulnerabilities impacting the transportation system.</p>	<p>Capability to counter and investigate threats involving the transportation system, including support to national agencies with lead authority for domestic violent extremists and other counterterrorism matters, insider threat, counterintelligence, transnational criminal organizations, cyber, unauthorized use of UAS, and broader criminal activity.</p>
<p>2.2 Establish law enforcement threat assessment and vulnerability assessment capabilities throughout the transportation system.</p>	<p>Regionalized assets conducting joint vulnerability assessments (JVA), insider threat and behavioral threat assessments (BTA), and UAS and Man-Portable Air Defense Systems (MANPADS) assessments to identify vulnerabilities and mitigate systemic risks to the transportation system.</p>
<p>2.3 Increase investigative coordination and information sharing through interagency task forces and federal, state, local, tribal, and territorial partnerships throughout the transportation system.</p>	<p>Expanded and enduring participation in interagency task forces and fusion centers connected to large hub airports (or relevant to critical transportation interests) including, but are not limited to the National Cyber Joint Task Force, Joint Terrorism Task Force (JTTF), and Border Enforcement Security Task Force (BEST). TSA input ensures an effective response to criminal activity through threat reporting and operational communication.</p>

Priority 3: Intelligence and Partnerships

Effective networks will be developed through interagency personnel assignments building partnerships within and outside TSA to advance transportation security. LE/FAMS will embody an information sharing organization, pursuing opportunities to integrate, share, and take action on behalf of the mission.



Objective	Outcome
<p>3.1 Deepen integration with law enforcement and intelligence partners through joint duty and task force assignments.</p>	<p>Enhanced assignments with our partners like the Cybersecurity and Infrastructure Security Agency (CISA) and the Department of Justice will allow for proactive information sharing on mutual mission areas (counter terrorism, cybersecurity, infrastructure protection). Integration also enables key mitigation decisions that leverage TSA's unique authorities to prevent transportation system threats and other national security threats.</p>
<p>3.2 Empower key positions to lead coordination and further law enforcement transportation security missions.</p>	<p>Law enforcement leaders, such as Assistant Federal Security Directors for Law Enforcement, advance safety and security through internal and external coordination with law enforcement partners.</p>
<p>3.3 Create a network of intelligence personnel for real-time law enforcement operations support and enhanced intelligence sharing at headquarters and in the field.</p>	<p>Collaboration with TSA Intelligence & Analysis and interagency partners achieves a proactive posture recognizing, communicating about, and mitigating threats.</p>
<p>3.4 Adapt the Transportation Security Operations Center (TSOC) to address increased complexity and coordination.</p>	<p>TSA leads the coordination of intelligence and transportation domain awareness utilizing such resources as the Aviation Domain Intelligence Integration and Analysis Cell (ADIAC) and Surface Intelligence-Information Sharing Cell (SISC), establishing direct positions or clear lines of authority and reporting to effectively ensure maintained, rapid information sharing and streamlined operational execution.</p>

Priority 4: Training and Technical Services

The increasing complexity of the transportation system and the persistence of the adversaries are constant. LE/FAMS will work with industry partners to strengthen their participation in securing the transportation system. As programs are developed to increase competencies beyond the LE/FAMS tactical environment, there will be investments in systems to assess, implement, and support emerging technologies to outmatch the adversaries.



Objective	Outcome
4.1 Train the workforce for success in new operational priorities and continually assess systems for flexible and effective recurrent training while also providing attainable career development opportunities for all personnel.	Training capacity is available to implement tactics, techniques, and procedures with standardized and accredited programs designed to enhance career development. Delivery locations, curricula, and annual requirements are balanced and integrated with operational priorities.
4.2 Create a network of technical services personnel for real-time law enforcement operations support.	Specialized personnel with analytical capabilities support investigations and assessments with advanced technologies and techniques to lawfully gather evidence and information. Personnel engage with testing and piloting operational solutions with the intent to advance mission capability.
4.3 Establish mobile training capability to enable industry and international partners to actively engage in improving transportation security.	Cultivate technical specialization and familiarization training through certified instructors to international, state, local, tribal, territorial, and applicable private partners in the operation, maintenance, and support of technologies and procedures that raise awareness, identify concerning behaviors, or facilitate response.
4.4 As authorized in law, institute an Aviation Program to enable internal use of UAS to support law enforcement and security operations.	Facilitate the use of UAS in assessment, investigation, and response activities under the oversight of and compliance with Federal Aviation Administration and DHS requirements.
4.5 Continue to empower industry partners to raise the security capacity of the aviation environment.	Maintain a network of instructors and support personnel to train and equip FFDs and Armed Security Officers (ASOs), and provide crew member self-defense training.

Priority 5: Operations Management

Mission support is the foundational element in a high-performing culture that endures through and beyond change. Further, the way resources are managed will impact LE/FAMS's ability to shift and surge, as speed to action will remain its well-recognized operational attribute as one of the most versatile and effective law enforcement organizations.



Objective	Outcome
<p>5.1 Optimize structure, policy, and process as the principal law enforcement organization in mitigating transportation system threats.</p>	<p>The organization is restructured to mitigate current and emerging threats. It is streamlined, more integrated utilizing all TSA capabilities, with vertical decision-making and incentivized partnership and collaboration. The process for budget and resource management is balanced among short- and long-term needs. It also supports dynamic risk management decisions.</p>
<p>5.2 Develop modernized systems to support investigation, assessment, operations, and coordination with public and private partners.</p>	<p>Owners and users have system platforms to enable case management, risk-based models, and ease reporting and analytics. These systems accelerate action and facilitate informed management decisions for operations and maintenance.</p>
<p>5.3 Implement career progression models that position the organization to address increased complexity.</p>	<p>A clear and transparent structure for developing and advancing the workforce that fosters continual learning, diversity and inclusion, and enterprise awareness to prepare capable leaders and support an innovative and inclusive culture.</p>
<p>5.4 Transform facilities into efficient centers that enable flexibility, collaboration, and engagement across TSA.</p>	<p>Integrated facilities across TSA enable the greatest allocation of resources to the people and the mission.</p>

Path Forward

This roadmap requires the collective support and dedication of all parties to enhance TSA's vision of a more secure transportation system. Action and communication plans will be developed for implementing the objectives of this roadmap. As part of implementation, LE/FAMS will prioritize risk and reallocate resources; identify and align funding; and improve operational and mission support performance measures. Performance management measures and metrics will aid executive decisions on operational and budget requirements. While some changes will be implemented in short order, substantial implementation will not be fully realized for upwards of 18 months with performance measures for the future state of operations for LE/FAMS at 24 months.



