



# Expedited Passenger Screening

Second Semiannual

*December 22, 2015*

Fiscal Year 2015 Report to Congress



Homeland  
Security

*Transportation Security Administration*

# Message from the Administrator

December 22, 2015

I am pleased to present the following report, “Expedited Passenger Screening” for the second half of Fiscal Year (FY) 2015, as prepared by the Transportation Security Administration (TSA).

This report was compiled pursuant to a requirement in the *FY 2015 Department of Homeland Security Appropriations Act* (P.L. 114-4), its accompanying House Report 113-481, and Senate Report 113-198. It provides a semiannual update on TSA’s strategy to increase the number of air passengers eligible for expedited screening.



Pursuant to congressional requirements, this report is being provided to the following Members of Congress:

The Honorable John R. Carter  
Chairman, House Appropriations Subcommittee on Homeland Security

The Honorable Lucille Roybal-Allard  
Ranking Member, House Appropriations Subcommittee on Homeland Security

The Honorable John Hoeven  
Chairman, Senate Appropriations Subcommittee on Homeland Security

The Honorable Jeanne Shaheen  
Ranking Member, Senate Appropriations Subcommittee on Homeland Security

Inquiries relating to this report may be directed to me at (571) 227-2801 or to the Department’s Deputy Under Secretary for Management and Chief Financial Officer, Chip Fulghum, at (202) 447-5751.

Sincerely yours,

Peter V. Neffenger  
Administrator



# Expedited Passenger Screening Second Semiannual, Fiscal Year 2015

## Table of Contents

|      |  |    |
|------|--|----|
| I.   | Legislative Requirement .....  | 1  |
| II.  | Background .....   | 3  |
| III. | Discussion .....   | 7  |
|      | Part I – Benchmarks and Performance Measures Driving Participation ..... | 7  |
|      | Part II – Strategies to Drive Enrollment.....                            | 9  |
|      | Part III – TSA Pre✓® Application Program Expansion.....                  | 13 |
|      | Part IV – Threat-assessed Populations.....                               | 13 |
|      | Part V – Resource Implications .....                                     | 14 |
|      | Part VI – Enrollment and Participation Performance Measures .....        | 15 |
| IV.  | Conclusion.....  | 17 |

# I. Legislative Requirement

This document is submitted pursuant to the *Fiscal Year 2015 Department of Homeland Security Appropriations Act* (P.L. 114-4), its accompanying House Report 113-481, and Senate Report 113-198.

P.L. 114-4 states:

*Provided further*, That not later than April 15, 2015, the Administrator of the Transportation Security Administration shall submit to the Committees on Appropriations of the Senate and the House of Representatives, a semiannual report updating information on a strategy to increase the number of air passengers eligible for expedited screening, including:

(1) specific benchmarks and performance measures to increase participation in Pre-Check by air carriers, airports, and passengers;

(2) options to facilitate direct application for enrollment in Pre-Check through the Transportation Security Administration's Web site, airports, and other enrollment locations;

(3) use of third parties to pre-screen passengers for expedited screening;

(4) inclusion of populations already vetted by the Transportation Security Administration and other trusted populations as eligible for expedited screening;

(5) resource implications of expedited passenger screening resulting from the use of risk-based security methods; and

(6) the total number and percentage of passengers using Pre-Check lanes who:

(A) have enrolled in Pre-Check since Transportation Security Administration enrollment centers were established;

(B) enrolled using the Transportation Security Administration's Pre-Check application Web site;

(C) were enrolled as frequent flyers of a participating airline;

(D) utilized Pre-Check as a result of their enrollment in a Trusted Traveler program of United States Customs and Border Protection;

(E) were selectively identified to participate in expedited screening through the use of Managed Inclusion in fiscal year 2014; and

(F) are enrolled in all other Pre-Check categories:

*Provided further,* That Members of the United States House of Representatives and United States Senate, including the leadership; the heads of Federal agencies and commissions, including the Secretary, Deputy Secretary, Under Secretaries, and Assistant Secretaries of the Department of Homeland Security; the United States Attorney General, Deputy Attorney General, Assistant Attorneys General, and the United States Attorneys; and senior members of the Executive Office of the President, including the Director of the Office of Management and Budget, shall not be exempt from Federal passenger and baggage screening.

House Report 113-481 states:

The Committee continues the statutory requirement that TSA provide the Committees with semi-annual reports on the resource implications of expedited passenger screening associated with risk-based security initiatives, such as PreCheck, including a new requirement to enumerate the total number and percentage of passengers using PreCheck lanes who: (1) have enrolled in PreCheck since TSA enrollment centers were established; (2) enrolled using TSA's PreCheck application website; (3) were enrolled as frequent flyers of a participating airline; (4) utilized PreCheck as a result of a CBP trusted traveler program (Global Entry, NEXUS, SENTRI); and (5) were selectively identified to participate in expedited screening through the use of TSA's Managed Inclusion.

Senate Report 113-198 states:

The Committee remains interested in having TSA expand its RBS efforts, specifically TSA Pre✓™. To help the Committee understand more specifically what populations are being processed through TSA Pre✓™ lanes, bill language is included requiring a semiannual report to the Committees on TSA's efforts to expand the number of passengers receiving expedited screening.

## II. Background

The Transportation Security Administration (TSA) serves America by protecting the Nation's transportation systems to ensure the movement of legitimate travel and commerce. To achieve its mission, TSA seeks practical and cost-effective approaches to reduce effectively the most significant transportation security risks. Moreover, to remain ahead of those who seek to do us harm, TSA employs risk-based, intelligence-driven operations to reduce the vulnerability of the Nation's transportation systems.

TSA's approach to transportation security risks seeks to identify, analyze, and respond appropriately to risks across the full spectrum of TSA activities. Over the years, TSA has implemented a number of risk-based security (RBS) initiatives and principles. Although the TSA Pre✓<sup>®</sup> expedited screening program may be the RBS initiative that is most familiar to travelers, it is only one of several risk-based processes that TSA has implemented to provide expedited screening to low-risk individuals. While TSA continues to expand RBS, the Agency simultaneously is adjusting the risk-tolerance level that it accepts to lower the risk associated with passengers deemed eligible for expedited screening, and is accelerating efforts to promote enrollment in the Department of Homeland Security (DHS) trusted traveler programs such as the TSA Pre✓<sup>®</sup> Application Program. TSA's emphasis on increasing the overall risk posture associated with expedited screening has focused on: 1) eliminating the opportunity to receive expedited screening for some populations previously eligible via Managed Inclusion and Secure Flight risk assessments; 2) growing the percentage of trusted travelers in the expedited screening lanes who are directly enrolled in a DHS program; and 3) improving the use of data during prescreening (through Secure Flight Risk Assessment and the addition of Computer-Assisted Passenger Prescreening System assessments) to make better decisions about the appropriate screening level for passengers. These changes in focus and risk tolerance will affect TSA's ability to rapidly increase the number and percentage of passengers eligible for expedited screening in the near term.

During the second half of Fiscal Year (FY) 2015, TSA initiated several changes that resulted in an overall decrease in the percentage of travelers eligible to receive expedited screening. These changes include halting the use of Managed Inclusion 2<sup>1</sup> at all airports across the system; eliminating some groups of travelers from consideration as potentially eligible for TSA Pre✓<sup>®</sup> on a trip-by-trip basis via Secure Flight Risk Assessment Rules; implementing enhancements to strengthen the risk assessment algorithm; decreasing the opportunity for inclusion in TSA Pre✓<sup>®</sup> via Secure Flight Risk Assessment rules from any single factor by approximately one-third; and other adjustments to the risk

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<sup>1</sup> Managed Inclusion 2 was a real time threat assessment process at the screening checkpoint using a combination of Explosive Trace Detection (ETD) and behavioral assessment, and then random selection for expedited screening.

assessment rules process driven by recent intelligence information.<sup>2</sup> As a result of these changes, the overall proportion of daily travelers eligible for expedited screening has decreased by approximately 20 percent from peak levels achieved earlier this fiscal year, while at the same time the number of pre-vetted trusted travelers and other approved low-risk passengers has increased, and now accounts for more than 12 percent of daily passenger volume (up from 5.7 percent at the beginning of 2015).

TSA has enhanced its security standards with the changes that were implemented, and all passengers continue to experience various aspects of TSA's multiple layers of security. RBS initiatives have expanded TSA's ability to screen passengers through intelligence-driven, risk-based assessments before they arrive at the airport, and the cumulative effect of all of these changes is an increase in security standards. All passengers still receive security screening before boarding an aircraft, and TSA continues to employ random and unpredictable security measures as part of the Agency's multi-layered approach to security. By better identifying lower-risk individuals prior to their arrival at the airport security checkpoint for screening, TSA can modify current standard security lanes to direct more travelers to a TSA Pre✓<sup>®</sup> expedited screening lane. Further, utilizing TSA Pre✓<sup>®</sup> lanes to expedite the screening process for lower-risk and trusted travelers allows TSA to focus time and resources on higher-risk and unknown passengers at security checkpoints. By implementing these program changes, TSA has evolved from a one-size-fits-all security screening approach to a risk-based, intelligence-driven strategy designed to improve both security and the passenger experience.

The TSA Pre✓<sup>®</sup> expedited screening program began as a pilot initiative on October 4, 2011, at four airports (Atlanta, Dallas-Fort Worth, Detroit, and Miami) with only two airlines (American Airlines and Delta Air Lines) participating. Today, 10 U.S. airlines (Alaska Airlines, American Airlines<sup>3</sup>, Delta Air Lines, Hawaiian Airlines, JetBlue Airlines, OneJet, Southwest Airlines, Sun Country Airlines, United Airlines, and Virgin America Airlines), as well as Air Canada and WestJet, participate in TSA Pre✓<sup>®</sup>, which, as of the end of FY 2015, operates at 167 of our Nation's airports. These participating airlines account for more than 85 percent of travelers departing for domestic airports. During the last week of FY 2015, TSA provided expedited screening to an average of 810,000 travelers each day at more than 460 TSA Pre✓<sup>®</sup> lanes across the country. Of the total expedited screening population, nearly 38 percent were eligible as a result of their participation as a member of a DHS trusted traveler program or as a member of an identified, risk-assessed, and approved low-risk population (individuals who have been issued a Known Traveler Number, or KTN). This percentage is an increase from the 25-percent total number of trusted travelers at the end of the first half of FY 2015, and

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<sup>2</sup> TSA will continue the practice known as Managed Inclusion I whereby certain passengers are pre-screened by TSA explosive detection canines, but has discontinued its used of Managed Inclusion 2, which used behavior detection and explosive trace detection to identify passengers for expedited screening.

<sup>3</sup> On October 17, 2015, the U.S. Airways brand officially merged with American Airlines.

reflects the success in growth of the trusted traveler population—which now exceeds 8 million individuals (approximately 4.2 million are enrolled in U.S. Customs and Border Protection (CBP) trusted traveler programs, 1.5 million enrolled in the TSA Pre✓® Application Program, and the remaining are members of approved low-risk populations).

Passenger eligibility for expedited screening is determined by an assessment of the risk that an individual poses to transportation security. Some passengers become eligible by voluntarily enrolling in a CBP program such as Global Entry, SENTRI, or NEXUS, or through the TSA Pre✓® Application Program. Members of these programs have undergone fingerprinting and a background check before being approved, and therefore are more likely to receive expedited screening on a consistent basis.

Passenger eligibility can also be determined through a risk-based analysis of passenger data. Using the same Secure Flight passenger data that travelers have provided for years, TSA’s risk-based analysis is conducted by Secure Flight during the passenger pre-screening process. These assessments use data collected in the passenger-ticketing stage to make a risk-based determination of whether an individual poses a threat to transportation security, or if the individual may be eligible for expedited screening. Although this allows some passengers to experience TSA Pre✓® expedited screening on a flight-by-flight basis, these travelers should not expect to be directed to the TSA Pre✓® lane each time they fly. TSA’s marketing and public relations efforts continue to recommend enrollment in either TSA Pre✓® or a CBP traveler enrollment program to individuals who would like to receive expedited screening more consistently.

In addition to participation in TSA Pre✓® expedited screening through a DHS trusted traveler program, TSA has identified several “trusted populations” eligible for KTNs and expedited screening. Among these trusted populations are Members of Congress, Federal Judges, and members of the U.S. Armed Forces, including those serving in the U.S. Coast Guard, Reserves, and National Guard. During the summer of 2015, TSA extended TSA Pre✓® eligibility to, among others, the Flag and General Officers’ Network and Midshipmen at the U.S. Merchant Marine Academy, representing the fifth of five U.S. service academies approved for inclusion. These expansions are two of many that TSA anticipates providing to pre-vetted populations, as TSA continues to encourage the inclusion of employees of multiple Federal agencies and departments that have expressed interest in TSA Pre✓®. Decisions to extend eligibility to new populations are supported by a risk assessment of the population under consideration, population size, the population’s technological readiness to provide traveler data to TSA, and other factors.

TSA also is accelerating efforts to expand enrollment in the TSA Pre✓® Application Program to further increase its risk standard for expedited screening and decrease the percentage of passengers who receive expedited screening via Secure Flight Risk Assessment Rules. TSA continues to improve its high standards for air transportation security and to strengthen its ability to identify, analyze, and respond to strategic risks.



To ensure that these goals are met, TSA monitors the performance of security operations systemwide through daily reports, which include expedited screening information. These reports track key performance metrics, including detailed information on customer throughput associated with the various populations receiving expedited screening.

### III. Discussion

#### Part I – Benchmarks and Performance Measures Driving Participation

While risk considerations ultimately will drive levels of expedited screening, TSA continues to pursue a robust strategy of increasing the number of commercial airline travelers eligible for expedited screening in 2016 and beyond.

- **TSA Pre✓<sup>®</sup> Application Program:** On December 4, 2013, TSA implemented the TSA Pre✓<sup>®</sup> Application Program, permitting U.S. citizens and U.S. lawful permanent residents the opportunity to apply directly to TSA for expedited screening benefits. As part of the initiative to expand enrollment in the TSA Pre✓<sup>®</sup> Application Program, TSA continues to make it easier and more convenient for individuals interested in applying to the program. For example, during FY 2015, TSA opened 26 additional enrollment centers across the country, increasing the total number of locations to 329. Additional openings of enrollment centers located in major cities and at airports ensure that more travelers have the opportunity to apply. On average, TSA processes more than 4,600 applications daily, and as of the end of FY 2015, TSA has received more than 1.5 million enrollment applications since the program began in December 2013.

In the second half of FY 2015, TSA's enrollment vendor, MorphoTrust, began partnering with H&R Block, the world's largest tax services provider, to offer enrollment services for the TSA Pre✓<sup>®</sup> Application Program at select H&R Block locations in 27 states. H&R Block has sent information on this enrollment opportunity to more than 1 million of its customers. In addition, TSA's enrollment vendor also continues to expand hours of operations, including Saturdays at select application centers. The expanded hours of operation will increase the number of appointments available to passengers who want to enroll in the program, and will add new capacity to serve an additional 2,300 TSA Pre✓<sup>®</sup> Application Program customers each month.

- **Domestic Air Carrier Participation:** TSA continues to work with domestic airlines for participation in TSA Pre✓<sup>®</sup>. As of September 30, 2015, 10 domestic airlines participate in TSA Pre✓<sup>®</sup>, including Alaska Airlines, American Airlines, Delta Air Lines, Hawaiian Airlines, JetBlue Airways, OneJet, Southwest Airlines, Sun Country Airlines, United Airlines, and Virgin America Airlines. Airline participation is contingent on airline willingness, airport configuration, and technological readiness. TSA anticipates finalizing efforts to include two additional domestic air carriers as participating airlines by the end of calendar year 2015, and has initiated discussions with the Department of Commerce and the

National Economic Council to solicit their assistance in encouraging other domestic and international air carriers to participate in the program.

TSA is also in ongoing discussions with other U.S. airlines interested in participating in TSA Pre✓<sup>®</sup> as well as seeking opportunities to expand TSA Pre✓<sup>®</sup> participation for airline employees who hold a Secure Identification Display Area (SIDA) credential, allowing them to perform duties in airport sterile areas. Currently, more than 86 percent of domestic passengers are flying aboard a participating airline and may have the opportunity to go through a TSA Pre✓<sup>®</sup> expedited screening lane.

- **Single-lane Airport Expansion:** As participation in and popularity of TSA Pre✓<sup>®</sup> has grown, airports without a designated TSA Pre✓<sup>®</sup> lane have requested a process to permit TSA Pre✓<sup>®</sup>-eligible travelers the opportunity to receive expedited screening. To meet this demand, on February 9, 2015, TSA launched an initiative to allow TSA Pre✓<sup>®</sup>-eligible travelers expedited screening when traveling through airports with single-lane checkpoints.

Although this initiative is in its early stages and at the discretion of the airport's Federal Security Director, 11 airports are currently providing expedited screening at single-lane checkpoints. These airports provide separate queueing to differentiate between TSA Pre✓<sup>®</sup>-eligible passengers and passengers who receive standard screening before the Travel Document Check position. In general, an airport's single-lane checkpoint provides screening to TSA Pre✓<sup>®</sup>-eligible passengers before standard passengers, while monitoring and maintaining appropriate wait time standards for both sets of passengers. However, even though a traveler may be considered eligible for TSA Pre✓<sup>®</sup>, this designation does not mean that he or she will receive expedited screening on every trip. TSA will always incorporate unpredictable security measures throughout the airport, and any passenger designated for TSA Pre✓<sup>®</sup> is subject to random additional screening. TSA will continue to review and approve airport requests for single-lane TSA Pre✓<sup>®</sup> implementation to ensure that system capacity keeps pace with growth of the TSA Pre✓<sup>®</sup> program.

- **Foreign Air Carrier Participation:** Air Canada, which became the first foreign air carrier to join TSA Pre✓<sup>®</sup>, implemented TSA Pre✓<sup>®</sup> for mobile boarding passes and home-printed boarding passes in the spring of 2015. Additionally, in September 2015, WestJet partnered with TSA as the second foreign airline to participate in TSA Pre✓<sup>®</sup>. Currently, three additional foreign air carriers are working on the technical requirements for TSA Pre✓<sup>®</sup>, with one carrier estimated to join TSA Pre✓<sup>®</sup> in January 2016.

Through its International Industry Representatives, TSA maintains an ongoing engagement with foreign air carriers on participation in the TSA Pre✓<sup>®</sup> program. Several other carriers have expressed interest in TSA Pre✓<sup>®</sup>, but have not started the development of their systems to match the necessary technical specifications. TSA will continue to confer with foreign airlines regarding participation in the TSA Pre✓<sup>®</sup> program.

- **Frequent Flyers:** In October 2011, during Pre✓<sup>®</sup> pilot operations, TSA designated certain frequent flyer travelers flying on several participating U.S. airlines as eligible for TSA Pre✓<sup>®</sup> expedited screening. In April 2015, TSA implemented a change to the criteria for eligibility. Under the guidance of the Civil Aviation Threat Working Group<sup>4</sup>, whose expertise includes civil aviation terrorism and intelligence analysis, TSA's modified criteria resulted in a reduction in overall inclusion opportunity by approximately one-third for frequent flyers eligible for expedited screening. The intention behind these changes in criteria is consistent with TSA's ongoing objective of raising the standard for expedited screening eligibility, and increasing the percentage of travelers directly enrolled in a DHS trusted traveler program, or in the TSA Pre✓<sup>®</sup> program to have access to expedited screening lanes. To that end, TSA is working closely with airlines to communicate directly to these frequent flyers, and to encourage them to enroll in TSA Pre✓<sup>®</sup> or an appropriate CBP enrollment program. These efforts include direct email and text messages from the airlines to their eligible frequent flyers who do not have a KTN included in the traveler profile information.
- **Threat-assessed Populations:** In July 2015, TSA extended TSA Pre✓<sup>®</sup> expedited screening eligibility to members of the Flag and General Officers' Network, a war veteran's organization composed of active duty, National Guard, Reservists, and retired senior officers. In August 2015, TSA also extended TSA Pre✓<sup>®</sup> expedited screening eligibility to midshipmen at the U.S. Merchant Marine Academy, representing the fifth of five U.S. service academies approved for inclusion. These expansions are two of many that TSA anticipates extending to threat-assessed populations. TSA is encouraging the inclusion of multiple Federal agencies and departments and continues ongoing dialogue with those that have expressed interest in TSA Pre✓<sup>®</sup>.

## Part II – Strategies to Drive Enrollment

- **TSA Pre✓<sup>®</sup> Application Program Marketing Efforts:** In 2014, TSA began investing resources in a marketing campaign designed to promote the TSA Pre✓<sup>®</sup>

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<sup>4</sup> The Civil Aviation Threat Working Group is a working group chaired by the National Counter Terrorism Center and consists of intelligence analysis from across many intelligence agencies with expertise in aviation intelligence.

Application Program and increase enrollment through brand strategy initiatives, paid media, creative development, and the production of promotional materials. Through robust marketing efforts in FY 2015, TSA has been successful in educating the public and TSA stakeholders about the benefits of expedited screening and RBS initiatives such as the TSA Pre✓® Application Program. For example, TSA's new advertising creative assets (print, digital, banners, and videos) have been offered to stakeholders to leverage their communication channels, broadening the program's message reach and ensuring a consistent look and feel, serving to build the TSA Pre✓® brand across internal and external audiences. Also, in August 2015, TSA relaunched its website, [www.tsa.gov](http://www.tsa.gov), making information about the TSA Pre✓® Application Program and enrollment through its website a permanent and prominent fixture of the front page.

In addition, TSA actively began to market in collaboration with its enrollment vendor, MorphoTrust, to deliver synergy to the Agency's individual efforts. This collaboration has resulted in separate, successful online ad promotions that ran concurrently with TSA's campaign. Collaborative efforts also helped to identify high-value stakeholder partners who MorphoTrust can engage directly in commercial marketing agreements to have a greater impact on increasing enrollments. For example, TSA recently partnered with Morpho Trust and H&R Block to leverage marketing efforts to drive interest and offer enrollment opportunities at existing H&R Block locations. This partnership will offer enrollment services for the TSA Pre✓® Application Program at H&R Block locations throughout 27 states and expand the number of application centers available for the TSA Pre✓® Application Program by approximately 20 percent.

TSA has also targeted the top seven airlines and top 10 Global Travel Management Companies to message directly their frequent traveler base about the advantages of enrolling in the TSA Pre✓® Application Program. This marketing effort has helped to expand awareness and the TSA Pre✓® brand to key clients through significant promotional tools. Currently, United Airlines is finalizing efforts to include a TSA Pre✓® Application Program 30-second video as part of its inflight entertainment and a 15-second video at gate monitors between flights. In addition, in the fall of 2015, the Port Authority of New York & New Jersey (PANYNJ) will replace existing TSA videos with an updated spot highlighting the advantages of the TSA Pre✓® Application Program. Most recently, the PANYNJ placed TSA Pre✓® Application Program advertising in 40 highly visual locations throughout New York Metropolitan airports.

Efforts to expand awareness of and participation in the TSA Pre✓® Application Program through marketing efforts in FY 2015 also included an increase in the engagement-level and number of stakeholders. Through a leveraging of communication assets, TSA continues to ensure that stakeholder clients (i.e.,

frequent flyers and travelers) are targeted. For example, American Express continues to provide fee credits for TSA Pre✓® Application Program enrollment to several thousand members a month. Starwood Hotels offers the TSA Pre✓® Application Program enrollment fee as a redemption to guests who book accommodations for select periods, and top-tier customers of Expedia and Orbitz may be offered fee credits applying for the TSA Pre✓® Application Program.

As a result of TSA's marketing efforts, the initial expected forecast for annual enrollment of 400,000 yielded a 2014 calendar year final enrollment of more than 800,000. TSA ended FY 2015 with more than 1.6 million travelers enrolled in the TSA Pre✓® Application Program, and an additional four million eligible via other DHS programs. In addition, recent discussions with the Travel and Tourism Advisory Board led to agreement upon the establishment of a standing subcommittee to work closely with TSA to increase marketing and communication efforts promoting the benefits of TSA Pre✓® Application Program participation. This subcommittee will commence in the first half of FY 2016.

TSA also continues to coordinate efforts and expand marketing outreach to increase promotional products such as the TSA Pre✓® Application Program. These outreach efforts include dedicated web pages on participating airline websites, airline magazines, media ad placements, airport signage, video loops on airport monitors, newsletters, and promotional materials. TSA provides stakeholders and marketing partners with TSA Pre✓® Application Program marketing toolkits, which include marketing resources such as promotional and advertisement guidance and broadcast language. These toolkits promote the TSA Pre✓® Application Program and improve customer awareness and satisfaction by providing current information and resources to the millions of travelers already involved in the program.

- **TSA Pre✓® Application Program Enhancement:** TSA also is exploring opportunities for its current enrollment vendor, MorphoTrust to encourage travel management companies, airlines or other "third parties" to participate in an electronic marketing referral program. The program would allow third parties to promote the Application Program to customers who do not have a KTN in their travel profiles. If interested, the potential applicant would opt in to allow the third party to pass some personally identifiable information to TSA's vendor to pre-populate the TSA Pre✓® Application Program online pre-enrollment workflow.
- **Airport Expansion:** TSA continues to review airport volume and checkpoint configuration in its approach to increasing the number of airports offering TSA Pre✓® expedited screening capabilities. During the second half of FY 2015, TSA expanded TSA Pre✓® expedited screening operations to 35 additional U.S.

airports. As of September 30, 2015, 167 of our Nation's airports offer TSA Pre✓<sup>®</sup> expedited screening at more than 460 security screening lanes.

## Part III – TSA Pre✓<sup>®</sup> Application Program Expansion

On October 22, 2015, TSA issued a Request for Proposal (RFP), due on December 16, 2015, to increase participation in the TSA Pre✓<sup>®</sup> Application Program through expanded enrollment. The solicitation allows additional third-party vendors to collect and validate identity information and to perform criminal history vetting for the TSA Pre✓<sup>®</sup> application program. TSA anticipates that the initiative will significantly increase the number and percentage of trusted travelers participating in TSA Pre✓<sup>®</sup> expedited screening by increasing the availability of enrollment locations, leveraging the innovative capabilities and speed of implementation of the private sector, creating market competition through multiple enrollment service providers, and increased emphasis on marketing.

TSA is also working closely with MorphoTrust, the current enrollment services provider, to substantially increase the rate of enrollments. During the last half of FY 2015, TSA facilitated connections between the TSA enrollment contractor and the major private-sector firms across the travel and tourism industry to promote customer education and marketing. These firms include the largest travel management companies, hotel chains, participating airlines, and credit card companies. Separately, TSA is directly coordinating paid marketing efforts to ensure better impact from government and private sector marketing initiatives. TSA is also sharing creative content broadly with travel and tourism industry partners to make it easier to communicate with their customers and using content that protects the TSA Pre✓<sup>®</sup> brand. Recent successes in this area include United Airlines showing the TSA promotional video on its in-flight entertainment systems and on monitors at its airport departure gates; the Department of Commerce issuing a special electronic newsletter to a host of private-sector firms focused on TSA Pre✓<sup>®</sup> Application Program value; and the PANYNJ posting TSA creative assets in airport baggage claim areas and showing the promotional video on its electronic media assets.

## Part IV – Threat-assessed Populations

In addition to multiple previously vetted populations, such as government employees with certain background checks, U.S. Department of Defense (DOD) civilians, active duty service members, and cadets and midshipmen from the five U.S. service academies, TSA continues to pursue partnerships to extend TSA Pre✓<sup>®</sup> eligibility to employees of other Federal departments and agencies.

On August 5, 2015, DHS announced a trilateral agreement between the United States, Canada, and Mexico to expand its existing trusted traveler programs. Under this agreement, beginning in 2016, “Mexican nationals who are members of Mexico’s *Viajero Confiable* program will be able to apply for the U.S.-Canada NEXUS trusted traveler



program, making them eligible for expedited screening benefits upon arrival at airports in the United States.”<sup>5</sup> Current TSA policy limits TSA Pre✓<sup>®</sup> expedited screening eligibility to NEXUS participants who are U.S. citizens, Canadian citizens, or U.S. lawful permanent residents. Mexican citizens who apply to participate in the NEXUS program will have to successfully pass the vetting requirements of both Canada and the United States, in addition to meeting the eligibility requirements of the *Viajero Confiable* program.

TSA is also assessing the viability of including in the TSA Pre✓<sup>®</sup> program approximately 5.4 million credentialed transportation workers—including individuals who hold a Transportation Worker Identification Credential, Hazardous Materials Endorsement, and SIDA credential. These populations have already successfully undergone a TSA security threat assessment and have received a vetting similar to members of the public who are assessed via enrollment in a DHS trusted traveler program. In addition, TSA, DOD, and the Office of the Director of National Intelligence are exploring opportunities to extend TSA Pre✓<sup>®</sup> to an estimated 1.1 million Federal contractors holding security clearances.

At the close of FY 2015, TSA was nearing completion of its efforts to extend TSA Pre✓<sup>®</sup> eligibility to commissioned officers of the U.S. Public Health Service. In addition, TSA is working with officials from DHS and the Department of Veterans Affairs and continues its ongoing efforts with officials from the National Aeronautics and Space Administration and the National Oceanic and Atmospheric Administration to determine ways to incorporate each entity’s personnel into the TSA Pre✓<sup>®</sup> program.

At the end of September 2015, TSA made a presentation to the Office of Personnel Management Deputy Chief Human Capital Officer Council meeting to promote additional partnerships with other Federal departments to extend eligibility to their Federal employees. TSA continues efforts to extend eligibility to employees of the largest Federal departments including the Department of the Treasury, the Department of Justice, the Department of Commerce, and the Department of Transportation. Going forward, TSA will work to extend TSA Pre✓<sup>®</sup> eligibility to additional Federal agencies and government employees during FY 2016.

## Part V – Resource Implications

TSA’s FY 2015 enacted budget included several policy and program changes that reflect its continued adherence to intelligence-driven, risk-based principles across all operations. The FY 2015 Budget included reductions of \$120 million and 1,743 full-time equivalent positions as a result of savings related to RBS initiatives. However, TSA is reassessing

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<sup>5</sup> See <http://www.dhs.gov/news/2015/08/05/united-states-announces-trilateral-agreement-canada-and-mexico-expand-trusted>

its workforce requirements for the additional FY 2016 planned reduction, and working with Congress to hold staffing levels at 2015 summer levels as a result of lower expedited screening volume and the phaseout of Managed Inclusion 2.

## Part VI – Enrollment and Participation Performance Measures

- TSA currently operates 329 enrollment centers across the country for travelers to apply directly for the TSA Pre✓<sup>®</sup> Application Program. During the second half of FY 2015, TSA received more than 740,000 enrollments and, as of September 30, 2015, TSA received more than 1.5 million enrollment applications since the program began in December 2013.
- Individuals interested in applying for membership with the TSA Pre✓<sup>®</sup> Application Program must apply in person at one of the existing 329 enrollment centers located at airports and off-airport locations. Applicants also have the option to pre-enroll by providing preliminary application information online before visiting an enrollment center. Pre-enrolling online may expedite the application process by providing basic information in advance, and allows an option to make, but does not require making, an appointment for applicant convenience before applicants visit their selected enrollment center. Although online enrollment expedites the application process, all applicants must visit an enrollment center to provide payment, identification, fingerprints, and proof of U.S. citizenship or immigration eligibility. During the second half of FY 2015, more than 457,000 (80 percent of applicants) individuals pre-enrolled online through the website, and more than 117,000 (20 percent) have chosen to begin the application process by visiting an enrollment center.
- Lists of individual frequent flyers determined to be low risk are not maintained by TSA. As a result, the exact number of travelers identified as low-risk is not known; however, based on passenger throughput during the final week of September, 2015, this population currently constitutes approximately 13 percent of those who receive expedited screening (see Table 1).
- As of September 30, 2015, more than four million travelers are eligible for TSA Pre✓<sup>®</sup> expedited screening through their membership in a CBP trusted traveler program. Importantly, however, even those individuals selected for expedited screening remain subject to identity verification and random and unpredictable screening procedures.
- TSA provides TSA Pre✓<sup>®</sup> enrollment opportunities to low-risk populations, including Members of Congress, government employees with certain background checks, DOD civilian employees, and active duty service members. As of

September 2015, more than 2.5 million travelers are eligible for TSA Pre✓<sup>®</sup> expedited screening through their status as a TSA threat-assessed low-risk population.

- The total number and percentage of passengers using TSA Pre✓<sup>®</sup> expedited screening lanes who have enrolled through the TSA Pre✓<sup>®</sup> Application Program since program inception is not tracked. The numbers represented in the table below have been compiled based on the passenger numbers during the last week of FY 2015:

**Table 1: TSA Pre✓<sup>®</sup> Expedited Screening Populations – Last Week FY 2015**

| <b>Method of Participation</b>  | <b>Total Eligible</b> | <b>Number of Passengers in Expedited Population</b> | <b>Percentage of Total Traveling Population</b> |
|---|-----------------------|---|---|
| TSA Pre✓ <sup>®</sup> Application Program   | 1,579,341             | 624,695   | 4.6   |
| CBP Trusted Traveler (Global Entry, SENTRI, NEXUS)  | 4,105,264             | 814,820   | 6.0   |
| Travelers Assessed Low-Risk Via Secure Flight Risk Assessments  | Unknown               | 1,765,444   | 13.0  |
| Other Threat-Assessed Populations   | 2,519,320             | 67,901  | 0.5   |
| Frequent Flyer  | Unknown               | 665,436   | 4.9   |
| Managed Inclusion 1   | Unknown               | 380,249   | 2.8   |
| Known Crew Member   | Unknown               | 353,088   | 2.6   |
| Expedited Screening in Standard Lane (e.g., Over 75/Under 12, Military in Uniform Without TSA Pre✓ <sup>®</sup> ) | Unknown               | 719,758   | 5.3   |
| <b>Population Totals</b>  | -----                 | 5,391,395   | 39.7  |

## IV. Conclusion

Although the overwhelming majority of airline travelers represents little-to-no risk to transportation or national security, intelligence continues to indicate that terrorists are looking for ways to target commercial aviation for possible attacks. To address evolving threats to aviation security, TSA employs intelligence-driven and risk-based processes to screen passengers and their baggage more effectively and efficiently. Using expedited screening initiatives such as TSA Pre✓<sup>®</sup> to permit the Agency to focus a higher percentage of its screening resources on high-risk and unknown travelers demonstrates TSA's commitment to its role as a high-performance counterterrorism organization and its ongoing support of the DHS mission to prevent terrorism.

As TSA Pre✓<sup>®</sup> expedited screening expands in the context of raising the bar on security, TSA will continue to address the demand for expedited screening from the general public, the airlines, airports, and Federal agencies. In FY 2016, TSA will continue to ensure an ongoing, deliberate, and thoughtful approach to facilitate enrollment in the TSA Pre✓<sup>®</sup> Application Program, in addition to expanding various RBS initiatives that increase the number of travelers eligible for expedited screening.