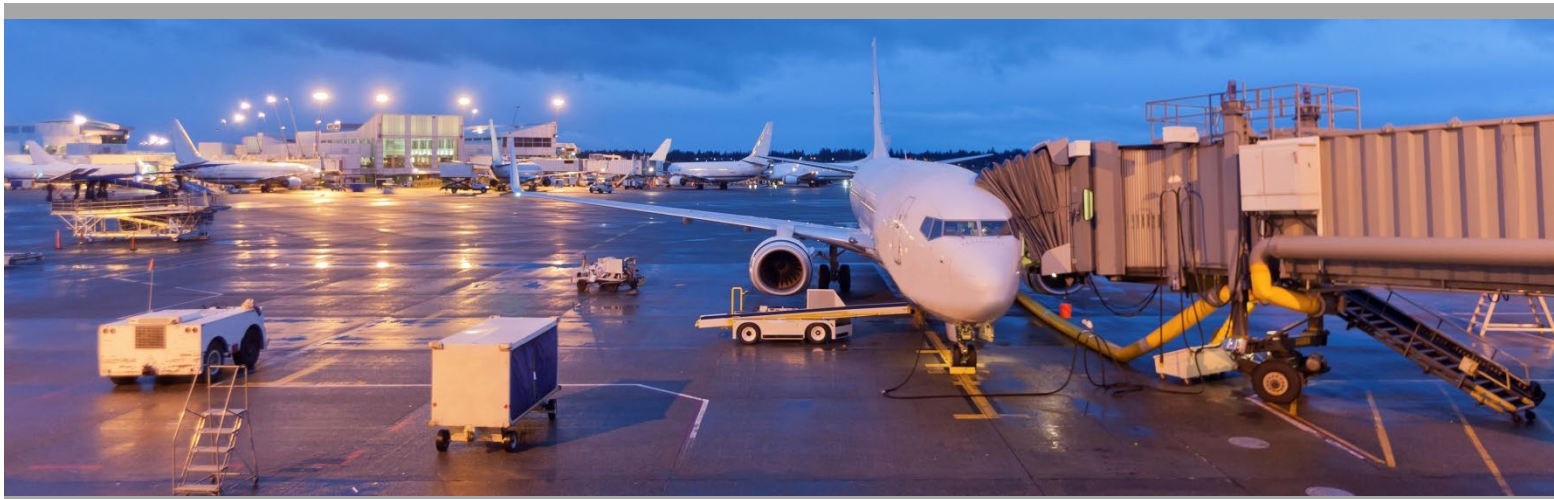




PARAS PROGRAM FOR APPLIED RESEARCH IN AIRPORT SECURITY



PARAS 0042

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Force Multiplier Strategies for Airport Law Enforcement

National Safe Skies Alliance, Inc.

Sponsored by the Federal Aviation Administration

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SUMMARY

This guidebook serves as a comprehensive resource of force multiplier strategies to assist law enforcement agencies in effectively and efficiently accomplishing their varying responsibilities in the airport environment. The guidebook includes strategies, practices, and considerations for the following:

- Mutual aid agreements
- Crime prevention, investigation and response for common airport incidents (vehicle theft, baggage theft, contraband, etc.)
- Response to airline calls for assistance
- Managing and reducing criminal activity at airport-owned adjacent properties
- Leveraging civilian and stakeholder partnerships
- Leveraging technology
- Staffing models and opportunities for staff augmentation
- Optimizing resources for staff coverage and mobility
- Reconciling law enforcement and customer service priorities
- Tactical response planning, including equipment and other resource needs, for events such as active assailants, riots, demonstrations/protests, etc.
- Law enforcement inclusion in airport-wide contingency planning
- Impact of airport governance models
- Law enforcement inclusion in airport design and facility planning
- Effective methods to make information on force multiplier strategies available and useful to airport law enforcement agencies
- Possible funding sources

The guidebook concludes with a compilation of the recommendations and force multiplier strategies cited in the document.

PARAS ACRONYMS

ACRP	Airport Cooperative Research Program
AIP	Airport Improvement Program
AOA	Air Operations Area
ARFF	Aircraft Rescue & Firefighting
CCTV	Closed Circuit Television
CFR	Code of Federal Regulations
DHS	Department of Homeland Security
DOT	Department of Transportation
FAA	Federal Aviation Administration
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
FSD	Federal Security Director
GPS	Global Positioning System
IED	Improvised Explosive Device
IT	Information Technology
MOU	Memorandum of Understanding
RFP	Request for Proposals
ROI	Return on Investment
SIDA	Security Identification Display Area
SOP	Standard Operating Procedure
SSI	Sensitive Security Information
TSA	Transportation Security Administration

ABBREVIATIONS, ACRONYMS, INITIALISMS, AND SYMBOLS

A-CERT	Airport Community Emergency Response Team
AEP	Airport Emergency Plan
ALEAN	Airport Law Enforcement Agencies Network
ASP	Airport Security Program
CAD	Computer Aided Dispatch
CBP	Customs and Border Protection
CISA	Cybersecurity and Infrastructure Security Agency
EMS	Emergency Medical Services
IST	Infrastructure Survey Tool
LEO	Law Enforcement Officer
LPR	License Plate Reader
PCII	Protected Critical Infrastructure Information
RMS	Records Management Systems
SWAT	Special Weapons and Tactics
SWOT	Strengths, Weaknesses, Opportunities, and Threats Analysis
THIRA	Threat and Hazard Identification and Risk Assessment

SECTION 1: INTRODUCTION

Law enforcement agencies at airports have a wide array of responsibilities in support of maintaining safe and secure operations. Their duties include traditional law enforcement functions, assisting with airport security requirements, support of regulatory operations, tactical response to major incidents, as well as other functions such as traffic control and responding to customer service issues. These duties apply whether the law enforcement agency is an airport police department or a detachment from a city police department, county sheriff's office, or state police.

The tasks asked of law enforcement at airports have increased significantly in recent years. Along with the increased demand for service, airports' emphasis on customer service and satisfaction has also increased.

Given the myriad responsibilities, duties, and tasks expected of airport law enforcement, comprehensive guidance for force multiplier strategies was needed to ensure that law enforcement operations are efficient, effective, and appropriate to the overall mission and culture of the airport. This guidebook was developed to help agencies implement staffing, training, equipment, procedures, and tactical response strategies appropriate for each airport's needs. It provides basic strategies and alternatives that are usable and scalable for airports of all types, sizes, and governance models, and allows for varying resource levels among airports. This guidebook includes strategies, practices, and considerations for the following:

- Mutual aid agreements
- Crime prevention and response for common airport incidents (vehicle theft, baggage theft, contraband, etc.)
- Response to airline calls for assistance
- Managing and reducing criminal activity at airport-owned adjacent properties
- Leveraging civilian and stakeholder partnerships
- Leveraging technology
- Staffing models and opportunities for staff augmentation
- Optimizing resources for staff coverage and mobility
- Reconciling law enforcement and customer service priorities
- Tactical response planning, including equipment and other resource needs, for events such as active assailants, riots, planned and unplanned demonstrations/protests, etc.
- Law enforcement inclusion in airport-wide contingency planning
- Impact of airport governance models (i.e., city-owned, airport authority, or state-owned)
- Law enforcement inclusion in airport design and facility planning
- Effective methods to make information on force multiplier strategies available and useful to airport law enforcement agencies
- Possible funding sources

1.1 What is a Force Multiplier?

The classic definition of a force multiplier taught in military academies is a factor or combination of factors that gives personnel or weapons the ability to accomplish greater feats. A force multiplier can be a tool, procedure, practice, policy, technology, or method that lets one do more with the same resources.

In the business world, a force multiplier increases the production or effectiveness of a team. Force multipliers get more done with fewer employees, fewer resources, at lower operating costs, or some combination of the three, without sacrificing results.

1.2 Why Force Multipliers Are Needed for Airport Law Enforcement

The severe contraction of the global aviation industry during the COVID-19 pandemic resulted in sharply reduced revenues and widespread reductions in the labor force. At the same time, the FAA and TSA compliance requirements on airports—as well as the requirements of local, state, and federal laws—put pressure to increase efficiency on the police forces that serve airports and the airports that fund those forces. Additionally, expanding police roles combined with increasing stressors and restrictions in the airport environment have required new capabilities and more frequent interventions by airport police. Because airport law enforcement agencies are being asked to do more with less, they are seeking force multipliers to bridge the gaps.

1.3 Goals and Objectives of This Guidance Document

The primary goal of this guidance document is to provide a compilation of applicable guidance and resources that airports of all sizes can utilize when considering law enforcement force multiplier strategies. The guidance includes airports' experiences with specific strategies, as well as effectiveness evaluations by the research team.

To ensure the guidance is user-friendly and valuable to the target audience, the document has been developed to be easy to read and navigate. To promote these objectives, this guidebook has been organized into the following sections:

- Culture and Governance
- Staffing and Resources
- Planning and Response
- Partners
- Leveraging Technology
- Evaluating Force Multipliers
- Force Multiplier Strategies

The reader may notice that some force multiplier strategies are mentioned in multiple sections. This repetition is intentional, as certain force multipliers simultaneously address multiple needs and areas of concern.

Appendix A outlines every force multiplier strategy cited in the report by section.

1.4 Methodology for This Study

Information was collected from stakeholders at 14 airports (eight large hub, two medium hub, three small hub, and one nonhub). Follow-up focus groups examined specific force multiplier strategies, their implementation, and considerations for other airports.

The interviews were most often conducted with the airport police chief or deputy chief for airports belonging to airport authorities, and the commander of the city police or sheriff's office detachment for

city-run or county-run airports. For several interviews, airport security coordinators, operations directors, or other law enforcement officers (LEO) participated.

In addition to the airport interviews, interviews were conducted with the Executive Director of the Airport Law Enforcement Agencies Network (ALEAN) and the Protective Security Advisor for the California office of the Cybersecurity and Infrastructure Security Agency (CISA). The ALEAN interview provided a national context for many of the issues identified. The CISA interview primarily focused on emerging threats.

The first focus group brought together representatives from airports with proactive law enforcement environments, as self-identified during the interview process. The second group focused on airports in communities where law enforcement has heightened challenges. The third focus group consisted of only small and medium hub airports to ensure sufficient feedback on force multiplier strategies applicable to airports of all sizes.

SECTION 2: CULTURE AND GOVERNANCE

Each airport law enforcement agency operates within a larger airport environment and is subject to that environment's rules, regulations, and culture. Airport law enforcement agencies also operate under a variety of governance models. Understanding the impact of culture and governance is important when considering whether to implement new force multiplier strategies. This section discusses:

- Impact of airport governance models (i.e., airport authority, city-owned, or state-owned)
- Reconciling law enforcement and customer service priorities
- Law enforcement inclusion in airport security planning

2.1 Impact of Airport Governance Models

Airports governed by authorities, counties, and municipalities were included in our research. Each governance model has advantages and disadvantages when considering force multiplication.

Airports owned and operated by larger governmental organizations (e.g., municipalities) generally have access to additional resources when needed. These resources can include specialized law enforcement teams, social workers, and mental health workers. However, law enforcement at these airports may face challenges related to organizational structure and reporting to two management hierarchies: one at the airport, such as the airport director, and the municipality's law enforcement chief.

Law enforcement personnel at airports owned and operated under an authority model may have access to fewer additional resources but generally have more autonomy. Additionally, these law enforcement organizations may have more significant financial constraints because of their sole reliance on revenue generated by the authority. It should also be noted that airports operated in authority or port models sometimes share law enforcement resources among the assets owned and operated by the organization.

The location and treatment of law enforcement within the airport organization can also affect whether the agency is able to do its job effectively. At some airports, law enforcement is positioned lower in the organizational hierarchy and is not considered a key component of the organization, which can create morale issues and reduce effectiveness. On the other hand, strong support from leadership can be considered a force multiplier, resulting in an empowered law enforcement organization that can act effectively to serve the airport.

While not always directly correlated to the governance model, organizational culture and its impact on law enforcement is a key consideration in force multiplication. Airports with a strong collaborative culture usually yield positive partnerships between law enforcement and other airport departments or divisions, such as airport operations. These partnerships provide significant force multiplication opportunities, such as open information sharing, coordinated incident response, and sharing of other duties to maximize the availability of law enforcement-specific capabilities.

Figure 2-1. Airport CEO Recognizing Newly Promoted Airport Police Officers



Source: TUS

2.2 Reconciling Law Enforcement and Customer Service Priorities

In general, airport law enforcement agencies recognize the importance of customer service in performing their duties. The research noted that customer service needs had minimal impact on law enforcement priorities. Rather, airport law enforcement agencies emphasize the importance of customer service by making it a key focus of recruiting and hiring new personnel. Some airports specifically seek more experienced officers, while others seek to hire personnel with retail or hospitality backgrounds. Some airports make a concerted effort to emphasize the role of customer service in the positions when recruiting new officers to ensure an understanding of the difference in the role from a traditional policing position.

At many airports, leadership focuses on airport-wide customer service. To this end, some airport law enforcement agencies require new officers to participate in customer service training programs to ensure officers are prepared to address customer inquiries and needs. Some airports also survey customers after law enforcement interactions to measure customer satisfaction.

When dealing with customer-service related issues, some airport law enforcement agencies make a concerted effort to de-escalate rather than resort to traditional law enforcement tactics, such as citation or arrest. This approach generally results in a better customer service outcome while reducing the overall demand on law enforcement resources. De-escalation tools in use by airports include:

- Informing bystanders that the situation is under control
- Training employees of the airport, airlines, concessionaires, and other tenants to avoid escalating situations further before LEOs can respond to the scene

Increasingly, airports report a cultural shift so that customer-focused law enforcement is viewed as a part of excellent customer service. None of the airports interviewed reported a conflict between law enforcement responsibilities and customer service, and many force multiplier strategies have improved customer satisfaction airports.

2.3 Law Enforcement Inclusion in Airport-Wide Contingency Planning

Including law enforcement in comprehensive security and contingency planning—such as with the Airport Security Program (ASP), Airport Emergency Plan (AEP), continuity of operations plan, etc.—acts as a force multiplier in two key ways:

- Familiarizes law enforcement with other departments and builds relationships
- Ensures the plans are actionable, accurate, and reflect the true capabilities and response of airport law enforcement during an event

When the culture of an airport allows for meaningful interdepartmental planning and integrates law enforcement into those planning efforts, it allows for a more robust law enforcement response and engagement during contingency events. Airport contingency planning also benefits from the inclusion of law enforcement during its development, implementation, and subsequent evaluation; law enforcement insights can contribute to the analyses behind both the ASP and AEP.

2.4 Force Multiplier Considerations and Recommendations

Based on the findings presented in this section, the following factors should be considered. These recommendations are included in the checklist in Section 8.

☑ Create, engage, and promote a collaborative culture at the airport.

A strong, collaborative culture is a key force multiplier consideration. When an airport culture encourages coordination and collaboration within and across teams, airport law enforcement can benefit significantly. Trust is established through the maintenance of strong relationships, allowing better sharing of responsibilities and the ability to cross-train on certain functions. This can enable airport law enforcement to focus more on law enforcement–specific duties while receiving support for other tasks and responsibilities. A collaborative culture can also positively impact morale, which in turn encourages better job performance from all personnel.

☑ Involve law enforcement in contingency planning.

Engaging law enforcement in airport contingency planning ensures a collaborative planning process and actionable plans. Collaborating in the planning process ensures law enforcement has sufficient input on roles and responsibilities, and allows for the effective division of responsibilities among airport departments or divisions. This is a force multiplier because it allows airport law enforcement to train and allocate resources according to the plan, thereby taking a focused approach and only engaging the required resources. This targeted allocation results in a more efficient overall use of resources, keeping other resources available for other law enforcement activities.

☑ Foster internal airport relationships and garner support from airport leadership.

Adequate support of airport law enforcement from airport leadership can be a significant force multiplier. When airport leadership is engaged and supportive of the airport law enforcement mission, a heightened awareness is fostered among other airport departments and divisions, as well as other airport stakeholders. This encourages collaboration and increases the likelihood that law enforcement is engaged in planning efforts, day-to-day operations, and sharing responsibilities. This allows for more efficient utilization of airport law enforcement resources and may yield benefits to other airport entities. Ideally, the police chief or airport law enforcement detachment commander would report directly to the airport CEO or another senior member of the airport’s executive leadership team.

☑ Focus the LEO culture on the core principle that airport policing is about customer service.

Many airports stated that customer service is a significant priority in executing their LEO-related duties. One airport stresses to new law enforcement personnel that the job is “90% customer service and 10% traditional law enforcement” duties. Multiple airports stated that they tell prospective officers during the hiring process that airport policing has a more prominent customer service function compared to traditional policing. Maintaining a focus on serving customers and solving problems helps avoid resource-intensive responses (e.g., citations, arrests, and use of force) that potentially result when situations escalate. The “one team” mentality and focus on customer service start with executive leadership.

SECTION 3: STAFFING AND RESOURCES

A majority of the airports interviewed reported law enforcement staffing challenges. Some were so understaffed as to threaten bare minimum staffing for essential duties, with nearly 30% of their allocated positions vacant. For this reason, force multiplier strategies that aid in staff coverage were stated to be a priority for nearly every airport interviewed. This section covers several approaches:

- Watch schedules, staffing levels, and locations
- Airport law enforcement models
- Opportunities for staff augmentation
- Optimizing resources for staff coverage and mobility
- Hiring and retaining optimal staff

3.1 Watch Schedules, Staffing Levels, and Locations

Airports reported that the main factors driving their law enforcement staffing decisions were regulatory compliance (Part 139 and Part 1542), patrols, traffic and curb management, service calls from airlines and other tenants, visibility activities, perimeter patrols, and shared duties with their airport's operations teams. Other duty areas mentioned include assisting passengers, parking enforcement, investigations, escort duties, VIP protection and escort, off-airport mutual aid responses, and training or recertification requirements.

A common staffing model emerged in the interviews: At least one officer patrolling each concourse or terminal, one officer in the landside of the terminal, one officer within three minutes response time to each TSA checkpoint, and one officer on the curb and access road. This model varies depending on the physical layout of each airport and the nature of the working relationship between TSA and airport law enforcement. In addition, an airport's camera system, camera monitoring, and dispatch center effectiveness were reported to affect staff deployment.

Many airports emphasized that flexibility regarding deployment and shift assignments is a key force multiplier. Several airports also stressed the importance of good working relationships with collective bargaining units to ensure that contracts allow for assignment flexibility in emergencies.

3.2 Airport Law Enforcement Models

Two law enforcement models were identified among the airports interviewed: (1) a law enforcement department or detachment tasked solely with law enforcement duties, or (2) a public safety department.

In the first model, airport governance usually determines whether an airport will be served by an airport law enforcement department or by a detachment of the city police department or county sheriff's office. In the purest form of the second model, a single public safety department has all its sworn members qualified to perform law enforcement, ARFF, and emergency medical services (EMS).

Figure 3-1. Public Safety Officer in Firefighting Gear with Police Gear in Foreground



Source: ROA

The few airports implementing a public safety model stated that it provides greater flexibility in staff size and watch scheduling. The public safety model also promotes morale, which can lead to higher staff retention and the ability to recruit superior candidates.

However, there are compromises implicit in using the public safety model. It can be challenging for individuals and departments to acquire and sustain certification for both fire and law enforcement. Also, expected salaries may be higher for credentialed police-fire-EMS personnel.

3.3 Opportunities for Staff Augmentation

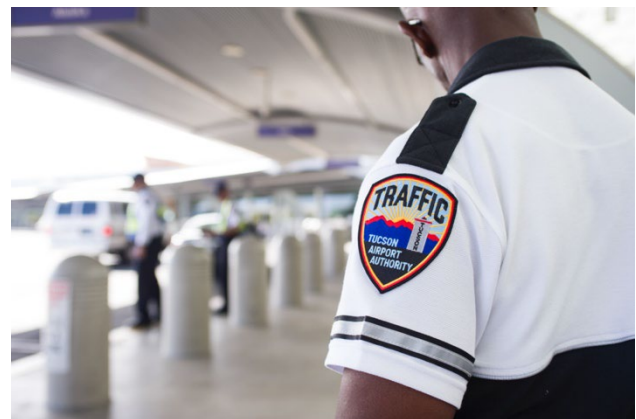
A variety of approaches for law enforcement staff augmentation were cited. The most common include the use of non-sworn uniformed officers, outsourcing to third-party contractors, transferring duties to another airport department, and the use of sworn officers on loan from tenant agencies in emergencies.

NON-SWORN UNIFORMED OFFICERS

A majority of airports interviewed use non-sworn uniformed officers in some capacity. Examples of the functions non-sworn officers perform include:

- Surface traffic control, including curb patrol
- Presence at TSA-staffed security checkpoints
- Presence at non-TSA checkpoints (employee screening, vehicle gates, etc.)
- Badge challenges
- Dispatch
- Assisting airlines with unruly passengers
- Parking citations
- Perimeter checks/patrols
- AOA security patrols
- Lost and found
- Terminal sweeps

Figure 3-2. Uniformed Non-Sworn Officer at Tucson International Airport



Source: TUS

The ratio of sworn officers to non-sworn uniformed officers varied widely among airports. The airport least dependent on non-sworn officers had nearly 50 sworn officers for each non-sworn officer, whereas the airport making the greatest utilization of non-sworn officers had two non-sworn uniformed officers for each sworn officer.

Typically, the non-sworn officers' uniforms look official but distinctly different than those of sworn officers. Non-sworn officers often have the authority to write citations, but none have arrest powers. All airports that use non-sworn officers reported extensive training and drill participation, similar to that of sworn officers, except for firearms and arrest procedures.

One airport attributed a large part of their non-sworn program's success to hiring retired sheriff's deputies and police officers. In their second career at the airport, many retirees serve a long tenure as non-sworn officers, providing stability and long-term institutional memory that benefits law enforcement due to the high turnover of sworn officers.

OUTSOURCING TO THIRD-PARTY CONTRACTORS

Several airports work with third-party contractors to conduct functions such as curbside duty, surface traffic management, patrol of parking areas, and providing a uniformed presence at boarding areas. The airports credit contractors with freeing up airport law enforcement officers for other duties, thereby serving as a major force multiplier. The airports also cited the ability to expand and contract these workforces to match seasonal and day-of-week variations in passenger traffic. One airport only brings in an outside company during the seasonal peak. That airport experiences nearly half its total annual passenger traffic in just three months each year.

TRANSFER OF DUTIES TO ANOTHER AIRPORT DEPARTMENT

Some airports cited the transfer of law enforcement duties to other airport departments as a force multiplier. Examples include:

- Transfer of relevant duties to airport operations (e.g., perimeter checks, suspicious baggage, or escorting)
- Transfer of Part 1542 responsibilities to an airport security department
- Transfer of some duties regarding access by mutual aid partners (e.g., control of access gates to AOA for emergency vehicles or supervision of marshaling areas); some reported transferring these duties to the maintenance department
- A hybrid option in which airport law enforcement and another department—most often operations—jointly conduct actions, such as patrolling concourses and responding to airline requests for assistance

The extent to which this strategy is used successfully appears to depend on the preferences of senior leadership at the airport and the relationship between department heads, including law enforcement.

SWORN OFFICERS ON LOAN FROM PARTNER/TENANT AGENCIES

The airports interviewed reported receiving good general support from other agencies that are partners or, at times, tenants. Examples include Customs and Border Protection (CBP), the FBI, and the US Marshals Service. During the pandemic, one airport had so many LEOs out sick that the airport was in danger of falling below Part 1542 security requirements. At the airport police department's request, CBP provided sworn officers to bridge the temporary labor gap. This force multiplier is directly dependent on the quality of pre-existing interagency relationships.

3.4 Optimizing Resources for Staff Coverage and Mobility

Since staffing is often limited, airports rely on crime and intelligence data to optimally deploy staff. Most of the airports interviewed reported utilizing crime data to guide the deployment of officers at the airport. One airport uses risk-based vulnerability-awareness methods for patrol deployment. Half of the airports interviewed reported having dedicated crime or intelligence analysts in the law enforcement department. Further discussion on the role of a crime data analyst can be found in Section 4.1.

Airport law enforcement agencies frequently leverage visibility to increase deterrence and awareness. Uniformed foot patrols and K-9 teams in terminals act as force multipliers, serving as deterrents and increasing the likelihood that passengers will report suspicious activity to law enforcement. In addition, the use of bicycles or carts for mobility in the terminal and on the curbside was frequently cited.

On-site K-9 units were credited as being an important force multiplier for multiple reasons. In addition to the preventative effect they bring as a visual deterrent, on-site K-9 units speed the resolution of bomb threats and to enable faster re-opening of a terminal, ramp, or parking garage. Without on-site dogs and

handlers, the scene must remain secured—using LEOs to maintain the perimeter—until outside units can be brought in to clear the scene.

K-9 units can also assist the on-scene commander in making more informed decisions regarding evacuation and incident response planning. For example, if an onsite K-9 team confirms that a suspicious item is a threat, the commander can expand the perimeter and area of evacuation faster than if they had to wait for a bomb tech assessment.

Additionally, K-9 teams can assist with dignitary escort and protection by searching waiting areas, vehicles, etc. During special events, the K-9 units can search large areas more efficiently and thoroughly than officers alone. However, on-site units may be cost prohibitive for many airports. There is also a limited number of trained dogs and handlers.

Figure 3-3. K-9 Team Investigating Threat



Source: SLC

Figure 3-4. Marked Patrol Car Equipped with LED Lights



Source: PDX

Many airports interviewed park marked patrol cars in highly visible locations, such as on terminal curbs, on the AOA, on access roads, and near parking areas. When the patrol cars are occupied, LEOs are in optimal locations for responding to service calls. Unoccupied marked vehicles have deterrent value. One airport equipped each patrol car with exterior and interior LED lights so the car appears to be occupied. Another airport locates unoccupied vehicles in more remote areas of the airport, potentially reducing the need for law enforcement to dedicate resources to these areas.

Several airports utilize police kiosks or booths that have a deterrent effect similar to stationary patrol cars. One airport locates kiosks on the ramps and at its checkpoints.

The ramp kiosks are outfitted with one-way mirrored glass so an external observer cannot determine whether personnel are inside. This implied police presence is a force multiplier as it does not require the deployment of any officers. The kiosks at the checkpoints are not mirrored, but are outfitted with ballistic glass and are elevated approximately three feet above the ground to provide the LEOs with enhanced situational awareness.

3.5 Hiring and Retaining Optimal Staff

Many airports discussed the importance of hiring to enhance resiliency and flexibility, as opposed to just meeting the minimum staffing requirement. The process of recruiting, onboarding, and training new officers is lengthy, and there is an inherent attrition rate. Many airports highlighted retention and staff development as key force multiplier strategies to create long-term workforce stability. Additionally, leadership development helps keep staff engaged while enabling promotion from within the department. Airports expressed the importance of filling vacancies and employing specific approaches to recruitment to achieve this objective. Multiple airports reported reaching out to recently retired law enforcement personnel, encouraging them to return to work in an environment that values their experience. One airport with a public safety model in place has found success hiring retired LEOs and then training them

for ARFF/EMS. Others stressed the importance of focusing on de-escalation skills and a customer service mentality during the recruitment and hiring process. One airport described a lateral hiring program that requires experience in all law enforcement functions and results in more rounded officers.

Competitive compensation was cited as the most important factor when aiming to attract high-quality candidates. Law enforcement agencies under the jurisdiction of an airport authority typically reported that they have more control over officer wages.

3.6 Force Multiplier Considerations and Recommendations

Based on the findings presented in this section, the following recommendations about staffing and resources law enforcement should be considered. These recommendations are included in the checklist in Section 8.

Consider using non-sworn officers or third-party contractors to support duties.

Non-sworn officers and third-party contractors can support law enforcement activities and duties, often at a lower expense than bringing on additional sworn staff. Law enforcement organizations must be able to communicate and coordinate effectively with non-sworn or contract officers to ensure duties are being handled appropriately. Non-sworn and contract officers also need to be included in training and exercising whenever possible to ensure a coordinated response in the event of an incident.

Maintain proper staffing through effective hiring, retention, and training practices.

Understaffed departments face significant challenges in carrying out duties efficiently. The process of recruiting, onboarding, and training new officers is lengthy, and there is inherent attrition. Many airports also referenced a recruiting environment that is more competitive than in years past, with law enforcement agencies on and off airport competing for the same candidates. For these reasons, maximum effort should be made to retain and train existing staff, and hiring and recruitment practices such as an abbreviated and responsive application process and competitive wages should be considered.

Look for recruits with skill sets to address staffing and resource needs.

Candidates with diverse backgrounds and experience can be force multipliers. Some airports identified that they specifically seek new personnel with retail or hospitality-related experience, as they tend to be more adept at handling customer issues and can handle a wide range of airport incidents. For example, ensuring mask compliance during the COVID-19 pandemic revealed the importance of de-escalation techniques, which is a skill set that several airports actively seek during their recruitment process.

The public safety model—where officers are trained as police, fire, and EMS responders—also provides personnel with multiple skill sets and accreditations, allowing the airport to respond to an emergency without increasing personnel requirements.

Maximize the use of visual deterrents.

Visual deterrents may prevent or reduce the occurrence of crime, thereby reducing expenditure of law enforcement resources associated with addressing these crimes. In crowded, high-risk areas, officer patrols, K-9 units, marked police vehicles, and kiosks are all effective high-visibility force multipliers, both serving as deterrents and increasing the likelihood that passengers will report suspicious activity to law enforcement. Implied police presence, such as vehicles stationed around the airport, may also reduce the need for law enforcement to dedicate resources to these areas.

Explore the potential for on-site K-9 units.

On-site K-9 units bring many benefits, including visual deterrence, expeditious response to suspicious packages and potential bomb threats, dignitary protection, and special event management. However, on-site units may be cost prohibitive for many airports. There is also a limited number of trained dogs and handlers. For medium and large hub airports with a higher volume of calls for service, K-9 units are a good option to explore.

SECTION 4: PLANNING AND RESPONSE

Airport law enforcement must be prepared to effectively respond to and mitigate a myriad of incidents that could occur at an airport. Consequently, many airports highlighted the importance of preparedness and response planning. These force multipliers include actions that airport law enforcement units can take to:

- Prevent crime and plan for responses to common airport incidents
- Respond to airline calls for assistance
- Manage and reduce criminal activity at airport-owned adjacent properties
- Plan tactical responses
- Respond to planned or unplanned demonstrations and protests

4.1 Data-Driven Crime Prevention and Response

Many of the interviewed airports identified effective crime prevention and proper response planning as effective force multiplier strategies. Crime prevention focuses on the actions taken to deter crime while response planning ensures that law enforcement is prepared to respond to common incidents such as vehicle theft, baggage theft, and contraband. Just over half of the airports interviewed stated that they use data-driven policing strategies to help achieve these objectives.

Data-driven policing programs can range from relatively simple programs to extremely complex systems. Frequently, the complexity of the program is based on the number of resources a law enforcement agency is willing and able to invest. Typically, larger agencies with more resources will have more data that can be coordinated in any data-driven effort. There are many data sources that are currently utilized in data-driven policing efforts, including records management systems (RMS), computer-aided dispatch (CAD) records, traffic and speed data, historical crime data and patterns, and individual offender information for subjects who have a significant criminal history.

Implementation of data-driven policing in the airport environment can be challenging. Airport law enforcement agencies deal with a highly transient population (travelers), limited access to data from outside of airport boundaries, and responsibilities not associated with traditional law enforcement. This is relevant because the most common components of data-driven policing models are tailored to law enforcement agencies serving state, county, or municipal jurisdictions. Additionally, airport authorities may have a greater challenge in implementing a robust data-driven program than airports that are patrolled by large municipal or county police agencies due to the disparity in resources.

As with many new approaches that are introduced into law enforcement, data-driven policing can provoke ethical or political questions. Civil rights and privacy rights advocates have raised concerns such as over-policing of disadvantaged communities, racial bias, and retention of an individual's personal data. For a new data-driven program to succeed, it must be introduced in a transparent and comprehensive manner to ensure stakeholder support and approval from the airport's governing authority.

Tailoring a strategy for the airport law enforcement environment requires the identification and utilization of available data sources, and dedicated personnel time to mine and analyze the data. Several airports indicated that they have an "analyst" position on staff that has served as an effective force multiplier in these functions. The analyst reviews historic crime data, intelligence analysis, and other relevant information to enable a more threat-based approach to crime prevention and resource allocation.

The analyst may be able to identify common trends in criminal activity or responses, which can be used to inform prevention and preparedness activities. Depending on the airport and law enforcement responsibilities, analyst duties may be performed on a full-time basis or may be part of an existing position's job duties. At several airports, the analyst is non-sworn.

4.2 Response to Airline Calls for Assistance

Many airport law enforcement agencies commonly receive requests by airline personnel or others to respond to incidents involving passengers or the public. These calls fall into three primary categories: (1) assistance with unruly passengers or disturbances; (2) responding to minor incidents and/or to provide first aid; and (3) assistance with individuals experiencing mental health issues and/or homelessness.

Airports reported that the number of calls for assistance with unruly passengers varied based on airport size and number of total passengers. The number of calls to assist with mental health incidents and/or homelessness typically varied based on the community surrounding the airport and the airport's location along mass transit routes.

Airports identified the following force multiplication strategies related to calls for assistance:

- Several airports provide training for operations, airlines, and other tenant staff to perform first aid and manage a situation effectively until law enforcement personnel can arrive.
- Some airports collaborate with local mental health providers to assist with mental health-related response calls and persons experiencing homelessness. In some cases, local mental health providers may provide staff or training to reduce the need for law enforcement resources.
- Several airports identified effective information sharing and communication between airlines and law enforcement as a force multiplier. Many noted that monthly or bimonthly meetings with airport stakeholders provide valuable information for law enforcement planning activities.

4.3 Managing and Reducing Criminal Activity at Airport-Owned Adjacent Properties

Some airports own property outside of the typical airfield, terminal, and general aviation areas. This can include business parks, hotels, golf courses, gas stations, and other non-aviation related infrastructure. Supporting law enforcement activities at these facilities, especially large ones, can require additional resources and response protocols for airport law enforcement personnel.

Collaboration with neighboring law enforcement agencies was identified as the primary force multiplier to address this challenge. One airport noted that state wildlife enforcement officers regularly policed a large wildness area owned by the airport. Another airport owns a business park that is policed under a formal cooperative agreement with a municipal police force.

4.4 Tactical Response Planning

A tactical response by law enforcement units may be required during significant events. Depending on the airport's size and available resources, force multiplier considerations for effective tactical response may include planning, training, and mutual aid coordination.

The following elements are related to planning and mutual aid for tactical responses:

- **Identify response protocols and resources:** Airports should clearly identify the types of specialized law enforcement resources that will be needed from neighboring jurisdictions (SWAT, bomb squad, etc.) and establish staging areas, escort procedures, and other response protocols necessary to support an effective response. Additionally, airports should identify potential sources of general (non-specialized) law enforcement resources and establish mutual aid agreements to support effective responses where necessary.
- **Identify roles and responsibilities of non-law enforcement resources:** The roles and responsibilities of non-law enforcement resources and stakeholders (e.g., airport operations and airline personnel) should be established. Potential roles may include assisting first responders in evacuations of affected areas, assisting in maintaining secure outer perimeters, and other activities to free up first responders to address critical needs. These roles should be planned and regularly exercised with the relevant stakeholder groups.

See Sections 5.1 and 5.2 for further discussion on these topics.

4.5 Planned and Unplanned Demonstrations and Protests

Responding to planned or unplanned demonstrations and protests was not identified as a significant issue for most of the interviewed airports. Airports typically rely on relationships, agreements, and training with other law enforcement agencies as force multipliers for these events when they occur on airport property. Some airport law enforcement units that are part of larger municipal policing units felt it was easy to obtain additional law enforcement resources for events like this, while others had to rely on mutual aid agreements or pre-existing relationships. However, airports did identify the reciprocal provision of airport law enforcement personnel to support demonstrations and protests that occur off airport property as a potential resource constraint.

4.6 Force Multiplier Considerations and Recommendations

Based on the findings presented in this section, the following factors should be considered. These recommendations are included in the checklist in Section 8.

Establish clear plans and response protocols.

Establishing clear plans and response protocols can be a significant force multiplier for airport law enforcement agencies. Agencies should identify their potential resource gaps and collaborate with partners to plan how those gaps will be filled during significant events. Once those plans are in place, response protocols should be established and training completed to ensure sufficient familiarization. Airports should also consider how to leverage non-law enforcement personnel (e.g., airport divisions, TSA, airline personnel) during response planning to allow for proper law enforcement deployment.

Consider employing a dedicated intelligence and/or crime analyst.

Employing an analyst, either as a dedicated position or as an additional duty for existing staff, has yielded significant benefits at multiple airports. At a small agency, a single police employee might track crime reports in RMS or analyze CAD reports to determine how patrols should be concentrated to reduce crime at specific locations and/or times. For more complex systems, specialized computer programs and algorithms are fed vast amounts of data to determine how police resources should be utilized or deployed. Analyses of crime data and intelligence allow LEOs to take a more threat-based

approach to policing and focus resources where security threats are likely to be greater or occur more frequently. This analysis can also be used to justify security capital improvements.

Conduct regular training events with other airport departments and regional law enforcement partners.

Training should be conducted in a variety of formats, including general familiarization training, tabletops, drills, and full-scale exercises. Airports should take advantage of outside training opportunities, such as regional training consortiums, and involve senior management in exercise sponsorship to increase participant buy-in.

Develop and maintain strong relationships with neighbor agencies and jurisdictions.

Airports rely on strong relationships with surrounding jurisdictions and federal agencies to respond to large-scale incidents. Building and maintaining these relationships is critical for effective and efficient response. Meeting, training, and exercising with other law enforcement agencies can foster relationships.

SECTION 5: PARTNERS

Airport law enforcement frequently relies on internal and external partners to support response, intelligence gathering, and other duties. Working with partners can serve as a force multiplier by leveraging these resources to support and enhance not only law enforcement's own capabilities but also the partners' capabilities. Partnership considerations discussed in this section include:

- Utilizing mutual aid agreements
- Leveraging civilian resources
- Teaming with mental health clinicians and social workers

5.1 Mutual Aid Agreements

Many airports reported having formal and informal mutual aid agreements that were either one-on-one or regional. These airports are generally governed by authorities and have airport law enforcement departments. The number of mutual aid agreements ranges widely, from a few to over 100. Mutual aid can be especially important, even essential, during responses to long-duration incidents and recoveries.

Mutual aid-related force multiplier strategies identified during the interviews fall into two groups: (1) planning or preparedness activities to enhance the speed or effectiveness of mutual aid assistance, and (2) the use of civilian airport employees to facilitate mutual aid access and escort to free up LEOs to work other parts of an incident or event.

Some airports stated that mutual aid agreements themselves were a force multiplier. Other airports identified familiarization activities with law enforcement partner agencies as force multipliers. These familiarization activities include identifying designated marshalling areas, tours and drills with mutual aid partners, and joint training.

Airports run by authorities were more likely to cite the importance of mutual aid agreements than airports run by municipalities. City- or county-run airports appear not to have their own mutual aid agreements for law enforcement; instead, they benefit from their sponsoring city's or county's mutual aid agreements. This is likely because city-run airports have access to the entire city police force in the event of a major incident.

5.2 Civilian and Stakeholder Partnerships

All interviewed airports agreed that strong relationships and active communication are key to successful civilian and stakeholder partnerships. Many airports conduct regularly scheduled meetings with various stakeholders, with the frequency ranging from daily to bimonthly. The most common activities in these meetings are training, relationship building, and intelligence sharing. Sharing intelligence between law enforcement and the airlines and tenants was cited as a valuable force multiplier.

Figure 5-1. Mutual Aid Partners from Three Counties in Marshalling Yard for Triennial Exercise



Source: CLT (used with permission)

The most important partnerships for airport law enforcement are with TSA and airport operations. Relationships with airlines are also important, particularly for customer service and de-escalation.

Strong relationships with surrounding jurisdictions are also valuable. One airport has a sheriff's office detachment co-located with airport law enforcement, with the sheriff's deputies handling jail transfers. Another airport has a law enforcement officer who is cross-deputized by the FBI.

Communication is an important component of effective partnerships. Some airports conduct an intensive shift-change briefing involving law enforcement, operations, and ARFF. One airport uses a mini tabletop exercise as the means of information exchange. Other relevant force multiplier strategies include:

- Training badge holders to report and initiate response. Several airports train personnel from other airport departments, airlines, and tenants to effectively manage an incident until a sworn officer can respond to the scene. For example, one airport provides stakeholders with mental health awareness training so they can better assess and potentially de-escalate certain incidents. This force multiplier strategy seems to be especially beneficial where an airport has a large physical footprint and a relatively small number of officers on patrol. This is often the case with airports that have a high number of vacant LEO positions, potentially due to a slow recovery from COVID-related staff reductions.
- Formalizing emergency response activities with an Airport Community Emergency Response Team (A-CERT). One interviewed airport reported using the A-CERT concept as a force multiplier, and a second reported beginning to investigate its use as part of a citywide consideration. In an A-CERT, employees from other airport departments or other stakeholder groups are trained in skills such as elementary first aid, escort duties, and traffic control so that they can assist LEOs during incident responses, freeing up the officers to perform law enforcement and emergency response duties.
- Leveraging civilian volunteers. Many airports use volunteers, often called Airport Ambassadors, to staff information desks, traveler's aid, and other customer assistance functions. Frequently, these volunteers have served at an airport for an extended period and have a keen sense of normal operations and passenger behavior. Airport volunteers are often most effective as a force multiplier when trained to report suspicious or irregular activity. Several airports have recognition programs for volunteers or non-airport employees who report issues. One airport gives out challenge coins, and several give meal vouchers as rewards.

Figure 5-2. Law Enforcement Volunteer



Source: TUS

Figure 5-3. Recognition of Airport Ambassadors

Source: SLC

5.3 Teaming with Mental Health Clinicians and Social Workers

Many airports are struggling with the complicated issue of people experiencing homelessness. Airports with direct public transit connections reported the heaviest drain on law enforcement resources, particularly for airports that are the last stop on a bus or rail line. Several airports are trying new approaches that engage mental health clinicians as part of their response.

One airport relies heavily on MOUs with surrounding authorities, working with their city's homeless task force and crisis response mental health team. The determination of whether a clinician is sent depends on whether the person is determined to be a threat to themselves or others.

Another airport won grant funding to bring a clinician in-house, and airport leadership has agreed to cover the costs when the grant funding runs out. The clinician responds with an LEO, makes a mental health assessment, and determines the need for emergency medical services. This approach frees up resources that were previously dispatched, such as separate fire, law enforcement, and emergency medical personnel.

5.4 Force Multiplier Considerations and Recommendations

Based on the findings presented in this section, the following factors should be considered. These recommendations are included in the checklist in Section 8.

Maintain strong mutual aid agreements and relationships.

Particularly for airports run by authorities, and often for smaller airports, mutual aid is a critical force multiplier during crisis events. Airports of all sizes benefit from continuing to build new relationships and strengthening existing relationships with external law enforcement and first responder agencies. Joint training and exercising keep everyone up to date while cementing interpersonal bonds and a shared understanding of roles and responsibilities. This understanding allows airport law enforcement to focus on their mission-critical activities during a crisis, while other agencies support by providing traffic control, crowd control, escorting, and more.

Continue to build and strengthen relationships with stakeholders, including airport operations, TSA, and airlines.

Appropriate training and exercising for all airport departments, tenants, agencies, and airlines was repeatedly cited as a force multiplier and an important component of maintaining relationships with stakeholders. While law enforcement agencies are accustomed to training and exercising, and hours and funds are dedicated to these activities, that may not be the case for other airport stakeholders. A strong security culture and buy-in from senior leadership are necessary to support the time, effort, and training needed to build partnerships.

Develop response procedures that leverage resources specific to persons experiencing homelessness and/or mental illness.

A willingness to innovate has led multiple airports to revise their approach to persons experiencing homelessness and/or persons suffering from mental illness. Many airports have developed formal and informal relationships with community agencies to respond more effectively to these calls for service.

SECTION 6: LEVERAGING TECHNOLOGY

The interviewed airports discussed a range of technologies that serve as force multipliers. In many cases, airport law enforcement found technology beneficial; however, some discussions also focused on technology not functioning as intended or not achieving its full benefit due to inadequate training or misuse. This section discusses the most frequently cited technology-related force multipliers, including:

- Camera systems
- Camera analytics and license plate readers
- Operations centers and communications equipment
- Crime database access

6.1 Camera Systems

Cameras allow for monitoring of the airport environment, and provide visibility to locations that may not have an officer present. Moreover, during an incident, cameras increase situational awareness and allow for greater understanding of a situation so the response can be tailored accordingly. All interviewed airports reported the effective use of camera systems as their most useful force multiplier, and most airports indicated plans to expand their systems, improve monitoring, and improve camera resolution and image quality.

Whether a system is owned or controlled by police, operations, security, or dispatch can influence the ability of law enforcement to utilize and benefit from the system. Interviewees emphasized the importance of law enforcement having access to cameras, the ability to control where pan-tilt-zoom cameras are aimed, real-time or rapid access to video recordings, and the ability to record on request. Positive working relationships are central to realizing the fullest benefits of camera systems.

Camera types, capabilities, and locations also matter. For example, the physical layout of an airport and how it affects sightlines and blind spots should be considered. Airport police noted that it is valuable to be included in decisions related to camera system configurations. Interviewees also pointed out that camera coverage on both sides of alarmed doors is a highly beneficial use of cameras as a force multiplier, as it allows prompt triage concerning the need for an in-person investigation.

PORTABLE WIRELESS CAMERAS

Two airports reported that they found major benefits from using portable wireless cameras to monitor remote gates and fences for trespassers or parking areas for car and catalytic converter thefts. These cameras can run for extended periods on internal battery power, require no wiring for power or data transmission, and are programmable for many different security applications. Most models can take still photos and video, and many can record audio. High-end versions of these cameras are capable of capturing photos in complete darkness with no visible flash. Some versions of these cameras (usually marketed as cellular security cameras) can transmit images via text or email to a cell phone. Some portable wireless cameras are specifically optimized to capture license plate numbers of moving vehicles in low light.

There are numerous force multiplier uses of portable wireless cameras, regardless of an airport's size. An office can deploy one or more devices at points of interest—for example, remote gates, frequent points of fence breach, outlying employee parking lots, or vacant airport property—and monitor them remotely. The ability of the devices to detect and transmit issues without alerting the perpetrators allows prompt, efficient, and appropriate response. These cameras do not require expensive alterations to

facilities. The main reported problem with their use was theft of the cameras, but most of them are designed to be easily concealed.

DRONES

Drones are viewed by airport law enforcement as a significant potential force multiplier. Airports reported using or planning to use drones for perimeter checks, to follow suspects, and to investigate perimeter security breaches.

Some airports reported using micro-drones indoors to investigate problems and track suspects inside terminals and other indoor spaces. The use of drones inside a terminal could greatly increase situational awareness and decrease response times for law enforcement. However, at many airports this approach is likely to be controversial and seen as a potential violation of privacy rights.

6.2 Camera Analytics and License Plate Readers

Cameras with analytic capabilities may provide additional force multiplier benefits to departments. However, these capabilities are not universally adopted due to privacy concerns. Examples include:

FACIAL RECOGNITION AND TRACKING

An airport camera system's usefulness as a force multiplier can be increased by coupling it with facial recognition software. Airports that use facial recognition and have integrated camera monitoring systems can track individuals throughout all areas of the airport that are covered by cameras. However, this application is controversial and has been banned at some airports. Where facial recognition is banned, some airports use an application that can track an attribute—e.g., a red jacket—through the airport. Among the airports interviewed, only one reported using facial recognition software, and one is considering procuring.

LICENSE PLATE READERS

License plate readers (LPR), like facial recognition, depend on high-resolution cameras. Also like facial recognition, LPRs are controversial because of concerns around privacy. However, LPRs' wide use by airports and parking concessionaires for managing parking access and collecting parking fees was not reported to be controversial.

LPRs could be a powerful force multiplier in investigating car thefts, rental car fraud, and catalytic converter thefts. However, controversy can arise if LPRs are used to identify and track suspicious persons. Few airports reported actively using LPRs as law enforcement force multipliers.

6.3 Communications Equipment and Operations Centers

Robust communication systems and effective dispatching serve as force multipliers. Communications system interoperability among airport tenant agencies and with mutual aid partners is essential. All airports reported using a programmable notification system that can enhance the coordination of law enforcement responses.

Dispatch centers are force multipliers when they are run by law enforcement personnel or staffed by personnel who clearly understand the urgent nature of police dispatch. The latter is particularly important when the dispatch center is multipurpose and belongs to another department.

Operations centers are force multipliers when equipped with a robust camera system that has coverage of all fire alarm doors and doors between secure and non-secure areas, and is monitored by assigned

dispatch or operations personnel. A well-staffed operations center can enhance the exchange of information among stakeholders and increase overall situational awareness.

6.4 Crime Database Access

Access to criminal justice databases, especially in the field via tablets or smartphone applications, allows officers to conduct inquiries and investigations in an effective and efficient manner.

Access to crime databases can serve as a force multiplier by accelerating investigations and increasing their rates of successful resolution, thereby reducing the time detectives spend on each case. One airport explained how the cross-deputization of one airport police officer with the FBI gave their police department better access to criminal and intelligence databases. Several airports mentioned having direct access to various federal and state crime databases. Several of the interviewed airports have seats in the fusion centers serving their city, county, or region, which also provides access to such databases.

6.5 Additional Technology

ACCESS CONTROL METHODS

For accessing SIDA doors, airports report installing or investigating several technologies beyond the typical standard card reader locks, including cyber locks and biometric locks that use fingerprints, facial recognition, or eye scans. These technologies serve as a force multiplier, especially when combined with cameras and alarms.

DOOR ALARMS AND INTEGRATED ALERT SYSTEMS

All airports reported having alarmed doors into secure areas with camera coverage on at least one side of the door opening. Some trigger alarms in the airport dispatch center or operations center, while others use integrated alert systems to contact police officers directly.

PASSENGER INFORMATION SYSTEMS

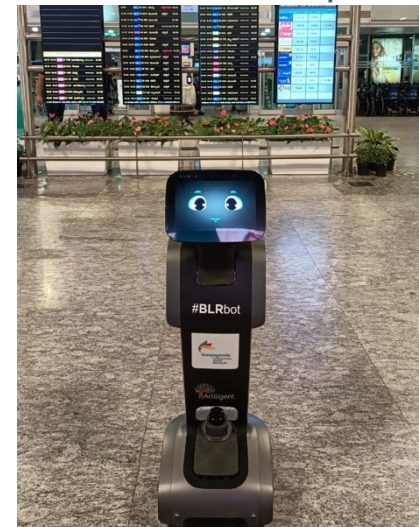
Passenger information systems that law enforcement can take over for emergency or other messaging can be force multipliers. Example systems include the flight information display system, baggage information display system, programmable message boards, public address systems, and entertainment screens in gate areas.

In addition, several airports in the United States have introduced passenger assistance robots in their terminals to help passengers with such things as wayfinding, airport information, language translation, and video connection to airport staff for questions.

6.6 Force Multiplier Considerations and Recommendations

Based on the findings presented in this section, the following recommendations should be considered. These recommendations are included in the checklist in Section 8.

Figure 6-1 Passenger Assist Robot with AI at BLR Airport



Source: BLR

Utilize cameras to their maximum effectiveness.

Cameras were frequently cited as the most effective force multiplier, particularly when they are high resolution and directly controlled by law enforcement. Some organizations utilize additional capabilities with their cameras, such as data analytics, integrated access systems, and drones or portable cameras.

Adopt integrated systems when possible.

Integrated systems, such as those where access points are connected to an alarm, camera, and notification system, can be a key force multiplier. For example, if an access point is breached, the alarm is often sounded. If the operations center or CCTV automatically pulls up the connected cameras, there is instant visibility of the incident, and the appropriate response and resources can be sent accordingly.

Dedicate training time to maximize technological efficiencies.

Technology not functioning as intended or achieving full benefit is often due to inadequate training or misuse. When new systems are implemented, adequate time for familiarization and training must be provided. Having dedicated staff time and expertise to utilize software systems, maintain cameras, and training is critical to the success of a technology force multiplier.

Understand the life-cycle costs associated with new technologies.

Investing in technology can be expensive. When the costs of implementing a law enforcement force multiplier strategy at an airport are being considered, it is important to consider not just the initial procurement cost but also the expenses of software maintenance and updates, officer training and exercises, depreciation, functional deterioration, and integration with other systems. Airports should also consider whether to purchase the technology or pay a subscription fee. Similarly, whether system management and maintenance will be in-house or under contract should also be considered.

Consider potential integrations and conflicts with other airport systems.

Any new technology must integrate or work alongside systems already in place, perhaps in coordination with airport operations. Law enforcement cameras must integrate with other cameras that exist at the airport.

SECTION 7: EVALUATING FORCE MULTIPLIERS

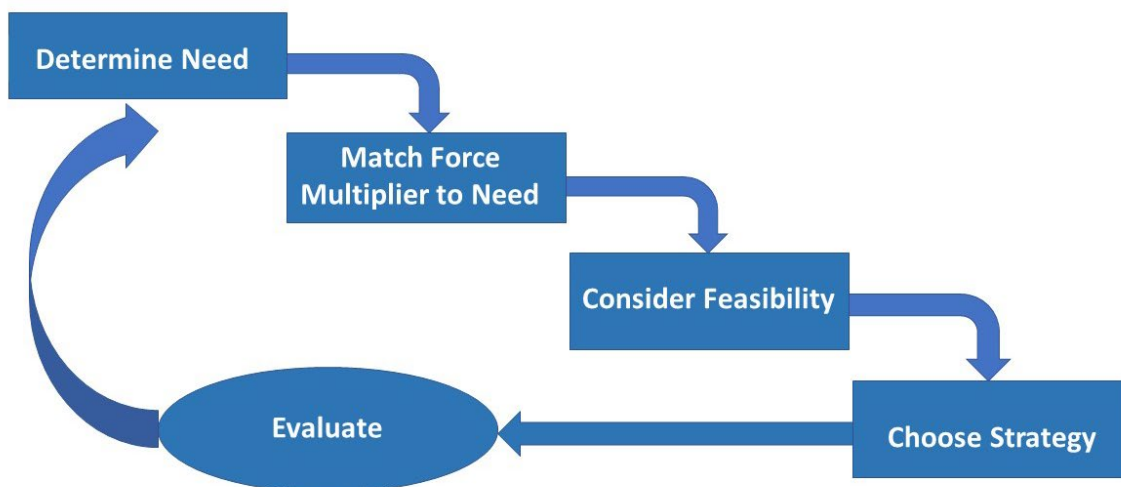
An array of force multipliers have been discussed in this guidebook to create a toolbox from which an airport and its law enforcement can tailor a force multiplier strategy that fits a current or anticipated need.

The process of reviewing and selecting force multiplier strategies is more likely to be successful if all key stakeholders are involved. The effort should include law enforcement, operations, customer experience, security, IT, facilities, maintenance, and relevant regulatory agencies (e.g., TSA and CBP). Broad involvement contributes to accurately defining the need or gaps in current law enforcement coverage. In addition, stakeholders will be more invested in eventual outcomes and potential solutions when they are involved in the process.

7.1 Selecting Force Multipliers

Figure 7-1 shows the steps to choose force multipliers that are appropriate for an airport:

Figure 7-1. Steps to Select Force Multipliers



DEFINE THE NEED

Law enforcement needs can be defined through a variety of approaches, including:

- Gap analysis
- Analysis of strengths, weaknesses, opportunities, and threats (SWOT)
- Threat and Hazard Identification and Risk Assessment (THIRA)
- Staffing, organizational, or position description analysis
- Time-study of responses
- Ad hoc analysis of passenger complaints and/or airline and tenant calls for assistance

A combination of these methods may be used and should be selected based on the airport's comfort level and the likelihood of producing persuasive results. Ideally, an all-hazards approach will be used to identify the airport's vulnerabilities, although this term is rarely used in customer service contexts.

CISA works with partners in the public and private sectors to defend against threats to critical infrastructure. CISA offers a free Infrastructure Survey Tool (IST) to identify and document a given facility's overall security and resilience. The IST is a web-based vulnerability survey that consists of more than 300 questions and takes approximately six hours. Once completed, the survey is compared against data from similar facilities and graded on a curve so that a facility can assess its protective measures and resiliency infrastructure. The IST highlights areas of concern and considers the effects of potential enhancements to protection and resilience measures. The written report, developed from the IST data, contains a description of the facility and its vulnerabilities, as well as recommendations to mitigate identified vulnerabilities. All this information is protected under the Protected Critical Infrastructure Information (PCII) Program, and DHS uses this information for steady-state analysis, special event planning, and incident management. The information is considered confidential, and the facility need not share it with any outside entities.

Utilizing an analytical tool such as CISA's IST serves as a potential force multiplier in two ways. First, employing an external resource to assess protective measures is less demanding on internal resources. Second, recommendations from the report aimed at addressing identified vulnerabilities could lead to more efficient and effective deployment of technology, staffing assignments, and coordination among stakeholders.

MATCH THE FORCE MULTIPLIERS TO THE NEED

The information in this guidebook should be used in conjunction with the experience of law enforcement leaders to evaluate which force multiplier or combination of force multipliers might solve or mitigate each specific need. If there are multiple needs, then the combined force multipliers will create a comprehensive strategy.

CONSIDER FEASIBILITY

Can the force multiplier be applied effectively? This is the overarching question that should be asked when considering a new force multiplier. The criteria below provide more detailed considerations and provide a framework to vet potential force multipliers.

Airport Governance

Will the airport governance model support the implementation of this force multiplier? For example, if the force multiplier under consideration is a new mutual aid agreement, will the airport's governance model allow for such a mutual aid agreement? Will additional processes be required to gain buy-in and approval of the agreement? Are there state laws or local ordinances or policies that may prohibit certain procedures, equipment, or software applications?

Cost/Benefit

If there will be costs associated with implementing or maintaining this force multiplier, the benefits gained must be weighed against the costs. Consideration must also be given to the type of cost. Is it a one-time payment or purchase, or will a recurring fee or subscription be required? For technology, will there be service or maintenance costs? What is the expected period of use before upgrade or replacement is required due to obsolescence or degradation?

Onboarding/Adoption/Commissioning

Integration of the force multiplier into the airport environment should be holistically assessed. Considerations include:

- What processes will be needed to implement the force multiplier?
- How long will the force multiplier take to hire, install or institute, and make operational?

- Is coordination with other stakeholders required? For example, if planning to acquire a drone to conduct perimeter patrols, have airport operations, TSA, and FAA been sufficiently engaged and consulted?
- Will significant training of law enforcement personnel and/or other airport stakeholders be required?
- Will there need to be a testing and/or transition period to fully implement the force multiplier?
- Does implementation require a communications plan?

Ancillary Impacts

Potential impacts on other airport programs or systems, such as airport operations, the regulatory environment, or the customer experience should be considered and assessed before the implementation of the force multiplier. For example, a new alarm system or camera system could increase the number of responses requiring a law enforcement officer.

Airport Leadership Support

Is airport leadership supportive of the proposed force multiplier? Does it align with the airport's mission, brand, and vision? Will the necessary organizational support, funding, and other resources be made available to establish and maintain this force multiplier? Could the force multiplier be implemented without this support?

Stakeholder Support

Will implementation of this force multiplier be supported, or at least accepted, by airport stakeholders? For example, will a technology create privacy concerns, or will a new mutual aid agreement complicate coordination or emergency response? What are the impacts on bargaining units? Force multipliers that are expected to impact other stakeholder groups should be vetted appropriately to ensure adequate buy-in as needed for the force multiplier to be effective.

CHOOSE YOUR STRATEGY

After the airport has identified the need, matched possible strategies to the need, and considered the various aspects of feasibility for all options, appropriate force multipliers can be selected.

EVALUATE PERIODICALLY

The airport should plan to evaluate the effectiveness of the force multiplier strategies in place, either periodically or continuously.

7.2 Funding

While force multipliers often result in efficiencies and reduced costs, they are not inherently free. For example, technology can be expensive to procure, implement and maintain. Investing in relationship building and training activities may require budgeting staff time and procuring equipment or resources. Internal airport funding sources and external grant funding should be considered.

7.2.1 Internal Airport Funding Sources

Airport spending is highly circumscribed by federal statute, FAA regulations, and FAA-imposed grant assurances. Any revenues an airport derives from aviation activities must be spent to sustain or enhance those activities. Examples of aviation revenues are landing fees, aircraft parking fees, passenger facility charges, and space rented to airlines for flight activities.

Airport revenues derived from non-aviation activities can be spent on almost anything subject to local or authority policies and regulations. Examples of non-aviation revenues include concessionaire fees and rentals, parking, ride share or taxi fees, and land rents for hotels or industrial facilities located on airport property.

If the airport is governed by an authority, competition with other departments, programs, or capital programs at the airport is a major consideration for funding. Funding decisions will typically be made by senior airport management and the board of directors.

If the airport's law enforcement belongs to the city, county, or state, the airport must contract for its services, reimbursing the city, county, or state at fair market value as independently appraised. This FAA requirement applies not only to law enforcement but also to services such as ARFF, human resources, and IT. However, as in the case of authority-run airports, the money the airport is willing to commit to contracted services may be subject to competition with other potential uses at the airport.

Law enforcement's main advantage in competing for internal funding is the absolute necessity of a certain level of policing to satisfy Part 139 and Part 1542 requirements. However, the bare minimum level of funding will probably not protect the airport against emerging threats, disruptions, and emergencies, all of which benefit from redundancy, extra training and exercising, and flexibility.

7.2.2 External Grants

One of the airports interviewed was awarded grant funding to add a mental health clinician to its airport law enforcement response team. Since 2020 and the onset of the pandemic, there has been a marked increase in the amount of federal dollars aimed to address the country's mental health crisis. However, airports are not typical applicants for these funds and, in some cases, may not even be eligible.

In this airport's case an individual within the law enforcement agency worked with the city's department of mental health to identify funding opportunities that could support the clinician's addition to the team. Working with city and county departments to identify non-traditional grant opportunities is a path that other airports should consider.

7.2.3 Justifying Expenditures

ROI and its role in decisions regarding public safety and policing in the airport environment is an important consideration. Decisions on whether to increase the number of airport law enforcement staff or procure new technology are often made by the airport director or chief financial officer. These individuals weigh the costs and benefits of all potential expenditures at their airport, including capital programs, marketing campaigns, and more. As it is challenging to quantify public safety benefits, it can be difficult to make a case for investment in resources on behalf of law enforcement. This is particularly true when a successful approach to crime deterrence and prevention may result in zero measurable activity. Airport law enforcement agencies should pursue innovative ways to compute ROI to show the value of investing in additional law enforcement resources.

SECTION 8: FORCE MULTIPLIER STRATEGIES

The recommended strategies included in this document are listed below by the corresponding section.

SECTION 2: CULTURE AND GOVERNANCE

- Engage and promote a collaborative culture at the airport.
- Involve law enforcement in contingency planning.
- Foster internal airport relationships and garner support from airport leadership.
- Focus the LEO culture on the core principle that airport policing is about customer service.

SECTION 3: STAFFING AND RESOURCES

- Consider using non-sworn or third-party contractors to support duties.
- Maintain proper staffing through effective hiring, retention, and training practices.
- Look for recruits with skill sets to address staffing and resource needs.
- Maximize the use of visual deterrents.
- Explore the potential for on-site K-9 units.

SECTION 4: PLANNING AND RESPONSE

- Establish clear plans and response protocols.
- Consider allocating resources for a dedicated intelligence and/or crime analyst.
- Emphasize the importance of regular, formal, joint-training events with other airport departments and regional law enforcement partners.
- Develop and maintain strong relationships with neighbor agencies and jurisdictions.

SECTION 5: PARTNERS

- Maintain strong mutual aid agreements and relationships.
- Continue to build new relationships and strengthen existing relationships with airport stakeholders, including personnel from airport operations, TSA, and the airlines.
- Develop response procedures that leverage resources specific to persons experiencing homelessness and/or or mental illness.

SECTION 6: LEVERAGING TECHNOLOGY

- Utilize cameras to their maximum effectiveness.
- Adopt integrated systems when possible.
- Dedicate training time to maximize technological efficiencies.
- Understand the life-cycle of costs associated with new technologies.
- Consider potential integrations and conflicts with other airport systems.

APPENDIX A: LIST OF FORCE MULTIPLIERS CITED

SECTION 2: CULTURE AND GOVERNANCE

- Strong collaborative culture and partnerships
- Open information sharing with partners
- Coordinated incident response with partners
- Sharing of duties with partners
- Recruitment of officers with retail or hospitality background
- Airport-wide customer service training
- LEO de-escalation practices in customer service-related scenarios
- Training of airport, airline, concessionaires, and other tenant employees to react to situations without escalating
- Law enforcement inclusion in comprehensive security and contingency planning
- Establishing and maintaining strong relationships
- Airport leadership support of airport law enforcement

SECTION 3: STAFFING AND RESOURCES

- Use of non-sworn uniformed officers, including hiring retired law enforcement personnel
- Outsource duties to third-party contractors, especially during
- Transfer of duties to another airport department
- Use of sworn officers on loan from partner or tenant agencies
- Staff assignments that allow flexibility and information exchange
- Positive working relationships with collective bargaining units
- Public safety model combining law enforcement, ARFF, and EMS
- Crime/intelligence data analyst on staff
- Risk-based vulnerability-awareness methods for patrol deployment
- High visibility foot patrol and K-9 units
- Parked marked cars in highly visible locations
- Parked marked cars in remote locations
- Law enforcement officer retention efforts
- Staff development efforts for officers
- Law enforcement leadership development efforts
- Employing specific approaches to recruitment
- Providing competitive wages

SECTION 4: PLANNING AND RESPONSE

- Crime/intelligence data analyst on staff
- Training for operations, airlines, and other tenant staff to provide first aid and manage a situation until law enforcement personnel can arrive
- Collaboration with local mental health providers when responding to persons experiencing homelessness and mental health-related response calls
- Effective information sharing/communication between airlines and airport law enforcement

- Regular meetings with airport stakeholders, providing valuable information for law enforcement planning activities
- Collaboration with neighboring law enforcement agencies
- Pre-identification of response protocols and resources with mutual aid partners
- Mutual aid agreements
- Clear plans and response protocols
- Training with regional partners, including general familiarization training, tabletops, drills, and full-scale exercises
- Participation in regional training consortiums
- Including senior management in exercise sponsorship to increase participant buy-in

SECTION 5: PARTNERS

- Mutual aid agreements
- Pre-designated marshaling areas with mutual aid partners
- Familiarization tours with mutual aid partners
- Drills with mutual aid partners
- Joint training with mutual aid partners, using airport operations or maintenance personnel to escort mutual aid personnel and equipment onto the airfield
- Strong relationships with civilian and stakeholder partners
- Active communication with civilian and stakeholder partners
- Regularly scheduled meetings with stakeholders
- Intelligence sharing between law enforcement and airlines/tenants
- Intensive briefings at shift change
- Mini tabletop exercise as the means of information exchange among partners
- Law enforcement officer cross-deputized with the FBI
- Training badge holders to report and initiate a response for de-escalation
- Formalized emergency response activities with A-CERTS
- Effectively leveraging civilian volunteers
- Recognition programs for volunteers or non-airport employees who report issues
- Working with surrounding agency teams, task forces, and partners focused on homelessness and crisis response for mental health
- In-house mental health clinician

SECTION 6: LEVERAGING TECHNOLOGY

- Camera systems
- CCTV
- Drones
- License plate readers
- Emergency alert systems
- Positive working relationships with other departments
- Camera coverage on both sides of alarmed doors
- Portable wireless cameras
- Micro-drones for use indoors

- Facial recognition software
- Robust communication systems
- Effective dispatching
- Programmable notification system
- Operations centers with robust camera coverage
- Access to federal and state criminal justice databases
- Seats in the fusion centers serving local cities, counties, and/or region
- Technologies applied to locks on doors, such as cyber locks
- Door alarms and integrated alert systems
- Visual systems such as the flight information display system, baggage information display system, message boards, and entertainment screens in gate areas to communicate with passengers
- Audible systems such as airport public address systems
- Passenger assistance robots