Calendar No. 68

110TH CONGRESS 1ST SESSION



[Report No. 110-31]

To provide improved aviation security, and for other purposes.

IN THE SENATE OF THE UNITED STATES

FEBRUARY 6, 2007

Mr. INOUYE (for himself, Mr. STEVENS, Mr. ROCKEFELLER, Mr. LOTT, Mr. LAUTENBERG, and Mrs. HUTCHISON) introduced the following bill; which was read twice and referred to the Committee on Commerce, Science, and Transportation

March 5, 2007

Reported by Mr. INOUYE, with amendments [Omit the part struck through and insert the part printed in italic]

A BILL

To provide improved aviation security, and for other purposes.

1 Be it enacted by the Senate and House of Representa-

2 tives of the United States of America in Congress assembled,

3 SECTION 1. SHORT TITLE; TABLE OF CONTENTS.

4 (a) SHORT TITLE.—This Act may be cited as the

5 "Aviation Security Improvement Act".

(b) TABLE OF CONTENTS.—The table of contents for

2 this Act is as follows:

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TITLE—AVIATION SECURITY

- Sec. 1. Short title; table of contents.
- Sec. 2. Extension of authorization for aviation security funding.
- Sec. 3. Passenger aircraft cargo screening.
- Sec. 4. Blast-resistant cargo containers.
- Sec. 5. Protection of air cargo on passenger planes from explosives.
- Sec. 6. In-line baggage screening.
- Sec. 7. Enhancement of in-line baggage system deployment.
- Sec. 8. Research and development of aviation transportation security technology.
- Sec. 9. Certain TSA personnel limitations not to apply.
- Sec. 10. Specialized training.
- Sec. 11. Explosive detection at passenger screening checkpoints.
- Sec. 12. Appeal and redress process for passengers wrongly delayed or prohibited from boarding a flight.
- Sec. 13. Repair station security.
- Sec. 14. Strategic plan to test and implement advanced passenger prescreening system.
- Sec. 15. General aviation security.
- Sec. 16. Security credentials for airline crews.
- Sec. 17. National explosives detection canine team training center.

3 SEC. 2. EXTENSION OF AUTHORIZATION FOR AVIATION SE-

CURITY FUNDING.

5 Section 48301(a) of title 49, United States Code, is

6 amended by striking "and 2006" and inserting "2006,

7 2007, 2008, and 2009".

8 SEC. 3. PASSENGER AIRCRAFT CARGO SCREENING.

9 (a) IN GENERAL.—Section 44901 of title 49, United

10 States Code, is amended—

- 11 (1) by redesignating subsections (g) and (h) as
- 12 subsections (h) and (i), respectively; and
- 13 (2) by inserting after subsection (f) the fol-
- 14 lowing:

15 "(g) AIR CARGO ON PASSENGER AIRCRAFT.—

"(1) IN GENERAL.—Not later than 3 years 1 2 after the date of enactment of the Aviation Security 3 Improvement Act, the Secretary of Homeland Secu-4 rity, acting through the Administrator of the Trans-5 portation Security Administration, shall establish a 6 system to screen all cargo transported on passenger 7 aircraft operated by an air carrier or foreign air car-8 rier in air transportation or intrastate air transpor-9 tation to ensure the security of all such passenger 10 aircraft carrying cargo.

11 "(2) MINIMUM STANDARDS.—The system re-12 ferred to in paragraph (1) shall require, at a min-13 imum, that the equipment, technology, procedures, 14 personnel, or other methods determined by the Ad-15 ministrator of the Transportation Security Adminis-16 tration, provide a level of security comparable to the 17 level of security in effect for passenger checked bag-18 gage.

19 "(3) REGULATIONS.—

20 "(A) INTERIM FINAL RULE.—The Sec21 retary of Homeland Security may issue an in22 terim final rule as a temporary regulation to
23 implement this subsection without regard to the
24 provisions of chapter 5 of title 5.

25 "(B) FINAL RULE.—

1	"(i) IN GENERAL.—If the Secretary
2	issues an interim final rule under subpara-
3	graph (A), the Secretary shall issue, not
4	later than 1 year after the effective date of
5	the interim final rule, a final rule as a per-
6	manent regulation to implement this sub-
7	section in accordance with the provisions of
8	chapter 5 of title 5.
9	"(ii) FAILURE TO ACT.—If the Sec-
10	retary does not issue a final rule in accord-
11	ance with clause (i) on or before the last
12	day of the 1-year period referred to in
13	clause (i), the Secretary shall submit a re-
14	port to the Congress explaining why the
15	final rule was not timely issued and pro-
16	viding an estimate of the earliest date on
17	which the final rule will be issued. The
18	Secretary shall submit the first such report
19	within 10 days after such last day and
20	submit a report to the Congress containing
21	updated information every 60 days there-
22	after until the final rule is issued.
23	"(iii) Superseding of interim
24	FINAL RULE.—The final rule issued in ac-
25	cordance with this subparagraph shall su-

1	persede the interim final rule issued under
2	subparagraph (A).
3	"(4) REPORT.—Not later than 1 year after the
4	date on which the system required by paragraph (1)
5	is established, the Secretary shall transmit a report
6	to Congress that details and explains the system.".
7	(b) Assessment of Exemptions.—
8	(1) TSA Assessment of exemptions.—
9	(A) IN GENERAL.—Not later than 180
10	days after the date of enactment of this Act,
11	the Secretary of Homeland Security, through
12	the Administrator of the Transportation Secu-
13	rity Administration, shall submit a report to
14	Congress and to the Comptroller General con-
15	taining an assessment of each exemption grant-
16	ed under section 44901(i) of title 49, United
17	States Code, for the screening required by sec-
18	tion $44901(g)(1)$ of that title for cargo trans-
19	ported on passenger aircraft and an analysis to
20	assess the risk of maintaining such exemption.
21	The Secretary may submit the report in both
22	classified and redacted formats if the Secretary
23	determines that such action is appropriate or
24	

1	(B) CONTENTS.—The report shall in-
2	clude—
3	(i) the rationale for each exemption;
4	(ii) a statement of the percentage of
5	cargo that is not screened as a result of
6	each exemption;
7	(iii) the impact of each exemption on
8	aviation security;
9	(iv) the projected impact on the flow
10	of commerce of eliminating such exemp-
11	tion; and
12	(v) a statement of any plans, and the
13	rationale, for maintaining, changing, or
14	eliminating each exemption.
15	(2) GAO ASSESSMENT.—Not later than 120
16	days after the date on which the report required
17	under paragraph (1) is submitted, the Comptroller
18	General shall review the report and provide to Con-
19	gress an assessment of the methodology used for de-
20	terminations made by the Secretary for maintaining,
21	changing, or eliminating an exemption.
22	SEC. 4. BLAST-RESISTANT CARGO CONTAINERS.
23	Section 44901 of title 49, United States Code, as
24	amended by section 3, is amended by adding at the end
25	thereof the following:

" (i) <i>(j)</i> Blast-resistant Cargo Containers.—
"(1) IN GENERAL.—Before January 1, 2008,
the Administrator of the Transportation Security
Administration shall—
"(A) evaluate the results of the blast-re-
sistant cargo container pilot program instituted

sistant cargo container pilot program instituted before the date of enactment of the Aviation Security Improvement Act;

9 "(B) based on that evaluation, begin the 10 acquisition of a sufficient number of blast-re-11 sistant cargo containers to meet the require-12 ments of the Transportation Security Administration's cargo security program under para-13 14 graph (2); subsection (g); and

"(C) develop a system under which the Ad-15 ministrator-16

17 "(i) will make such containers avail-18 able for use by passenger aircraft operated 19 by air carriers or foreign air carriers in air 20 transportation or intrastate air transpor-21 tation on a random or risk-assessment 22 basis as determined by the Administrator, 23 in sufficient number to enable the carriers 24 to meet the requirements of the Adminis-25 tration's cargo security system; and

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1	"(ii) provide for the storage, mainte-
2	nance, and distribution of such containers.
3	"(2) DISTRIBUTION TO AIR CARRIERS.—Within
4	90 days after the date on which the Administrator
5	completes development of the system required by
6	paragraph (1)(C), the Administrator of the Trans-
7	portation Security Administration shall implement
8	that system and begin making blast-resistant cargo
9	containers available to such carriers as necessary.".
10	SEC. 5. PROTECTION OF AIR CARGO ON PASSENGER
11	PLANES FROM EXPLOSIVES.
11 12	PLANES FROM EXPLOSIVES.(a)TECHNOLOGYRESEARCHANDPILOT
12	(a) Technology Research and Pilot
12 13	(a) TECHNOLOGY RESEARCH AND PILOT PROJECTS.—
12 13 14	(a)TECHNOLOGYRESEARCHANDPILOTPROJECTS
12 13 14 15	(a)TECHNOLOGYRESEARCHANDPILOTPROJECTS(1)RESEARCH AND DEVELOPMENTThe Sec- retary of Homeland Security shall expedite research

onto a passenger plane or from damaging a passenger plane while in flight or on the ground. The
research shall include blast resistant cargo containers and other promising technology and will be
used in concert with implementation of section 4 of
this Act.

1 (2) PILOT PROJECTS.—The Secretary, in con-2 junction with the Secretary of Transportation, shall 3 establish a grant program to fund pilot projects— 4 (A) to deploy technologies described in 5 paragraph (1); and 6 (B) to test technology to expedite the re-7 covery, development, and analysis of informa-8 tion from aircraft accidents to determine the 9 cause of the accident, including deployable 10 flight deck and voice recorders and remote loca-11 tion recording devices. 12 (b) AUTHORIZATION OF APPROPRIATIONS.—There

12 (b) AUTHORIZATION OF APPROPRIATIONS.—There 13 are authorized to be appropriated to the Secretary of 14 Homeland Security for fiscal year 2008 such sums as may 15 be necessary to carry out this section, such funds to re-16 main available until expended.

17 SEC. 6. IN-LINE BAGGAGE SCREENING.

18 AUTHORIZATION.—Section EXTENSION (a) OF 19 44923(i)(1) of title 49, United States Code, is amended 20 striking "2007." inserting by and *"2007*, and 21 \$450,000,000 for each of fiscal years 2008 and 2009.".

(b) REPORT.—Within 30 days after the date of enactment of this Act, the Secretary of Homeland Security shall
submit the report the Secretary was required by section
4019(d) of the Intelligence Reform and Terrorism Preven-

tion Act of 2004 (49 U.S.C. 44901 note) to have sub-1 2 mitted in conjunction with the submission of the budget 3 for fiscal year 2006. 4 SEC. 7. ENHANCEMENT OF IN-LINE BAGGAGE SYSTEM DE-5 PLOYMENT. 6 (a) IN GENERAL.—Section 44923 of title 49, United 7 States Code, is amended— (1) by striking "may" in subsection (a) and in-8 9 serting "shall"; 10 (2) by striking "may" in subsection (d)(1) and inserting "shall"; 11 (3) by striking "2007" in subsection (h)(1) and 12 13 inserting "2028"; 14 (4) by striking paragraphs (2) and (3) of sub-15 section (h) and inserting the following: "(2) ALLOCATION.—Of the amount made avail-16 17 able under paragraph (1) for a fiscal year, not less 18 than \$200,000,000 shall be allocated to fulfill letters 19 of intent issued under subsection (d). 20 "(3) DISCRETIONARY GRANTS.—Of the amount 21 made available under paragraph (1) for a fiscal year, 22 up to \$50,000,000 shall be used to make discre-23 tionary grants, with priority given to small hub air-24 ports and non-hub airports."; and

(5) by redesignating subsection (i) as subsection
 (j) and inserting after subsection (h) the following:
 "(i) LEVERAGED FUNDING.—For purposes of this
 section, a grant under subsection (a) to an airport sponsor
 to service an obligation issued by or on behalf of that spon sor to fund a project described in subsection (a) shall be
 considered to be a grant for that project.".

8 (b) Prioritization of Projects.—

9 (1) IN GENERAL.—The Administrator shall cre-10 ate a prioritization schedule for airport security im-11 provement projects described in section 44923(b) of 12 title 49, United States Code, based on risk and 13 other relevant factors, to be funded under the grant 14 program provided by that section. The schedule shall 15 include both hub airports (as defined in section 16 41731(a)(3) of title 49, United States Code) and 17 nonhub airports (as defined in section 41731(a)4) of 18 title 49, United States Code).

19 (2)AIRPORTS THAT HAVE COMMENCED 20 PROJECTS.—The schedule shall include airports that 21 have incurred eligible costs associated with develop-22 ment of partial in-line baggage systems before the 23 date of enactment of this Act in reasonable anticipa-24 tion of receiving a grant under section 44923 of title

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1	49, United States Code, in reimbursement of those
2	costs but that have not received such a grant.
3	(3) REPORT.—Within 180 days after the date
4	of enactment of this Act, the Administrator shall
5	provide a copy of the prioritization schedule, a cor-
6	responding timeline, and a description of the funding
7	allocation under section 44923 of title 49, United
8	States Code, to the Senate Committee on Commerce,
9	Science, and Transportation and the House of Rep-
10	resentatives Committee on Homeland Security.
11	SEC. 8. RESEARCH AND DEVELOPMENT OF AVIATION
12	TRANSPORTATION SECURITY TECHNOLOGY.
13	Section 137(a) of the Aviation and Transportation
14	Security Act (49 U.S.C. 44912 note) is amended—
15	(1) by striking "2002 through 2006," and in-
16	serting "2006 through 2009,";
17	(2) by striking "aviation" and inserting "trans-
18	portation"; and
19	(3) by striking "2002 and 2003" and inserting
20	"2006 through 2009".
21	SEC. 9. CERTAIN TSA PERSONNEL LIMITATIONS NOT TO
22	APPLY.
23	(a) IN GENERAL.—Notwithstanding any provision of
24	law to the contrary, any statutory limitation on the num-
25	ber of employees in the Transportation Security Adminis-

tration, before or after its transfer to the Department of
 Homeland Security from the Department of Transpor tation, does not apply after fiscal year 2007.

4 (b) AVIATION SECURITY.—Notwithstanding any pro-5 vision of law imposing a limitation on the recruiting or 6 hiring of personnel into the Transportation Security Ad-7 ministration to a maximum number of permanent posi-8 tions, the Secretary of Homeland Security shall recruit 9 and hire such personnel into the Administration as may 10 be necessary—

(1) to provide appropriate levels of aviation se-curity; and

(2) to accomplish that goal in such a manner
that the average aviation security-related delay experienced by airline passengers is reduced to a level of
less than 10 minutes.

17 SEC. 10. SPECIALIZED TRAINING.

18 The Administrator of the Transportation Security 19 Administration shall provide advanced training to trans-20 portation security officers for the development of special-21 ized security skills, including behavior observation and 22 analysis, explosives detection, and document examination, 23 in order to enhance the effectiveness of layered transpor-24 tation security measures. 3 (a) IN GENERAL.—Within 90 days after the date of
4 enactment of this Act, the Secretary of Homeland Security
5 shall issue the strategic plan the Secretary was required
6 by section 44925(a) of title 49, United States Code, to
7 have issued within 90 days after the date of enactment
8 of the Intelligence Reform and Terrorism Prevention Act
9 of 2004.

10 (b) DEPLOYMENT.—Section 44925(b) of title 49,
11 United States Code, is amended by adding at the end
12 thereof the following:

13 "(3) FULL DEPLOYMENT.—The Secretary shall
14 fully implement the strategic plan within 1 year
15 after the date of enactment of the Aviation Security
16 Improvement Act.".

17 SEC. 12. APPEAL AND REDRESS PROCESS FOR PAS18 SENGERS WRONGLY DELAYED OR PROHIB19 ITED FROM BOARDING A FLIGHT.

20 (a) IN GENERAL.—Subtitle C of title IV of the
21 Homeland Security Act of 2002 (6 U.S.C. 231 et seq.)
22 is amended by adding at the end the following:

1 "SEC. 431. APPEAL AND REDRESS PROCESS FOR PAS-2SENGERS WRONGLY DELAYED OR PROHIB-3ITED FROM BOARDING A FLIGHT.

4 "(a) IN GENERAL.—The Secretary shall establish a 5 timely and fair process for individuals who believe they 6 have been delayed or prohibited from boarding a commer-7 cial aircraft because they were wrongly identified as a 8 threat under the regimes utilized by the Transportation 9 Security Administration, the Bureau of Customs and Bor-10 der Protection, or any other Department entity.

11 "(b) Office of Appeals and Redress.—

"(1) ESTABLISHMENT.—The Secretary shall establish an Office of Appeals and Redress to oversee
the process established by the Secretary pursuant to
subsection (a).

16 "(2) RECORDS.—The process established by the 17 Secretary pursuant to subsection (a) shall include 18 the establishment of a method by which the Office 19 of Appeals and Redress, under the direction of the 20 Secretary, will be able to maintain a record of air 21 carrier passengers and other individuals who have 22 been misidentified and have corrected erroneous in-23 formation.

24 "(3) INFORMATION.—To prevent repeated
25 delays of an misidentified passenger or other indi26 vidual, the Office of Appeals and Redress shall—

1 "(A) ensure that the records maintained 2 under this subsection contain information deter-3 mined by the Secretary to authenticate the 4 identity of such a passenger or individual; and "(B) furnish to the Transportation Secu-5 6 rity Administration, the Bureau of Customs 7 and Border Protection, or any other appro-8 priate Department entity, upon request, such 9 information as may be necessary to allow such agencies to assist air carriers in improving their 10 11 administration of the advanced passenger 12 prescreening system and reduce the number of 13 false positives.". 14 (b) CLERICAL AMENDMENT.—The table of contents 15 in section 1(b) of such Act is amended by inserting after the item relating to section 430 the following: 16 "431. Appeal and redress process for passengers wrongly delayed or prohibited from boarding a flight.". 17 SEC. 13. STRATEGIC PLAN TO TEST AND IMPLEMENT AD-18 VANCED PASSENGER PRESCREENING SYS-19 TEM. 20 (a) IN GENERAL.—Not later than 180 days after the date of enactment of this Act, the Secretary of Homeland 21 22 Security, in consultation with the Administrator of the 23 Transportation Security Administration, shall submit to

24 the Congress a plan that—

1	(1) describes the system to be utilized by the
2	Department of Homeland Security to assume the
3	performance of comparing passenger information, as
4	defined by the Administrator of the Transportation
5	Security Administration, to the automatic selectee
6	and no-fly lists, utilizing appropriate records in the
7	consolidated and integrated terrorist watchlist main-
8	tained by the Federal government;
9	(2) provides a projected timeline for each phase
10	of testing and implementation of the system;
11	(3) explains how the system will be integrated
12	with the prescreening system for passengers on
13	international flights; and
14	(4) describes how the system complies with sec-
15	tion 552a of title 5, United States Code.
16	(b) GAO ASSESSMENT.—No later than 90 days after
17	the date of enactment of this Act, the Comptroller General
18	shall submit a report to the Senate Committee on Com-
19	merce, Science, and Transportation and the House Com-
20	mittee on Homeland Security that—
21	(1) describes the progress made by the Transpor-
22	tation Security Administration in implementing the
23	Secure Flight passenger pre-screening program;

1	(2) describes the effectiveness of the current ap-
2	peals process for passengers wrongly assigned to the
3	no-fly and terrorist watch lists;
4	(3) describes the Transportation Security Ad-
5	ministration's plan to protect private passenger infor-
6	mation and progress made in integrating the system
7	with the pre-screening program for international
8	flights operated by the Bureau of Customs and Border
9	Protection;
10	(4) provides a realistic determination of when
11	the system will be completed; and
12	(5) includes any other relevant observations or
13	recommendations the Comptroller General deems ap-
14	propriate.
15	SEC. 14. REPAIR STATION SECURITY.
16	(a) Certification of Foreign Repair Stations
17	SUSPENSION.—If the regulations required by section
18	44924(f) of title 49, United States Code, are not issued
19	within 90 days after the date of enactment of this Act,
20	the Administrator of the Federal Aviation Administration
21	may not certify any foreign repair station under part 145
22	of title 14, Code of Federal Regulations, after such 90th
23	day unless the station was previously certified by the Ad-
24	ministration under that part.

(b) 6-MONTH DEADLINE FOR SECURITY REVIEW
 AND AUDIT.—Subsections (a) and (d) of section 44924
 of title 49, United States Code, are each amended by strik ing "18 months" and inserting "6 months".

5 SEC. 15. GENERAL AVIATION SECURITY.

6 Section 44901 of title 49, United States Code, as
7 amended by section 4, is amended by adding at the end
8 thereof the following:

9 "(i) (k) GENERAL AVIATION AIRPORT SECURITY 10 PROGRAM.—

11 "(1) IN GENERAL.—Within 1 year after the
12 date of enactment of the Aviation Security Improve13 ment Act the Administrator of the Transportation
14 Security Administration shall—

15 "(A) develop a standardized threat and 16 vulnerability assessment program for general 17 aviation airports (as defined in section 18 47135(m)); 47134(m)); and

19 "(B) implement a program to perform
20 such assessments on a risk-assessment basis at
21 general aviation airports.

"(2) GRANT PROGRAM.—Within 6 months after
date of enactment of the Aviation Security Improvement Act the Administrator shall initiate and complete a study of the feasibility of a program, based

1	on a risk-managed approach, to provide grants to
2	general aviation airport operators for projects to up-
3	grade security at general aviation airports (as de-
4	fined in section $47135(m)$. $47134(m)$. If the Ad-
5	ministrator determines that such a program is fea-
6	sible, the Administrator shall establish such a pro-
7	gram.
8	"(3) Application to foreign-registered
9	GENERAL AVIATION AIRCRAFT.—Within 180 days
10	after the date of enactment of the Aviation Security
11	Improvement Act, the Administrator shall develop a
12	risk-based system under which—
13	"(A) foreign-registered general aviation
14	aircraft, as identified by the Administrator, in
15	coordination with the Administrator of the Fed-
16	eral Aviation Administration, are required to
17	submit passenger information to the Transpor-
18	tation Security Administration before entering
19	United States airspace; and
20	"(B) such information is checked against
21	appropriate databases maintained by the Trans-
22	portation Security Administration.".
23	"(4) Authorization of appropriations.—
24	There are authorized to be appropriated to the Sec-
25	retary of Homeland Security such sums as may be

necessary to carry out any program established
 under paragraph (2).".

3 SEC. 16. SECURITY CREDENTIALS FOR AIRLINE CREWS.

4 Within 180 days after the date of enactment of this 5 Act, the Administrator of the Transportation Security Administration shall, after consultation with airline, airport, 6 7 and flight crew representatives, transmit a report to the 8 Senate Committee on Commerce, Science, and Transpor-9 tation and the House of Representatives Committee on 10 Transportation and Infrastructure on the status of its efforts to institute a sterile area access system or method 11 12 that will enhance security by properly identifying authorized airline flight deck and cabin crew members at screen-13 ing checkpoints and granting them expedited access 14 15 through screening checkpoints. The Administrator shall include in the report recommendations on the feasibility 16 17 of implementing the system for the domestic aviation industry beginning 1 year after the date on which the report 18 19 is submitted. The Administrator shall begin full implemen-20 tation of the system or method not later than 1 year after 21 the date on which the Administrator transmits the report. 22 SEC. 17. NATIONAL EXPLOSIVES DETECTION CANINE TEAM 23 TRAINING CENTER.

24 (a) IN GENERAL.—As soon as practicable after the
25 date of enactment of this Act, the Secretary of Homeland

Security shall enhance and maximize the Department of
 Homeland Security's National Explosives Detection Canine
 Team Program by doubling its existing capacity so that
 up to 100 additional canine teams can be brought on each
 year, a certain number of which shall be dedicated to high
 risk areas, as determined by the Secretary.

7 (b) DEPLOYMENT.—The Secretary shall use the canine
8 teams as part of the Department's layers of defense across
9 all modes of the transportation network and in other areas,
10 as deemed appropriate by the Secretary.

(c) CANINE PROCUREMENT.—The Secretary of Homeland Security is encouraged to consider the potential benefits of establishing new canine procurement partnerships
throughout the United States in order to provide a reliable
and consistent source of dogs for the Department's national
explosive detection canine team program.

17 (d) AUTHORIZATION OF APPROPRIATIONS.—There are
18 authorized to be appropriated to carry out this section such
19 sums as may be necessary for each of fiscal years 2008 and
20 2009.

Calendar No. 68

110TH CONGRESS 1ST SESSION **S. 509** [Report No. 110-31]

A BILL

To provide improved aviation security, and for other purposes.

March 5, 2007

Reported with amendments