

International Outreach Plan

*Supporting Plan to the
National Strategy for Aviation Security*

March 26, 2007

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Foreword

By issuing National Security Presidential Directive-47/Homeland Security Presidential Directive-16 (NSPD-47/HSPD-16) of June 20, 2006 (“Aviation Security Policy”), President George W. Bush established U.S. policy, guidelines, and implementation actions to continue the enhancement of U.S. homeland security and national security by protecting the United States and U.S. interests from threats in the Air Domain.¹ NSPD-47/HSPD-16 directed the development of the National Strategy for Aviation Security (National Strategy), which establishes the overarching framework for a comprehensive and integrated national approach to securing the Aviation Transportation System, building on current successful initiatives and directing additional security enhancements where necessary, and the following seven supporting plans:

- **The Aviation Transportation System Security Plan** directs a risk-based approach to developing and implementing measures to reduce vulnerabilities within the Aviation Transportation System.
- **The Aviation Operational Threat Response Plan** prescribes comprehensive and coordinated protocols to assure an effective and efficient United States Government response to air threats against the Nation and its interests.
- **The Aviation Transportation System Recovery Plan** defines a suite of strategies to mitigate the operational and economic effects of an attack in the Air Domain, as well as measures that will enable the Aviation Transportation System and other affected critical government and private sector aviation-related elements to recover from such an attack as rapidly as possible.
- **The Air Domain Surveillance and Intelligence Integration Plan** coordinates requirements, priorities, and implementation of national air surveillance resources and the means to share this information with appropriate stakeholders.
- **The International Aviation Threat Reduction Plan** details U.S. international activities to counter illicit acquisition and use by terrorists, other criminals, and other hostile individuals or groups of stand-off weapons systems that pose the most significant threats to lawful civilian and military use of the Air Domain.
- **The Domestic Outreach Plan** ensures stakeholder participation in the implementation of the supporting plans and related aviation security policies and provides guidelines for outreach in the event of a threat to, or an attack on, the United States or another disruptive incident to the Aviation Transportation System.
- **The International Outreach Plan** provides a comprehensive framework to solicit international support for an improved global aviation security network.

While these plans address different aspects of aviation security, they are mutually dependent and complement each other. When combined with critical performance measures, collectively they create the integrated foundation essential for an effective

¹ For purposes of this plan “Air Domain” means the global airspace, including domestic, international, and foreign airspace, as well as all manned and unmanned aircraft operating, and people and cargo present in that airspace, and all aviation-related infrastructure.

strategy and should be regularly assessed to ensure progress in the Nation's aviation security program. These plans do not alter existing constitutional and statutory authorities or responsibilities of the department and agency heads to carry out operational activities and to provide or receive information. Together, the National Strategy and its supporting plans enhance the security of the United States and its interests, including all lawful and legitimate public and private activities in the Air Domain.

Executive Summary

The support of allies around the world is vital to the security of the nation, as events beyond our borders have an undeniable impact on United States' interests. These facts resonated loudly following the attacks of September 11, 2001 and in the wake of the foiled August 2006 plot against U.S.-bound flights departing from the United Kingdom.

In accordance with NSPD-47/HSPD-16, the Secretary of State shall lead coordination of the United States' international outreach efforts to secure the Air Domain. The International Outreach Plan (Plan) sets forth a strategy to promote close cooperation with foreign partners, international and regional organizations, and the private sector to solicit international support for an improved global aviation security framework. This Plan advances the policies set forth by President Bush and will help to accomplish the President's vision of a fully coordinated United States Government effort to protect our interests in the Air Domain.

Table of Contents

Foreword.....	2
Executive Summary.....	4
Table of Contents.....	5
Introduction.....	6
Objectives.....	6
Roles and Responsibilities.....	8
Conclusion	13

Introduction

The Air Domain encompasses both travel and trade, moving people and cargo across continents, oceans, and borders. Security of the Air Domain is vital to the United States and its interests around the world. In the global economy, events beyond U.S. borders have an undeniable impact on the Nation's interests. Due to the global character of international aviation, any weakness in one country's aviation security arrangements might provide the means for an attack against another country or countries. Attacks on aircraft, airports, or related infrastructure by terrorists, hostile nation-states, or transnational criminal organizations can produce significant loss of life and property and disrupt the flow of international trade.

No one nation can secure every aircraft and airport around the world. Because aviation plays an indispensable role in the stability and growth of the global economy, all nations have a vital interest in ensuring that the Air Domain remains secure and open for the legitimate use of all. The foiled August 2006 plot against U.S-bound flights from the United Kingdom demonstrated that communication with international foreign partners, stakeholders, and the public is crucial in the event of a threat to or attack on the Air Domain. Accordingly, in order to enhance global aviation security, the Department of State (DOS) will use its diplomatic resources and influence, coordinating closely with other components of the United States Government, to promote and improve close cooperation among foreign partners, international and regional organizations, and the private sector.

Objectives

To safeguard the Air Domain, the United States must forge cooperative partnerships and alliances with other nations, as well as with public and private stakeholders in the international community. The United States must have a coordinated, consistent, and nimble approach to build international support and cooperation, through a common effort, to reinforce global aviation security.

Consistent with NSPD-47/HSPD-16, this plan establishes the following objectives:

- a *coordinated policy* for United States Government aviation security activities, including issues involving Weapons of Mass Destruction, with foreign governments, international and regional organizations, and the private sector; and
- *enhanced outreach* to foreign governments, international and regional organizations, the private sector, and overseas public to build support for improved global aviation security practices.

The United States recognizes the inherent right of every nation to defend itself, to protect its legitimate national interests, and to prevent unlawful exploitation of the Air Domain. The United States will foster cooperation within the international community through diplomacy and mutual assistance and, when necessary, take all appropriate actions,

consistent with U.S. and international law, to defend itself, its allies, and its national interests around the world.

Actions to Accomplish Objectives

DOS, in close coordination with other Federal departments and agencies with responsibilities and authorities for security of the Air Domain, will lead active international outreach, information sharing, and engagement efforts to enhance global aviation security. These efforts will be aligned with departmental actions under the Domestic Outreach Plan and the International Aviation Threat Reduction Plan (IATRP) to ensure the development of consistent policy messages and materials, and coordinated action within the IATRP framework for cooperation in deterrence, detection, protection, response, and recovery. Comprehensive security of the Air Domain must be approached in partnership not only with foreign governments and international organizations, but also with the international business community that relies upon security and efficiency in the movement of aircraft, people, and goods. The United States Government will continue to explore new avenues and opportunities for outreach and cooperation both domestically and internationally, as well as support and expand upon the work that has already begun.

The United States Government will seek early dialogue with international partners when developing aviation security policy initiatives and will maintain regular contact to discuss implementation, ensure effectiveness, and manage security incidents. The goal is the development of mutually supportive policies, focused on keeping the Air Domain secure and recognizing that a variety of approaches, based on different physical circumstances as well as different political, legal, and economic institutions, may foster security of the Air Domain. The United States Government will work continuously at home and abroad to identify proven technologies and procedures and to advocate global adoption of these best practices, reflecting the priorities of the United States and its foreign partners.

Foreign governments and the foreign private sector will be provided clear and consistent United States Government positions on programs and initiatives related to aviation security, as coordinated through appropriate interagency policy processes. DOS will maintain and update annually a separate document listing U.S. Government aviation security programs to reflect the latest United States aviation security policies and initiatives. In addition, the United States Government will continue to work closely with a number of international, regional, and private sector organizations that support efforts to enhance aviation security in the international community.

In order to achieve the objectives of this Plan, all Federal Departments and Agencies with responsibilities and authorities for security of the Air Domain will pursue the following actions:

- establish unified, consistent U.S. positions on aviation security programs and initiatives for U.S. bilateral and multilateral exchanges;
- emphasize the importance of aviation security as a key priority in U.S. international policy;

- promote the use of international best practices in the advancement of global aviation security;
- optimize the use of meetings and other exchanges with countries, international and regional organizations, and private sector groups to advance aviation security;
- establish a unified message on aviation security for public diplomacy;
- provide U.S. missions abroad with guidance to enable them to build support for U.S. aviation security initiatives with host governments, key private sector partners, and the general public abroad;
- build partnerships with other countries and the private sector to influence international and regional organizations to advance global aviation security;
- coordinate U.S. and international technical assistance, training, and capacity building to promote effective aviation security in developing nations and critical regions;
- coordinate the development and implementation of effective mechanisms to share critical information with foreign governments to detect and prevent threats and to facilitate rapid law enforcement or other operational response to an aviation security incident; and
- pursue specific priorities as described in the National Strategy and supporting plans developed pursuant to NSPD-47/HSPD-16.

Within one year, the Secretary of State will develop a coordinated interagency plan, focusing on carrying out the above actions, in order to improve international outreach in the event of an aviation security incident with international dimensions.

Roles and Responsibilities

Department of State (DOS)

DOS represents the United States in its relations with foreign governments and international organizations. DOS conveys U.S. policies to foreign governments and international organizations through American embassies and consulates in foreign countries and diplomatic missions. DOS coordinates with other U.S. federal departments and agencies to forge partnerships with multilateral organizations and foreign governments to advance aviation security and counterterrorism objectives and to protect the vital transportation infrastructure of the United States, ensuring the security of consumers and products alike. In support of this mission, and DOS's mission to inform the American people and advance foreign policy goals around the world, the

Transportation Affairs division in the Bureau of Economic and Business Affairs, in coordination with the Bureau of Public Affairs, economic, commercial and security officers at embassies, and all DOS Bureaus with equities in enhancing and promoting aviation security, will work with other departments and agencies to coordinate strategic planning and outreach for both international and domestic audiences.

Department of Homeland Security (DHS)

DHS's Office of International Affairs (OIA) serves as the principal advisory office to the Secretary of Homeland Security on all matters relating to DHS's international activities. OIA directly supports DHS's mission and the National Strategy for Homeland Security. A vital component to the global war on terror and, more specifically, for enhancing aviation security is active collaboration with foreign allies that promotes information sharing. OIA fulfills this role for DHS through the performance of several duties, including advising and assisting the department's leadership on strategies, foreign policy matters, and the impact of DHS's aviation security programs on the international affairs of the United States. OIA accomplishes this through coordination within DHS (primarily among TSA, Domestic Nuclear Detection Office (DNDO), and Customs and Border Protection (CBP) and with other Federal departments and agencies (primarily among those parts of the Department of Transportation (DOT), DOS, the Central Intelligence Agency, the National Security Agency, and the Federal Bureau of Investigation having responsibility for aviation security and counterterrorism). Additionally, OIA builds support among nations and international organizations for DHS initiatives through information and education exchange with security counterparts from nations in partnership with the United States to promote sharing of best practices and technologies relating to homeland security.

- *Transportation Security Administration (TSA)*: Within DHS, TSA is mandated and vested with the authority to conduct international outreach for aviation security. TSA will continue to leverage the TSA Representative (TSAR), Foreign Air Carrier and Foreign Visitor Programs, and Federal Air Marshal Service (FAMS) – as described below - to accomplish the specific objectives of the International Outreach Plan.

TSARs serve as the primary points of contact between DHS and U.S. embassies, foreign governments, and private organizations on security matters for all modes of transportation. These representatives, of which there are 21 located in domestic and overseas offices, provide oversight to ensure alignment and consistency between the security requirements of the United States and of foreign governments and, when necessary, serve as the on-site coordinator for DHS response to transportation-related terrorist incidents and threats. They serve as principal advisors on transportation security affairs to U.S. Ambassadors and other embassy officials responsible for transportation issues.

TSA International Principal Security Inspectors (IPSIs) are the primary points of contact between TSA and foreign air carrier representatives and authorities with

responsibility for overseeing security compliance of approximately 140 passenger and 30 all-cargo foreign air carriers operating to the United States. There are currently six such positions, four located overseas and two located in the United States. Serving as a liaison with foreign air carriers to provide regulatory guidance, IPSIs will continue to ensure compliance with U.S. Government regulations and promote relationships between the public and private sectors.

TSA's Foreign Visitor Program coordinates U.S. visits of foreign dignitaries and officials from more than 90 countries, arranging visits with DHS and its agencies, DOS, and other Federal departments. The Foreign Visitor Program also plans and coordinates the activities of foreign visitors to TSA Headquarters, the TSA Laboratory, the Transportation Security Operations Center, and domestic U.S. airports.

TSA also has a robust international law enforcement program administered by the Office of Law Enforcement FAMS. Federal Air Marshals (FAMs) provide the United States Government's law enforcement and antiterrorism capability aboard U.S. commercial aircraft in-flight. Under Title 49, United States Code, FAMs have law enforcement jurisdiction aboard any such aircraft in domestic, international, or foreign airspace. FAMS also conducts training of foreign air marshals at the FAMS Training Center in Atlantic City, New Jersey. FAMS will continue to maintain a robust liaison relationship with foreign law enforcement and security agencies in furtherance of the FAMS mission to implement actions in support of the objectives of the International Outreach Plan.

Additionally, TSA, in coordination with other United States Government agencies, provides technical assistance and training through the International Civil Aviation Organization (ICAO) and the U.S. Trade and Development Agency to assist nations with meeting ICAO Standards and Recommended Practices on aviation security. TSA coordinates with DOS's Bureau of Economic, Energy and Business Affairs to ensure that such assistance is consistent with international transportation security policy.

- *Domestic Nuclear Detection Office (DNDO)*: DNDO develops, in coordination with other agencies, the enhanced global nuclear detection architecture including that which is in the aviation domain both internationally and domestically. DNDO accomplishes this through centralized planning with decentralized execution by working closely with its interagency partners.
- *Customs and Border Protection*: Within DHS, CBP is responsible for enforcement operations regarding cross-border movement of persons and cargo via air to prevent terrorists and terrorist weapons, criminals, and inadmissible aliens (arrivals) from entering or exiting the United States, while facilitating legitimate travel and trade. CBP is authorized to stop, board, and search any conveyance crossing the U.S. border, at any time, and inspect persons, cargo, mail, and documents in order to determine admissibility into the country. This

effort includes international screening of passengers and air cargo destined for the United States.

Specifically, CBP ensures that aircraft entering the United States comply with customs manifest, arrival, and entry statutes, as well as advance passenger information and passenger name record requirements. This information is crucial for CBP's risk-based targeting efforts, such as the Container Security Initiative (CSI) and the Immigration Advisory Program (IAP). IAP uses available data, such as Passenger Name Record information, to screen passengers, and where appropriate, IAP officers will consult with relevant authorities on whether or not specific passengers should be allowed to board flights destined for the United States. CBP extends the United States border outward by placing CBP personnel at foreign ports and airports to work in partnership with host government officials. CBP will continue to reach out to its foreign government counterparts to enhance these and other programs in an effort to build support for improved global aviation security practices.

- *Immigration and Customs Enforcement (ICE)*: ICE maintains presence overseas, including ICE Attaches who coordinate ICE investigative efforts and initiatives with foreign governments and law enforcement entities. These offices serve as a conduit for ICE to implement its international investigative mission, offer investigative support to host nations, work cooperatively with international partners to apprehend and prosecute perpetrators of immigration and customs violations, and provide investigative training.

Department of Transportation

DOT has a broad portfolio of responsibilities in the aviation sector for negotiations, advocacy, regulation, and enforcement, and works with its foreign counterparts to ensure the international aviation system is as efficient, safe, and secure as possible. DOT will work closely with DOS and other federal government departments and agencies to implement the International Outreach Plan and will coordinate with those departments and agencies to forge partnerships with DOT's multilateral and foreign government counterparts to advance the objectives of the International Outreach Plan. DOT's relationships with its international partners provide a vehicle for (1) communicating and promoting United States aviation security policies, and (2) influencing international and regional organizations to advance global aviation security. DOT, through the Federal Aviation Administration (FAA), manages the United States Government's positions on ICAO initiatives, resolutions, and standards to ensure security issues and incidents are appropriately addressed by the international community. DOT and FAA provide training courses and technical assistance to their foreign government partners to promote the sharing of best practices and technologies relating to aviation security.

Department of Defense (DOD)

If appropriate and as requested, DOD will support other federal agencies in the implementation of this plan. DOD may lead United States Government outreach efforts

to international bodies that address primarily military issues. If DOD does not lead United States Government outreach efforts in such a body, DOD will assist the lead federal agency representatives to achieve United States Government outreach goals.

Department of Justice (DOJ)

The FBI engages in international outreach through its 59 Legal Attaché offices throughout the world. These offices serve as the conduit for the FBI to implement its international investigative mission, offer investigative support to host nations, work cooperatively with international partners to apprehend and prosecute perpetrators of crimes against the United States anywhere in the world, provide victim/witness assistance to United States citizens abroad, and provide international law enforcement and investigative training.

Department of Energy (DOE)

DOE will inform the international community of DOE (including National Nuclear Security Administration) programs in the area of aviation security, including the Second Line of Defense (SLD) Program. Through the SLD Program, DOE provides radiation detection systems and associated training at foreign border crossings, airports, and seaports. The program strengthens the capability of foreign governments to detect and deter illicit trafficking in nuclear and other radioactive materials across international borders and through the global maritime shipping system. Under this program, DOE will provide radiation detection systems to many airports in the former Soviet Union, Eastern Europe, and South Asia.

Department of Commerce (DOC)

DOC advocates for and advises the private sector in international forums and interagency discussions. DOC will work closely with other U.S. departments to develop a coordinated U.S. position on aviation security and will use its relationships with industry bodies such as the Industry Trade Advisory Committees and numerous international bodies on aviation and travel and tourism issues to emphasize the importance of aviation security to the United States. DOC is also active in the effort to harmonize international standards that facilitate international trade. The Department also assists U.S. businesses through the Commercial Service, with more than 150 offices overseas.

Joint Planning and Development Office (JPDO)

The JPDO is a joint coalition comprised of DOT, DOD, DOC, DHS, FAA, the National Aeronautics and Space Administration, and the Office of Science and Technology Policy in the White House in cooperation with industry stakeholders. This public-private partnership was directed by Congress to transform the national air transportation system to meet the needs of the year 2025 while providing near-term benefits. The Next Generation Air Transportation System will address critical safety and economic needs while fully integrating national defense and homeland security improvements into this future system. Within the JPDO, Integrated Product Teams are defining the requirements for an effective future security system that encompasses shared situational awareness, airport infrastructure, and international standardization. JPDO has established key

international partnerships with countries in Asia, Europe, and the Western Hemisphere to ensure global collaboration in the development of international standards and procedures. These partnerships can be utilized to further the goals of the International Outreach Plan.

Conclusion

The security of the Air Domain is a global issue. The United States is committed to working closely with its partners around the world to ensure that lawful private and public sector activities in the Air Domain are protected against attack, including WMD, and criminal or otherwise unlawful or hostile exploitations. U.S. allies and trading partners recognize the importance of aviation security, and the United States will work closely with them to develop and maintain effective international aviation security collaboration. The United States will continue to expand its working partnerships with all who share the goal of a secure and prosperous trading environment. Many departments and agencies of the United States Government share the challenge of engaging our allies and partners, as well as working with appropriate international and regional organizations and private sector groups to secure U.S. aviation interests around the globe. DOS will coordinate with and support other departments and agencies in developing and communicating to foreign partners a unified and consistent message regarding global aviation security and United States aviation security programs and initiatives.