

# Domestic Outreach Plan

*Supporting Plan to the  
National Strategy for Aviation Security*

March 26, 2007

# Domestic Outreach Plan

## 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<sup>1</sup>. NSPD-47/HSPD-16 directed the development of the National Strategy for Aviation Security (National Strategy), which established the overarching framework for a comprehensive and integrated national approach to security 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

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<sup>1</sup> “Air Domain” is defined as 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.

## **Table of Contents**

<b>Foreword</b> .....	2
<b>Executive Summary</b> .....	5
<b>Introduction</b> .....	6
<b>Strategic Objectives</b> .....	7
<b>Stakeholder Engagement</b> .....	7
Roles and Responsibilities .....	7
Messaging and Materials .....	8
<b>Incident Communications Strategy</b> .....	9
Roles and Responsibilities .....	9
<b>Conclusion</b> .....	12

## **Executive Summary**

The United States Government responded to the attacks of September 11, 2001, with an unambiguous, comprehensive increase in measures to enhance aviation security. It was quickly apparent that the active, layered aviation security and defense in-depth, which was the ultimate goal, would rely to a great degree on participation by aviation security partners at the State, local, and tribal levels, as well as within the Federal and private sectors. While there have been efforts to-date to inform and gain support from these organizations to achieve aviation security goals, the Domestic Outreach Plan provides strategic level guidance that will synchronize these efforts. In addition to the primary objective of providing a plan for conducting outreach to implement the other plans developed pursuant to NSPD-47/HSPD-16 more effectively, this plan also provides guidance for outreach in the event of a threat to or attack on the United States or another incident that disrupts in the Aviation Transportation System.

The recently established Aviation Government Coordinating Council (AGCC) and Aviation Sector Coordinating Council (ASCC) will be responsible for conducting outreach during the implementation process of the National Strategy for Aviation Security (National Strategy) and its supporting plans. In order to ensure that all appropriate stakeholders are involved as the plans move toward implementation, it will be important to use the AGCC and ASCC as fora for coordination.

The Plan outlines a framework for incident communications during a potential threat or after an attack on the United States or another incident that disrupts the Aviation Transportation System. This plan provides guidance for communications during aviation incidents for which major elements of the National Response Plan (NRP) are not activated.

## Introduction

The Domestic Outreach Plan (Plan) outlines a comprehensive engagement strategy that ensures that the interests of State, local, and tribal governments and the private sector are considered in the Federal Government's implementation of NSPD-47/HSPD-16 and future aviation security policy actions, as appropriate.

This Plan directs Federal departments and agencies to involve these stakeholders during the implementation of several of the supporting plans. With leadership from the Secretary of Homeland Security, this Plan relies on coordination with a variety of Federal government and external partners to identify stakeholders and leverage lessons learned through previous efforts included in HSPDs 5, 7, 8, and 13.<sup>2</sup> A key consideration in the implementation of the aviation security supporting plans is the benefits that could potentially be gained by engaging stakeholders in security enhancement efforts.

To engage key stakeholders in the implementation of the National Strategy and its supporting plans, this Plan uses the newly-formed AGCC and ASCC established under the HSPD-7 framework. These councils will work together to ensure appropriate stakeholder participation in the implementation process for the security plans and related aviation security policies.

This Plan provides for necessary coordination of messaging and outreach activities with the International Outreach Plan and complies with legal requirements relating to outreach efforts outside the Federal government, including the Federal Advisory Committee Act and the Paperwork Reduction Act.

As evidenced by the August 2006 plot against U.S.-bound flights from the United Kingdom, communication with aviation stakeholders and the public is crucial in the event of a threat to or an attack on the Aviation Transportation System. This Plan provides an incident communications strategy that will guide Federal government departments and agencies in contacting and educating the public and key industry stakeholders, as well as ongoing communication and dialogue regarding aviation security policy. This plan will be included in the National Exercise Program in order to practice and evaluate necessary incident communications after an aviation event.

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<sup>2</sup> HSPD-5: "Management of Domestic Incidents;" HSPD-7: "Critical Infrastructure Identification, Prioritization, and Protection;" HSPD-8: "National Preparedness;" and, HSPD-13: "Maritime Security Policy."

## **Strategic Objectives**

Guided by the objectives in the NSPD-47/HSPD-16, this Plan focuses on two primary strategic objectives:

- providing guidance and facilitating stakeholder engagement in the implementation of the National Strategy and its supporting plans through the use of the AGCC and the ASCC;
- implementing a communications strategy to be used in the event of a threat to or an attack on the United States or another incident that disrupts the Aviation Transportation System, in order to provide rapid information flow to and from State, local, and tribal government entities and the private sector.

The means of achieving those two strategic objectives are detailed below.

## **Stakeholder Engagement**

Pursuant to HSPD-7, the National Infrastructure Protection Plan was developed for the protection of critical infrastructure and key resources. That plan called for the establishment of a Government Coordinating Council and a Sector Coordinating Council (composed of infrastructure owners and operators) for each of the 17 critical infrastructure sectors in order to facilitate cooperation among the Federal government and other public and private sector organizations. Under this Plan, the AGCC will conduct appropriate outreach and coordinate stakeholder involvement in the implementation of the supporting plans and related aviation security policies.

## ***Roles and Responsibilities***

The AGCC is an interagency body and includes Federal and State officials with responsibilities that relate to the aviation sector. The Department of Homeland Security (DHS) has designated the Transportation Security Administration (TSA) as the Chair of the AGCC, and will coordinate with other departments and agencies for the aviation transportation sector.

The ASCC is led by the owners and operators of the aviation industry, is self-organized, and has elected its own chairman. The ASCC will institutionalize the private sector's coordination of policy development, aviation sector-wide strategy and planning, and program promulgation and implementation. The ASCC will also conduct cross-sector coordination.

The AGCC will work in cooperation with the ASCC to educate and inform stakeholders regarding how the National Strategy and its supporting plans were developed, and will facilitate appropriate private sector participation in the implementation of Federal aviation security policies and initiatives. The AGCC will coordinate aviation security strategies, policies, and communication across and between the Federal government and

the aviation sector. Federal executive branch interagency review might be necessary for certain policies and strategies. The AGCC will coordinate with the DHS Office of State and Local Coordination to explore and facilitate further means to share information with State, local, and tribal governments. The AGCC may establish working groups, as necessary, to address tasks requiring substantial investigation, research, or integration of cross-modal concerns.

Members of the AGCC include:

Department of Homeland Security  
Preparedness Directorate, Infrastructure Protection  
Policy Directorate, Policy Development  
Policy Directorate, Strategic Planning  
Transportation Security Administration (AGCC Chair)  
Customs and Border Protection  
United States Secret Service  
United States Coast Guard

Department of Transportation  
Federal Aviation Administration

Department of Agriculture  
Food Safety and Inspection Service

Department of Commerce

Department of Defense

Department of Justice  
Federal Bureau of Investigation  
Bureau of Alcohol, Tobacco, Firearms and Explosives

Department of State  
U.S. Postal Service  
Central Intelligence Agency  
National Association of State Aviation Officials

### ***Messaging and Materials***

Messaging and materials to support stakeholder engagement will be developed promptly by the AGCC and the ASCC in conjunction with the messaging and materials for international outreach, and will be revised as needed. Materials will include content for the NSPD-47/HSPD-16 website (which will be linked to the DHS website), as well as basic information materials for use in media outreach. These materials may also be used later as the basis for public education and media relations. Additionally, messaging used at the national level may be customized to suit the unique circumstances of localities around the Nation where outreach is conducted.

## **Incident Communications Strategy**

This Plan provides guidance for communications during a threat, attack, or other disruptive event in the Aviation Transportation System for which major elements of the NRP, such as those elements outlined in the Emergency Support Function (ESF) #15 (External Affairs) Annex, are not activated. As noted in the NRP, the Secretary of Homeland Security may activate elements of the NRP as the situation warrants. To ensure that this Plan is fully scalable for a variety of aviation incidents, this Plan is consistent with the structures and processes in the NRP.

This communications strategy outlines coordinated Federal government roles and responsibilities in order to provide accurate and timely information to the affected audiences including: governments, media, the private sector, and the public. The strategy addresses the need to distribute proactively and receive information, as well as maintain an active participation with a wide range of stakeholders and organizations that have a critical role in the Aviation Transportation System.

### ***Roles and Responsibilities***

DHS, working primarily through TSA, will lead the effort to inform and educate the public and key stakeholders and will coordinate with White House staff and Federal government departments and agencies in the event of a threat to or an attack on the United States or another incident that disrupts the Aviation Transportation System. That effort will promote public and private sector awareness and understanding and enhance coordination with external partners.

The following are the department and agency roles and responsibilities related to communications strategy in the event of a threat to, or an attack on, the United States or another incident that disrupts the Aviation Transportation System:

#### Department of Homeland Security

- *DHS Office of Public Affairs:* DHS, acting through the Secretary's Office of Public Affairs (OPA), will direct outreach to the media, public sector entities, and industry. OPA will coordinate messages with Federal, State, local, and tribal entities and direct distribution of incident-related messages to the media, public, and other audiences using a broad range of resources. OPA will monitor news coverage to ensure that information about an evolving situation is accurate, select appropriate spokespersons, and lead overall internal and external communications activities.
- *DHS Office of Legislative and Intergovernmental Affairs:* DHS, acting through the Secretary's Office of Legislative and Intergovernmental Affairs, will establish contact with appropriate congressional offices, including those representing affected States and districts, committees, and leadership offices. As appropriate, Legislative Affairs will organize an initial interagency Congressional briefing and conduct daily briefings thereafter, arrange for incident site visits for members of

Congress, their staff, and other appropriate government officials, and coordinate with the local liaison officers on all Congressional affairs issues to ensure coordinated efforts.

- *DHS Office of State and Local Government Coordination*: DHS, acting through the Secretary's Office of State and Local Government Coordination (OSLGC), will coordinate a plan for outreach and information sharing with State, local, and tribal governments. The OSLGC will inform State, local, and tribal officials on response efforts, protocols, and recovery programs. The OSLGC will also disseminate information broadly with the assistance of State municipal leagues and county and city associations and provide incident-specific subject matter experts from Federal government departments and agencies, if and when required.
- *DHS Private Sector Office*: DHS, acting through the Secretary's Private Sector Office, will coordinate communications with industry Chief Executive Officers, senior corporate officials, or individuals specifically designated by these officers to engage in such communications on their behalf. The Private Sector Office will establish a mechanism to share and exchange information with the aviation sector's leadership and assist with the development of written materials for private sector notifications. DHS will work closely with the Department of Transportation prior to the incident to identify key industry and private sector persons and organizations to work with to deliver a coordinated public education message after a threat, attack, or other incident has taken place.
- *Transportation Security Administration*: TSA will share appropriate intelligence information, set policy, and coordinate operational decisions with its industry partners during major incidents and in the course of daily activities. The agency will support DHS on all outreach activities – ranging from media to stakeholder and legislative relations. Input from industry and government stakeholders will help TSA better identify where security vulnerabilities/issues exist, which security measures are successful, and where necessary adjustments should be made. In addition, TSA will continue to provide operational support to State and local transportation agencies, as requested and appropriate.
- *Customs and Border Protection (CBP)*: CBP will leverage its public affairs, international partnerships, and industry contacts in support of DHS messaging and outreach pertaining to aviation security. CBP will continue to play a key role in aviation security, and protecting against and interdicting terrorists and implements of terror that seek to transit U.S. borders and ports of entry.
- *Immigration and Customs Enforcement (ICE)*: ICE will support DHS messaging and outreach efforts through its public affairs and aviation stakeholder contacts. ICE's authority to investigate immigration and customs violations, including investigations that prevent harm to our homeland's infrastructures is essential in aviation security. ICE also serves as a member of Joint Terrorism Task Forces.

### Department of Transportation

The Department of Transportation (DOT) has broad responsibility for promoting and maintaining the safety and efficiency of the entire U.S. transportation system. As a part of its core functions, DOT performs a number of transportation system impact management roles, including the following: continuously monitoring the U.S. transportation system during a security event and analyzing economic developments as it occurs and the potential long-term consequences of the event on the airlines and the Aviation Transportation System; staying in continual communication with affected industry stakeholders; examining the impact of the security event on aviation system efficiency, including delayed or cancelled flights, stranded passengers, and other ripple effects of the heightened security procedures; and monitoring any impacts an aviation security event may be having on other transportation modes (rail, transit, and shipping).

- *Federal Aviation Administration (FAA)*: The Department's Federal Aviation Administration (FAA) has specific authorities over and responsibilities for the regulatory oversight and operation of the National Airspace System (NAS) as the country's civil aviation authority and air navigation services provider. DOT/FAA also has national defense and homeland security authorities and responsibilities, under which it works in partnership with DHS, DOD, and other aviation security stakeholders. During an incident, DOT/FAA will exercise its authorities, in coordination with DHS, DOD, and other partners, to help maximize the effectiveness of the Government's efforts to prevent, respond to, or recover from an attack involving the Air Domain.

### Department of Defense (DoD)

DoD, acting through the Office of the Secretary of Defense's Public Affairs Directorate, will support DHS in outreach and public affairs and will coordinate with other DoD public affairs elements to ensure that DoD command public affairs guidance conforms to the promulgated national guidance. DoD will be prepared to lead the United States Government public affairs effort, if directed.

### Department of State (DOS)

DOS, in coordination with DHS and other agencies, will inform and advise foreign counterparts of the impacts of a threat, attack, or other incident, and any actions that the United States Government may take that may affect our international obligations. DOS will coordinate any offers of assistance from other governments in the event that an incident incapacitates any aspect of the Air Domain.

### Department of Justice (DOJ)

DOJ, primarily through the Federal Bureau of Investigation's (FBI) Civil Aviation Security Program and its 56 Field Divisions and over 400 Resident Agencies, will conduct outreach as appropriate to ensure that State and local law enforcement agencies are aware of the Federal government's aviation security goals. Additionally, as the Federal government's lead counterterrorism agency, the focus of FBI outreach efforts

following an incident in the Air Domain will be to provide information appropriate for public and stakeholder dissemination. The FBI will conduct its outreach in conjunction with its State and local law enforcement partners as well as with other Federal agencies.

#### Department of Commerce (DOC)

DOC's International Trade Administration will support outreach to U.S. industry to assess the impact of a threat, attack, or other disruptive incident on business, trade, and the economy. DOC's National Institute of Standards and Technology conducts projects that support law enforcement, military operations, emergency services, airport and building security, and cyber security. DOC's National Telecommunications and Information Administration works to improve first responder crisis communications, public safety networks, and Internet-based public safety communications, and can provide expanded communication channels to Federal agencies when needed.

#### **Conclusion**

State, local, and tribal government and private sector stakeholders are critical partners in preventing, responding to, and recovering from a threat to or attack on the Aviation Transportation System. In order to ensure continuing stakeholder participation in enhancing aviation security, the newly established AGCC and ASCC will be used to educate and inform stakeholders regarding the National Strategy and its supporting plans and ensure appropriate stakeholder coordination during and after the implementation process.