



**DOMESTIC OUTREACH PLAN**

**FOR**

**THE NATIONAL STRATEGY FOR MARITIME SECURITY**

**OCTOBER 2005**

# Report Documentation Page

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## FOREWORD

By signing National Security Presidential Directive 41/Homeland Security Presidential Directive 13 (NSPD-41/HSPD-13) President Bush underscored the importance of securing the Maritime Domain, which is defined as *"All areas and things of, on, under, relating to, adjacent to, or bordering on a sea, ocean, or other navigable waterway, including all maritime-related activities, infrastructure, people, cargo, and vessels and other conveyances."* NSPD-41/HSPD-13 established a Maritime Security Policy Coordinating Committee (MSPCC)—the first coordinating committee specifically tasked to address this issue—to oversee the development of a National Strategy for Maritime Security (NSMS) and eight supporting implementation plans:

- **The National Plan to Achieve Maritime Domain Awareness** lays the foundation for an effective understanding of anything associated with the Maritime Domain and identifying threats as early and as distant from our shores as possible.
- **The Global Maritime Intelligence Integration Plan** uses existing capabilities to integrate all available intelligence regarding potential threats to U.S. interests in the Maritime Domain.
- **The Maritime Operational Threat Response Plan** facilitates coordinated U.S. government response to threats against the United States and its interests in the Maritime Domain by establishing roles and responsibilities, which enable the government to respond quickly and decisively.
- **The International Outreach and Coordination Strategy** provides a framework to coordinate all maritime security initiatives undertaken with foreign governments and international organizations, and solicits international support for enhanced maritime security.
- **The Maritime Infrastructure Recovery Plan** recommends standardized procedures for restoration of maritime transportation systems following an incident of national significance.
- **The Maritime Transportation System Security Plan** provides strategic recommendations to holistically improve the security of the Marine Transportation System.
- **The Maritime Commerce Security Plan** establishes a comprehensive plan to secure the maritime supply chain.
- **The Domestic Outreach Plan** engages non-Federal input to assist with the development and implementation of maritime security policies resulting from NSPD-41/HSPD-13.

Although these plans address different aspects of maritime security, they are mutually linked and reinforce each other. Together, NSMS and its supporting plans represent the beginning of a comprehensive national effort to promote global economic stability and protect legitimate activities, while preventing hostile or illegal acts within the Maritime Domain.

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# TABLE OF CONTENTS

<b>FOREWORD</b> .....	<b>II</b>
<b>TABLE OF CONTENTS</b> .....	<b>II</b>
<b>I. EXECUTIVE SUMMARY</b> .....	<b>1</b>
<b>II. INTRODUCTION TO DOMESTIC OUTREACH AND STRATEGIC GOALS</b> .....	<b>3</b>
<b>III. OBJECTIVES</b> .....	<b>4</b>
<b>ROLLOUT PHASE</b> .....	<b>5</b>
<i>Audiences</i> .....	<b>5</b>
<i>Messaging and Materials</i> .....	<b>5</b>
<i>Media</i> .....	<b>6</b>
<b>IV. RECOMMENDATIONS</b> .....	<b>7</b>
OWNERSHIP .....	<b>7</b>
INTERAGENCY COORDINATING COMMITTEE FOR OUTREACH.....	<b>7</b>
<i>Initial ICCO Membership</i> .....	<b>7</b>
<i>Website</i> .....	<b>7</b>
TACTICS .....	<b>8</b>
<i>Level I</i> .....	<b>10</b>
<i>Level II</i> .....	<b>11</b>
<i>Level III</i> .....	<b>11</b>
<b>APPENDIX A: DOMESTIC OUTREACH ACRONYMS</b> .....	<b>1</b>

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## I. EXECUTIVE SUMMARY

The Domestic Outreach Policy Action Working Group was one of eight working groups assigned to develop implementation plans in support of the National Strategy for Maritime Security (NSMS). Acting on the direction of NSPD-41/HSPD-13, the Domestic Outreach working group facilitated the process of gathering comments and recommendations from non-federal stakeholders to help other working groups develop their implementation plans. Simultaneously, the Domestic Outreach working group created its own implementation strategy for outreach activities to support the rollout of NSMS and related plans.

Outreach objectives were designed to open a meaningful dialogue between key stakeholders and the NSPD-41/HSPD-13 working groups. In order to gain fair, representative feedback on behalf of the millions of individual stakeholders who have an interest in maritime security—within the available time frame—successively broader outreach was conducted in two stages, focusing on strategically selected individuals and organizations that represent larger groups of stakeholders, without giving any specific organization a competitive advantage over another.

As a result of the outreach conducted during the program, approximately 2,700 individuals, representing over 4 million private-sector organizations and state, local, tribal and territorial governments, were given an opportunity to comment on initial drafts of the implementation plans. Their input was crucial in ensuring non-federal interests were addressed in the implementation plans.

Looking ahead, this document provides recommendations for the establishment of an Interagency Coordinating Committee for Outreach, with the cognizance of the MSPCC and Maritime Security Working Group (MSWG), and lays out three different levels of activities that may be conducted post-rollout. The tactics included in each recommendation provide alternatives to fit varying levels of available resources and desired publicity.

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The Domestic Outreach working group would like to acknowledge the numerous agencies and organizations that contributed to the development of the NSMS implementation plans, including:

- The Homeland Security Advisory Council
- Departmental Advisory Committee on the Commercial Operations of Customs and Border Protection and Related Functions
- The National Maritime Security Advisory Committee
- U.S. Coast Guard Captains of the Port
- Area Maritime Security Committees
- State emergency managers
- State homeland security advisors
- State administrative agents
- Outreach staff for HSPDs 5, 7 and 8
- And the following maritime industry organizations:
  - American Association of Importers and Exporters
  - American Association of Port Authorities
  - American Petroleum Institute
  - American Pilots Association
  - American Public Transportation Association
  - American Salvage Association
  - American Waterways Operators
  - Business Executives for National Security
  - Business Roundtable Security Task Force
  - Center for Strategic and International Studies
  - Chamber of Shipping of America
  - Inland Waterway Users Board
  - International Association of Independent Tanker Owners (INTERTANKO)
  - International Council of Cruise Lines
  - International Longshoreman and Warehouse Union
  - Lake Carriers Association
  - Maritime Administration
  - Maritime Information Services of North America
  - National Association of State Boating Law Administrators
  - National Cargo Bureau
  - National Retail Federation
  - Passenger Vessel Association
  - Retail Industry Leaders Association
  - Seafarers International Union
  - Ship Operations Cooperative Program
  - U.S. Chamber of Commerce
  - World Shipping Council

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## II. INTRODUCTION TO DOMESTIC OUTREACH AND STRATEGIC GOALS

The Domestic Outreach working group, chaired by DHS with interagency membership, was created by direction of NSPD-41/HSPD-13. This working group was instructed to develop “an engagement plan that ensures the interests of state, local, tribal and territorial governments and the private sector are considered in the federal government’s development and implementation of maritime security policies.”<sup>1</sup>

Unlike the other working groups established by NSPD-41/HSPD-13, whose missions were to produce a strategic plan, the Domestic Outreach working group was tasked with simultaneously providing support activities to other groups while developing a communications plan for later implementation.

The strategic goals identified for this effort reflect the dual nature of the Domestic Outreach working group’s mandate:

- **Facilitate the development of NSMS implementation plans that were required to gain non-federal input.** NSPD-41/HSPD-13 required three NSMS policy action working groups—Maritime Commerce Security (MCS), Maritime Transportation Systems Security (MTSS) and Maritime Infrastructure Recovery Plan (MIRP)—to seek comment and content recommendations from audiences that were likely to have a stake in the outcome of those implementation plans.
- **Demonstrate a unified effort by the entire NSMS team.** The Domestic Outreach working group coordinated outreach efforts for other policy action working groups during the plan development phase. This activity addressed the complex structure of the NSMS implementation effort and the need to develop consistent messaging and implement an organized, streamlined approach to outreach when communicating with external audiences.
- **Provide guidance for rollout activities, pending final approval of other NSMS implementation plans.** Looking forward, the Domestic Outreach working group drew a roadmap for outreach to support the rollout of public-facing implementation plans.

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<sup>1</sup> NSPD – HSPD Maritime Security Fact Sheet

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### III. OBJECTIVES

Guided by the strategic goals and NSPD-41/HSPD-13, the Domestic Outreach working group identified four objectives which shaped the way outreach would be conducted:

1. **Meet the timeline established by NSPD-41/HSPD-13 for creating the NSMS implementation plans.** The aggressive time frame specified by NSPD-41/HSPD-13 provided the parameters for the outreach methods that could be used to help other working groups gather outside comments as they developed their plans. All outreach tactics had to observe time-sensitive milestones leading up to the final deadline, while retaining enough flexibility to meet the changing needs for public participation and interactions over the course of the program.
2. **Maintain transparency and foster dialogue with stakeholders.** The implementation plans for the NSMS are tailored to maintain a free flow of commerce and reduce the potential for undue burdens on affected audiences. To maintain transparency and encourage the type of dialogue needed to create and implement plans that consider the interests of stakeholders, approved information would be made available to stakeholders throughout the development and rollout phases.
3. **Comply with existing laws regulating government outreach.** The Domestic Outreach implementation plan complies with several existing regulations that dictated the approach to public outreach. Two regulations, in particular, influenced Domestic Outreach efforts: the Paperwork Reduction Act (PRA) of 1995, P.L. 104-13,<sup>2</sup> and the Federal Advisory Committee Act (FACA) of 1997, P.L. 105-153.<sup>3</sup>
4. **Establish recommendations for a follow-on interagency coordinating body.** This body would conduct future outreach and foster continual dialogue with the affected audiences, after the Domestic Outreach working group is dissolved.

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<sup>2</sup> <http://www.hhs.gov/oirm/infocollect/irm402.html>

<sup>3</sup> <http://www.fda.gov/opacom/laws/fedadvca.htm>

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## **ROLLOUT PHASE**

It is anticipated that the White House will lead the public rollout of the National Strategy for Maritime Security in either July or September 2005. Subsequent to the national rollout, agency leads for each implementation plan shall, at their discretion, conduct outreach for individual implementation plans. The Domestic Outreach working group, in consultation with the International Outreach working group, will draft overarching messaging that discusses the collaborative process that resulted in the Strategy and implementation plans.

Specific goals for this phase include:

- Educating/informing the maritime industry and key stakeholders about how the NSMS and its implementation plans were developed and how the NSMS and underlying implementation plans are linked with previous HSPDs.
- Establishing communications vehicles, such as the NSMS website as a primary source of information.
- Establishing follow-on outreach requirements, once implementation plans are executed, in consultation with the Department of State, including any translation needs for outreach/information purposes.

### **Audiences**

It is envisioned that the rollout phase will touch the following stakeholders, but others may be added as appropriate:

- Congress
- Maritime media
- Non-governmental organizations/trade associations
- Maritime industry/private sector
- Vessel security officers/facility security officers
- State/local government officials dealing with security (e.g., state administrative agents, state, local, tribal and territorial governments, homeland security advisors, etc.)
- Emergency responders
- Area maritime security committees/Coast Guard Captains of the Port
- Defense/security industry (contractors, etc.)
- Presidential security advisory committees (Homeland Security Advisory Committee, National Maritime Security Advisory Committee, etc.)
- Maritime labor unions
- Interagency/intragovernmental

### **Messaging and Materials**

Messaging and materials to support outreach will be developed in consultation with the International Outreach working group and revised as needed throughout the rollout phase. It is anticipated that materials will include updated web content for the NSPD-41/HSPD-13 website that was created during the plan development stage, as well as basic

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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 and tactics used at the national level may be customized to suit the unique circumstances of localities around the nation where outreach is conducted.

### **Media**

The media will come into greater focus during the rollout phase and beyond. Preparations should be made for media inquiry and for publicity of the program's goals. Media that have been identified include national, local, maritime industry/trade and defense industry professionals, representing both print and broadcast organizations.

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## IV. RECOMMENDATIONS

### **OWNERSHIP**

It is anticipated that the White House will lead the public rollout of NSMS itself. Agencies responsible for carrying forward the implementation plans should conduct outreach as they judge appropriate. However, outreach for plans that were developed under DHS oversight should be coordinated under the purview of MSPCC and MSWG through an Interagency Coordinating Committee for Outreach (ICCO).

### **INTERAGENCY COORDINATING COMMITTEE FOR OUTREACH**

Chaired by DHS, and with membership from appropriate agencies, the ICCO will carry on outreach activities once the Domestic Outreach working group is dissolved. The ICCO shall ensure consistent messaging and a cohesive approach to outreach, and it will coordinate with the Department of State regarding international outreach efforts. However, the types, levels and other details of outreach would be determined by the agencies that own the individual plans. These agencies shall funnel requests for information, speakers, materials and other assistance with outreach activities through the ICCO.

### **Initial ICCO Membership**

The list below reflects recommended membership in the ICCO. This list is based primarily on membership in the original working groups.

- Department of Homeland Security, lead
  - Customs and Border Protection
  - Office for Domestic Preparedness
  - Office of State and Local Government Coordination
  - Private Sector Office
  - Transportation Security Administration
  - U.S. Coast Guard
- Department of Defense
- Department of Commerce
- Department of Justice
- Department of State
- Department of Transportation

### **Website**

During the development of NSMS, a website was developed to provide basic information on NSPD-41/HSPD-13. This website should be maintained by the ICCO, through DHS, as a primary source of information on NSMS and its implementation. This website is expected to be part of a joint HSPD website where all HSPDs and relevant information will eventually be listed. As such, the website will need to be expanded and updated regularly with relevant content and downloadable materials. It should also have

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reciprocal links with the Department of State for use in international outreach. To the extent that resources and requirements exist, the website could include separate portals for different audiences, with information specific to these audiences. It could also be used for sending e-mail alerts to site visitors who register for specific alerts (e.g., trade, government, etc.). Finally, it may prove useful to provide a link to a regularly updated list of all maritime initiatives, which various government and industry audiences could cross-check and use as a reference.

## TACTICS

Three sample levels of outreach have been developed to demonstrate how each agency responsible for rolling out an implementation plan might conduct outreach to meet the range of anticipated availability of resources and desired coverage.

- Level I provides a means to disseminate general information with limited resources and staffing.
- Level II offers wide coverage and a degree of customization. Tactics may be used repeatedly for added message saturation in focused audiences. A fair degree of coordination with DHS, DOS and DOD public affairs may be required.
- Level III is the most comprehensive approach and would require close coordination with the White House, DHS, DOS and DOD. This approach would be appropriate for a national rollout and intensive, customized coverage for different localities and audiences.

The recommended levels make use of the tactics below; however, this list is not comprehensive and may be expanded to meet individual needs and capabilities.

- **Spokesperson(s).** A central spokesperson would be identified, who can answer general media inquiries on behalf of the NSPD-41/HSPD-13 program. This person should be well-versed on the issues and equipped with updated fact sheets, frequently asked questions and other background materials that will be provided by the Domestic Outreach working group or ICCO. It is also recommended that other spokespeople be available for questions more specifically pertaining to their areas of expertise or government agencies.
- **National press conference/national rollout.** The Domestic Outreach working group or ICCO shall provide support to the White House public affairs office, as needed, for the national rollout.
- **Joint Departmental press conference.** After the rollout of the national Strategy, it is anticipated that DHS and other departments responsible for implementing NSMS will conduct a correlated rollout as deemed appropriate. Again, the Domestic Outreach working group or ICCO shall provide support as needed.
- **Local press conferences.** Shortly after the White House introduces the NSMS, local press conferences should be arranged around the country in locations near key ports or industries that are strongly influenced by maritime activity. Local

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Captains of the Port, in their capacity as chairs of Area Maritime Security Committees, could conduct these press conferences in conjunction with Coast Guard district and area public affairs offices. Press kits and materials should be provided by the ICCO or Domestic Outreach working group, as applicable. These materials can be tailored to suit the specific interests of each locality.

- **Website.** A joint website, hosted by DHS, could serve as a central source of information on issues surrounding NSPD-41/HSPD-13 and all other HSPDs. This website should be maintained on the DHS server and updated regularly. Depending on needs and available resources, the website could also include areas dedicated to specific audiences, such as law enforcement, emergency responders, private-sector/industry representatives, homeland security advisors and so on.
- **Speakers' Bureaus.** In the weeks or months immediately following the press conferences, a number of speakers' bureaus may be arranged for high-level representatives from each agency involved in NSMS or its implementation plans. The schedule of opportunities would be customized to each implementation plan, as the audiences and geographic impact may vary substantially. Where audiences overlap, representatives from multiple plans could give presentations to the same audience. A basic presentation, prepared by each participating plan group, should be tailored to the interests and background of each audience. If desired, local media representatives could be invited to the speakers' bureaus in their areas, and offered a Q & A session after the presentation.
- **National earned media.** Opinion editorials and Letters to the Editor could be authored by high-level advocates of enhanced maritime security and submitted to national print and electronic media outlets. Ideally, these pieces would be submitted in response to a published story that touches on any aspect of the issue.
- **Local earned media.** Similar to national earned media, locally prominent issue advocates, such as Coast Guard Captains of the Port or members of Area Maritime Security Committees, could author opinion pieces or Letters to the Editor in response to media coverage relating to the issue.
- **National and state associations.** Information on NSMS and/or the implementation plans can be disseminated to the target audiences through communications networks already in place at national and state organizations that focus on maritime or security issues. For example, outreach efforts could leverage internal e-mail, newsletters, bulletin boards or regular meetings to distribute information or alert the target audience about events or opportunities generated by NSMS and/or implementation plans. National organizations usually have local chapters, which can disseminate messages about the plans tailored to their communities. State Homeland Security Advisors may also play a role in disseminating relevant information throughout their states.

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- **Community-based organizations.** On a more local level, each geographically relevant region included in outreach should have a few local organizations whose membership includes a substantial number of the target audience. Local Area Maritime Security Committees and State Homeland Security Advisors can identify these organizations and work with local organizations to distribute information or arrange speaking opportunities on the issue.
  - **Public service announcement.** Public service announcements could be used for a few particularly important milestones during rollout.
  - **E-mail alerts.** Using the database developed for gathering constituent input, e-mail alerts could drive interested individuals to the NSPD-41/HSPD-13 website when important new information is posted.
  - **Educational materials.** As the rollout phase unfolds, a number of briefs, brochures, fact sheets and other materials will be developed by the Domestic Outreach working group or subsequent ICCO, as needed, to address the interests and needs of various stakeholder audiences. These materials can be made available to download from the website, or printed and mailed on request to interested individuals who may not have Internet access. Several templates could be developed, as well, which can be customized to suit the needs of local geographic regions. The Department of State will be consulted regarding any translation needs for domestic audiences.
  - **Help desk.** When the ICCO is established, a parallel mechanism should be established to accept and respond to general, non-media questions, such as requests for materials or speakers. This may include an e-mail account and phone number, as well as knowledgeable staff.
  - **Existing events.** Existing events related to maritime security would provide opportunities for speakers to brief attendees, staff a booth, etc. A calendar of existing events should be created and updated regularly for reference.
  - **Other.** As appropriate, other tactics, such as town halls, editorial boards and staged events could be implemented as milestones are reached during the rollout.

## **Level I**

Using the least amount of resources, Level I provides relevant information on the issue, but does not offer the level of customization or intensity of outreach that Levels II and III provide.

### **Recommended Level I implementation:**

- Spokesperson
- Website
- Limited national/local earned media

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- National associations
  - Community-based organizations
  - E-mail alerts
  - Educational materials available electronically

## **Level II**

Level II offers a wider reach and some customization for localities and different audiences, while streamlining the use of resources.

### **Recommended Level II implementation:**

- Spokesperson(s)
- Website
- Speakers' bureaus
- Local earned media
- National associations
- Community-based organizations
- Public service announcements developed by implementation plan lead agencies or departments, as appropriate
- E-mail alerts
- Educational materials
- Help desk
- Existing events
- Other (town halls, editorial boards, staged events)

## **Level III**

Level III outreach would be provide the greatest reach into the target audiences by layering top-down and bottom-up activities, so that the target audience receives the message from both a national and local source, and through a variety of venues, including media, word-of-mouth and outreach materials.

### **Recommended Level III implementation:**

- Spokesperson(s)
- Local press conferences
- Website
- Speakers' bureaus
- National earned media
- Local earned media
- National associations
- Community-based organizations
- Public service announcement
- E-mail alerts
- Educational materials

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- Help desk
  - Existing events
  - Other (town halls, editorial boards, staged events)

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## APPENDIX A: DOMESTIC OUTREACH ACRONYMS

### Departments/Agencies Referenced in Domestic Outreach Plan

DHS:	Department of Homeland Security
DOC:	Department of Commerce
DOD:	Department of Defense
DOS:	Department of State
DOT:	Department of Transportation
ODP:	Office for Domestic Preparedness

### Issue-Specific Terms Used in Domestic Outreach Plan

AMS:	Area Maritime Security Committee
COTPs:	Captains of the Port
EM:	State Emergency Manager
FACA:	Federal Advisory Committee Act
HSA:	State Homeland Security Advisor
HSAC:	Homeland Security Advisory Council
HSPD:	Homeland Security Presidential Directive
GMII:	Global Maritime Intelligence Integration
ICCO:	Interagency Coordinating Committee for Outreach
MDA:	Maritime Domain Awareness
MIRP:	Maritime Infrastructure Recovery Plan
MCS:	Maritime Commerce Security
MSPCC:	Maritime Security Policy Coordinating Committee
MSWG:	Maritime Security Working Group
MOTR:	Maritime Operational Threat Response
MTSS:	Maritime/Marine Transportation Systems Security
NMSAC:	National Maritime Security Advisory Committee
NSMS:	National Strategy for Maritime Security
NSPD:	National Security Presidential Directive
SAA:	State Administrative Agent

The National Strategy for Maritime Security

The Maritime Infrastructure Recovery Plan

Maritime Transportation System Security Plan

National Plan to Achieve Maritime Domain Awareness

Domestic Outreach Strategy and Plan

The Maritime Commerce Security Plan

Global Maritime Intelligence Integration Plan

International Outreach Strategy to Enhance Maritime Security

Maritime Operational Threat Response Plan