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# POSITION PAPER



## AGILE: Prevention, Preparedness and Proficiency in Counter-Terrorism



Canadian Air Transport  
Security Authority

Administration canadienne  
de la sûreté du transport aérien

Canada 



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## EXECUTIVE SUMMARY

To ensure CATSA stays several steps ahead of new and emerging threats, we have developed a counter-terrorism model for our operations that is based on the idea of being an AGILE security authority.

The first component of this model is **Assess**. We need to understand the environment that we are working in and this includes learning about terrorist motivations, intentions, ideologies and capabilities. We need to monitor acts of terrorism around the world to ensure that we understand the potential threats to our operations and to make sure that we are prepared. It is in this area that we work closely with our partners in the security community to learn about the nature of the terrorist threat.

The second component is **Guard**. We need to deter terrorists by building multiple layers of defences that guard the traveling public, our airports and our airplanes against terrorist attacks.

The third component is **Intervene**. We need to ensure that we have sufficient mechanisms to intervene in the event of an incident that threatens the security of our operations.

And finally, the last two components are **Learn** and **Evolve**. These two principles are critically important to ensure that our practices and our procedures remain relevant and effective.

Taken together, these principles will help ensure CATSA remains a responsible and accountable security authority.

“There are no simple solutions to terrorism. Its manifestations pose a complicated, dynamic and multi-faceted problem for governments. Therefore, the design and implementation of national and international policies to provide an all-encompassing strategy remains a monumental and, for the most part, uncompleted endeavour.”

Dr. Paul Taillon

Author of *Highjacking and Hostages: Government Responses to Terrorism*

The AGILE Counter-Terrorism Model is based on the following assumptions:

- Terrorism will never be fully eradicated. However, effective counter-terrorism can lower the effects of terror, reduce our risks and diminish the incidences of terrorism.
- Terrorists learn quickly and adjust rapidly to new policies and evolving circumstances. They are innovative and adept at exploiting our vulnerabilities.
- We cannot eliminate all vulnerabilities in the air transport system. However, effective counter-terrorism can make us less of a target by hardening our defences and minimizing our vulnerabilities.
- Effective counter-terrorism can help us anticipate the unexpected and plan for the expected.

As an effective Counter-Terrorism Model, AGILE seeks to achieve the following objectives:

- Prevent acts of terrorism against the air transport system through detection defensive deterrence, and preparedness.
- Minimize the damage to people and property in the event of a terrorist attack against civil aviation.
- Contain and manage the fears of the traveling public and maintain their confidence in the security of Canada's air transport system.
- Contribute to broader national security objectives, as outlined in Canada's National Security Policy.

## 1.0 INTRODUCTION

CATSA's main priority, in realizing its mission of securing critical elements of the air transport system against terrorist attacks, is to establish and maintain a consistent national protective security system using a multi-layered approach that creates an environment conducive to detecting and deterring terrorist activity. To complement this nation-wide security system, and to ensure we stay several steps ahead of new and emerging threats, we need a comprehensive counter-terrorism model that prepares us to not only prevent terrorist attacks but to respond appropriately should one occur.

A counter-terrorism model is a specific and essential tool to help security planners achieve their goals and objectives – it serves as a guide to decision-makers in the face of unprecedented terrorist threats. As an accountable security authority, and given the complexities involved in confronting and coping with terrorism, it is in CATSA's interest to have an effective counter-terrorism model to guide its activities. A counter-terrorism model facilitates effective action and is the first link in the chain of fighting terrorism.

Canada's National Security Policy outlines the key issues and factors associated with Canada's ability to respond effectively to the terrorist threat. As the national counter-terrorism strategy, it seeks to diminish the terrorist threat to Canada and safeguard national security while protecting the rights and freedoms of individual citizens. It focuses on three national security interests, including protecting Canadians at home and abroad; ensuring that Canada is not a base for threats to our allies; and contributions to international security. Canada's National Security Policy serves as a solid foundation on which to base our counter-terrorism planning and a focal point to guide our strategies for securing the air transport system. However, gaps remain in the areas of coordination, interoperability and cooperation; in defining and allocating roles and responsibilities; in flexibility; and in intelligence and information sharing.

“The Government is building a fully integrated security system that ensures that we can more effectively respond to existing threats and quickly adapt to new ones. The evolving nature of threats to Canadians requires a fully integrated government approach that ensures that issues and information do not fall between the different parts of our security system. This system needs to be fully connected to key partners — provinces, territories, communities, first line responders, the private sector and Canadians.”

Chapter 2: Building an Integrated Security System  
Securing an Open Society: Canada's National Security Policy, April 2004

CATSA's counter-terrorism model is designed to build upon this national security policy foundation and specifically, to fill these gaps. CATSA has developed this counter-terrorism model for our specific strategic and operational needs so that as a security organization, we understand how we fit into the national security community and how we can contribute to the national security of Canada.

### 1.1 CATSA's Counter-Terrorism Equation

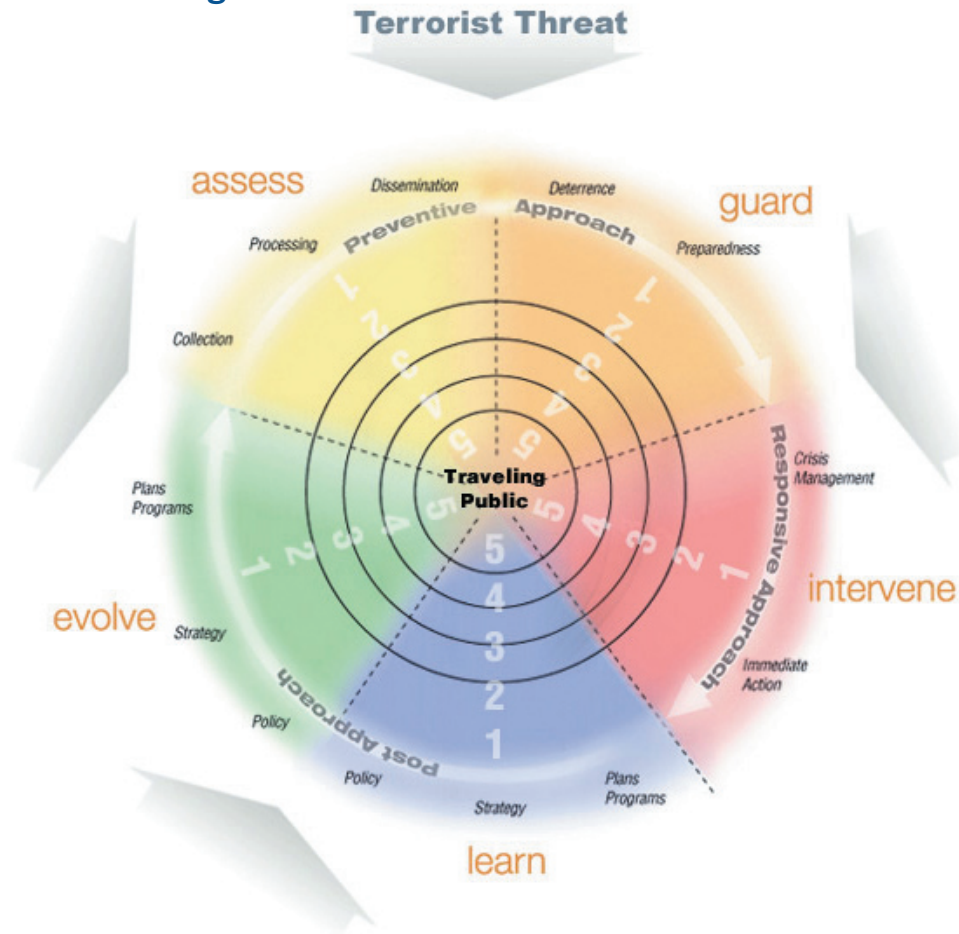
CATSA's counter-terrorism model is based on the concept of AGILE. As an accountable and responsible security authority, it is imperative that CATSA be flexible and adaptive in the face of the volatile terrorist threat and the ever-changing security environment in which we must operate. These characteristics define CATSA as an agile security authority and prepare us to respond effectively to whatever threats and challenges may come our way. Agility is a defining feature of CATSA's operating philosophy and the sum of our counter-terrorism equation.

In addition to being based on this general principle of agility, CATSA's counter-terrorism model builds upon our multi-layered approach to aviation security. It too encompasses layers - a series of five counter-terrorism layers - each with its own set of principles and functions. The first layer in the model is to **assess** the nature of the terrorist threat – its motivations, intentions, ideologies, and capabilities – as well as the features of the international security system. Secondly, it highlights the need to deter terrorists by building layers of defences that **guard** the traveling public, our airports and our airplanes against terrorist attacks. Thirdly, it includes a mechanism to **intervene** in the event of an incident that threatens the security of our operations. Finally, our counter-terrorism model includes the principles of **learn** and **evolve**. These two principles are critically important to ensure that our counter-terrorism model remains current, relevant and effective and that we continue to evolve into a credible security authority.

“Terrorist capabilities and evolving operational methodologies, such as in the area of communications, together with the asymmetric configuration of modern terrorist organizations, makes penetration of these groups extremely difficult and costly. Security forces must respond with unrelenting vigilance and creative cooperative responses in order to prevail”.

2003 CSIS Public Report

## 1.2 AGILE Diagram



The AGILE Counter-Terrorism Model is based on the following assumptions:

- Terrorism will never be fully eradicated. However, effective counter-terrorism can lower the effects of terror, reduce our risks and diminish the incidences of terrorism.
- Terrorists learn quickly and adjust rapidly to new policies and evolving circumstances. They are innovative and adept at exploiting our vulnerabilities.
- We cannot eliminate all vulnerabilities in the air transport system. However, effective counter-terrorism can make us less of a target by hardening our defences and minimizing our vulnerabilities.

**A - Assess**  
**G - Guard**  
**I - Intervene**  
**L - Learn**  
**E - Evolve**

- Effective counter-terrorism can help us anticipate the unexpected and plan for the expected.

*As an effective Counter-Terrorism Model, AGILE seeks to achieve the following objectives:*

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### **1.3 AGILE: From Theory to Reality**

Optical devices have been instrumental in shaping our modern understanding of the world around us, allowing us to observe reality. For example, telescopes helped us to survey and understand celestial bodies while the microscope revolutionized our knowledge of biology with profound implications for science and medicine. CATSA's approach to aviation security is to scrutinize the world around us, much like the scientists of the past, in order to gain an expansive, realistic and detailed view of the international security environment and to react accordingly. Seeking to use its "lenses" creatively, and with maximum flexibility, CATSA is taking concrete steps to put AGILE into practice – from theory to reality.



A telescope is an astronomical instrument which magnifies images of distant objects and makes them brighter, sharper and larger. Through the efforts of the Information Analysis Section and Research Section at CATSA, as well as by engaging the professional and academic communities, CATSA is taking the necessary steps to assess the nature of the terrorist threat – to make it brighter, sharper and larger so that we can understand it better.



A set of binoculars allows us to enlarge distant objects, making them easier to recognize even though they are far away. Lookouts positioned in guard towers use binoculars to pick out a potential threat before it is too close. Like guards in a watchtower, CATSA is working to solidify its defences and maintain a vigilant eye, through its own unique binoculars, on the approaching threats. This is achieved through a multi-layered security system which makes it more difficult for terrorists to penetrate our defences. Each layer of security is designed to guard the precious cargo at the centre of our security system – the traveling public.



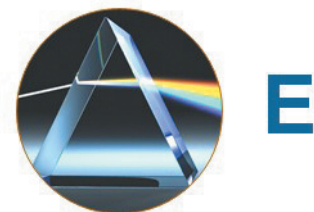
Protective eyewear is worn by a wide-variety of professionals so that they can continue to do their job effectively in the face of danger. As a security authority, CATSA is confronted, by security-related incidents to which we must respond and intervene. We too must have the methods and procedures in place to ensure that we can continue to do our job effectively when confronted by a threat or an emergency.



A microscope is an instrument that helps us see things that are too small to be observed by the naked eye. Scientists use microscopes to study a wide-variety of phenomenon with the overall aim of improving our knowledge and understanding. Medical scientists use microscopes to analyze human cells and tissues so that they can help doctors prescribe solutions to medical problems. Like these professionals, CATSA continually analyzes and scrutinizes our policies, procedures and operations so that we too can learn from our experiences and make the improvements we need to achieve our mandate successfully.



A prism is an instrument that refracts light and through an evolutionary system, creates an array of bright colours. CATSA, like a prism, must absorb all the knowledge and experience it gains and then reflect this in a better and more capable organization – we must continue to evolve into a credible security authority by implementing our lessons learned.



## 2.0 ASSESS

### Fostering Situational and Defensive Awareness

The first phase in CATSA's counter-terrorism strategy is to **Assess** the nature of the terrorist threat to civil aviation. The process of precisely defining and delineating the terrorist threat is extremely important because it informs all other components of the counter-terrorism strategy. Without a firm understanding of the nature of the threat, we cannot reasonably plan and prepare a strategy to deal with it. Assess is an essential part of our broader analytical activities which are required to develop our overall aviation security strategy and build our counter-terrorism defences. CATSA receives this type of information from our security partners and uses this information to better understand the environment within which we operate.

Establishing defensive awareness begins with risk assessments where we define the threat environment, develop terrorist group profiles, and assess their motivations, ideologies, intentions, structure, capabilities and modus operandi. The ultimate in security is achieved when we are in a position to detect and identify threats and implement measures to neutralize or remove those threats before loss of life or property damage can occur. The accuracy of these risk assessments and comprehensive analyses of the terrorist threat are therefore vital to our counter-terrorism strategy – the results of our assess function are used to further develop and enhance targeted, layered security measures.

The most important aspect of the assess function is the open sharing of relevant intelligence and the timely dissemination of threat information. Assess is the pre-emptive component of our counter-terrorism strategy and intelligence is required to help us identify early warning signs and single out specific threat indicators that reveal terrorist plans and operations. Intelligence brings a valued-added component to our counter-terrorism equation, effectively multiplying our effectiveness and adding to our overall success rate in detecting terrorists before they have a chance to strike.

**“The state contending with terrorism, therefore, is faced with a difficult task – becoming familiar with the terrorist organizations, their decision-making processes and their cost-benefit considerations, in such a way that will enable that nation to assess and project in advance the outcomes of the organization’s cost-benefit considerations, and plan its counter-terrorism strategy on the basis of these assessments”.**

**Dr. Boaz Ganor**  
**Executive Director**  
**International Institute for Counter-**  
**Terrorism (ICT) in Israel**  
**Deputy Dean**  
**Lauder School of Government**

## ASSESS at CATSA – Our Information Analysis Section

CATSA has made significant advancements in the assess function by establishing an Information Analysis Section. This Unit is composed of the information specialists and intelligence analysts, as well as the technological resources needed, to perform our assess role effectively and expertly. In addition to focusing their efforts on identifying security issues and concerns within the context of our Security Management System (SeMS), our Information Analysis Group ensures the right people at

CATSA have the right information to do their jobs effectively.

Our Information Analysis Section also helps to ensure that our screening officers working on the frontlines have adequate “assess” knowledge to do their jobs better. By making sure screening officers receive the most up-to-date information on the nature of the terrorist threat – and specifically the latest terrorist tactics and concealment techniques – via the timely distribution of information

notices, they contribute to the prevention and detection components of our counter-terrorism strategy.

By establishing this section, CATSA has made significant progress in accessing intelligence and continues to work on expanding and strengthening our information and intelligence networks.

## 3.0 GUARD

### Establishing Defensive Deterrence and Maintaining Protective Security

The next element in CATSA’s counter-terrorism equation is the concept of **Guard**. In order to reduce and eliminate terrorists’ ability to perpetrate attacks against the air transport system, we must protect our system by building a layered defence system. These layers consist of a combination of physical protective measures, as well as procedures that guard our critical assets against those seeking to harm them. The purpose of installing this multi-layered security system is to harden our aviation security system and make it a much more difficult target for terrorists to attack.

CATSA’s layered approach to security – the basis of our guard function – is depicted as an onion security model. Each subsequent layer that is uncovered brings us closer to the core asset we must protect – passengers and aircraft in flight. Each layer represents a unique security measure that guards our core assets. These security measures may change over time, as they evolve to meet the changing nature of the terrorist threat, but their function never changes – they

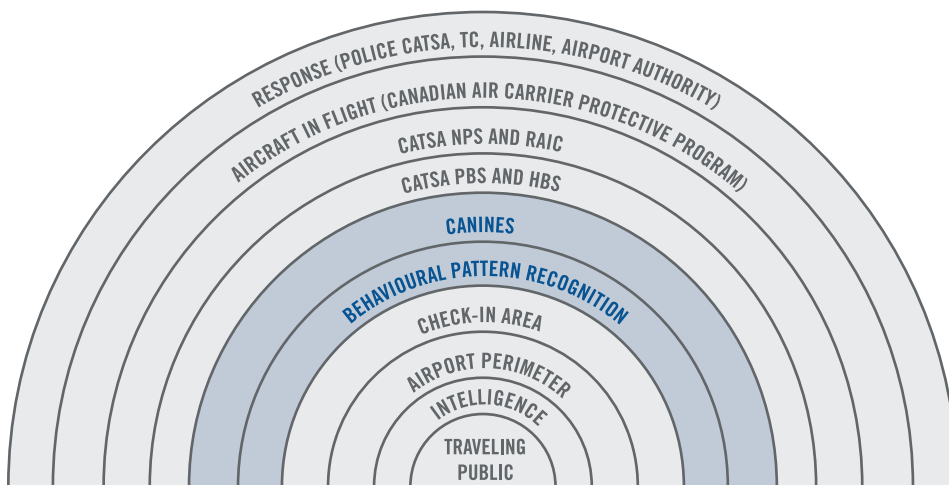
**“Good intelligence is, in my opinion, more than 50% of the solution to the problem...The better your intelligence, the more you can diminish or limit the force of the other weapons you employ against terrorism”.**

**Dr. Shabtai Shavit**  
**Chairman of the Board of Directors**  
**International Institute for Counter-**  
**Terrorism (ICT)**  
**Former Director of the Israeli**  
**Intelligence Agency (Mossad)**

guard the aviation security system. Furthermore, there is no pre-determined number of layers to the system. Layers may be added or stripped, depending on security requirements, the nature of the threat and advances in technology and other resources. This system is one of protective security – a system designed to detect terrorists at each stage of their operations, preventing them from penetrating subsequent layers and reaching our most vulnerable and critical assets. It ensures that if one layer of security fails, the terrorists will be stopped by another.

### 3.1 Enhancing Security through Layers

*\*NB (CATSA does not currently use behavioural pattern recognition and canines for security functions at Canadian airports)*



The first layer of CATSA’s onion consists of a “threat assessment.” Other Canadian government agencies such as the RCMP and CSIS, Transport Canada, Customs and airport authorities work together with other countries to gather information, perform security checks and analyze threats so that they can intervene, if necessary and when possible to prevent security-related incidents **before** they occur at airports.

“The defensive action component of a counter-terrorism policy consists of two key elements: actual prevention of attacks by making it difficult for the terrorist to reach his intended target, through early identification and neutralization; while at the same time, deterring terrorists from carrying out their attacks at well-protected facilities by generating the feeling that any action they may undertake is doomed to failure, and thus making them fearful regarding their own fate”.

Dr. Boaz Ganor  
 Executive Director  
 International Institute for Counter-Terrorism (ICT)  
 Deputy Dean  
 Lauder School of Government

The second layer of the onion is “action prevention” and, again, significant collaboration is needed to make this work. Law enforcement and airport employees provide perimeter security around major Canada’s airports.

Airline check-in counters provide an additional layer of security as airline representatives are in direct contact with passengers (verifying identity, flight pattern, no-fly list and method of ticket purchase).

CATSA’s responsibilities represent additional and significant layers of security with the pre-board screening (PBS) of passengers and their belongings, hold-baggage screening (HBS) and non-passenger screening (NPS) by working with airports to prevent unauthorized access to restricted areas of the terminal buildings through the restricted area identification card (RAIC).

As a final preventative layer, CATSA works with the RCMP to place Aircraft Protective Officers upon select flights (including all flights to Reagan National Airport in Washington D.C.) in order to prevent terrorists from taking control of the aircraft.

Finally there is the response stage. In the event of a security breach, the police respond, supported by CATSA screening officers, Transport Canada, airline personnel and airport authorities.

CATSA’s security screening programs focus on deterrence with screening procedures designed to ensure that threat objects cannot be brought on board airplanes by either passengers or non-passengers, in baggage or on their person. As the nature of the threat changes, so too must security systems. It is no longer sufficient to only screen for objects. The majority of airline passengers are law-abiding citizens and it does not make sense to screen everyone the same way.



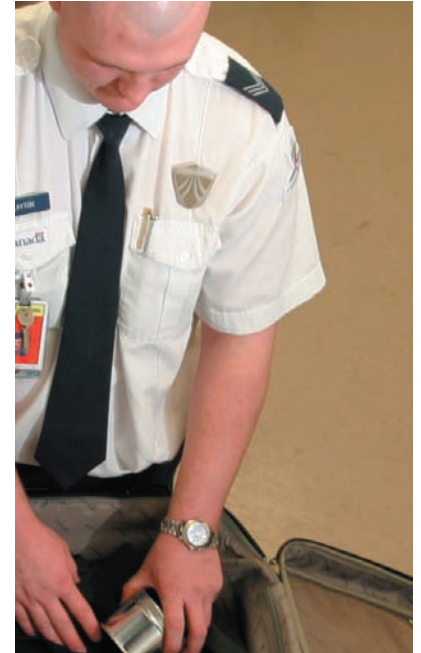
Screening people, observing behaviour, how they answer questions and how they react at the screening line could potentially be very good indicators of whether or not a person poses a security risk. In order to facilitate this new type of screening, CATSA must consider new layers to the onion, such as behavioural pattern recognition. CATSA must also consider additional layers that might include the use of canine units. These additional layers would compliment the current system, ensuring better security and better allocation of resources.

Because deterrent activity may inspire terrorists to develop new tactics and techniques capable of penetrating our existing defences, or to attack more sensitive and less-guarded targets, it is critical that CATSA and its partners at the airport prepare for such eventualities.

In addition to thinking outside-of-the-box to anticipate potential attack scenarios and to identify our vulnerabilities through the terrorists' eyes, we must prepare contingency plans and develop an emergency response capacity. We must continually assess our defences for effectiveness and erect new ones when required, to stay several steps ahead of the evolving threat.

### **3.2 Preparing for Tomorrow through Emergency Preparedness**

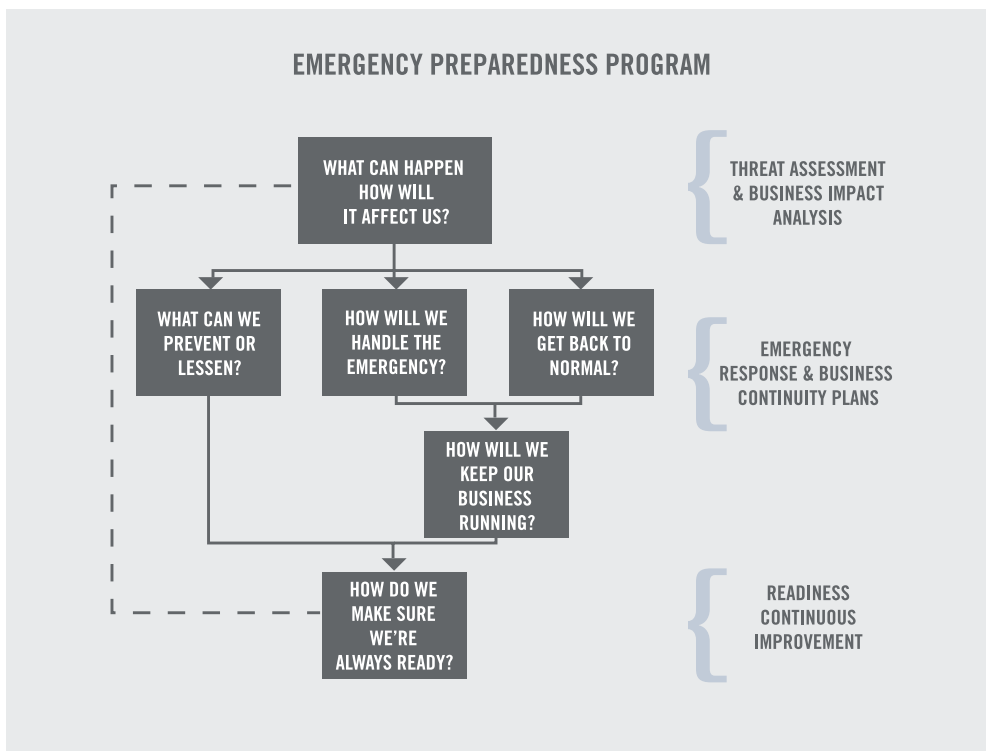
A major attack against Canada's air transport system would cause immediate and significant interruptions to CATSA's operations and would also impact other modes of transportation. We must also guard ourselves against this possibility. A planned response to the unexpected will assist in minimizing the negative impacts such interruptions would cause and enable CATSA to deliver critical services with minimal disruptions.



## CATSA's Emergency Preparedness Program

The purpose of the CATSA Emergency Preparedness Program (EP) is to establish policies, procedures, and an organizational structure for response to an emergency situation. The EP program at CATSA includes the following components:

- Threat and Risk Assessment
- Emergency Response Plan
- Crisis Communication Plan
- Business Impact Analysis
- Business Continuity Plan
- Continuous Improvement and Readiness



The Emergency Preparedness Program (EP) includes two critical elements: the business impact analysis and the business continuity plan. The purpose of a business impact analysis is to identify the organization’s mandate, and critical services and products; rank the order of priority services or products for continuous delivery or rapid recovery. The business impact analysis will determine what are the threats and risk that could affect the business. Not everything can be protected, but the aim to reduce the exposure to

vulnerabilities. It is equally important to allocate resources based on risk to these ‘higher vulnerability’ areas. The business continuity plan consists of the preparation of a detailed response/recovery plans and arrangements to ensure the continuity of service. Every aspect of the Business Continuity and Emergency Response Plans should be exercised to improve employee awareness, identify gaps and training requirements and to validate the plans.

In addition to developing plans, it is equally important to rehearse them through simulation exercises. Successful simulation exercises will test the business continuity plans and the business impact analysis. They will also improve competencies and readiness. Review of the plan will assess the plan’s accuracy, relevance and effectiveness. It will also uncover which aspects need improvement. Continuous appraisal of the plan is essential to maintaining its effectiveness. The appraisals will be performed through regular internal review and by utilizing the results of awareness sessions, training, exercises and best practices as sources of innovation and update.

Another essential component of our counter-terrorism strategy is to guard against fear. One of the primary aims of a terrorist attack is to do just that: incite terror and fear amongst the general public. However, if people are aware of the nature of the threat and know what to do in the event of an attack, their level of anxiety and stress can be decreased. The reduction of fear is central to dealing with terrorism – we need to inform the public reasonably and realistically about the nature of the threat rather than terrifying them unnecessarily.

Ordinary citizens too have a role to play in guarding our security system against acts of terrorism. For example, activating an airport guard program, whereby airport employees are encouraged and specially-trained to seek out and report suspicious activity, involves people in the counter-terrorism model and rather than feeling afraid, they feel important and involved. While the work of

“One way to disarm terrorists is to convince regular Americans to stop worrying about them”.

Dr. Benjamin Friedman  
Harvard University





intelligence officials is crucial in detecting terrorists before they strike, front-line workers – such as our screening officers – also have a critical role to play in identifying, monitoring and sharing information.

Knowledge is power and by educating the public about the nature of the terrorist threat, they become empowered. Education – by way of a sophisticated information campaign that neutralizes the terrorists’ psychological warfare - also enhances the public’s resilience against terrorism. For example, the Metropolitan Police Department, in collaboration with the City of London, launched a counter-terrorism campaign titled: “If You Suspect It, Report It”.<sup>1</sup> Under this campaign, citizens are provided with a number to call to report suspicious objects or people. This type of campaign reaches out to the public by soliciting their help in deterring and thwarting terrorist attacks. These posters can be found on billboards, on the Underground, in airports, train stations and shopping malls. In addition, similar messages are broadcast on television, on the radio and in newspapers.

Similarly, in Australia, the government produced a booklet in 31 different languages that was distributed to homes across the country and explained terrorism to ensure public awareness and engagement on this issue.<sup>2</sup> Awareness campaigns provide the public with the tools they need to understand terrorism- what is, how it can be prevented, how to be vigilant and how to be prepared in the event of an attack. An effective awareness campaign will not only engage the public but other private sector businesses that would not normally be engaged in security and counter-terrorism efforts.

**“Terrorists focus their attacks on the civilian population in an attempt to discover the vulnerable ‘soft underbelly’ of the country and society under attack. Coping with terror cannot, therefore, be based only on police-military skills; rather, it also involves civilian actions in a variety of areas”.**

**Dr. Boaz Ganor**  
**Executive Director**  
**International Institute for Counter-**  
**Terrorism (ICT)**  
**Deputy Dean**  
**Lauder School of Government**

1 Available at: [http://www.met.police.uk/counter\\_terrorism/campaign28\\_02\\_05.htm](http://www.met.police.uk/counter_terrorism/campaign28_02_05.htm)

2 <http://www.nationalsecurity.gov.au/agd/WWW/nationalsecurityHome.nsf/0/B9EEB8CDC416290FCA256C9800183813?OpenDocument>.

## CATSA Tomorrow: Engaging Screening Officers

By disseminating information notices directly to screening officers, CATSA would like to develop an information network with screening officers. This information exchange network would engage screening officers and require them to report suspicious events and items to CATSA Headquarters. This information would then be analyzed by our Information Analysis Section and re-distributed to all screening officers from coast to coast. Working as a funnel system, information would be passed up to CATSA and redistributed, in a timely manner, across Canada to ensure that all those on the front-lines have access to the most up-to-date and pertinent information required to do their jobs completely and effectively.

Another complementary project that CATSA would like to see implemented involves

partnering with Airport Protective Officers (APOs) to share information about the events and activities they observe at our airports. The information they gather in their day-to-day operations is the type of information that could potentially help our screening officers do their jobs better. APOs are an extra set of eyes and ears operating close to the front-lines and should be an integral part of our multi-layered security system. Rather than working independently, we need to cooperate and share information that is mutually beneficial

CATSA is also exploring the idea of establishing a bomb technician network, which would include experts from the police explosive detections units at each Class 1 airport and from local law enforcement departments. These units have an extensive

knowledge and well-practiced expertise in the area of explosives and bombs. This is the type of knowledge our screening officers need to have. By exploiting this valuable resource, we can help our screening officers do their job better.

These three ideas are simple and relatively easy to implement, given sufficient operational flexibility. However, their potential impact on the betterment of our front-line screening operations is significant.

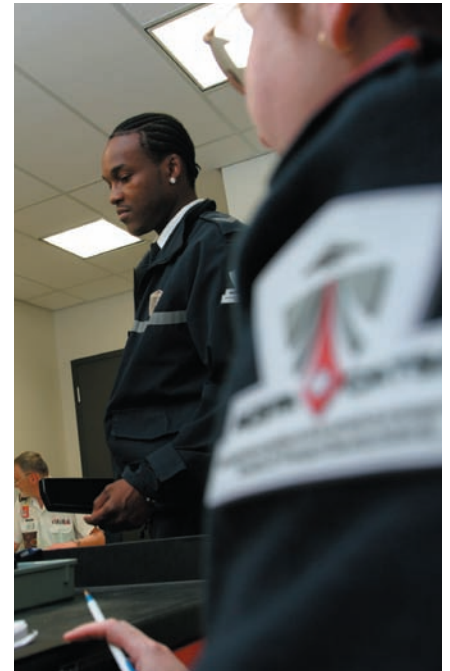
## 4.0 INTERVENE

### Managing Response

The third element of CATSA's counter-terrorism model is **Intervene**. As noted previously, it is impossible to prevent all terrorist activities against critical infrastructure and other targets. Despite a concerted international campaign against a coalition of the most powerful countries, the threat from terrorism has not been eliminated. It continues to evolve and adapt to changes in the international security environment, making it unpredictable and highly lethal. Although we do not know where and when the next terrorist attack will occur, or against what target, we do know that it will occur. This reality, which we

cannot ignore, makes it imperative that we have the mechanisms in place to respond appropriately and effectively when an incident or attack does occur. As part of our counter-terrorism strategy, we need to be ready to *intervene* in the crisis situation that will ensue and deny terrorists their ability and desire to create mass panic, chaos and fear.

CATSA's intervention role consists of monitoring and managing any incident and/or crisis that occurs in the designated areas at the airport (Pre-Board Screening *PBS*, Hold Baggage Screening *HBS*, Non Passenger Screening *NPS*). If an incident occurs, CATSA must launch an immediate response. If an incident occurs at PBS, for example, if the alarm is sounded, screening officers are instructed to resolve the situation and only when the alarm can not be resolved, are screening officers instructed to call for police intervention. Law enforcement is alerted when a threat item is intercepted at screening points or when a person unlawfully attempts to enter a restricted area of an airport or board a plane. The coordination of CATSA's intervention role is performed through the CATSA Security Communications Centre.



## CATSA Today:

### Intervention through the Security Communications Centre

CATSA's Security Communications Centre (SCC), which became operational in 2004, has improved communications between headquarters and the regions and, as a result, improved security screening. The SCC plays an important coordination role by providing one place for incident reporting and response, PBS and HBS equipment failures and repair schedules. In line with

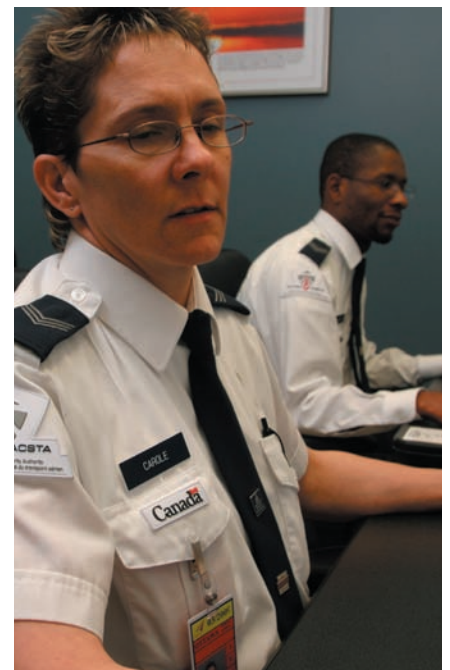
the Canadian government's National Security Policy, which encourages cooperation between the different security agencies and departments, the Centre also works closely with control centres of both Public Safety and Emergency Preparedness Canada and the Department of National Defence. To further improve the security of PBS checkpoints, the Security Communications

Centre began receiving closed-circuit television (CCTV) images from cameras deployed at PBS checkpoints at Canadian airports. The deployment of CCTV cameras began in the fall of 2004 and is planned for completion early in the 2006/07 fiscal year. CCTV cameras add another layer of security and are designed to help protect the integrity of screening lines and the screening process.

Effective intervention during a crisis situation resulting from a terrorist attack demands a coordinated and cooperative approach with our security partners. Continuing to strengthen partnerships with the security and airport communities is essential to advancing the intervention principle under our counter-terrorism strategy.

In addition, more operational flexibility is required to give CATSA the right tools to launch the appropriate intervention response. For example, these tools could comprise an armed presence (not necessarily a firearm) at the screening line, or the ability of screening officers to ask passengers more specific questions regarding their belongings and the purpose of their trip. If CATSA were given this added authority, screening officers would have an even more valuable role to play in helping secure Canada's air transport system.

With better coordination and sharing of information in the airport community, screening officers could perform their jobs more effectively and could make a more significant contribution to security. For example, screening officers could play a more effective role with the airlines and the Canadian Border Service Agency (CBSA). Certain airline tickets can raise suspicion levels. For example, if a passenger's itinerary includes a flight from a Canadian airport to Shannon, Ireland, with several stopovers in St. Louis, Chicago, Dallas and Boston and the passenger's stopover in Ireland is only for three hours and then the person returns via the reversed route, this is the kind of ticket that should raise suspicions. Additionally, this is the type of information that could be shared between the ticket agent and the screening officer at PBS. This could be easily achieved by having the ticket agent flag the boarding pass. When the screening officer receives this flagged boarding pass, they would be able to do a thorough search of the passenger and their carry-on baggage. At this point, it would also be helpful if the screening officer could ask the passenger questions, similar to those posed by CBSA officers, as to the purpose of the trip and why they are flying to Ireland for three hours and then returning to the US.



This is a good example of adding an additional last line of defence to prevent the passenger from boarding the flight. If the passenger posed no immediate threat to the flight, then they would be permitted to board. However, a message would be sent to Customs to watch for this particular person when they return, making certain they would be subjected to added scrutiny. This example would facilitate greater communication and better coordination and sharing of information between the airlines, screening officers and customs officers.

## 5.0 LEARN

### Promoting Continuous Improvement

The fourth component of the AGILE counter-terrorism model is the concept of **Learn**. This function emphasizes the importance of continuous and robust improvement and upgrades through learning. As a security authority, CATSA has developed a system of continuous improvement by incorporating lessons learned into new security measures to ensure mistakes are not repeated and best practices are adopted. An emphasis is placed on collaborating with its partners and stakeholders, both domestically and internationally.

### CATSA Today: Learning from Security Breaches

The Canadian Air Transport Security Authority (CATSA) practices a system of continuous improvement to ensure that when a breach occurs, the system can quickly adapt and ensure that mistakes are not repeated.

In the event of a security breach, the Security Communications Centre is notified and is able to track and manage any incidents. In terms of recovery after an incident, CATSA cooperates with police, airlines, Transport Canada and airport authorities,

with whom CATSA has developed important relationships. If necessary, standard operating procedures are amended to ensure breaches are not repeated. To date, CATSA has issued 73 screening operations bulletins that have amended and/or clarified standard operating procedures.

CATSA also coordinates the conduct of simulated breach exercises. The purpose is to familiarize screening officers with procedures and processes to follow during screening to avoid a breach and to outline

what to do in the event of a breach. The goal is to make sure that everyone is comfortable with the processes and can manage any crisis situation. Since CATSA initiated these simulations in the fall of 2005, over 70 exercises have been conducted at Class 1, 2 and other airports.

CATSA utilizes lessons learned from day-to-day operations and incidents to reform its strategy and its standard operating procedures to enhance the security system.

An example of CATSA's commitment to learning is its creation of the International Forum for Security Screening in Aviation (IFSSA). This forum brings together experts from a number of countries to share their knowledge of aviation security, discuss issues of mutual concern and look for solutions to security screening problems with the overall goal of increasing the security and safety of civil aviation worldwide. The International Forum for Security Screening in Aviation is a CATSA-led effort to bring together top executives of aviation security organizations from around the world in order to share ideas and discuss topics of interest relating to aviation security screening procedures and operations. The critical need to enhance international understanding and cooperation on security issues is the basis of this Forum. Our counterparts around the world, in their attempts to secure critical elements of the air transport system, are confronted by similar challenges. Exchanging and sharing information and ideas is an ideal way to combine our efforts, achieve better results and identify international best practices that can be implemented to improve overall effectiveness of the system.

CATSA has also organized an annual inter-agency meeting with representatives from different federal departments, and agencies, including the Canadian Nuclear Safety Commission, RCMP, Transport Canada, CBSA, DND and PSEPC – departments and agencies whose responsibilities include such things as screening operations, detecting explosives, managing security risks and preventing criminal or terrorist activities. This meeting has been successfully held two years in a row, allowing participating departments and agencies to discuss common issues and challenges, develop partnerships and lay the foundation for further inter-agency cooperation and information-sharing.



## CATSA Today: Reaching out to Screening Officers

During the summer of 2005, the President and Chief Executive Officer of CATSA and the Executive Vice-President and Chief Operating Officer, visited 12 airports across the country as part of the “Sharing CATSA’s Vision” presentation.

The objectives for these visits included the following:

(1) To achieve solidarity and acceptance of CATSA values as CATSA and screening officers work towards a common goal.

(2) To communicate to screening officers the importance of their role and to thank them for their hard work and dedication to the job.

(3) To increase morale and instil pride in their work.

(4) To solicit feedback and comments from screening officers on how CATSA can improve security operations. As frontline workers, screening officers can offer a very valuable perspective on screening operations and how to improve efficiency and effectiveness.

This initiative was the first of its kind and brought together screening officers, service providers, airlines and airport authorities, all important partners in the airport community who have a vested interest in good security and a better understanding of CATSA operations.

As a follow-up measure, CATSA has initiated a Continuous Consultation Program with screening officers whereby they will have an opportunity to provide further comments and suggestions on screening operations.

In addition, CATSA conducts consultations with the academic community as an integral part of the learn principle within the counter-terrorism strategy. The academic community can provide a fresh perspective on terrorism issues by approaching them from various multidisciplinary angles.

Agile security agencies must continuously evolve. Outreach activities with stakeholders and partners, both public and private as well as nationally and internationally, can significantly enhance the overall effectiveness and efficiency of security operations. By bringing together experts from government departments, industry, various countries, and other stakeholders, the principles of learn is advanced for all those concerned. It is through the process of continuous improvement, that we can ensure that our security systems can respond adequately to incidents.

## 6.0 EVOLVE

### Innovative, Focused, Resilient

In order to make Canada's air transportation system more secure, CATSA must ensure that it **evolves** as an aviation security authority- one that deploys its resources and aligns its actions strategically so that it can continuously improve in fulfilling its mission and support the National Security Policy with distinction as a leading, world-class air security authority.

As an innovative, focused, resilient and accountable security organization CATSA is constantly striving to be at the top of the security industry. Technology and best practices are the tools that CATSA utilizes to achieve this goal. In order to stay one step ahead of the threat, CATSA must constantly explore new ways of improving the current system.

There are an increasing number of frustrated passengers at screening checkpoints as result of long lines and invasive searches.<sup>3</sup> In the immediate aftermath of 9/11, fewer people travelled by air and those who were brave enough to travel by air quite happily waited in long lines and diligently removed their shoes and surrendered their nail clippers. But today, passenger levels exceed pre 9/11 numbers and we see growing impatience and complacency. While mindful of the needs of the traveling public for quick and efficient service, CATSA must balance this with an effective security system. Security should not be an intrusive, uncomfortable and/or a stressful experience. CATSA cannot afford to lose public support because the system requires their cooperation to work effectively.

CATSA must examine new screening methods to ensure that the system evolves according to the nature of the threat without compromising public support.

### CATSA as a High Reliability Organization (HRO)

**"No system is perfect. HROs know this as well as anyone. This is why they complement their anticipatory activities of learning from failures, complicating their perceptions, and remaining sensitive to operations with a commitment to resilience. HROs develop capabilities to detect, contain, and bounce back from those inevitable errors that are part of an indeterminate world."**

**Karl E. Weick and Kathleen M. Sutcliffe**

***"Managing the Unexpected:  
Assuring High Performance in an  
Age of Complexity"***

**2001**

<sup>3</sup> 53% of Canadians do not feel that security forces have gone too far but 45% feel they have gone too far (Ipsos Reid Feb. 2004).



## CATSA Today: Developing the Registered Traveller Program

In light of increasing passenger volumes and market-driven service provider costs, CATSA will continue to work with Transport Canada on exploring risk-based methods of screening to ensure its limited resources are allocated according to threat level.

One example of a risk-based approach to screening would be a registered traveller program, whereby passengers who submit to a background check and provide a biometric identifier (i.e. a fingerprint or an iris scan) would be provided access to expedited

screening procedures. Only a very small percentage of the traveling public pose a real threat. CATSA should be focusing its energies on this percentage and make things easier for the 80 year old grandmothers and two year old children.

Effective security organizations must continually re-examine their structure, procedures and policies to ensure their relevance and ability to accurately detect, deter, react and recover from any incident. This may require the institution of new protective measures, the development and acquisition of new equipment and technology and/or new training techniques.

An equally important element of the *Evolve* component is building public resiliency. For any system to truly evolve, a necessary prerequisite is public engagement and support and more importantly confidence in the security system. Communication must be at the core of any intervention. Since the strength of terrorism rests on perceptions and beliefs, it is essential to explain to the population all government actions, whether it be increased government spending on foreign aid or security measures affecting travellers. Importance must be placed on explaining what needs to be done, rather than presenting it as a *fait accompli*. If people understand that the security system has evolved in order to adapt to the changing threats and to ensure their protection, confidence in the system will be maintained and enhanced.

## Evolving Procedures to Meet New Threats: Canines to the Rescue

Currently, CATSA is pursuing an opportunity to partner with the YVR airport authority and the RCMP in a training exercise that will enable CATSA to gauge public reaction

concerning the use of canines in a security screening environment. By pursuing strategic partnerships and utilizing new screening methods, CATSA will ensure that

its security system can evolve and adapt to new threat environments.

## 7.0 CONCLUSION

Recognizing the key importance of AGILE as an effective and evolutionary counter-terrorism model, CATSA has taken the necessary steps to develop it to fit our specific mandate and responsibilities. It is a flexible model that must be acclimatized to changing conditions in the international system and to the phenomenon of terrorism itself. Its key principles of prevention, preparedness and proficiency are inherently linked to the notions of detection, deterrence, reaction, recover and reform. In the context of counter-terrorism, and taken as a whole, these principles will help ensure CATSA remains a responsible and accountable security authority.

As we continue to work towards achieving our mandate and finding new ways to enhance the effectiveness of our layered security system, we must keep in mind that the ever-changing nature of the international security environment and the nature of new and emerging threats, demand continued flexibility.

Flexibility is about being able to adapt to change and being open to modifications. It is about having the ability to respond to a variety of demanding and differing situations and about accepting uncertainty in the operating environment. Effectiveness is about having the right resources, the appropriate capabilities, the relevant mandate and the required assets positioned in the right places at the right time.



CATSA is a young organization, maturing into an agile and effective security expert. To stay the course, CATSA must be strategic and must be able to respond more swiftly and effectively to mitigate threats. Given the unpredictability and rapid change reflected in terrorist events around the world, CATSA's security approach must be flexible and adaptable. When our processes and procedures become predictable then we become vulnerable. CATSA must adopt a risk-based system that gives a comprehensive understanding of the risks and the ability to apply limited resources to those high-risk areas.

As a Crown corporation, CATSA must follow specific Treasury Board guidelines for all expenditures. Under the current framework, CATSA is unable to shift funds according to threat assessment needs. In order to have the maximum security impact, CATSA needs to be able to shift funds and resources to the areas that present the most concern. This will ensure that CATSA has a security system that is efficient, effective and highly responsive to evolving security threats while mindful of the needs of the industry and the traveling public.

Strong, collaborative relationships are essential to ensure that CATSA becomes an agile security authority. CATSA will continue to work together with its government partners, in particular Transport Canada to achieve these goals. It is also necessary to closely with airports, airlines and service providers. These partnerships will ensure the security of the traveling public and the best quality customer service for Canadians.

## 8.0 RECOMMENDATIONS

1. The most important aspect of the assess function is the open sharing of relevant intelligence and the timely dissemination of threat information. Assess is the pre-emptive component of our counter-terrorism model and intelligence is required to help us identify early warning signs and single out specific threat indicators that reveal terrorist plans and operations. Intelligence brings a valued-added component to our counter-terrorism equation, effectively multiplying our effectiveness and adding to our overall success rate in detecting terrorists before they have a chance to strike.
2. In order to reduce and eliminate terrorists' ability to perpetrate attacks against the air transport system, we must protect our system by building a layered defence system. These layers consist of a combination of physical protective measures, as well as procedures that guard our critical assets against those seeking to harm them. As the nature of the threat changes, so to must security systems. It is no longer sufficient to only screen for objects. CATSA must consider additional security layers such as behaviour pattern recognition and the use of canine units.
3. Another essential component of our counter-terrorism model is to guard against fear. The reduction of fear is central to dealing with terrorism – we need to inform the public reasonably and realistically about the nature of the threat rather than terrifying them unnecessarily.
4. As part of our counter-terrorism model, we need to be ready to intervene in the crisis situation that will ensue and deny terrorists their ability and desire to create mass panic, chaos and fear. Effective intervention during a crisis situation resulting from a terrorist attack demands a coordinated and cooperative approach with our security partners. More operational flexibility is required to give CATSA the right tools to launch the appropriate intervention response.

5. It is through the process of continuous improvement, that we can ensure that our security systems can respond adequately to incidents. Outreach activities with stakeholders and partners, both public and private as well as nationally and internationally, can significantly enhance the overall effectiveness and efficiency of security operations.
  
6. In order to make Canada's air transportation system more secure, CATSA must ensure that it evolves as an aviation security authority- one that deploys its resources and aligns its actions strategically so that it can continuously improve in fulfilling its mission and support the National Security Policy with distinction as a leading, world-class air security authority. CATSA must examine new screening methods to ensure that the system evolves according to the nature of the threat without compromising public support. Effective security organizations must continually re-examine their structure, procedures and policies to ensure their relevance and ability to accurately detect, deter, react and recover from any incident. This may require the institution of new protective measures, the development and acquisition of new equipment and technology and/or new training techniques. For any system to truly evolve, a necessary prerequisite is public engagement and support and more importantly confidence in the security system.