



# Global Engagement Strategy



U.S. Customs and  
Border Protection

## MESSAGE FROM THE COMMISSIONER

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R. GIL KERLIKOWSKE

As the Nation's largest law enforcement agency – whose mission includes border security as well as facilitating lawful trade and travel – U.S. Customs and Border Protection (CBP) is acutely aware of the importance of engaging with its international partners and stakeholders. CBP's Global Engagement Strategy unifies the Agency's international programs portfolio and clearly articulates guiding principles, specified goals, and shared approaches for our global engagement activities in promoting America's safety, security, and prosperity.

The global trade and travel environment continues to undergo extraordinary change, and CBP must anticipate and adapt to these changes. Global engagement is critical to that effort, but CBP recognizes that no one nation, agency, or locality can meet global challenges alone. Strong international partnerships are essential to counter current and evolving threats to our national and economic security.

CBP is committed to collaborating with our international partners to develop a comprehensive understanding of the threat environment and expand the use of risk-informed strategies to anticipate, detect, and disrupt global threats while facilitating the expedited flow of lawful trade and travel. Our Global Engagement Strategy re affirms that CBP will continue to promote these goals through mutually beneficial information sharing agreements, capacity building efforts, trade facilitation programs, and promoting worldwide security and compliance standards.

CBP is also committed to preventing strategic surprise and will continue to reinforce the principle of extending the "zone of security" in order to transcend the physical borders of the United States. Our Global Engagement Strategy will ensure a single framework to prioritize global engagements, respond more proactively to dynamic threats, efficiently deploy our unique capabilities, and assess our efforts to maximize the safety, security, and prosperity of global trade and travel.

The security of our Nation will continue to be tested by new and evolving threats and challenges. Facilitating lawful trade and travel, protecting intellectual property, and ensuring the safety of consumer products, while maintaining the highest level of security, remain primary goals of CBP's enforcement mission. Our Global Engagement Strategy is critical to the success of this mission.

A stylized, handwritten signature in white ink that reads "R. G. Kerlikowske". The signature is fluid and cursive, with a prominent dot over the 'i' in Kerlikowske.

R. Gil Kerlikowske  
Commissioner

## INTRODUCTION

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CBP Commissioner Kerlikowske speaking at the World Customs Organization

The security and economic prosperity of America greatly depends upon the ability of U.S. Customs and Border Protection (CBP) to adapt to the extraordinary pace of change in the global trade and travel environment. A dynamic threat environment, an expanding global economy, significant growth of imports and exports, and geopolitical changes confirm that border management cannot simply focus on traditional national boundaries. CBP must lead development of a seamless international network to integrate border enforcement capabilities and to meet the demands of this evolving landscape. Recognizing that no single nation or agency can meet these challenges alone,

CBP must strengthen worldwide law enforcement cooperation through mutually beneficial partnerships that anticipate, detect, and disrupt global threats while facilitating the expedited flow of legal trade and travel.

Since its origin, CBP has cooperated with international partners to develop and implement multilayered, risk-based security and facilitate global trade and travel. To prevent threats from dangerous materials, terrorists, malicious actors, criminal enterprises and their networks, CBP seeks to ensure that America's physical border is the last line of defense, not the first. To facilitate the flow of lawful trade and travel, CBP shares best practices and promotes universal security and facilitation standards with international partners. To achieve these goals, CBP deploys operational and advisory personnel overseas to screen cargo and travelers before they depart for the United States and to support foreign partners as they strengthen their own capabilities. These efforts are mutually supporting, as coordination with foreign law enforcement often facilitates further cooperation with trade partners, and vice-versa.

Global engagement will continue as an essential element to CBP's mission success. This strategy unifies CBP's international program portfolio through guiding principles, specified goals, and an associated approach for global engagement activities. It will allow CBP to establish a single framework to prioritize global engagements, respond more proactively to dynamic threats, efficiently deploy its unique capabilities, and assess its efforts to maximize the safety, security, and prosperity of global trade and travel.

## STRATEGIC ENVIRONMENT

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America faces security threats that can originate anywhere in the world:

- Extremist and terrorist ideologies;
- Consequences associated with weak and failing states;
- The proliferation of weapons of mass destruction;
- Hazards to public health; and
- Transnational criminal networks that illegally transport people and goods across international borders

More than ever, interconnected networks sustain adversaries who are intent on destroying, corrupting, or exploiting American interests. By analyzing the strategic environment, CBP can maximize the access and placement of its capabilities in strategic locations to address the threats these networks pose to the country.



## STRATEGIC ENVIRONMENT



CBP Canine Training in Tanzania

Terrorist and transnational criminal organizations, and their affiliated illicit networks, persistently threaten the United States and its global partners. These organizations and their networks move illicit products and money through source countries, as well as the open seas. They continuously change their tactics to exploit vulnerabilities in all travel and trade routes to and from the United States. Through global law enforcement partnerships, CBP can best address these threats before they arrive at U.S. shores.

CBP must also facilitate the

movement of lawful trade and travel. The growth in e-commerce, international travel, and the reduction of global trade barriers offer tremendous opportunities for global economic prosperity. CBP can build on these opportunities better through partnerships and participation in multilateral, international trade and travel organizations. At the same time, threats to human health and agriculture from unlawful trade and travel can negatively affect the safety of U.S. citizens, undermine U.S. economic security, and destabilize the global trade system.

CBP must be flexible and responsive to international events, such as conflicts, political changes, or shifts in global economics. These events affect the trade, travel, and economic factors in CBP's strategic environment and can have major implications for its operations. Additionally, such global events can drive worldwide migration patterns, which affect all aspects of CBP operations. International partnerships will enable CBP to respond to geopolitical changes more effectively and proactively.



Finally, CBP is part of a whole-of-government approach to U.S. foreign policy objectives. The agency brings unique expertise and capabilities to the goals of global security and economic prosperity. As part of this approach, U.S. Interagency and White House priorities will inform the selection of CBP global engagement activities. CBP can best align and contribute to shared global engagement priorities through direct partnerships with U.S. Departments and Agencies that have key international authorities and activities.

## GUIDING PRINCIPLES

The following principles make up the core of all current and future CBP global engagement activities for ensuring a safe and secure global trade and travel system.

### ➔ Sustained Partnership Support

Partnerships with foreign governments and private industry are vital to the success of CBP's approach to security and lawful trade and travel facilitation. Sustained engagement enables CBP and its partners to anticipate, detect, and disrupt global threats through mature and reliable relationships.

### ➔ Mutually Beneficial Engagement

Mutually beneficial engagement between CBP and its partner nations improves information flow, processing, and security for all involved. Through global engagement, CBP can develop a culture of mutual interest and shared responsibility for global safety, security, and prosperity.



### ➔ Strengthened Global Capacity

When CBP advances its security and facilitation capabilities with partner nations, the partner becomes a significant force-multiplier in promoting the security and prosperity of all nations. By strengthening its unique capabilities through relationships and engagement, CBP can continue to promote a network of international law enforcement professionals fully committed to a safe and secure global trade and travel system.



## STRATEGIC GOALS

### ➔ GOAL 1: IDENTIFY AND COUNTER THREATS TO SAFETY, SECURITY, AND PROSPERITY AT THE EARLIEST AND MOST VULNERABLE POINT POSSIBLE



Sampling of Counterfeit Soccer Apparel seized by CBP

Threats to U.S. safety, security, and prosperity originate from all corners of the world and CBP's adversaries use innovative approaches to exploit the agency's potential vulnerabilities. With the support of U.S. interagency and foreign partnerships, CBP focuses its unique, yet finite, capabilities in foreign locations where they can mitigate these threats before they reach the United States. CBP's global engagement activities are essential to this goal.

Through relationships with the host country, as well as joint operations with foreign government agencies, CBP can most effectively address or interdict threats near the point of origin or in the most vulnerable transit areas for illicit goods. With its training and capacity-building programs, CBP can bolster the capabilities of foreign counterparts to identify and counter security threats before they reach the United States. Finally, engagement enables CBP to form agreements with foreign partners for utilizing their support facilities. These agreements allow CBP to respond more quickly to threats at transshipment

hubs and within transit zones through international waters or airspace, which is critical to countering threats before they reach U.S. borders.



## STRATEGIC GOALS

### ➡ GOAL 2: FACILITATE LAWFUL TRADE AND TRAVEL



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### ➡ GOAL 3: ADVANCE INFORMATION SHARING AND RISK MANAGEMENT



CBP customs and ports advisor in Peru

CBP will share information with foreign partners to secure and facilitate global trade and travel, while safeguarding the privacy and civil liberties of individuals and protecting sensitive information, assets, activities, and networks. Through this collaboration, CBP can form a better picture of emerging global threats in the trade and travel environment. Additionally, these partnerships build trust with CBP's foreign partners and provide transparency of its global trade and travel processes.

CBP will lead efforts in utilizing a risk management framework to identify, analyze, and communicate risk. The framework

considers associated costs and benefits of any actions taken to accept, avoid, transfer, or control risk to an acceptable level. This framework can enable CBP partners to focus their security efforts on risks that are likely to bring the greatest harm, and employ approaches that are more likely to mitigate or prevent them.

## STRATEGIC GOALS

### ➔ **GOAL 4: PROMOTE SHARED GLOBAL VALUES, NORMS, AND STANDARDS FOR TRADE AND SECURITY**

CBP is committed to protecting civil liberties, the rule of law, accepted international agreements, and fair trade practices. Dedication to these principles does not stop at the U.S. border and CBP must continue to represent them through its global engagement efforts. CBP will work through its partnerships, agreements, and policies to promote shared values, norms, and standards for trade and travel.



U.S. - Chile Customs Mutual Assistance Agreement Signing Ceremony

## STRATEGIC APPROACH

To achieve its global engagement goals, CBP's approach must unify its limited resources and capabilities to determine and implement its engagement priorities most efficiently and effectively.

### ➔ **Unified Engagement**

Through a unified "one-CBP" review and analysis process, CBP will determine the best mix of its diverse and unique capabilities and align them to achieve its global engagement goals. This process will enable CBP leadership to identify shortfalls or unintended redundancies of deployed capabilities and develop responses to emerging threats.

### ➔ **Systematic Prioritization**

To build a dynamic, proactive, global engagement approach, CBP will analyze multiple factors related to trade and travel using a repeatable methodology. This analysis, along with an assessment of resources, capabilities, and administration priorities, will form a complete and consistent view of the global environment, allowing CBP to best deploy its engagement capabilities. CBP will also use Department of Homeland Security guidance for international engagement and other interagency input to shape its decision-making. Additionally, it will use this analysis to determine areas for new investments or programs to address emerging threats and challenges.



### ➔ **Continuous Assessment**

CBP will need to assess current engagement efforts and potentially shift deployed capabilities in response to changes in the global environment. CBP will continually assess all global engagement activities for areas of potential realignment and it will take into account all effects of these recommendations on global trade and travel. This will include how realignment decisions may affect CBP partner capabilities and future engagement opportunities. This assessment will ensure CBP is still meeting its priorities, but with the most efficient and effective approach possible.

## KEYS TO SUCCESS

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As part of a whole-of-government approach to U.S. foreign policy objectives, this strategy may place CBP law enforcement and other personnel overseas in dangerous environments. While CBP personnel are its most important and essential asset for achieving its goals, deploying them internationally does not come without risk. To advance its global engagement goals and support U.S. foreign policy objectives, CBP will strive to engage in locations that are consistent with its law enforcement mission and where CBP or host countries can assure the security and protection of CBP personnel, information, equipment, and facilities.

To advance and mature global engagement, CBP will require investment in the recruitment, development, and retention of employees qualified in foreign affairs. CBP will seek out top international relations talent to achieve its global engagement goals and build strong and lasting relationships with its international partners. Additionally, CBP will develop the capabilities of its current internationally engaged professionals and work to retain the most capable and effective personnel to continue supporting CBP's global engagement activities.

## CONCLUSION

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CBP's mission success demands strong international partnerships to counter threats to the homeland. CBP's global engagement activities are essential to achieving comprehensive, multilayered national security, while facilitating lawful trade and travel. This strategy unifies these activities and aligns them under clear, mutually beneficial goals. As the world continues to change, CBP will maximize its global engagement activities to adapt proactively, efficiently, and effectively to improve global safety, security, and prosperity.





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