

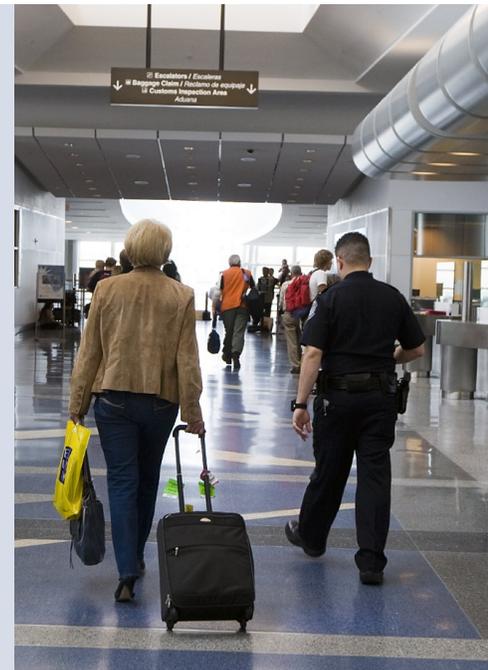


Preclearance Expansion

Fiscal Year 2015 Guidance for Prospective Applicants

Beginning in 2015, the United States intends to enter into negotiations in order to expand air preclearance operations to new locations. Through preclearance, the same immigration, customs, and agriculture inspections of international air passengers performed on arrival in the United States can be completed before departure at foreign airports instead. Currently, preclearance operations take place at 15 foreign airports in six different countries, benefitting air passengers, airports, and air carriers, in the United States and abroad.

The U.S. Department of Homeland Security (DHS) is the U.S. government agency responsible for securing U.S. borders and facilitating international trade and travel. Within DHS, U.S. Customs and Border Protection (CBP) will administer a process to evaluate and prioritize an initial set of potential preclearance locations to begin formal preclearance negotiations in 2015. Foreign airport authorities that are interested in initiating the process to establish preclearance operations at their location are encouraged to submit a letter detailing their interest to CBP at preclearance@cbp.dhs.gov by November 30, 2014.



The FY 2015 Preclearance Expansion Process

Initial Submission	Collaborative Review	Prioritization	Negotiation	Finalization
Airport authorities submit a letter outlining their interest in preclearance expansion	DHS technical teams conduct site visits and work with applicant airports to develop their preclearance model	DHS, with the U.S. Department of State, prioritizes applicant airports that are ready for formal negotiations to begin in 2015	Formal negotiations occur between the United States and the host government	Agreement is reached between the United States and the host government to establish preclearance operations
November 2014	December 2014	December 2014	Starting January 2015	24-36 months after negotiations begin



What is Preclearance?

The same clearance process...

Before being permitted entry into the United States, each traveler and their baggage must undergo immigration, customs, and agriculture inspection by CBP officers and agriculture specialists. Preclearance allows for these inspection processes to occur on foreign soil prior to boarding a direct flight to the United States, without further CBP processing or security screening on arrival.

...with unique opportunities for increased security and growth, and an improved passenger experience.

Proactive against threats: Preclearance allows the United States and our international partners to jointly identify and address threats at the earliest possible point. The attempted terrorist attack on Northwest Airlines Flight 253 from Amsterdam to Detroit on December 25, 2009, and similar incidents, demonstrate that terrorists seek to avoid U.S. screening and targeting efforts by carrying out attacks on U.S.-bound aircraft before arrival in the United States. As the terrorist threat persists, preclearance is critical to our joint efforts to remain proactive and stay ahead of international security threats. Preclearance also helps to protect against threats to U.S. agriculture and public health.

Customer-driven: The preclearance model is customizable to support the distinct needs and unique operating environment of airports and air carriers. Achieving the service goals of airports and air carriers, while improving the passenger experience, is central to preclearance's success. Preclearance can be designed to accommodate existing benchmarks, such as minimum connection time, while allowing choice as to the number of flights and passengers that will be precleared, and hours of preclearance operations. Air travelers benefit from the more streamlined process that preclearance supports. For example, technological innovations that are helping to transform CBP processes allow passengers to take control of filling out necessary paperwork when and how it's most convenient—including through automated kiosks or on their mobile phone. By providing an alternative to clearance on arrival, preclearance creates opportunities for airports and air carriers to develop new routes, increase schedule flexibility, and provide a better experience for air passengers.

Fully-integrated: With an innovative preclearance model, preclearance operations can add as little as 30 seconds to the majority of passengers' pre-boarding experience. This is achieved by integrating preclearance procedures into the overall travel process, thereby helping to ensure that passengers and their bags depart on time. Within this context, improved efficiency from technological solutions like increased automation, and process improvements like queue management, not only make preclearance a cost-effective way to increase growth and capacity, but also make it more secure and user-friendly.

Skip the Line

Preclearance doesn't export queues—it helps to eliminate them. How?

- **Efficiency** — Passengers departing on a U.S.-bound preclearance flight are precleared as they check in or arrive from various connecting flights, instead of requiring clearance all at once upon arrival in the United States.
- **Capacity** — Overall increase in clearance capacity due to preclearance expansion reduces wait times at U.S. airports, speeding up connections and maximizing aircraft utilization.
- **Opportunities for Innovation** — Innovations like trusted traveler programs, Mobile Passport Control, Automated Passport Control kiosks, the Baggage Image Weight Identification System, and queue management systems can make waiting in line a thing of the past.

Preclearance Procedures

Building upon existing requirements for all U.S.-bound flights and air travelers, preclearance standards and procedures ensure that passengers and their baggage are properly screened, inspected, and precleared for entry into the United States within designated areas.

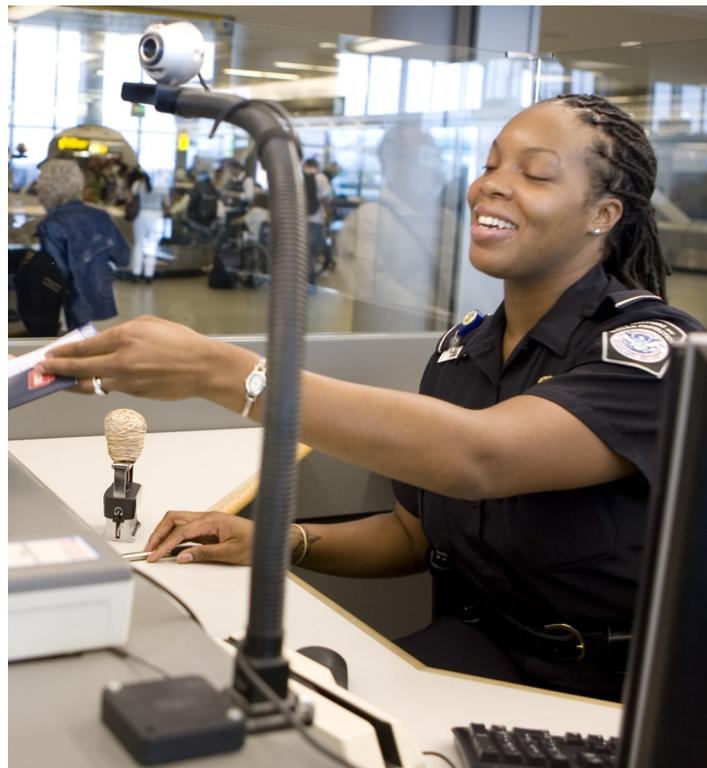
Aviation Security Screening

Preclearance passengers, and their carry-on and checked baggage, must undergo aviation security screening prior to entering the CBP inspection area. Aviation security screening, as part of the preclearance process, must be maintained at a level comparable with Transportation Security Administration (TSA) standards. This ensures security on U.S.-bound flights and allows passengers and their baggage to transfer to connecting flights in the United States without undergoing re-screening. Some foreign airports may already provide security screening at or near this level, but a signed Memorandum of Cooperation between TSA and the local General Civil Aviation Authority is required for preclearance operations.

U.S. Immigration, Customs, and Agriculture Inspection

All travelers on U.S.-bound preclearance flights are subject to immigration, customs, and agriculture inspection by a CBP officer prior to boarding. The vast majority of passengers only undergo primary inspection, but some passengers may be referred through random selection or risk-based screening for more intensive secondary inspection.

The primary inspection process takes approximately 30 seconds to two minutes per air traveler. Like inspectional procedures on arrival in the United States, each passenger's biographic information is confirmed, then biometric information, in the form of a photograph and fingerprints, may be collected. In addition,



passengers are briefly interviewed by a CBP officer to verify identity and determine eligibility to enter the United States. Finally, a CBP officer determines whether to permit a passenger entry into the United States, or refer the passenger to secondary inspection. On rare occasions CBP may re-inspect on arrival in the United States; for example, if a precleared flight is diverted to foreign territory.

On a typical Boeing 777-300 precleared flight, 7-8 passengers, on average less than 2 percent, are referred to secondary inspection.¹ The time required to complete secondary inspection varies depending on the circumstances of a case, and can take approximately 15 to 120 minutes per air traveler. Passengers selected for secondary inspection may be subjected to a more extensive interview or search, including further examination of carry-on and checked baggage.

With the Baggage Image Weight Identification System (BIWIS), travelers are not required to physically transport their checked baggage through the CBP inspection process. Instead, checked baggage is held in a designated preclearance area and made available for secondary inspection at the request of a CBP officer. Baggage is only loaded onto the aircraft once its owner clears inspection (see *Is That Your Bag?*).

In order for CBP personnel to perform their duties in a foreign location, they must be afforded the same level of immunities and privileges as personnel with the U.S. diplomatic mission in the host country, and full law enforcement authorities within designated preclearance areas.



Access Control in Designated Preclearance Areas

All inspectional procedures must take place within designated controlled-access areas in order to maintain the integrity of the preclearance process. To ensure a secure path from inspection to arrival in the United States, precleared passengers and their baggage must remain within designated preclearance areas until boarding. Co-mingling of precleared and non-precleared passengers and baggage is not permitted. Access must be controlled to any space available to precleared passengers, including passenger transport vehicles; stores, restaurants, and lounges in pre-departures areas; and preclearance departure gates. Precleared baggage must be secured in a designated preclearance area until it is loaded onto the aircraft. In addition, precleared aircraft must be secured in a controlled-access preclearance area.

In order to ensure the security and integrity of preclearance operations at a foreign airport, CBP requires the authority to vet all employees, vendors, contractors, and other individuals who work, operate, or have access to designated preclearance areas.

Preclearance Today

U.S. preclearance operations began at Toronto Pearson International Airport in 1952. In the more than 60 years since preclearance was first established, it has helped to increase air travel from preclearance airports to the United States.² Currently, preclearance of air passengers occurs at 15 locations in six foreign countries: Canada, Ireland, the United Arab Emirates, Bermuda, Aruba, and the Bahamas. Over 600 CBP officers and agriculture specialists are deployed to foreign airports, processing over 16 million U.S.-bound passengers per year. In Fiscal Year 2013, 29 percent of all commercial aircraft, and 18 percent of all commercial air travelers arriving in the United States were precleared.

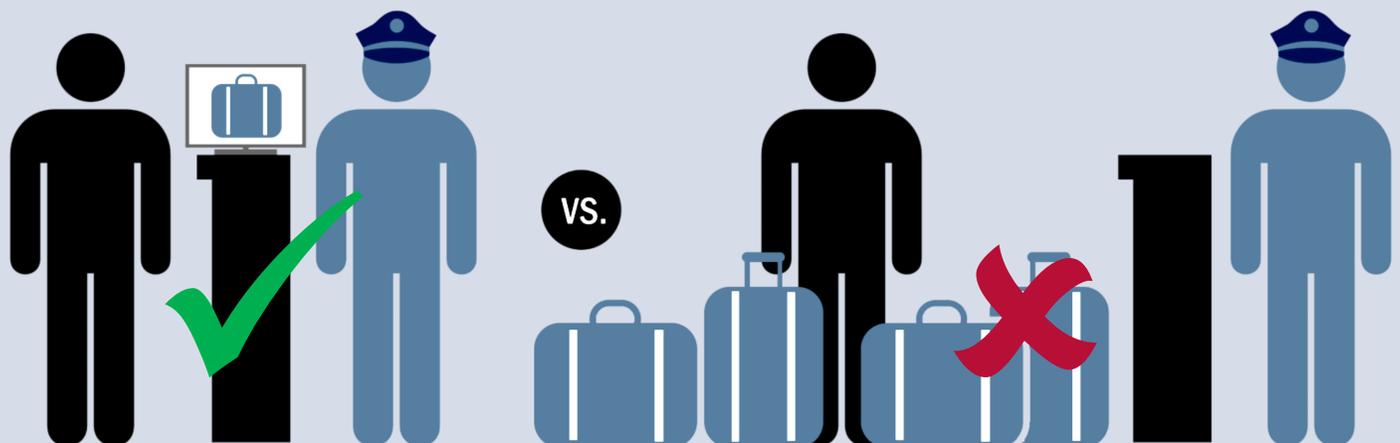
Preclearance Expansion Goal

Building upon the success of existing preclearance operations, CBP intends to significantly expand the preclearance program toward the goal of preclearing 33 percent of all U.S.-bound air travelers by 2024.

Is That Your Bag?

Traditional inspection procedures require that passengers collect all of their baggage—carry-on and checked bags—and bring it with them through the clearance process. The Baggage Image Weight Identification System (BIWIS) provides an operational alternative that supports the integrity of the preclearance process while greatly improving the passenger experience.

At baggage drop-off, an image, x-ray image, weight, and other data points are collected for each bag and linked to its owner. At inspection, a CBP officer examines the information and images of a passenger's bag, confirms ownership, and determines whether to clear the bag for loading onto the aircraft or recall the bag for physical examination at secondary inspection. Baggage tracking allows this process to occur securely and seamlessly, while passengers experience a faster, more pleasant preclearance process.





Why Preclear?

On a typical day, more than a quarter million air travelers arrive in the United States from airports around the world.³ This number is only expected to increase as the volume of international air passengers grows by 4 percent per year.⁴ Preclearance has the potential to increase capacity and growth opportunities for airports and air carriers in the U.S. and abroad, while improving the passenger experience. In addition, preclearance provides significant security and economic benefits for the United States and our international partners.

Air travelers benefit from an improved passenger experience

- *More direct-flight destination options:* Precleared passengers may fly directly to hundreds of domestic U.S. airports.
- *Faster connections:* Just like U.S. domestic air travelers, precleared passengers do not have to go through CBP inspection upon arrival in the United States, resulting in shorter connection times and earlier arrival at final destinations.
- *Shorter wait times:* Preclearance reduces wait times for the inspection process at U.S. airports. For example, a precleared Boeing 777 from Abu Dhabi arriving at Chicago O'Hare International Airport in the middle of peak traffic reduces the number of passengers in queues for inspection at that time by almost 20 percent.
- *Greater predictability, door-to-door:* Without the need for clearance on arrival in the United States, passengers benefit from a rapid and predictable exit from the U.S. airport, or transfer on to a connecting flight. Also, uncertainty concerning whether a passenger will be denied admission on arrival in the United States is greatly reduced.
- *Seamless baggage transfer:* With BIWIS, baggage may be checked through to passengers' final destination, no pick-up/drop-off necessary.⁵
- *Streamlined security screening:* TSA-comparable aviation security screening eliminates the need to undergo additional security screening before boarding a connecting U.S. flight.
- *Efficient pre-boarding experience:* Passengers arriving at the airport a recommended two to three hours before departure can use some of that time to complete the preclearance process.

Airports benefit from future growth

- *Higher passenger volumes:* Demand for preclearance increases the number of passengers, flights, and routes to and from the United States through preclearance airports, compared to competitor airports. For example, preclearance operations at Dublin Airport have helped to make it the seventh largest airport in Europe for commercial air service to North America.⁶
- *Increased service offerings:* Airports are able to offer preclearance service to interested commercial aviation customers.
- *More sales opportunities:* Retail sales in preclearance areas generate significant revenue. Duty free sales in Vancouver International Airport's U.S. and International Departure Terminals reached \$108 million in 2013.⁷
- *Consistent service delivery:* By leveraging innovations in baggage handling and passenger processing, CBP is able to inspect and preclear connecting passengers and baggage prior to departure without substantially increasing connection times.

Describing British Airways' "game-changer" service from London City Airport to JFK, via Shannon Airport:

"By the time your plane's nose is over the Atlantic, you've already been cleared by U.S. customs and immigration and arrive at JFK as a domestic flight, which means you can head straight into Manhattan."

Lysanne Currie, *Director Magazine*, "British Airways: LCY to JFK," 2014.



Air carriers benefit from opportunities to increase efficiency and earnings

- *Higher capacity:* Greater efficiencies throughout the air travel system, including reduced wait times and greater schedule flexibility, increase the volume of passengers that airports and air carriers can accommodate.
- *Maximized aircraft utilization:* Shorter connection times at U.S. airports and greater flexibility of arrival and departure times help to reduce time that aircraft are idle.
- *Diminished congestion and delays:* Greater utilization of domestic gates in the United States, and more opportunities to use secondary U.S. airports, help to reduce congestion of international gates.
- *Lower ground handling costs:* More arrival gate options can reduce the need for costly towing between terminals.
- *More top search results:* Shorter connection times on arrival in the United States can lead to more flights at or near the top of flight search results in online booking systems.
- *More gate space:* A precleared flight arriving at a U.S. domestic gate opens up gate space for a new international route.
- *Lower repatriation costs:* The costs associated with repatriating travelers who are denied admission to the United States are reduced.
- *New route options:* Preclearance provides opportunities to fly or codeshare to new

destinations within the United States, with more schedule flexibility.

Preclearance expansion also benefits global aviation security and economic growth

Security

- Increased international law enforcement collaboration to counter global security threats.
- Enhanced public-private partnerships to proactively address international security challenges.

Economy

- New direct service between cities in the European Union and the United States generates up to \$720 million annually in new economic activity for a city and its local region, depending on the size of the markets.⁸
- 33 overseas visitors to the United States create 1 American job, with each visitor spending an average of \$4,300 per visit at hotels, shops and restaurants.⁹
- Almost two-thirds of surveyed international air travelers said that shorter queues and wait times would make the United States a more attractive destination.¹⁰

What's in it for U.S.?

- More opportunities to prevent threats to our security and prosperity from reaching our borders
- Shorter wait times at U.S. airports
- Greater utilization of U.S. domestic gates
- More resources to innovate and increase CBP staffing
- Increased capacity to add new routes and welcome more visitors to the United States



Moving Preclearance Forward

CBP is committed to working in close partnership with stakeholders, including airports and air carriers, to make preclearance a success. In coordination with CBP, an applicant airport has the opportunity to design a preclearance model that accommodates the airport's unique operating environment and service goals, while satisfying the requirements of the preclearance process. All preclearance models are based on a fundamental structure of operations to accomplish CBP's mission and advance joint interests in security and prosperity.

CBP preclearance operations are not provided free of charge; airports are required to reimburse CBP for preclearance operational expenses to the maximum extent allowed by law. As with all CBP-serviced airports in the United States, foreign airports are required to provide the facilities and certain equipment (e.g., BIWIS) necessary for preclearance operations.

Critical to the success of an airport's preclearance model is the full integration of preclearance operations into broader passenger and baggage processes, from check-in to departure for the United States. By



considering preclearance operations within this broader context, together, we can leverage technology in the preclearance process, and look beyond the walls of the preclearance area, or even the airport itself, to identify ways to save time, increase efficiency, and reduce costs.

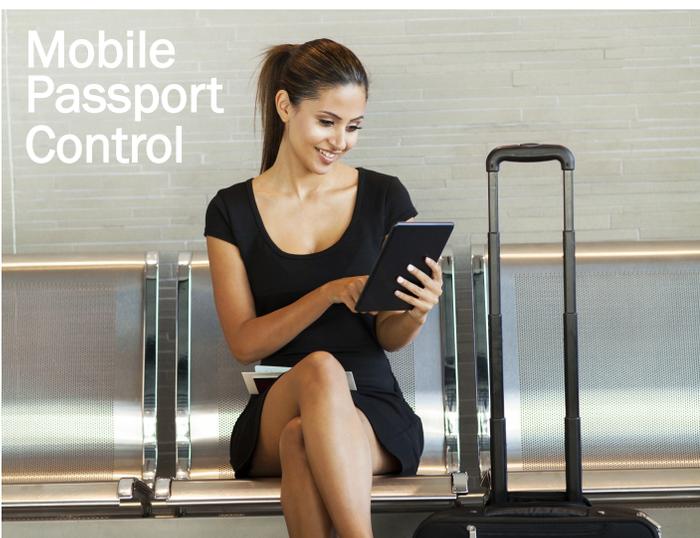
CBP's minimum requirements for preclearance operations provide substantial room for innovation. Technological and process innovations provide opportunities to ensure seamless integration of preclearance operations, while making the passenger experience more efficient and enjoyable. These innovations facilitate effective management of passenger throughput in order to avoid bottlenecks and optimize the use of resources. They also help to ensure that even those passengers, and their baggage, that arrive with the minimum connection time make their connecting flight to the United States.

Applicant airports are encouraged to consider the following concepts and innovations when designing a preclearance model. Each option involves trade-offs and operational challenges, and a number of concepts have yet to be fully implemented and tested. However, CBP is prepared to work hand-in-hand with applicant airports to incorporate feasible concepts into the airport's preclearance model.



Increase schedule and destination flexibility: Not all eligible flights departing from a preclearance airport must be precleared. As long as U.S. air carriers operating at the airport are provided equal access to preclearance service, airports may work with CBP to change the number and scheduling of precleared flights. Relevant concepts and innovations include:

- **Scaled service level:** An airport could increase or decrease the number of passengers and flights that undergo preclearance. With sufficient notice and necessary approvals, CBP can adjust staffing to match. This allows airports to start with a small preclearance operation and expand as appropriate.
- **Seasonal variation:** Seasonal demand fluctuations are a reality of airline service, and the number of flights an airport expects to preclear may change because of these shifts. CBP may be able to accommodate this variability by adjusting staffing levels.



Generate additional revenue: There are numerous opportunities for airports and air carriers to generate revenue in order to increase earnings and/or to fund the reimbursement of preclearance operational expenses. Relevant concepts and innovations include:

- **Fees:** With preclearance, airports provide an additional service to passengers so that they arrive at their destination without the need for further screening and inspection. Airports could charge a fee for preclearance flights that would be added to the cost of a ticket. Air carriers may also choose to incorporate a fee into ticket prices, especially if it is offset by cost savings from preclearance. Of 15 current preclearance locations, 11 charge a fee.
- **Concessions:** Preclearance infrastructure and operational expenses may be financed through funding arrangements such as concessions. These arrangements include toll concessions, availability

payment concessions, and shadow toll concessions.

- **Retail** in designated preclearance areas, and potentially in flight, may both increase revenue and improve the passenger experience. For example, Montréal–Pierre Elliott Trudeau International Airport currently has retail in designated preclearance areas.

Go Booth-less

Mobile technology, such as tablets, has made it possible to complete primary inspection without costly booths and large customs halls.

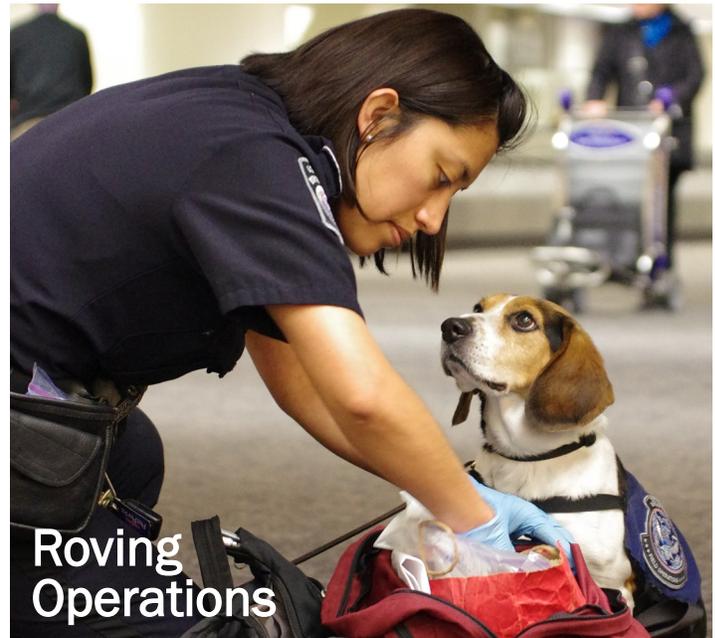
Reduce the footprint of designated preclearance areas: There is no single design for preclearance facilities. Provided that designated preclearance areas align with CBP’s Airport Technical Design Standard (ATDS), there are opportunities for airports to repurpose, modify, or build facilities to create preclearance areas in a cost-effective manner. Relevant concepts and innovations include:

- **Queue management systems** leverage technology to effectively manage the flow of passengers entering the preclearance inspection area. For example, some airports provide screens that notify passengers when they should proceed to CBP inspection. These systems queue passengers virtually based on time to connection, progress of their baggage through screening, and priority status. Queue management systems reduce the amount of space needed for passengers waiting to undergo inspection, and frees passengers to enjoy airport amenities while they wait. For example, these systems are currently in use at Calgary International Airport.
- **Booth-less primary inspection:** With the opportunity to replace booths with scalable podiums that accommodate mobile technology, more passengers can undergo primary inspection at one time in a smaller space.
- **Alternatives for transporting cleared passengers to their gates,** including secured buses, may eliminate the need to build dedicated hallways that connect precleared passengers to their departure gate.
- **Swing gates** allow airports and air carriers to use space more flexibly. Airports use these areas for non-precleared flights outside of preclearance operating hours, provided that designated

preclearance areas meet minimum requirements, including access controls, when in use for preclearance flights. For example, swing gates are currently in use at Calgary International Airport.

Facilitate completion of certain procedures before arrival at the preclearance airport: Passengers must complete a number of different procedures prior to boarding a U.S.-bound precleared flight. However, not all of these activities must occur during transfer or pre-boarding at the preclearance airport itself. Opportunities for passengers to complete certain procedures before arriving at the airport may allow more time for activities that must be completed within the minimum time to departure. Relevant concepts and innovations include:

- Inflight Passport Control: Eligible passengers may complete administrative tasks that would otherwise be completed during the inspection process through the inflight seat-back entertainment system before their plane lands at the preclearance airport. This allows passengers to save time as they connect to a U.S.-bound flight.
- Examination of connecting baggage at the point of origin: Using BIWIS, baggage images and data, including x-ray images, could be collected and transmitted to CBP from a passenger's first point of departure. This could reduce the number of bags that must be imaged and screened at the preclearance airport and allow CBP to identify suspicious baggage earlier.
- RFID baggage tracking technology could facilitate faster, more complex baggage handling processes, allowing baggage to be screened and then secured from point of departure to loading onto a U.S.-bound flight. With 80% of air travelers interested in being able to track their baggage throughout their journey,¹¹ this technology could also improve the passenger experience. For example, RFID baggage tracking is currently in use at Edmonton International Airport.



- Remote location of kiosks: Automated kiosks that facilitate the preclearance process, such as Global Entry kiosks and Automated Passport Control kiosks, could be placed at passengers' first point of departure, thereby allowing passengers to complete certain preclearance procedures before arriving at the preclearance airport.

Focus inspection time: A number of innovations allow passengers to complete certain administrative tasks required for the preclearance process before inspection by a CBP officer. These innovations not only shorten inspection and wait times, but also allow CBP officers to perform more effective inspections by focusing on their primary task of assessing admissibility to the United States. Relevant concepts and innovations include:

- Automated Passport Control (APC): Self-service APC kiosks, provide U.S., Canadian, and Visa Waiver Program international travelers the opportunity to submit their biographic information and answer customs declaration questions before finalizing their inspection with a CBP officer. APC kiosks allow passengers to clear inspection up to 89 percent faster,¹² decreasing wait times by approximately 40 percent in airports that offer them. For example, APC kiosks are currently in use at Vancouver International Airport.
- Mobile Passport Control (MPC): With a CBP-authorized smartphone or tablet app, eligible travelers may submit their biographic information, answers to customs declaration questions, and a self-photo prior to CBP inspection. MPC fulfills administrative tasks that would otherwise be completed during the inspection process, thus reducing time spent at passport control with a CBP officer. MPC is currently being piloted at Hartsfield-Jackson Atlanta International Airport.



Combine procedures to complete multiple steps at once: It is not required that all preclearance activities occur separately, and in a specific order. Similar procedures could be combined into a single step in the process. Relevant concepts and innovations include:

- Combined TSA and host country security screening: By ensuring that aviation security screening meets both TSA and host country standards, a preclearance airport may eliminate the need for additional security screening before departure.
- Joint screening: In lieu of multiple screening procedures, preclearance airports could allow screening for multiple purposes at once. For example, a CBP officer or agriculture specialist could review security screening x-ray images to identify potential customs or agriculture violations, thereby reducing duplicate screenings and more rapidly identifying passengers to be referred to secondary inspection.
- Roving operations, including the use of CBP officers and canine teams, identify potentially inadmissible passengers and prohibited items while other procedures in the preclearance process are completed. For example, Aruba’s Queen Beatrix International Airport has a CBP canine team.

Expedite trusted travelers: Technological innovations have made it possible to adopt innovative risk-based approaches to expedite travelers through the clearance process. Trusted traveler programs, like Global Entry, allow a pre-approved traveler, who has undergone a rigorous background check and interview, to complete an expedited inspection process. Relevant concepts and innovations include:

- Global Entry kiosks permit trusted travelers enrolled in the program to confirm their biographic and biometric information and complete preclearance requirements in an expedited manner. For example, over 40 Global Entry kiosks are used at Toronto Pearson International Airport.
- Airports may open a Global Entry enrollment center at the preclearance location or approved off-site location in order to facilitate enrollment and increase utilization of Global Entry and other trusted traveler programs. For example, passengers can enroll in Global Entry in downtown Vancouver or at Vancouver International Airport.
- Trusted traveler program partnerships: Through bilateral trusted traveler arrangements with CBP and the host government, passengers may benefit from the ability to apply for foreign country trusted traveler programs, including Global Entry, the Dutch Privium program, the Korean Smart Entry Service program, and the Mexican Viajero Confiable program.

Manage passenger throughput: Bottlenecks and inefficiencies throughout the travel process, from check-in to departure, have the potential to increase delays and costs. By minimizing peak volumes of passengers that must undergo preclearance at one time, airports can work with CBP to right-size staffing and decrease operating costs. Relevant concepts and innovations include:

- Amenities within designated preclearance areas: Airports can encourage passengers to undergo preclearance early by providing services and amenities in designated preclearance areas following inspection. This not only improves the passenger experience, but can reduce the volume of passengers during peak times, leaving more preclearance resources for in-transit passengers with short connection times. For example, amenities within designated preclearance areas are currently provided at Edmonton International Airport.
- Passenger segmentation: Airports and air carriers can reduce peak volumes of preclearance passengers by setting minimum connection times and flight closure times that stagger passengers entering the preclearance process. The appropriate passenger segmentation approach depends on the percentage of preclearance passengers that are originating versus connecting from in-bound flights. At Dublin Airport, for example, check-in for Aer Lingus transatlantic flights closes 75 minutes before departure for economy passengers and 60 minutes before departure for business passengers.¹³ This helps to ensure that most, if not all, originating economy passengers have undergone inspection before passengers arriving with the minimum connection time must be precleared. For example, passenger segmentation





Global Entry

Global Entry is a CBP program that allows expedited clearance for pre-approved, low-risk travelers. Citizens of countries with a bilateral trusted traveler arrangement with CBP may participate in Global Entry, provided they meet certain conditions. Participants may enter the United States by using automated kiosks located at select airports.

At airports, program participants proceed to Global Entry kiosks, present their machine-readable passport or U.S. permanent resident card, place their fingertips on the scanner for fingerprint verification, and answer customs declaration questions. The kiosk issues the traveler a transaction receipt and directs the traveler to baggage claim and the exit. These passengers, unless selected for further examination, do not require in-person inspection by a CBP officer.

is currently in use at Toronto Pearson International Airport.

- Managed scheduling and banking of flights is critical to ensuring that peak volumes of passengers do not overwhelm preclearance operations, causing long wait times and flight delays. Scheduling flights further apart can lessen spikes in passenger volume, potentially reducing reimbursement costs for CBP personnel.

Help passengers depart on time: On-time boarding is critical for air travel operations. There are a number of ways that airports, air carriers, and CBP can work together to ensure that even those passengers with a short connection board their U.S.-bound flight on time. Relevant concepts and innovations include:

- A preclearance video could be shown on in-bound flights to the preclearance airport, or strategically throughout the airport terminal itself, detailing the necessary steps passengers must complete before departure to the United States. This video could improve passenger familiarity with preclearance and increase the number of passengers that fulfill preclearance pre-boarding requirements within the time allotted. For example, Dublin Airport uses a preclearance video.
- Prioritize passengers based on connection time: Queue management systems can help airports

accommodate short connection times by expediting those passengers that are short on time to the front of the preclearance line. Express Connect, a joint program between CBP and air carriers, allows airlines to identify passengers with short connection times and provide them priority access to a special line at CBP inspection. Also, APC systems can identify a passenger for referral to secondary inspection, saving time by allowing that passenger to proceed past primary inspection directly to secondary. For example, passenger prioritization is currently in use at Montréal–Pierre Elliott Trudeau International Airport.

- Variable message signage in designated preclearance areas allows airports and CBP to provide up-to-date information in multiple languages, and modify queuing configurations if necessary. For example, airports and CBP may designate a priority line for passengers requiring preclearance for a boarding flight.
- The gate location of aircraft arriving with passengers connecting to a preclearance flight impacts the time it takes for those passengers to walk to the CBP inspection area. Positioning arriving aircraft with a large number of U.S.-bound connecting passengers near the preclearance facility may shorten transit times and help passengers board their flights on time.



How to Apply

Foreign airport authorities that are interested in initiating the process to establish preclearance operations at their location submit a letter detailing their interest. Then, CBP assists airport authorities as they develop a model for preclearance service for their airport. Should the United States, host government, and applicant airport wish to proceed, this model forms the basis for initiating formal preclearance negotiations. Preclearance operations are expected to commence at a new location approximately 24-36 months after formal negotiations begin, provided that an agreement is reached.

The following guidance details the requirements for preclearance operations, as well as the pieces of information necessary for CBP to assess the feasibility of establishing preclearance operations at a new location. This information may be provided by the applicant airport in their letter and/or established during further engagement with CBP. This section also outlines key steps in the process to expand preclearance operations to a new location.

Evaluation Criteria for Preclearance Expansion

Applicant airports interested in expanding preclearance operations to their location will be evaluated based on factors including the feasibility of the preclearance service the airport intends to provide and the likelihood that the airport will be able to meet the minimum requirements for preclearance. Each airport's individual preclearance model must follow a basic structure of operations to ensure that CBP's mission is accomplished and joint interests in security and prosperity are advanced.

Preclearance eligibility rests with the responsible foreign airport authority operating in a country with formal diplomatic relations with the United States, and that is party to the 1951 Convention Relating to the Status of Refugees or the 1967 Protocol Relating to the Status of Refugees "or that an alien in the country otherwise has recourse to avenues of protection from return to persecution".¹⁴

Before preclearance operations may commence at a new location, the following requirements must be satisfied:

- A determination by the United States (DHS and the

U.S. Department of State) and the host government of a joint security and economic benefit;

- Reimbursement, to the maximum extent allowable by U.S. law, for expenses incurred by CBP in the establishment and maintenance of preclearance services; including, but not limited to salaries, expenses, and relocation costs of CBP preclearance officers;
- An inspection facility provided and maintained by the airport authority at its own expense for preclearance operations that aligns with CBP's Airport Technical Design Standard;
- Aviation security screening comparable to Transportation Security Administration standards, with a signed Memorandum of Cooperation between TSA and the local General Civil Aviation Authority;
- Adequate access to housing, schooling, and medical care for CBP officers stationed in the host country, and their dependents;
- At least one U.S. passenger air carrier operating at the location; and
- The host government, in partnership with the airport authority, being willing and able to provide the same level of immunities for CBP officers as personnel associated with the U.S. diplomatic mission in the host country, as well as appropriate privileges for the officers and their dependents; full law enforcement authority for CBP officers in designated preclearance areas; and full vetting authority for CBP to screen all employees, vendors, contractors, and others who work, operate, or have access to designated preclearance areas.

Start the Conversation

In the letter concerning their interest in establishing preclearance service, airport authorities are encouraged to provide as much detail as possible about the preclearance service they may wish to provide, the anticipated process to fulfill preclearance requirements, and their interest in future preclearance growth.

Existing preclearance locations may provide helpful insights into successful models of preclearance operations. Visits to preclearance operations at these locations are available upon request. However, there

may be other models that fulfill CBP requirements while accommodating an airport's unique operating environment and service goals.

The Preclearance Service Level

In their letter detailing interest in preclearance expansion, airport authorities are encouraged to provide details on the following key pieces of information. As applicant airports work with CBP to develop their preclearance model, these pieces of information allow CBP to estimate resource requirements and evaluate the feasibility of establishing preclearance operations at a new location.

- **Hours of Preclearance Operation:** The time of day and days of the week that the airport expects to provide preclearance service. This estimate should also include any seasonal variation.
- **Number of Preclearance Flights:** The total number of flights the airport anticipates will be precleared each day of operation.
- **Preclearance Flights Scheduling and Banking:** The time and distribution over time of flights the airport anticipates will be precleared each day of operation.
- **Number of Preclearance Passengers:** The total number of passengers the airport anticipates will be precleared each day of operation.
- **Preclearance Passenger Flow:** The estimated number of passengers that the airport expects will undergo preclearance at one time during hours of preclearance operation. Specifically, this should include the number of passengers expected to enter the preclearance queue in intervals of time (1, 5, or 10 minutes) throughout the hours of operation. This measure will help CBP to estimate

Passenger Variability

A number of factors influence the flow of passengers moving through the preclearance process, as well as the time it can be expected to take for them to complete preclearance. These factors include:

- **Scheduling and banking of flights with connecting preclearance passengers:** Arrival time and distribution of arriving flights with connecting preclearance passengers affects the number of passengers that will require preclearance inspection at one time, as well as the number of passengers that arrive with the MCT.
- **Percent of passengers originating at the airport versus connecting from a previous flight:** Originating passengers tend to arrive at the airport two to three hours before departure, while connecting passengers may arrive up to the MCT before departure.
- **Passenger characteristics:** Primary preclearance inspection of U.S. citizens takes an average of 55 seconds, with 1-2 minutes for non-U.S. citizens. While the majority of preclearance passengers may only undergo primary inspection, a certain percentage will undergo secondary inspection as well. Process improvements and investments in technology may assist in decreasing inspection time.

potential wait times and CBP staffing requirements. A more steady flow of passengers throughout the hours of operation may decrease preclearance staffing costs and queues.

Minimum Time to Departure

- **Minimum Connection Time (MCT):** The minimum amount of time the airport intends to permit for transfers to precleared flights. This may be the same as the airport's standard MCT, or may be preclearance-specific.
- **Minimum Time to Departure for Originating Passengers:** The minimum amount of time the airport intends to permit for preclearance passengers originating at the airport to complete all pre-departure requirements—from check-in to boarding.

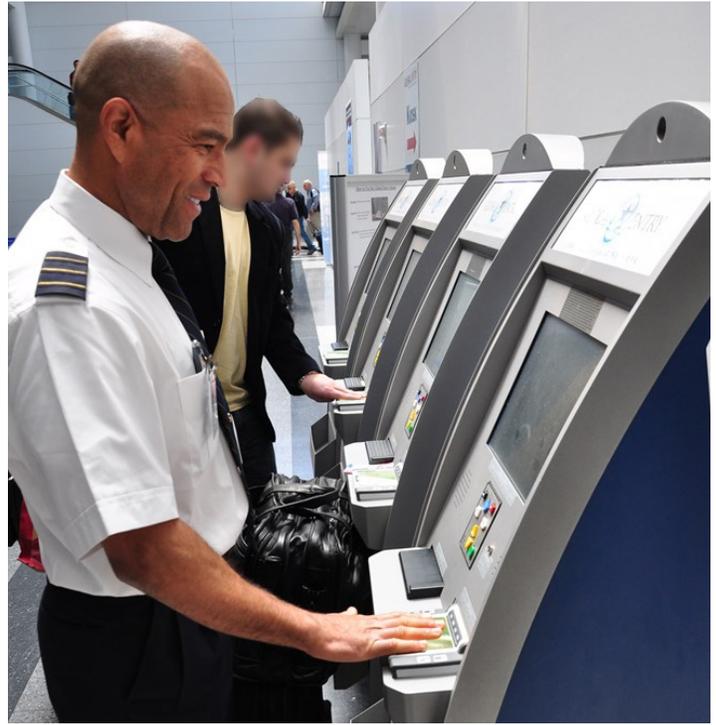
Key Numbers

These numbers are important for CBP to estimate staffing and feasibility:

- Hours of Preclearance Operation
- Minimum Time to Departure (for originating and connecting passengers)
- Number of Preclearance Flights
- Number of Preclearance Passengers

Key Components of Minimum Time to Departure

- **Necessary Procedures:** The required procedures that comprise the MCT and Minimum Time to Departure for Originating Passengers, such as security screening. Time estimates associated with these procedures should also be included.
- **Time in Motion:** The total estimated time preclearance passengers, both connecting and originating, are walking or otherwise moving through the pre-departure process between procedures. This reflects a number of factors, including airport size, gate placement, and the use of passenger transport equipment and vehicles.
- **Air Carriers Operating at the Airport:** The name of air carriers that are expected to take advantage of any preclearance service at the location. Also, the name of U.S. air carriers operating at the airport. Proposals should confirm that no policy exists that excludes or discriminates against U.S. air carriers regarding access to preclearance service.



The Integrated Preclearance Process

In their letter, interested airport authorities are also encouraged to provide a description of the full preclearance experience the airport may wish to implement, including how it may be customized to accommodate the airport's service goals and operational environment. This discussion includes process steps and associated time estimates for both passengers and baggage, before, during, and after preclearance.

Interested airport authorities may also wish to outline in their letter how they intend to meet the minimum requirements to establish preclearance operations. This includes the steps, timelines, and challenges that lie ahead for the applicant airport as it works to fulfill these requirements before preclearance operations begin.

Immunities, Privileges, and Authorities: The support of the host government is critical to preclearance, for reasons such as ensuring that CBP officers have the necessary immunities and privileges, and law enforcement authority in designated preclearance areas, required for preclearance operations. Interested airport authorities are encouraged to describe the anticipated process and timeline to satisfy these requirements. This may include changes to host country laws. A letter of support from the host government regarding the expansion of preclearance to the applicant airport is welcomed.

Engagement with U.S. Government Representatives: An effective working relationship with U.S.

representatives, including CBP, TSA, and the U.S. Embassy or Consulate, is essential to successfully establishing and maintaining preclearance operations at a foreign airport. Interested airport authorities are encouraged to detail previous engagements with U.S. government representatives, such as the U.S. Ambassador or CBP attaché, regarding preclearance expansion.

Anticipated Future Growth of Preclearance Operations

Following the establishment of an initial preclearance service level, there may be future opportunities to increase the number of precleared flights and passengers departing from the airport. In the letter, interested airport authorities are encouraged to detail their interest in future preclearance growth, including anticipated stages of growth and estimated number of flights and passengers in each stage. Airports are encouraged to consider the capacity constraints of designated preclearance areas.

The Preclearance Expansion Process

CBP intends for preclearance negotiations to begin with host countries regarding select airports in 2015. To determine this set of airports, CBP, in coordination with the U.S. Department of State will conduct a process to evaluate and prioritize applications by January 2015. To be considered for this, interested airport authorities must submit a letter detailing their interest in preclearance expansion by November 30, 2014. Airport authorities that are considering establishing

preclearance in future years are encouraged to contact CBP for more information.

1. Initial Submission: Foreign airport authorities interested in being considered as part of the 2015 process must submit a letter outlining their interest in preclearance to CBP by November 30, 2014.

Before submitting a letter, interested airport authorities are encouraged to:

- **Sign a non-disclosure form to receive the facility design standard document:** A signed non-disclosure agreement is required in order for airport authorities to receive CBP's Airport Technical Design Standard. This document is sensitive and closely controlled, but contains information necessary to develop a preclearance model. Chapter 7 of the ATDS, clarifying preclearance facility requirements, should be considered when assessing the feasibility of establishing preclearance operations at a new location. Please contact CBP to receive the non-disclosure form.
- **Tour a current preclearance facility:** If an airport authority wishes to tour a current CBP preclearance facility to better understand preclearance operations and requirements, airport representatives are encouraged to contact CBP to arrange a visit.
- **Contact CBP with any questions about preclearance operations or the preclearance expansion process.**

2. Collaborative Review: DHS technical teams conduct site visits to applicant airports, and work through an iterative process to develop a feasible preclearance model for each applicant airport.

3. Prioritization: DHS, with the U.S. Department of State, prioritizes applicant airports for formal negotiations to begin in 2015. This prioritization will be based on factors including which applicant airports are most likely to be able to satisfy minimum requirements and establish successful preclearance operations.

4. Negotiation: Following necessary approvals to negotiate, formal negotiations occur between the United States and the host government to establish the terms of the preclearance agreement.

5. Finalization: Agreement is reached between the United States and the host government to establish preclearance operations.

Disclaimer

This document creates no rights, benefits, or privileges for any private person or party. The U.S. Department of Homeland Security, including U.S. Customs and Border Protection, and the U.S. Department of State reserve the right to exercise full discretion in the evaluation and prioritization of prospective preclearance locations.

Please send information requests and submissions to CBP at preclearance@cbp.dhs.gov.

Endnotes

1. Boeing 777-300 with a typical 2-class configuration, accommodating 451 passengers.
2. Toronto Pearson International Airport, "Preclearance at Toronto Pearson," <http://www.torontopearson.com/en/preclearance/#>.
3. 102 million in Fiscal Year 2013 (CBP).
4. Boeing, *Current Market Outlook 2013-2032*, http://www.boeing.com/assets/pdf/commercial/cmo/pdf/Boeing_Current_Market_Outlook_2013.pdf, p. 3.
5. Only locations approved under the *No-Hassle Flying Act of 2012*.
6. See Nathalie Thomas, *Irish Independent* "Dublin Airport gains passengers that avoid Heathrow," <http://www.independent.ie/business/irish/dublin-airport-gain-passengers-that-avoid-heathrow-30475548.html>; and Nathalie Thomas, *The Telegraph*, "Dublin airport 'an alternative hub to Heathrow', says Aer Lingus," <http://www.telegraph.co.uk/finance/newsbysector/transport/10158483/Dublin-airport-an-alternative-hub-to-Heathrow-says-Aer-Lingus.html>.
7. Vancouver Airport Authority, *2013 Economic Report*, http://www.yvr.ca/Libraries/2013_Annual_Report/2013_Economic_Report.sflb.ashx.
8. U.S. Department of State, "Open Skies Partnerships," <http://www.state.gov/documents/organization/159559.pdf>, a private study.
9. U.S. Travel Association, "Travel Means Jobs," www.ustravel.org/sites/default/files/page/2012/08/e-Travel_Means_Jobs-2012.pdf, pg. 12, Jobs created in 2011.
10. U.S. Travel Association, *Gateway to Jobs and Growth: Creating a Better Traveler Entry Process*, http://www.ustravel.org/sites/default/files/page/2009/07/GatewaytoJobsGrowth_report_fact_sheet.pdf, 2013.
11. IATA, *2013 IATA Global Passenger Survey Highlights*, <http://www.iata.org/publications/Documents/global-passenger-survey-2013-highlights.pdf>.
12. Vancouver Airport Authority, *2013 Economic Report*, http://www.yvr.ca/Libraries/2013_Annual_Report/2013_Economic_Report.sflb.ashx.
13. Aer Lingus, "U.S. Customs and Immigration," <http://www.aerlingus.com/travelinformation/movetoterminal2atdublin/usimmigration/>.
14. 8 U.S.C. § 1225a(a)(5)(C).





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