

AS DELIVERED

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I would like to begin by expressing my sincere appreciation to the Maritime and Port Authority of Singapore for your leadership in organizing this very important conference.

Your desire to promote maritime security throughout the world is clearly evident in the degree of excellence that I see in every aspect of the program before us.

I am very pleased to be with you today, and deeply honored to have the opportunity to speak with you on a topic that is of great interest to us all.

Indeed, we will be wrestling with the new challenges of port and maritime security for some time to come. I am sure that you will agree with me when I say that nothing about the issues with which we are concerned at this conference will come easily.

I think it is vitally important that we take on these challenges together.

As we consider these important tasks together today, I'm sure you will agree that it is truly a delight to be in such a beautiful place. I am told that Singapore means "City of Lions," in the language of Malay.

The lion, of course, is a majestic animal—often associated with strength and security. For example, we see images of magnificent lions guarding the entrances to many important places all over the world, and adorning the coats-of-arms of many nations and cities, including this one.

It is interesting to note that the lion is the only member of the cat family that naturally lives and hunts in groups, commonly called prides.

Its power is not merely in physical size and strength, you see...but in its natural desire to live and work together with others.

We have seized on the very difficult task of improving the security of our ships, ports and waterways against the increased threat of global terrorism. This is an enormous task, and in many respects, we are just now beginning to understand how large it truly is. It requires that we gather strength from each other, working together to achieve our mutual security.

Clearly, none of us can do it alone.

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It has been said that a friend is an acquaintance with whom you have an abiding common interest. If that is so, then we are all friends in this room.

We must work together as friends, professionals, and partners to solve the very difficult problems before us.

The events of 9/11 have jolted the United States and the world to the recognition as to just how vulnerable our international systems of transportation and trade are to those who would do us harm. An event the equivalent of the attack on the World Trade Center in New York would have a very serious and long-lasting negative impact in the maritime sector, both to our systems of trade and our economies.

In the USA, more than 95% of all overseas trade moves by ship, including 9 million barrels of oil per day. The waterborne cargo moving on our U. S. maritime transportation system contributes more than \$738 billion—or 7.5% to the U. S. gross domestic product. U. S. ports and waterways handle more than 2 billion tons of both domestic and foreign commerce per year.

Cost estimates of recent port shutdowns are as high as \$2 billion a day. More than 134 million passengers travel annually by ferry, 6.5 million people travel each year on passenger cruise ships, and about 78 million Americans are engaged in recreation boating.

Our ports and waterways also have significant strategic military value, as well. Valuable and vulnerable...these factors make our marine transportation system a high priority in the U.S. maritime security strategy.

I know it is the same for all the major trading nations of the world.

Terrorist activities and threats, coupled with our own acknowledged vulnerabilities have prompted unprecedented multi-lateral security activities over the past year. On December 13, the International Maritime Organization (IMO) adopted amendments to the International Convention for the Safety of Life and Sea (SOLAS) and an International Ship and Port Facility Security (ISPS) Code.

Now that we have reached this tremendous milestone, it is critical that the strength and momentum that we have achieved should not diminish. Together, the international community must all embrace the ISPS code with aggressive implementation within our respective nations.

In the United States, we will meet the intent of the SOLAS agreements and the Code requirements through the family of plans concept: a National Maritime Security Plan; the Port Security Plan (PSP), Facility Security Plans (FSP), and Ship Security Plans (SSP). We strongly encourage the use of the Family of Plans concept among our international partners, so as to maximize communication and coordination throughout the maritime community, as well.

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We are leaning forward aggressively to give life to the ISPS Code. On November 24th, 2002, President Bush signed both the Maritime Transportation Security Act of 2002 and the law that establishes the new Department of Homeland Security.

The new Maritime Transportation Security Act, or MTSA, is an extremely important law, both for the security of the global maritime transportation system and for the impact it will have on the U.S. Coast Guard.

Passage of the MTSA in many ways demonstrates the U.S. commitment to an international maritime security solution. We've worked very hard to ensure its provisions are consistent with the security regime hammered out at IMO this past December.

The SOLAS amendments and ISPS Code complement provisions in the MTSA. These international agreements will continue to help shape U.S. implementation of that legislation so that our laws will work in concert with the laws of other nations around the world. It is no accident that the international and domestic standards are very similar.

The MTSA certainly addresses the critical need to focus on the security of America's 361 seaports and the maritime transportation system.

But it also creates a comprehensive legislative framework to enhance the security of the global maritime transportation system. It does this through a systematic approach of defining responsibilities, creating standards, assessing vulnerabilities, and authorizing funds to address those vulnerabilities.

Furthermore, the MTSA provides a clear and fresh legislative mandate for the Coast Guard to initiate new rulemaking for maritime homeland security.

As we move forward in implementation domestically, our focus today will remain on an aggressive outreach program with U. S. interests and the international maritime community. In fact, discussions with industry and the public on maritime security initiatives have been underway since January, 2002.

In addition, the Coast Guard is moving forward with a series of public meetings on the implementation of the Maritime Transportation Security Act and the International Ship and Port Facility Security (ISPS) Code.

The purpose of these meetings is to outline the requirements of the MTSA and the ISPS Code and solicit public input that will be used in drafting regulations.

The Coast Guard is looking to the entire maritime community for innovative ideas in meeting these new security requirements. We expect an Interim Rule to be published in June of this year, which incorporates the principles of the Code as clarified by input from stakeholders. The final rule will be published on November 3rd of this year.

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Our primary objective in rulemaking is to balance the concerns for the efficiency of commerce with domestic and international security requirements to ensure a secure and free flow of international trade.

As the lead Federal Agency for maritime homeland security in the United States, the Coast Guard will rely heavily on the ISPS Code and MTSA as tremendous assets in furthering our efforts to protect the U.S. Maritime Domain and our Marine Transportation System.

The U.S. Coast Guard's strategic approach places a premium on identifying and intercepting threats well before they reach U.S. shores by (1) conducting layered, multi-agency, maritime security operations; (2) by strengthening the port security posture of our strategic economic and military ports; and (3) by building on current international cooperative security efforts.

While those of us here today might consider the value and vulnerability of our seaports to be self-evident, it's worth noting that these commercial centers comprise only a small portion of our maritime borders.

In addition to roughly 360 seaports, the maritime border of the United States consists of nearly 95,000 miles of open shoreline, 25,000 miles of navigable waterways, and more than 3.4 million square miles of exclusive economic zone.

In our efforts to protect the most valuable and vulnerable elements of this vast maritime frontier, it would be a real strategic mistake for us or for any nation to build our first line of defense in close proximity to the highest valued assets.

As complex as the problem may be, it seems to me that the solution to providing security to a homeland is not very different from providing security to a home.

Both depend in large measure on a strong police force, as well as an active, cooperative community that is both engaged and aware.

And both require an effective strategy to coordinate these efforts.

About six months ago, President Bush unveiled the National Homeland Security Strategy, which outlines plans to accomplish three broad objectives: to prevent terrorist attacks within the United States; to reduce America's vulnerability to terrorism; and to minimize the damage and recover from attacks that do occur.

It is a sound strategy that depends primarily on sharing information, securing our borders, protecting vital infrastructure, partnering with others at home and abroad, and preparing to respond quickly to future events.

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The Coast Guard has been at the center of effort to define a maritime security strategy that supports our President's broader homeland security strategy within the United States.

There are six principal elements of that strategy. Allow me to share them briefly with you, since they may have relevance in other countries, as well.

First, we must conduct enhanced security operations. We will establish and maintain a new threshold level of maritime security readiness, including layered maritime security operations for selective area control and denial, heightened levels of emergency preparedness, and a targeted response to the threat of terrorism.

We are designing a full range of concentric maritime security measures, starting overseas and extending to the shores of the United States. Our maritime operations must reflect the changes brought by the increase of global terrorism by increasing the level of effort against it, without degrading our readiness in other missions, including marine safety and maritime environmental protection.

The goal is to work cooperatively within our country and with international partners, so we can intercept potential threats long before they arrive on the docks. We believe that the nations of the world must exercise control of both imports and exports.

Second, we aim to strengthen our port security posture and reduce the vulnerability of strategic economic and military ports.

In view of the particular vulnerability of American ports with their large commercial vessel traffic in passenger liners, container ships, bulk cargo carriers, and tankers, many of which are foreign-flagged, port security is clearly a key component of our *Maritime Strategy*.

As a necessary first step to minimize the risk of high-consequence events, the Coast Guard will conduct threat and vulnerability assessments of its port infrastructure.

Third, we must create a more comprehensive awareness of threats and activities in the maritime domain. This is really the centerpiece of our strategy.

Prior to September 11th, 2001, our awareness of potential threats to our nation was relatively low. Our preparations regarding serious threats to our homeland were focused mainly on first response capability and consequence management. Obviously, that wasn't enough. We must be more aware—not only to prepare for last year's threat, but next year's, as well.

Fourth, we will be acquiring and building Critical Security Capabilities. It is necessary to develop required capabilities, improve core competencies, and re-capitalize the Coast Guard for maritime security operations.

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We will re-capitalize our Deepwater forces, continue to deploy Maritime Safety and Security Teams, and expand our Sea Marshal program. These improvements will take several years to achieve, but we are committed to obtaining the needed resources to get the job done. We will have a larger and better equipped Coast Guard in the months and years ahead.

Fifth, we must prepare our forces to transition easily between homeland security and homeland defense operations. If all else fails, we must be ready to conduct joint military operations to defend our homeland. As one of America's five armed forces, the Coast Guard will stand ready to execute the orders of combatant commanders, extending from the Commander-in-Chief.

Finally, we have set out to organize and sustain a lasting partnership between the public and private sectors, both at home and abroad.

This last element of our strategy is critical to ensuring the freedom of commerce that is so vital to our collective economic well being.

The basis of any partnership is trust. Its purpose is twofold: to share the burden of effort, and to provide needed reliability and stability with respect to the relationship of the partners as they work toward their common goals. Over time, reliability and stability yield a certain degree of predictability as to how the partners will act.

That's exactly what we're seeking. We would like to think that's exactly what 108 nations were seeking when they worked on the ISPS code last December.

At home in the United States, we are collaborating with the US Customs Service and INS to improve and simplify the collection of information on people, cargo, and vessels entering in and passing through our maritime transportation system.

We have been meeting regularly with INS and Customs to discuss the information needs of each agency and how to collect and share information. The goal is to eventually require vessel operators to submit all arrival information to just one location, allowing government agencies to share the information.

We are making incremental progress toward that goal. Our co-location with those agencies within the new Department of Homeland Security will aid in that regard. I am optimistic that we are only about a year away from developing centralized, user-friendly information systems.

However, we may need to take intermediate steps toward that goal, due to the complexity of the various computer systems. For example, we may take the approach that all cargo information be submitted to Customs, and that the Coast Guard obtain that information from Customs without requiring a separate submittal of the cargo information directly to us.

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Currently, the Coast Guard is forwarding the Notice of Arrival crew and passenger information that is entered directly into our Ship Arrival Notification System to Customs' Automated Passenger Information System (APIS). The data includes the majority of the people information for other vessels that are 300 gross tons and above. Both Customs and INS have access to the APIS system.

We are convinced that other similar measures will eventually add to the solution of creating a single point of contact. I'm sure that our success in doing so will be of interest to all of you.

Let me move on to talk about the SOLAS amendments and the ISPS Code as they apply more broadly to the international maritime community.

These very important agreements contain strong, comprehensive, worldwide measures to enhance maritime security around the world.

The International Maritime Organization's Diplomatic Conference was the culmination of a year of intensive work, which began at the IMO's November 2001 Biennial Assembly.

The Conference represented strong collective resolve in attempting to prevent a maritime parallel to the 9/11 terrorist attacks, as well as to prevent smaller-scale, but clearly still life-threatening attacks made on other vital interests, such as the incidents involving USS *Cole* and Tanker Vessel *Limburg*. Incidents like these not only put life at risk, but they threaten our international systems of trade, as well—and ultimately our economic prosperity.

Shipping is an international business and terrorism is an international threat requiring long-term multilateral solutions.

I'm very pleased to say that the IMO member states responded rapidly and with very impressive resolve to the urgent challenge of safeguarding the physical and economic welfare of the world's shipping interests from the threat of terrorism now and into the future. And I extend my sincere appreciation to those at this conference who contributed to the development of the SOLAS amendments and the new ISPS code.

Key SOLAS Amendments include:

- Accelerating the installation of Automatic Identification Systems
- Requiring a Ship to Shore Alert System to signal emergencies
- Requiring a Continuous Synopsis Record to improve transparency of ownership
- Requiring security measures to counter threats to ships and port facilities
- Enabling a strong port state control regime to enforce ship and port facilities security

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The adopted ISPS Code substantially strengthens security measure of ships on international voyages and port facilities serving them. It requires ships on international voyages and port facilities serving these ships to (1) conduct a security assessment, (2) develop a security plan, (3) designate security officers, (4) perform training and drills, and (5) take appropriate preventive measures against security incidents.

Clearly, the United States has been on record as enthusiastically supporting July 2004 as the implementation date of the new SOLAS amendments and the ISPS Code. The ISPS Code has a Part A—or mandatory—Section, and a Part B—or guidance—Section. Our intent is to mandate both Parts A and B to meet the requirements of MTSA.

There is no doubt that we all have a lot of work to do in the coming year. We need a clear plan for how we implement these new agreements.

As I have said previously, the Coast Guard is stepping out strongly to implement the ISPS Code in the U.S. and upgrade our port security. We have already begun U.S. port assessments and will continue providing assistance to our Coast Guard Captains of the Port to ensure they are complete.

We have also already provided guidance to our industry on implementing the ISPS Code requirements. To make sure we meet the Code, we will:

- Aggressively communicate to the public to inform them of the requirements
- Write regulations with the assistance of other agencies, allowing adequate time for the industry to implement the requirements
- Centralize plan review for U.S. ships to coordinate resources and maximize consistency
- Provide timely guidance and training to our Coast Guard personnel on port state control prior to July 2004, so we can readily enforce the Code on its entry into force date
- Form a National Maritime Security Advisory Committee which will lead to a National plan and policy oversight
- Continue to build the MSST and sea marshals program
- Continue to build the Coast Guard's shore-side infrastructure capabilities to handle maritime information and strengthen links with other agencies
- Continue to work with other U.S. agencies on credentialing and supporting ILO efforts
- Continue to work with other U.S. agencies on container security initiatives and supporting and even accelerating World Customs Organization initiatives

As I have said before, every worthwhile accomplishment in this enormous endeavor will require all of us to join together—to establish a performance contract, if you will. Here is what I am asking both industry and governments to do:

- Implement the ISPS Code for your ships and port facilities by July 2004 or earlier if at all possible

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- Review your maritime intelligence and shore-side infrastructure capabilities to improve maritime domain awareness and the flow of security information
- Build your government's policy guidelines on maritime security-related port state control and train your personnel to hold ships and port facilities accountable
- Outreach to your shipping industries and encourage them to participate in U.S. public meetings on security rulemaking
- Support seafarer credentialing efforts at ILO to get a worldwide solution—with your help, we can develop one by this summer
- Support WCO initiatives and encourage their quick implementation

I believe that if we work cooperatively and quickly together, we can determine the best, most efficient way to meet the new security requirements. I urge you to join with us to expedite the full implementation of the SOLAS and ISPS Code by July 2004.

Clearly, we have a lot of work to do to make these things happen. We'll be hard-pressed to get them all done, but it is urgent that we do so.

My friends, we are all joined together by an intense interest in the security of our nations, and in the safety, security, and mobility of the world shipping industry, as we continue in our fight against terrorism.

I say this while keeping in mind that none of what we are striving to do will be easy to accomplish.

Perhaps you will recall one of Aesop's Fables about the Mice and the Cat.

Long ago, it seems some mice held a general council to consider what measures they could take to outwit their common enemy, the Cat.

Many ideas were suggested, but most of them had already been tried without success. At last, a bright young mouse got up and said that he had a proposal to make, one which he thought would work very well.

“You will all agree that the main problem is in the sly and treacherous manner in which our enemy approaches us. Now, if we could have some warning of her presence, we could easily escape. I propose, therefore, that a small bell could be attached by a ribbon around the neck of the Cat. The bell will signal us when she is about, and we can quickly hide.”

This proposal met with enthusiastic approval. Nearly everyone applauded, until a wise old mouse got up and said:

“That is all very well...but who is going to put the bell on the Cat?”

It has often been said that, like the stealthy Cat, the future often arrives unannounced. The future is here now.

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That future requires a new strategy of better awareness, better preventive security measures, and broader cooperation among neighbors and friends.

It's time for the maritime leaders of the world to step forward aggressively on security matters...and the eyes of the world are upon us.

Our imperative must go beyond specific security measures. We have been extremely successful as partners in building a positive culture of consciousness with respect to safety and environmental matters. We must apply even greater energy in adding a security culture to world shipping.

Despite the obvious difficulties, we must be committed to improving both security and efficiency in world shipping. And we must be committed to seeking multi-lateral solutions, rather than unilateral solutions wherever possible.

We must succeed together at our work.

Failure is not an option.

Thank you very much.