



## *U.S. Coast Guard History Program*

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### Introduction:

America is a maritime nation. We always have been.

Even our everyday speech is “chock full” of nautical expressions. By and large, our language would need to undergo a complete overhaul to make a clean sweep of them...Son of a gun—I’d better haul up short before I cross the line and go overboard with this little illustration...It’s time to pipe down, shake a leg, get underway, forge ahead, and take another tack... before you lower the boom and charge me with skylarking. Then there’d be the devil to pay...catch my drift?

It is good to remind ourselves of that fact from time to time. The expansive geography of our great country and our dependence on cars and airplanes for personal travel to faraway places may cause us to forget sometimes that we have always depended heavily on our oceans and sea lanes for our prosperity—as well as our security.

We always have been a maritime nation and we probably always will be. That is why one of the first acts of the Congress of the United States was to establish a system of cutters back in 1790 to protect the then fragile economic stability of our nation. The purpose of these ten original cutters was to patrol the Eastern seaboard and to guard the major ports with the mission of stopping illegal trade and smuggling.

Today, we call that venerable service the United States Coast Guard, whose uniform I have been proud to wear for so many years. We have grown over the years in both size and mission, but it is still our duty to provide maritime security to this nation, continuing to protect its prosperity as we have for nearly 212 years.

Through the centuries, our nation’s commerce on the world’s oceans has produced our tremendous economic vitality and prosperity. Currently, maritime commerce contributes nearly \$1 trillion dollars to our nation’s gross domestic product. More than 95% of our foreign trade comes through our seaports.

As a nation that depends so heavily on the oceans and sea-lanes as avenues of our prosperity, we know that whatever action we take against further acts of terrorism must protect our ports and waterways and the ships that use them.

The openness of our ports is the key to that prosperity. In the wake of the terrible events of last fall, however, the flimsiness of the lock should demand our careful inspection and urgent attention.

To promote the general welfare and secure the blessings of liberty, the federal government has acted correctly in the aftermath of terrorism to improve the security of our extensive aviation transportation system.

Now that the Aviation and Transportation Security Act has become law, the federal government would be remiss if it did not immediately address the vulnerability of our nation's seaports, as well. This is especially true since the tighter security in aviation will likely cause terrorists to use alternate means to attack our country—among these alternative means will be maritime transportation.

I'd like to share with you today the strategy that we have been developing for maritime security in order to address that prospect. I invite your careful consideration of this strategy, and welcome your comments and criticism, as we continue to develop it, so eventually we might present a solid and complete plan to Governor Ridge, as we have promised to do.

#### The Unique Problems of Maritime Security.

The differences between aviation security and maritime security are much larger than simply the mode of transportation. Unlike airports, which usually are confined to a piece of public real estate behind a single perimeter fence, seaports are located on open, sprawling waterfronts. Most were developed in colonial days, even before there was a national government. And they are largely removed from public view.

There is no national or centralized authority to govern seaports. Instead, our seaports have a strong history of localization—leaving federal, state and local governments with overlapping jurisdiction over port facilities.

Yet, the ports and waterways of our maritime transportation system are just as valuable as—and even more vulnerable than—our airports. Each year, thousands of ships and millions of containers enter and leave the United States through our ports. Less than 2 percent of all cargo containers are inspected. And for those that are never inspected, our government has little idea and even less assurance about what is in them.

Such valuable and vulnerable assets as our ports can surely be found at the top of a terrorist's list of potential targets. If those who wish us harm could successfully deliver a weapon of mass destruction to a seaport of the United States and effectively use it against us, the resulting economic impact on the nation—even beyond the immediate devastation

and loss of life caused by the weapon itself—would make the post-9/11 aviation shut-down pale in comparison.

Beyond the Seaports:

While we might consider the value and vulnerability of our seaports to be self-evident, these relatively small commercial centers comprise only a small portion of our maritime borders. In addition to roughly 360 seaports, the maritime border consists of 95,000 miles of open shoreline and more than 3.4 million square miles of exclusive economic zone.

The border, therefore, is more like a frontier of vast, wide-open space, than it is a port of entry on a line of demarcation. It is indeed much more “fluid,” if you will excuse the expression.

Furthermore, in our efforts to protect the most valuable and vulnerable elements of the maritime border, it would be foolish to build our first line of defense in close proximity to the highest valued targets. Doing so would be like a homeowner locking the jewelry box in the bedroom of the house, while leaving the front door open.

It makes sense, then, to form a layered defense, sort of like situating your home in a gated community, surrounded by an electronic perimeter fence, protected by an alarm system linked to a good, solid deadbolt—and with a mean, hungry dog freely roaming the house. Then, it makes more sense to lock the jewelry box.

But all of those precautions would be intended to keep bad things out. What about welcoming visitors—and allowing people in the house and their goods to come and go freely? That becomes a real problem, when your main concern is keeping the bad things out.

If we begin, therefore, with a strong and active police force, supported by a vigilant neighborhood watch, we can feel a little more secure about leaving the front door open when we need or want to.

It seems to me that the main problems of providing security to a home are very similar to providing security to a homeland. What do you need to do to protect yourself at home?

First, you need to increase your own personal vigilance and awareness of the present dangers.

Second, you need to ensure you have the capability to stop the threats from gaining entry by controlling or limiting the access of any potential threats—but especially the most dangerous ones.

Third, you must take stock of your valuables and take adequate measures to protect them.

Fourth, you need to increase the visibility of your police force with regular patrols to discourage criminal intent.

And fifth, you must reach out to your neighbors for help.

I think we would all agree that doing these things would give the anxious homeowner a much greater sense of confidence and security with regard to his or her prosperity. That's exactly the approach that we have taken to develop a strategy for maritime security in the United States.

### The Maritime Security Strategy

The United States faces three principal threats at its borders, maritime or otherwise.

The first threat is people—terrorists, for example, who might seek to enter the United States, or criminals hoping to profit from violating our laws.

The second threat is cargo—terrorists seeking to introduce the implements of terrorism into our country, or any other criminal enterprise, for that matter.

The third threat is vessels—terrorists seeking to use the ships and other vessels of international commerce as weapons against us, just as they used commercial airliners.

The Coast Guard has been at the center of effort to define a maritime security strategy that will complement a broader, deeper homeland security strategy to deal with these threats. We have considered carefully the questions as to what should we do about them. We have determined that we can apply the same strategy that we use to guard our homes.

There are five principle elements of that strategy: improving Maritime Domain Awareness; ensuring the controlled movement of high interest vessels; enhancing our presence and response capabilities in the ports and harbors as well as the high seas; protecting critical infrastructure; and increasing domestic and international outreach.

#### Maritime Domain Awareness:

First, we must increase awareness of the threat. Prior to September 11th, 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.

If we hope to prevent even worse events than the terrorist attacks against New York and Washington, we must have more knowledge of our vulnerabilities and the threats against us. Therefore, increasing awareness should be our primary concern. Doing so will enable us to carry out the remainder of the strategy of prevention more effectively.

As leaders in developing our nation's maritime security strategy, the Coast Guard has coined a phrase to describe this heightened sense of vigilance. We call it "Maritime Domain Awareness."

What do we mean by Maritime Domain Awareness? Simply put, it is possessing comprehensive awareness of our vulnerabilities, threats, and targets of interest on the water.

This is not a new idea. It is a new name applied to a more aggressive, more effective means of gathering, using, and sharing information and intelligence than has ever been possible in the past.

It means providing a level of knowledge that is increasingly comprehensive and specific as the activities and potential threats move closer to the United States. For vast oceanic regions, the knowledge can be less specific.

It means having extensive knowledge of geography, weather, position of friendly and unfriendly forces, trends, key indicators, anomalies, intent, and the activities of all vessels in an area of concern, including the innocent.

It means acquiring new data-mining techniques and databases shared across traditional boundaries, wherever the law allows.

It means developing intelligence fusion centers to collect, fuse, and analyze all-source intelligence.

It means providing operating forces, both afloat and ashore, a single integrated operating picture of relevant information within the area of interest. This picture must be timely, accurate, scalable, and reliable enough to minimize uncertainty.

Above all, it has to do with having access to detailed knowledge about our adversaries, and sharing that information more effectively among federal agencies and with our domestic and international partners in both the private and public sectors.

As I've said, this is not a new idea. In fact, Admiral Vern Clark recently suggested that what we need in terms of capability in the maritime domain is something similar to NORAD.

Furthermore, he said, "I am convinced that responsibility for [this maritime mission]

should rest first and foremost with the United States Coast Guard...I'm also convinced that there is a role for the United States Navy to play in response and in support of the Coast Guard, bringing our resources to bear wherever they are required."

I couldn't agree more.

### Controlling The Movement of High Interest Vessels:

Second, to ensure the controlled movement of high interest vessels, we must identify, board, and inspect any vessel that could be used as a weapon of mass destruction.

We now screen all foreign flag vessels over 300 gross tons, requiring them to provide a 96-hour advance notice of arrival. Security checks are conducted on the information provided by these vessels, including crew lists and passengers aboard.

We also board certain high interest vessels at sea before they enter port, and escort others into port to diminish the potential for hij-jacking.

We have asked for 160 Sea Marshals for armed escort of these vessels, as well as necessary resources to increase on-the-water patrols for all 49 Captains of the Ports. These sea marshals will also provide surge capability to maritime regions in the event of increased threat levels.

### Enhancing Presence and Response Capabilities:

Third, to enhance presence and response capabilities, we need to detect, intercept and interdict potential threats as far out to sea as possible. We must effectively thwart criminal or catastrophic events well before they threaten our shores. Therefore, we must develop a concentric layered defense capability

We will employ boats, cutters, and aircraft to increase presence wherever the United States has key interests. Our counter-drug and migrant interdiction efforts strike at funding sources for organized crime and terrorism. Our migrant interdiction patrols also deter foreign terrorists from crossing our borders undetected.

Here again is an enormous opportunity for increasing cooperation between The Coast Guard and the Navy. Consequently, we are refining the National Fleet Policy statement to improve interoperability of our ships and aircraft and closer coordination between our services. Thirteen Navy patrol boats are now working under the authority of Coast Guard commanders to protect vital coastal areas. These were ships whose futures were uncertain. Now, Admiral Clark has committed to funding them and making them available to us as needed for further use.

Furthermore, we have requested funding for 6 Maritime Safety and Security Teams, comprising nearly 500 active duty personnel, as well as 26 more Port Security Response Boats and staffing for small boat stations.

Presence is deterrence. Just ask any cop on the beat.

### Assessing and Protecting Critical Infrastructure:

Fourth, to protect critical infrastructure and enhance force protection, we must take measures to be consistent with the Administration's Critical Infrastructure and Protection Program.

Using a risk-based decision matrix, we have identified critical infrastructures in all 49 Captain of the Port Zones, and we have established interim measures to protect them. These critical infrastructures include everything from national icons, such as the Statue of Liberty, to critical nuclear power plants.

We are also involved in protecting our nation's military bases, many of which are in our major ports.

We have requested \$51 million for Anti-terrorism and force protection, requiring specific enhancements to physical infrastructure, cyber-security, personal protective equipment, and weapons.

#### Increasing Domestic and International Outreach:

Fifth, to increase domestic and international outreach, we must strengthen partnerships and strategic relationships at home and abroad.

We must work to strengthen our relationship with our Navy. Admiral Clark already has made a tremendous effort to do that, and we are very grateful to him. The second phone call that our Commandant, Admiral Loy, received on 9/11 was from Admiral Clark—the first was from Secretary Mineta. Admiral Clark said to him, "Jim, the memorandum of agreement between your service and mine is all about you coming to work in support of us in a time of war. But this call is about us supporting you: tell me what you need and you'll get it."

We have been operating and working together daily ever since.

As Admiral Loy has often said, maritime security is an all-hands evolution. We will need effective security plans for commercial vessels, offshore structures, and waterfront facilities. Because so many of the critical facilities and vessels of concern are owned and operated by the private sector, and because of the need to be fiscally responsible at the federal level, the Coast Guard can't do it all. We have to work this problem together.

We must prepare anti-terrorism contingency plans for our ports and harbors and the exercises to test them.

We must also work with the International Maritime Organization to assist us in improving security by pressing our borders outward.

In essence, we must create an international maritime "neighborhood watch."

#### Pushing the Borders Out:

This maritime border security strategy incorporates the core competencies of the Coast Guard into multi-agency, multi-national, and layered operations that push our maritime borders outward—into and beyond the 200-mile Exclusive Economic Zone.

We must begin to see that the frontier begins where the threat originates—at the country of origin. The goal should be to detect, deter, disrupt, and interdict terrorist threats or any other harmful activity as far from our homeland as possible.

We can't treat our seaports like airports; it is impossible to check every single piece of luggage or cargo coming through our seaports. We must instead use risk-based decision making, based on extensive knowledge of our vulnerabilities and threats, to employ a broad array of safety and security regimes.

#### Protecting American Freedoms By the Rule of Law

We must do all we can to provide needed maritime security to ensure the freedom of our country, without endangering liberty itself.

In our zeal to mean well, we must be careful to do well. It would be very easy, in the midst of shoring up the security of our maritime borders, to go too far.

In the early decades of the last century, Chief Justice of the Supreme Court, Louis Brandeis, became the author of our modern understanding of the civil liberties that we enjoy as American citizens. This is what he said:

“Experience teaches us to be most on our guard to protect liberty when the government's purpose is beneficent. Men born to freedom are naturally alert to repel invasion of their liberty by evil-minded rulers. The greatest dangers to liberty lurk in insidious encroachment by men of zeal, well-meaning but without understanding.”

A correct response to these new threats that we are facing must adhere to the principles of the constitution and the rule of law.

We must continue to protect the civil liberties of our citizens while we protect their security.

William Gladstone, the Prime Minister of Britain during the reign of Queen Victoria, once wisely observed, “Liberty must be curtailed to be secured.”

On the other hand, another wise man by the name of Ben Franklin once said, “They that can give up essential liberty to obtain a little temporary safety deserve neither liberty nor safety.”

Both of these men were right. We must observe that delicate balance as we consider solutions to the problems of homeland security.

We must protect our nation from those who would do us harm. But if our gut reaction to terrorism or any other threat is to militarize our borders, we would undermine our own freedoms, and we would hand a victory to the terrorists.

Though we can and should use the might of our military to meet these threats at our borders, it must always be used only as necessary to support and aid those who have the responsibility to enforce the civil authority of America.

The tension between security and liberty will become more intense as time goes by. Americans are very jealous of their rights as citizens. We must always remain aware of that.

Knowledge is power. Along with that power comes responsibility.

In a February 1st front-page article, the Washington Post focused scrutiny on new databases and data-mining techniques, new computer networks, and unprecedented intelligence sharing—all related to more stringent air security screening techniques. The concern of the article was the resulting loss of personal privacy.

There was also a very interesting article in the Wall Street Journal last December. It was titled "Another Autumn." The article profiled Horst Herold, who at the height of his career was known for transforming West Germany's "sleepy Federal Crime Office into an unparalleled crime-fighting machine" during the 1960s.

He did it by using an extensive data collection, mining, and dissemination system—what some might call "Terrestrial Domain Awareness." He was extremely successful, and became very powerful in fighting terrorists in Germany.

But as the tempest of terrorism waned, controversy soon followed. At first awed by his successes, people grew outraged at their loss of privacy, because of the extensive data files that had been created. By 1981, Herold was forced out of office and into exile. His methods are now being revived because they were successful, but so is the controversy.

There is an old lesson there for us, folks. People are pretty fickle when it comes to their civil liberties.

That's real food for thought, as we approach this very difficult problem of increasing our maritime security. We should seek understanding that is equal in measure to our zeal.

Conclusion:

Ladies and gentlemen, it has been said that the future has a way of arriving unannounced.

The future arrived suddenly, violently, and without warning on a clear day last September. The future is now.

The past six months have brought unprecedented challenges upon us as a nation. I am grateful for the dynamic leadership of the President and our Secretary and the unified strength of the Congress in responding to the real and present dangers of terrorism and in preparing us for additional threats, which may yet come. Americans of all walks of life have risen with courage and determination to meet these new challenges, just as we always have done throughout our illustrious history.

As a maritime nation, the United States has always depended on a strong and capable Coast Guard for its security and safety. Through the years, our missions have grown steadily in response to the needs of this great and prosperous country. In fact, the Coast Guard's history reflects the story of a growing nation confronting one emergent maritime need after the other. During many such crises, America entrusted the mission to the Coast Guard. Each time, the Coast Guard accepted the challenge and folded it into its inventory of multi-mission responsibilities.

More than ever before, America's national security interests mandate the need for our nation's maritime guardian – the Coast Guard. Much has changed since last September, but much remains the same: America's vital maritime commerce must continue to flow, our fishing grounds must be protected, preventive inspections must be performed, our precious maritime environment must be preserved, our borders must be secure from illegal drugs and migrants, and the American people must be kept safe and secure. We must do all of this while preserving our multi-mission, military, and maritime character and our core values of honor, respect, and devotion to duty.

We are, after all, a maritime nation.

We now have a great deal of work in the offing to weather the current storm, if you will. We must keep a weather eye and never again be taken aback, lest someday in the not-too-distant future, we find ourselves...caught between the devil and the deep blue sea.

Thank you very much.

