



Congressional Testimony

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DEPARTMENT OF TRANSPORTATION
UNITED STATES COAST GUARD
STATEMENT OF ADMIRAL JAMES M. LOY
ON
PORT AND MARITIME SECURITY STRATEGY
BEFORE THE
SUBCOMMITTEE ON THE COAST GUARD AND MARITIME
TRANSPORTATION
UNITED STATES HOUSE OF REPRESENTATIVES
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Good morning, Mr. Chairman and distinguished members of the Committee. As Commandant of the U.S. Coast Guard, I want to thank you for the opportunity to appear before you today to discuss Port Security and the Coast Guard's security strategy before and after the tragic events of September 11th.

As a multi-mission, maritime, military service within the Department of Transportation, the Coast Guard is a leader in America's maritime security and will take a leadership role in coordinating a multi-agency, private sector and international effort to prevent terrorism. We are uniquely positioned because of our broad civil authorities as a law enforcement agency, our military character, and our ability to surge operations quickly to meet new threats to our nation.

The Coast Guard's homeland security efforts prior to September 11th were directed towards executing and enhancing maritime safety and security, environmental protection, and homeland defense in addition to our other normal peacetime missions. Coast Guard Captains of the Port in strategic U.S. ports chaired Port Readiness Committees and led operations to protect major force deployments under national defense contingency plans. The Coast Guard worked closely with the Department of the Navy to address domestic force protection for naval assets. We were also positioning ourselves to be prepared for the future by developing a methodology to conduct initial domestic Port Vulnerability Assessments to identify critical infrastructure and high-risk activities in our ports, to target our limited resources against the greatest threats. We

encouraged the formation of additional local Port Security Committees to help in the security planning in ports and actively promoted the concept of Maritime Domain Awareness in cooperation with members of the National Security Council. Additionally, we have been working on the establishment of domestic active-duty Maritime Safety and Security Teams that will possess specialized law enforcement and force protection capabilities to meet emerging port security requirements in normal and heightened threat conditions.

When the events of September 11, 2001 occurred, we found ourselves under attack by an enemy lacking a face and a conscience directed not at a government or military, but against innocent people who simply cherished and protected American freedom. The reality of the assault immediately impacted many U.S. Coast Guard men and women at units deployed throughout the service. Yet, despite the obvious presence of the unseen enemy, the Coast Guard engaged in a massive response effort to protect our ports and marine transportation infrastructure. We also immediately escalated our force protection condition to protect our own people and facilities.

In consultation with the Secretary of Transportation, I immediately ordered my operational commanders to control all of our nation's major ports. Since the attack, over 55 cutters, 42 aircraft and hundreds of small boats have been underway aggressively patrolling domestic ports and coastlines. Diverted from other essential missions, these assets helped in our attempts to achieve Maritime Domain Awareness in ports and coastal regions, and provided an offshore security presence to control shipping in the approaches to several strategic ports. In addition, highly trained Port Security Units, staffed predominately by Coast Guard reservists, were deployed to four critical domestic ports to augment security forces. Currently, over 2200 Selected Coast Guard Reservists are augmenting regular forces to assist with the considerable increase in operational tempo associated with the demands of protecting critical port infrastructure, enforcing security zones, providing marshals on high interest vessels, and performing security inspections.

We identified high interest vessels and prioritized critical infrastructure so that our limited resources could be applied in an efficient manner. Crew and passenger lists were obtained along with Advanced Notice of Vessel Arrival information for commercial vessels arriving from foreign ports, so that we could screen them to identify potential terrorists attempting to enter the country. We issued an emergency temporary regulation changing the advance notice requirement from 24 to 96 hours, to give analysts more time to complete their work. The unique nature of the Coast Guard, as an agile emergency response-oriented organization allowed us to immediately increase our security posture, using existing active duty, reserve, civilian, and auxiliary personnel; and existing shore units, ships, boats and aircraft. However, this posture is not sustainable...nor is it an efficient and effective use of resources. Our people are working long hours, other important missions are being curtailed and over 25% of

our total Reserve population are on active duty. I am working with my operational commanders to determine ways to sustain this high tempo of operations and the Administration to obtain the resources required to support an enhanced level of Port Security and Safety.

Our challenge for the future is to determine what the new normalcy represents in terms of mission requirements and the associated operational activity, while also ensuring that the Coast Guard is able to provide forces to meet its military service responsibilities for supporting the war against terrorism both at home and abroad. This is an immense challenge since our Exclusive Economic Zone encompasses 95,000 miles of open shoreline, 361 ports and nearly 3.5 million square miles of ocean. A key consideration is the U.S. Marine Transportation System. This system of ports, waterways, intermodal connections, vessels and vehicles moves 95% of the nation's overseas trade and 90% of our war fighting materials during a major military contingency. Maritime industries contribute \$742 billion annually to the U.S. GDP. Over 7,500 foreign flag vessels make more than 51,000 port calls bringing some 200,000 foreign mariners to U.S. ports yearly. The cruise ship industry carries more than 6.5 million Americans annually on passenger vessels. Six million loaded containers, 156 million tons of hazardous material and nearly one billion tons of petroleum products enter our ports each year. The vulnerability of the Marine Transportation System makes it an attractive target to terrorists for both mass disruption and mass destruction. The security environment must allow for the differentiation between the movements of lawful and unlawful activities without unreasonably disrupting the free flow of commerce or movement of war fighting materials to overseas theaters.

The United States Coast Guard will continue to maintain the viability and integrity of the Marine Transportation System (MTS). However, the intermodal aspect of the MTS requires the Department and its agencies with a stake in MTS, to take a unified approach in addressing the expansive security requirements nation wide. The importance of a cooperative One DOT effort can not be overstated and has become a focal point for all transportation security since the attacks of September 11th. Through this interagency collaboration and extensive partnering with public, private, domestic and international entities, tremendous steps have been taken to address the strategic gaps between the current and desired level of protection for our nation's ports and waterways. Increased vigilance in the ports includes continued engagement with the private sector, which has the primary responsibility for security and safety at their waterfront facilities and vessels, to present a unified and coordinated security posture. Equally important is partnering efforts with the international community. At the recent International Maritime Organization meeting, the Coast Guard proposed the development of concrete actions that will enhance maritime security worldwide, thus extending our vision outward and intercepting threats before they reach our homeland.

While effective homeland security is built upon the principles of awareness, prevention, response, and consequence management, the primary objectives are awareness and prevention. Awareness helps focus resources and provides efficiency to prevention. Prevention places a premium on awareness, detecting, identifying, and tracking threats to our homeland security. However, once terrorists or the means of terrorism are on the move towards or within the United States, the nation must have the means to detect and intercept them before they reach our borders and our transportation system. While there are no guarantees, there is good reason to believe that we can improve our national ability to detect potential threats in or to transportation through effective use of information that is, to a great extent, already available. Thus armed, border control agencies will be better able to intercept unwanted terrorists before reaching the United States. This idea of exploiting available information to separate the good from the bad, and then stop the bad is the heart of the Coast Guard developed Maritime Domain Awareness concept and overall Maritime Homeland Security Strategy.

The goals of the Coast Guard's Maritime Homeland Security Strategy will be to:

- * Instill public confidence in the security of the ports, waterways, and maritime borders.
- * Build Maritime Domain Awareness.
- * Ensure capability to interdict threats.
- * Ensure positive/controlled movement of high interest vessels.
- * Protection of critical infrastructure.
- * Increase presence for both deterrence and response capability.

In summary, the Coast Guard mounted a significant and rapid response to this severe and unexpected threat. Notably, maritime trade, which is critical to this country's economic strength, continues to move through ports with minimal interruption. It is no surprise that sustaining mobility will come at a higher cost to all of us. But the reality is that we live in a country that prides itself on the openness of its democracy, so we remain at risk to attacks of terrorism. It is incumbent upon our government to minimize this risk. With your support, the Coast Guard shall meet this challenge and ensure that our nation's Marine Transportation System remains the very best in the world.

