

As delivered

Maritime Power for the 21st Century  
International Seapower Symposium — 27 OCT 2003

Introduction

Admiral Clark, fellow service chiefs, distinguished guests, and supporters of the Naval War College and its International Sea Power Symposium, it is a real pleasure for me to address you at this beautiful and famous college so richly steeped in naval tradition and history, and so highly regarded throughout the world for its significant contributions to critical security thinking, strategic studies, and war gaming. It really is the jewel in the Navy's crown.

I must also add that it is an honor for the United States Coast Guard to be with you here for this symposium and I wish to thank Admiral Clark for the opportunity to address this premier forum on international naval security matters. The ISS provides a wonderful opportunity for us to discuss important issues regarding our collective security and explore areas of leverage regarding our joint interests and operations.

Earlier this morning we heard Admiral Clark begin this event with his keynote address: "Sea Power for Peace, Prosperity and Security." His thoughts on implementing that vision through a powerful, forward thinking 21<sup>st</sup> century view of naval power. I would like to continue on with Admiral Clark's theme of Sea Power with some additional comments and insights of my own.

Environment & New Thinking

As many of you may recall from your studies here, Alfred Thayer Mahan's definition of sea power rested upon the means needed to defeat organized military threats...nation state threats. From his seminal work, naval power was the key element in sea power. Since classical times, the establishment and maintenance of naval power has been the focus of many sea-going nations.

I propose that today's security environment requires some variation of this classically accepted definition. The most dangerous threats of today to all of our nations are not entirely traditional state issues with organized armies and navies. The threats that concern us most today are transnational issues; criminal organizations undermining the very fabric of our societies; resource thieves stealing from the greater good of all; environmental menaces who would destroy the future of our children; pirates who would, in certain parts of our oceans, bring legitimate commerce to a halt; human traffickers who reflect the worst in mankind; and the most dangerous of all...terrorists – religious extremist terrorists, state-sponsored terrorists, narco terrorists – unfortunately, all technically-advanced and well-armed.

Increasingly, the seas are serving as the highways for this bewildering variety of transnational threats — and challenges that honor no national frontier. Many of these threats are conveyed in ways that are not effectively countered by naval forces. They look and mingle with legitimate commerce and recreational traffic. You can't launch cruise missiles or conduct air strikes against them. You must engage them -- up close and personal -- to determine their intentions and sort the suspicious from the innocent.

Accordingly, in today and tomorrow's world, I would suggest true sea power must be a broader and more expansive concept than naval power alone. Sea power in the 21<sup>st</sup> century is the ability of a nation to use the seas safely, securely, fully, and wisely to achieve national objectives. In this new security environment, we need new thinking, new partnerships and a new construct to provide the sea power we all want to ensure the safety and freedom of the seas for all, and the security for each of our nations. I suggest that today we need to think about a broad complement to 21<sup>st</sup> century naval power - *maritime power*.

21<sup>st</sup> century maritime power speaks to a nations' needs beyond the purely military capabilities needed for warfighting. It includes for each of us the use of the seas — to preserve marine resources, to ensure the safe transit and passage of cargoes and people on its waters, to protect its maritime borders from intrusion, to uphold its maritime sovereignty, to rescue the distressed who ply the oceans in ships, and to prevent misuse of the oceans. These are timeless interests, which are more relevant than ever, that collectively can be described as a nation's maritime security and safety interests.

In the United States the tragic events of 9/11 have forced us to think anew about the approach to maritime power in the context of homeland security. Prior to 9/11, the United States was a fairly wide-open country. Our borders were relatively unencumbered, international commerce moved freely and our nation relied on superb armed forces and the broad expanse of the oceans surrounding North America to maintain our national security. But terrorists were able to use this free flow of people, money and products to strike at the very core of our nation, just as they have at so many of your countries.

In this new security environment, effective integration of both civil law enforcement authorities, private sector maritime stakeholder knowledge and competencies, and military might has to be part of the security solution. Accordingly, the U.S. Coast Guard, in close partnership with the Navy, figures significantly in the maritime homeland security component of the overall national security strategy.

Today, the Coast Guard's unique capabilities help enhance homeland security, protect critical infrastructures, safeguard U.S. maritime sovereignty, and defend American citizens and interests. The "power" inherent in these Coast Guard capabilities is a key component of the nation's overall maritime power. To maintain sea power, the United States must be aware of and control what takes place in its own sovereign waters and exercise influence in international waters of vital concern to U.S. interests...oftentimes

working in an environment that can only be characterized as commercial maritime...with no clear enemy.

As a military, multi-mission, maritime service with civil law enforcement and regulatory authorities, the United States Coast Guard operates in concert with United States Navy, other government agencies, the private sector, and the international community to reduce risk across the entire spectrum of homeland security and homeland defense.

What is going on here I would suggest is not revolutionary, but transformational. Yes, the terrorist threat is new and dangerous. But powerful precursor asymmetric threats, such as drug and human traffickers and international criminal organizations, have been evolving for decades. Concurrently a critical body of international law was put in place to deal with the broader issues of maritime security. The 1982 UN Convention on the Law of the Sea (UNCLOS) created new maritime law and extended maritime jurisdiction that presented all nations with new challenges. To address these challenges, maritime strategic thinking is changing with today's coast guards emerging as important national institutions with the potential to make a major contribution to regional order and security.

#### Our Approach to Maritime Homeland Security

Today, maritime security in the U.S. is a concerted effort that encompasses more than just protecting a nation's national interests against hostile nations. It includes protection against terrorist attacks, threats to national sovereignty, natural resources, the environment, economic prosperity and social welfare. To reduce maritime security risks in this new security environment requires the application of maritime power to (1) increase our awareness of all activities and events in the maritime; (2) build and administer an effective maritime security regime – both domestically and internationally - - ; (3) increase military and civil operational presence in ports and coastal zones and beyond for a layered security posture; and (4) improve our response posture in the event a security incident does occur. To be successful here -- to reduce vulnerabilities and mitigate risk -- our navies and coast guards require the right mix of authorities, capabilities, capacity, and partnerships.

Applying this strategy of maritime power collaboratively, in an integrated way among navies and coast guards of the world is a powerful notion. We must leverage new technologies and must attain capability that provides coordinated, systematic, fused intelligence that provides a detailed in-depth knowledge of the sea space. For us, the key is a concept we've labeled Maritime Domain Awareness (MDA).

From a risk mitigation perspective, MDA is perhaps the highest return element of our application of maritime power. Simply put, MDA is possessing comprehensive awareness of the vulnerabilities, threats, and all matters of interest on the water. It means having extensive knowledge of geography, weather, position of friendly vessels and potential threats, trends, key indicators, anomalies, intent, and the activities of all vessels in an area of concern, including the innocent.

Maritime power is about awareness, leveraging and synthesizing large amounts of information and specific data from many disparate sources to gain knowledge of the entire maritime. If knowledge is power, and MDA provides us the requisite knowledge of the maritime, than MDA is the key to maritime power.

MDA, and the knowledge it will bring, will allow maritime forces to respond with measured and appropriate force to meet any threat — on, below or above the sea. Taken to an ultimate state, MDA will provide the necessary awareness to create “non-events,” proactively preventing incidents, challenges and devastation. At one of Tuesday’s panels I will talk in greater detail about MDA.

### PARTNERSHIPS

The second highest pay off of our strategy is the development, maintenance, and enhancement of security partnerships. Intergovernmental, public-private, regional, and international partnerships are absolutely essential if we are to enhance the security and safety of our respective nations and the world. We are dealing with international global systems ... they require an international approach. Not only partnerships of nations but partnerships of navies, and partnerships of coast guards, and commercial shipping interests between and among all of us.

What I am talking about here is a new, expanded concept of “JOINTNESS” to fit with the concept of maritime power ... a “New Jointness” model. I have been stressing that today's threats requires the effective integration of military power and civil authority. To deal effectively with these threats, we must blend our respective national elements of maritime military power and maritime civil authority in a collaborative way. Nationally, between our Navies and Coast Guards, Maritime Administrations, Transport Ministries, and maritime private sector elements:

- We need robust interconnectivity, including:
  - Real-time, protected communications across all involved agencies, to enable us to share threat information and coordinate both preventive and responsive measures; and
  - Automated access to other agencies’ data bases – to allow for rapid cross-checking of cargo & passenger manifests
  
- We need robust interoperability, including:
  - Units that can function seamlessly – almost interchangeably -- with other agencies. This includes, but is not limited to, communications.
  - A common operating picture, essential to enhanced awareness.
  - Coordinated acquisition processes, so that our hardware systems are compatible. I would like to think that the U. S. Navy/U. S. Coast Guard National Fleet Concept which allows for joint interoperability across the

homeland defense-homeland security continuum is a possible model for the appropriate level of interoperability.

- Overall, we need an effective inter-agency strategy between our civil maritime and naval authorities.
  - In addition to traditional military responses, nations must be able to provide coordinated law enforcement solutions across law-enforcement authorities that are often spread across several agencies and several departments (DHS, DOJ).

At the international level, an integrated approach among all international maritime partners can improve the security and safety of all nations, and protect their economies. Strong international regulations through the IMO and steadfast compliance efforts by all Classification Societies will help harden individual ships from terrorist activity. Programs like the Proliferation Security Initiative and related long-range ship tracking and surveillance initiatives will reduce security risks. Sharing of security, safety, commercial, and law enforcement information can create global Maritime Domain Awareness that allows nations to create layered, multi-agency, integrated maritime security defenses to combat the threats of terrorists and trans-national criminals.

Partnerships begin or are reinforced at gatherings like this; they continue through joint and combined training and education; through exercises, cooperation and operations, and through the development of joint systems. They continue in other venues such as the United Nations and organizations like the International Maritime Organization (IMO) where collaborative rule making is significantly impacting the international maritime security regime. As we gather here, in all of your nations, some of your services, but more often, other agencies of your governments, are hard at work enforcing new standards that call for specific security plans or vessels, ports and port facilities. These internationally agreed-to protocols will have a significant impact on each of your nation's maritime security. The navies and coast guards of the world must be intimately linked to these "civil authority" regulatory security initiatives.

## CONCLUSION

Let me close today by again stressing that we are engaged in an "all hands" evolution. Today's nontraditional, transnational, and unpredictable range of threats that each of our countries face, demands teamwork – both nationally and internationally. An integrated approach among all international maritime partners can improve the safety and security of all nations. Sharing of security, safety, commercial, and law enforcement information can create the level of Maritime Domain Awareness that allows nations to create layered, multi-agency, integrated maritime security defenses against the threats of terrorists and trans-national criminals. An integrated approach is not a threat to sovereignty, but should be viewed as a positive force that will help promote harmony and stabilization and meet the needs of member navies and coast guard organizations.

Forums like this are an ideal way to partner – I thank Admiral Clark once again for hosting this collaborative forum. I look forward to the rest of the symposium and getting a chance to work with all of you – not only here in Newport, but also after our meetings, when we we've gone back to our respective worlds of work.