

Admiral Thomas H. Collins
Address to Homeland Defense Symposium
“Developing an Integrated Approach to Maritime Security in the Post 9/11 Era”
Tuesday, 25 October 2005

Amenities

Good Morning!

Governor Bill Owens ... enjoyed your opening welcome ...

Assistant Secretary of Defense Paul McHale ... speaking this afternoon on the rollout of NSMS supporting plans ...

ADM Tim Keating ...

Congratulations to Mr. Bill Harris (President and CEO, National Homeland Defense Foundation ... they were the Symposium Sponsors). Thanks for the invite to talk about the maritime component of Homeland Security.

GEN Barry McCaffrey ... a great friend ... looking forward to his talk at 1400 ...

International Guests (Canada and Mexico in attendance) ...

Fellow Service members ...

Ladies and Gentlemen ...

I am very honored to share the agenda with such a distinguished list of speakers.

Introduction

2001 -- the world changed. People in this audience know this better than anyone. September 11th changed the way we Americans view ourselves and our place in the global society. It left us with many critically important questions for security, policy, strategy, capabilities, missions, and program development. And, as a maritime nation, it necessarily changed the way we look at our maritime borders.

In the last month, the President approved the National Strategy for Maritime Security. In the introduction to that seminal document, President Bush states, “In this century, countries benefit from healthy, prosperous, confident partners. Weak and troubled nations export their ills ... problems like economic instability and illegal immigration and crime and terrorism. America and others understand that healthy and prosperous nations export and import goods and services that help stabilize regions and add security to every nation.”

So, from my perspective, the task is clear – provide security while enhancing the flow of goods and services. Accomplishing this task is not easy and will

require significant effort. To be successful, we must understand the complexity of the global maritime system and seek to leverage the system's strengths while mitigating its associated risks.

The global maritime system is large, it's complex, it's valuable and it's very vulnerable. For the United States, ninety-five per cent of our overseas trade moves through the maritime domain. That flow accounts for 2 billion tons and 800 billion dollars of domestic and international freight annually.

And, the picture doesn't change when you look outside North America. Over 80% of the world's trade travels by water. And, Canada exports almost 90% of its goods to the United States. Though much of it arrives via land, over bridges, a large percentage makes its way into our country via our local waterways. So, maritime security is global and not just a U.S. concern. We are dealing with a global system -- it's a concern for all maritime nations, and our success will depend on how well we work together.

Integrated Global Approach to Maritime Security

An "integrated global approach" to maritime security is, in my view, the right path to a more efficient and more secure maritime transportation system. What is an integrated global approach and who do we get it? There are four major components that we and our partners must take if we are to be successful.

First, we need a unifying maritime security strategy.

Second, we need an overarching global security regime.

Third, we need productive, outcome-focused productive partnerships ... tactical, operational and strategic.

And, fourth, we need greater transparency and accountability throughout the maritime community.

Let's consider the first point -- the need for a unifying maritime security strategy.

Unifying Maritime Security Strategy

Almost four years have passed since 9/11. Since then, the Federal Government has transformed its homeland maritime security measures aimed at preserving freedom of the seas and facilitating and defending the movement of

people and commerce. Many federal departments have undertaken singular steps to improve maritime security in their areas of responsibility. Within months of September 11th, we, in the Coast Guard, crafted a post-9/11 Maritime Homeland Security Strategy to guide our efforts. It's a good plan ... it covers awareness – prevention, protection and response -- but, it's not an interagency strategy – it's not a national strategy -- it's a Coast Guard strategy.

National Strategy for Maritime Security

But, there's good news!!! A month ago, on behalf of the President, I announced the approval of the *National Strategy for Maritime Security*. This important policy document linked in a synergistic way the initiatives of several agencies with a stake in the maritime domain. We now have a unifying strategy.

The National Strategy forms a systems perspective of the problem's scope; it recognizes our nation's maritime security as an "all threats" challenge. The Strategy addresses not only terrorism, but also criminal acts such as drug smuggling, illegal immigration, human trafficking, and unlawful exploitation of our marine resources – all threats to our national interest. It recognizes that terrorism will not likely come knocking on our front door. Terrorists and criminal actors will likely seek to blend into the normal course of legitimate activity in the maritime domain. Countering that tactic requires strong law enforcement capabilities and persistent presence on the water that can detect, interdict, and disrupt them.

The strategy is guided by three important overarching principles:

- Preserving the freedom of the seas
- Ensuring an uninterrupted flow of shipping, and
- Third, facilitating the movement of desirable goods and people across our borders, while screening out dangerous people and material.

The strategy revolves round five strategic actions:

- Enhancing International Cooperation
- Maximizing Domain Awareness
- Embedding Security into Commercial Practices
- Deploying Layered Security, and,
- Assuring Continuity of the Maritime Transportation System.

The strategy is operationalized through eight supporting plans. Today, I have the privilege of announcing, on behalf of Secretary Chertoff, the first steps in

implementing two of the eight supporting plans to the President's *National Strategy for Maritime Security* -- they are the Maritime Commerce Security plan and the Maritime Transportation System Security plan. Assistant Secretary McHale will address another of the supporting plans this afternoon.

The Commerce Security Plan and the Maritime Transportation Security Plan builds on the strategy of "layered defense-in-depth" by working internationally and domestically to increase the transparency of people, cargo, conveyances and facilities operating in the maritime domain.

The common goal of these two plans is to lower the risk that the respective system – the marine transportation system or the international supply chain – could be used to support a hostile act against our interests.

To that end, the Maritime Commerce Security plan builds on existing cargo security efforts and establishes a framework based on improved technologies and international partnerships to yield improved security and system efficiency.

In a similar vein of balancing increased security with a demand for efficiency and functionality, the Maritime Transportation System Security plan provides a series of recommendations that includes providing risk management methodologies to prioritize security improvement efforts, establish state of the art credentialing systems, identify minimum standards for maritime security training for workers and improve the quality and transparency of security information.

In addition, both of these plans call for a regulatory agenda that we are already pursuing. But, most importantly, they each recognize that it is the private sector that owns the cargo, operates the conveyances and manages the facilities. And ultimately, the technologies for securing the cargo and transportation systems, and credentialing the people that operate in the maritime domain must come from a solution derived through collaboration among the private sector and international organizations.

Accordingly, these plans rely on active stakeholder engagement to develop mutually desirable solutions. We will use our existing collaborative safety and security bodies like IMO, WCO, Area Maritime Security Committees, National Maritime Security Advisory Committee (NMSAC), Commercial Operations Advisory Committee (COAC), and other representative organizations to develop the solutions.

As these plans seek to reduce risk, we must be especially mindful that there be an incentive worth the investment of time and capital. These plans recognize that critical element. Expedited clearances for vessels and cargo, reduction in criminal or hostile acts, and risk-based investment by the federal government are the measures of effectiveness that will determine the success of these plans, and ultimately the National Strategy they support.

An Overarching Global Security Regime

Clearly, as a Nation, we are making great headway on the first step to enhanced risk mitigation in the maritime. The President delivered a unifying strategy that's moving us forward. As we implement the Strategy and its sub-plans, I am led to consider the second necessary step for success -- the creation and implementation of an overarching global security regime. This second step requires a partnership of nations maintaining a strong, united, international front. This is especially true as the largest segment of the maritime domain is under no one nation's sovereignty or jurisdiction. Yet, we all depend on its security and efficiency.

The National Strategy for Maritime Security relies on complementary security regimes in the domestic and international arenas. For instance, after 9/11 the American Congress passed the Maritime Transportation Security Act of 2002, or MTSA. In parallel with this effort, the Coast Guard, in collaboration with the Department of State, worked to develop an international regime. With the leadership provided by the Coast Guard, and coalition of partners the International Maritime Organization adopted an amendment to the 1974 Safety of Life at Sea Convention called the International Ship and Port Facility Security Code. The ISPS Code sets out requirements for ship security alert systems and for control and compliance measures for port states and contracting governments. This Code and other IMO requirements form a framework for ships and port facilities to cooperate in detecting and deterring acts that pose a threat to maritime security.

Together, MTSA, the domestic vehicle, and the ISPS Code, the international vehicle, creates a comprehensive 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 providing incentives to address those vulnerabilities.

In support of MTSA and ISPS, the Coast Guard visits foreign countries to learn about the effectiveness of anti-terrorism measures in their ports. To date, 39

countries have been visited and 34 found to be in substantial compliance with the ISPS Code. These 39 countries are responsible for approximately 78% of the last ports of call of vessels arriving to the United States.

Our next key steps in establishing a global security regime include completing foreign port assessments, increasing cooperation with bordering nations, and increasing compliance with ISPS standards.

An additional 8 countries are scheduled for visits by December 2005. And, our goal is to visit approximately 36-45 countries per year and to visit all of our 134 maritime trading partners within three years. Furthermore, for those countries failing to meet ISPS standards, we are working with them to address their deficiencies. We also offer reciprocal visits to other countries so that they can observe how the United States is implementing the ISPS Code.

Productive, Outcome-Based Partnerships

This relationship with our trading partner nations is emblematic of the third step to success – productive partnerships on strategic, operational and tactical levels. Our partnerships must transcend international, interagency, government and private industry boundaries. Such partnerships are essential because we can't hope to ensure our security by working alone.

On the home front, we deeply depend on our partnerships with the U. S. Navy, and the other armed services, and we want to continue the trend of increasing interoperability. As noted in the recently issued CNO Guidance for 2006, Admiral Mullen calls for closer working relationships between the Navy and the Coast Guard, with the goal of supporting national security policy, enhancing homeland defense and improving maritime domain awareness. NorthCom is very much a stakeholder in the process with a Memorandum of Agreement recently signed that details the flow of assets between DHS and DoD.

This partnership with the DoD is further evidenced in the growing effectiveness of maritime intelligence. The Coast Guard's Intelligence Coordination Center (ICC) and the U.S. Navy's Office of Naval Intelligence (ONI) have built upon a legacy of cooperation and respect and are now co-located at the National Maritime Intelligence Center in Suitland, Maryland.

In terms of international cooperation in the intelligence field, one of our best examples of successful partnering is with Canada. On the operational and tactical level, the Coast Guard has had a long standing relationship with the Canadians. Regular contact between joint working groups illuminates intelligence gaps and enhances the integration and productivity of our operational relationship. On the operational level, we're working on a concept called the U. S. Coast Guard / Royal Canadian Mounted Police Shiprider Program. We are conducting joint, reciprocal maritime law enforcement operations in each other's waters. The goal is to leverage our intelligence and operational partnership to serve as a force multiplier and increase the security of both our nations.

We also have extremely productive interagency partnerships, working closely with our DHS colleagues and other government agencies through many forums, including efforts to align our International Port Security Program with Customs' Container Security Initiative, the Department of State implementing our ISPS Code standards, and working with the Department of Justice executing our counter-drug missions.

Critical partnerships with the private sector include our many Partnership Action Teams with industry organizations like the International Council of Cruise Lines and the American Waterways Operators. These partnerships were originally developed primarily for safety reasons but have grown to incorporate security issues as well.

Clearly, partnerships are key to the future success of our security strategy. The President, in the National Strategy for Maritime Security, is quoted as saying "the tasks of the 21st Century cannot be accomplished by a single nation alone." In keeping with this vision, our focus will continue to leverage its existing partnerships and increase the number and quality of our outcome focused partnerships across the full spectrum of international, interagency and private communities. Specifically, the Coast Guard will work closely with Northcom and the Navy with particular emphasis on MDA and Joint Operations Centers. In terms of working with bordering nations, efforts with Canada and Mexico will be pursued through the International Security Partnership initiative. Further, we will explore mechanisms to engage with other nations, the G-8 and the European Community to consider multinational cooperative efforts in support of mutual security objectives.

Greater Transparency and Accountability

With a unified strategy, a global security regime and increasingly effective partnerships, the United States is in a position to achieve the fourth step of developing an integrated approach to maritime security. That is, creating greater transparency and accountability within the global maritime environment ... it's good security behavior.

Greater transparency and accountability will be achieved through increased maritime domain awareness. A common operating picture will allow participating entities to distinguish the routine mariner from the anomalous threat. This is especially important when you remember that 110,000 fishing vessels and 13 million recreational boats are using our waterways each year ... how do we integrate them into our security regime? Increased transparency and accountability will increase system efficiency and security. Such transparency and accountability is required not only at home, but across the global maritime commons.

At home, we have over 50 major national initiatives to build on the progress we've made to date ... all structured within an overarching construct we call "America's Maritime Shield." This construct provides a comprehensive framework designed to effectively align Coast Guard efforts to increase transparency and accountability within our maritime borders. This post-9/11 framework spans Maritime Domain Awareness, prevention and protection activities, and the full range of responses to potential maritime transportation security incidents, including recovery operations.

Abroad, we are promoting Long Range Identification and Tracking, or LRIT. LRIT is all about increasing the transparency of vessels plying the global maritime concourse. It provides for persistent detection, classification, identification, and tracking of cooperative vessels. This capability will align decision makers and operational commanders so they have a clearer understanding of the vessel traffic in areas of interest. A SOLAS – Safety of Life at Sea – amendment, establishing a global LRIT system for ships over 500 gross tons, is in the works at IMO.

Rather than wait for a problem to arise in one of our ports or off our coastline, transparency and accountability is best secured far from America's shores. In support of this operational imperative, Coast Guard long range assets are being developed under our Integrated Deepwater Systems initiative. This major recapitalization effort will result in better C4ISR capabilities and improved

deployable interdiction capabilities. The sub-systems used in Deepwater will be interoperable. Our Deepwater initiative is key to realizing the operational vision of the National Strategy for Maritime Security and its subordinate plans. And, in terms of the LRIT initiative, the United States will be poised to immediately implement the global LRIT system after passage of the amendment at IMO.

Conclusion

In conclusion, the post-9/11 environment is replete with challenges and ripe with opportunity. To realize the President's vision of a safer, more secure and efficient maritime system, we must develop an integrated approach to maritime security; we must engage in a new "joint-ness," with a capital "J". Our efforts will require:

First, a unifying maritime security strategy;

Second, an overarching global security regime;

Third, productive partnerships – civil and military, home and abroad;

And, finally, greater transparency and accountability.

I've laid out several ongoing Coast Guard initiatives in support of the four steps to successfully implement the President's National Strategy for Maritime Security. But, I want to be clear ... these are not just Coast Guard initiatives. In each instance, significant partnering was, is and will be required to advance our mutual goals of efficiency, safety and security.

At the opening of my remarks, I cited the President's quote, "healthy and prosperous nations export and import goods and services that help stabilize regions and add security to every nation." What he's telling us is that effective maritime security is not just about defending against the anomalous threat, but rather it provides the opportunity for mutual prosperity and stability. Our integrated and unified efforts are needed to achieve that vision. And, along the way, we must maintain a sense of urgency ... we must. For failure is simply not an option.

Thank you very much.

Semper Paratus.