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TESTIMONY OF
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"SAFE PORT ACT REAUTHORIZATION:
SECURING OUR NATION'S CRITICAL INFRASTRUCTURE"

BEFORE THE
SENATE COMMITTEE ON COMMERCE, SCIENCE, & TRANSPORTATION

JULY 21, 2010

Good afternoon Chairman Rockefeller, Ranking Member Hutchison and distinguished members of the Committee. I am Robert Papp, Commandant of the Coast Guard and I am pleased to be here today to discuss the Coast Guard's critical role in protecting one of our nation's most important economic and strategic lifelines, our Marine Transportation System (MTS). As the lead federal agency for U.S. maritime security, the Coast Guard works with its port partners to build resiliency into the U.S. MTS. We have come a long way in protecting this system and its users; however, security challenges remain, and they demand an agile and technologically advanced Coast Guard.

Port Security: Mission and Scope

The Coast Guard's enduring value to the Nation resides in our multi-mission authorities, resources and capabilities. The ability to field versatile assets and personnel with broad authority is perhaps the Federal Government's most important strength in the maritime security environment. While each of the Coast Guard's eleven mission programs primarily supports safety, security or stewardship, all of our missions can serve additional roles. For example, when Coast Guard personnel conduct vessel safety inspections, their activities include verification of immigration documents and validation of crew manifests. The Coast Guard's safety and security authorities are fully integrated, providing a suite of unrivaled capabilities to address security in the maritime and port environment.

The Coast Guard primarily addresses MTS security through its Port, Waterways and Coastal Security (PWCS) mission, which is carried out using the Coast Guard's broad authorities and multi-mission assets. PWCS also benefits from other Coast Guard missions, including: Marine Safety, Illegal Drug and Migrant Interdiction, Defense Readiness, and Aids to Navigation missions.

The Coast Guard's holistic approach to port security protects against internal and cross-border threats, builds versatility, and supports the safe flow of lawful travel and commerce. Our efforts are focused on preventing and disrupting terrorist attacks and subversive acts in the maritime domain and the MTS. Should an attack occur, Coast Guard resources and competencies are prepared to contribute to a swift response and recovery.

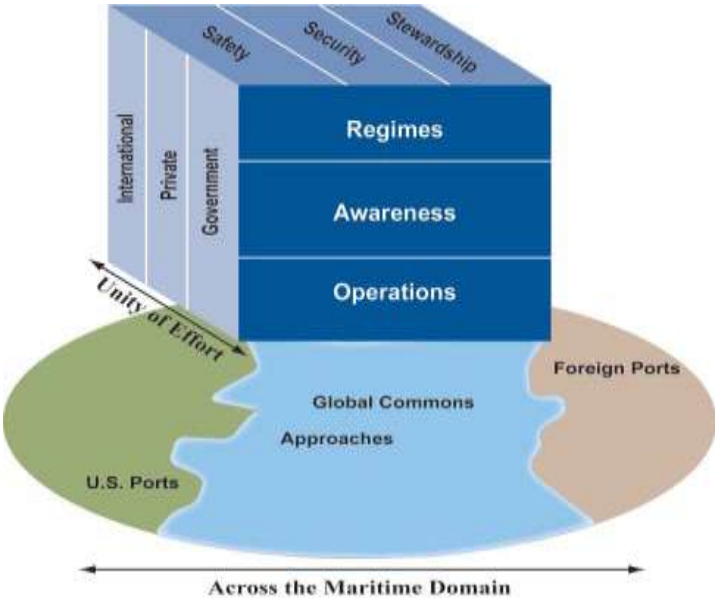
Critical infrastructure, key resources and large population centers within or near America's ports represent vulnerabilities that terrorists may seek to exploit. As such, our port security efforts leverage the capabilities of the private sector, other Government agencies, including the Maritime Administration, and the public to multiply our defenses.

The Coast Guard helps secure over 95,000 miles of coastline, over 300 ports and over 10,000 miles of navigable waterways. Coast Guard and its port partners provide security for myriad landside connections that allow the various transportation modes to move people and goods to, from, and on the water. More than $958 billion of international commerce, including 1.4 billion tons of cargo, is carried within the MTS. The Coast Guard regulates protection of more than 8 million cruise ship and ferry passengers, accounting for more than 65 million passenger-miles a year. The Coast Guard also regulates waterway security for numerous boaters operating almost 13 million registered recreational vessels. Finally, the Coast Guard protects the movement of numerous high-value military vessels and maritime cargo in support of ongoing overseas contingency operations.

The demand for maritime escort and security services continues to grow. Over the last few years, for example, Liquefied Natural Gas (LNG) imports have doubled, from 1.5 percent to 3 percent of gas used, and are estimated to rise to more than 15 percent by 2025. This demand has triggered increased applications for facilities and development of new facilities, which, in turn, will likely result in an increased number of LNG vessel transits. Our challenge is to manage risk and deploy our limited assets where they achieve the greatest effect, and to both implement effective security measures while supporting the smooth flow of legitimate commerce. Under the current policies for Coast Guard asset utilization, growth in the maritime industry will increase the demand for Coast Guard capabilities, capacity and partnerships.

Mission Elements

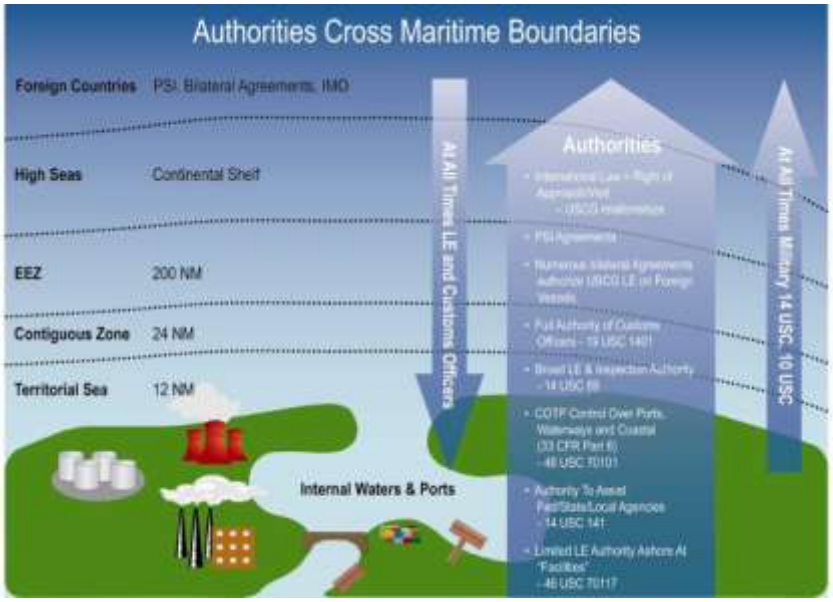
The Coast Guard's role as Lead Federal Agency (LFA) for maritime security is embedded within the overarching system of maritime governance. The Coast Guard's systematic, maritime governance model for port security consists of maritime security regimes, domain awareness, and maritime security and response operations, which are carried out in a unified effort by international, governmental, and private stakeholders. The Coast Guard exercises unique competencies, capabilities, authorities, and partnerships in an attempt to help reduce the risk of terrorism and related nefarious acts. It also engages the private sector through Area Maritime Security Committees, implementation of the DHS *Small Vessel Security Strategy* (SVSS), America's Waterway Watch (AWW), and local and regional exercises. The SVSS proactively recognizes that small vessels are a potential means for exploitation by terrorists, smugglers of weapons of mass destruction (WMDs), narcotics, aliens, and other contraband, and other criminals and addresses near-shore security concerns and provides a coherent framework to improve maritime security and safety.



A System of Maritime Governance

The Coast Guard has extensive statutory authority, presence, command and control capability, and experience in maritime safety and security. The Coast Guard employs a holistic layered approach to maritime security that is designed to detect, deter, and prevent the methods of terror and terrorists as early as possible in the event chain. This approach requires rigorous analysis of the terrorist threat and corresponding risk-reduction strategies and tactics. It facilitates early warning of maritime-related threats originating in other nations by way of offshore regions routing into the U.S. For example, through the 96-hour advanced notice of arrival process, the Coast Guard is able to screen vessels for potential threats far from the Nation's ports. Another example of a "far-from-the-homeland" element of this layered security system is the International Port Security (IPS) Program, which verifies that effective antiterrorism measures have been instituted in foreign ports to help reduce the risk to U.S. ports.

Port Security - A layered system



The three major elements of the Coast Guard's maritime security strategy are Maritime Security Regimes, Maritime Domain Awareness, and Maritime Security and Response Operations.

Maritime Security Regimes

The Maritime Security Regimes element of the Coast Guard's maritime security strategy includes domestic statutes and regulations, and international agreements and codes. It is comprised of the "rules" to coordinate partnerships and establish maritime security standards. Regimes represent the framework that complements efforts to conduct effective MDA activities and maritime operations. All of the regimes associated with all Coast Guard missions also support port security effectiveness.

The 2002 Maritime Transportation Security Act (MTSA) requires that ships and port facilities assess their vulnerabilities and develop measures to reduce them. The MTSA also requires that the Coast Guard periodically assess the effectiveness of antiterrorism measures in both U.S. and foreign ports and take action in cases in which effective anti-terrorism measures are not in place. In accordance with the provisions of the MTSA, the U.S. helped lead the International Maritime Organization in the development of an international code, designated the International Ship and Port Facility Security Code (ISPS). The ISPS Code contains security-related requirements for governments, port authorities and shipping companies, together with a series of guidelines and recommendations for meeting those requirements. The Coast Guard's IPS Program engages with foreign governments and visits foreign ports to assess their compliance with the ISPS Code and to improve security through dialogue.

Additionally, MTSA required the development and implementation of strategic, regional, vessel and facility security plans to enhance maritime transportation security. Area Maritime Security Plans are created by committees established by the Coast Guard and comprised of federal, state, tribal, and local agencies and industry representatives. The Transportation Workers Identification Credential (TWIC) program, a Transportation Security Administration (TSA) initiative primarily enforced by the Coast Guard that helps to ensure that only properly vetted individuals have access to secure areas at ports, furthers the multi-layered approach to the safeguarding of U.S. ports and maritime critical infrastructure and key resources.

Various programs and strategies have been developed to address specific threats and risks. The SVSS helps to reduce the small vessel security threat, and our strategy establishes the rules by which other vessels are identified as having a potential terrorism threat.

Maritime Domain Awareness

Maritime Domain Awareness (MDA), the second major element of the Coast Guard's maritime security strategy, supports the development of maritime regimes and effective Maritime Security and Response Operations. MDA requires that all-source intelligence and broad situational awareness be collected, fused, analyzed, and disseminated, enabling the United States and other nations to understand activities, events, and trends that could threaten their security in the maritime and port environment. MDA consists of what is observable and known as well as what is anticipated or suspected. Improving MDA requires continued development of intelligence capabilities and broader maritime situational awareness that leverages Command,

Control, Communications, Computers, Intelligence, Surveillance, and Reconnaissance (C4ISR) capabilities. MDA provides the key Common Operating Picture (COP) of conditions and activity across the maritime domain. The COP includes information about vessels, cargo, passengers and crew, and shore-side infrastructure. As an example of the need for awareness, the Coast Guard is keenly interested in the real-time location and movements of certain vessels. These include all High Interest Vessels (which may pose a threat), High Value Units (certain military vessels), Certain Dangerous Cargo Vessels, and High Capacity Passenger Vessels. The Maritime Security Risk Analysis Model (MSRAM) is used to analyze and calculate risk to maritime critical infrastructure and key resources using threat factors provided by the intelligence community. MSRAM evaluates the consequence and vulnerability judgments in the field at the local, regional and national levels to enhance security risk analysis by informing the Common Operating Picture (COP) at the tactical, operational and strategic levels.

Interagency Operations Centers, the Nationwide Automatic Identification System, the Long Range Identification and Tracking (LRIT) system, and Blue Force Tracking support the MDA effort. These initiatives provide high-tech means to collect, fuse, analyze, and disseminate COP information and intelligence. Every Coast Guard unit has MDA responsibilities and serves as a sensor to increase awareness and knowledge of the maritime domain. The AWW initiative enlists public support to report suspicious activity on or near ports, docks, marinas, riversides, beaches, waterfront communities, or maritime infrastructure.

Maritime Security and Response Operations (MSRO*)*

The third major element of the Coast Guard's maritime security strategy is Maritime Security and Response Operations (MSRO). Ground, waterborne, and airborne prevention and response operations are conducted to prevent, disrupt and recover from attacks.

Recognizing that the Coast Guard and its partners cannot be everywhere all of the time, the Coast Guard conducts Maritime Security and Response Operations based on risk-informed decision-making models.

Coast Guard forces are trained and equipped to perform MSRO activities to enhance the nation's ability to prevent and respond to maritime terrorism events. Specifically, Deployable Operations Group (DOG) forces were created to support operational and tactical commanders, including DOD and other Federal agencies. DOG forces include Maritime Safety and Security Teams, the Maritime Security Response Team, Tactical Law Enforcement Teams, Canine Explosive Detection Teams, and the National Strike Force.

MSRO elements include coastal and waterway deterrence patrols, high-risk vessel escorts, response to threats, and recovery from attacks. MSRO encompasses Military Out-Load security support, enforcement of fixed security zones, and control of port access, activity, and movement. MSRO also includes waterborne security boardings, Airborne Use of Force, underwater port security, deliberate, contingency, and recovery planning and exercises, and focused regional surge operations. A key element of the offshore portion of the MSRO is persistent presence of Coast Guard cutters and aircraft that are regularly engaged in multi-mission operations, such as at-sea interdiction and enforcement. . As appropriate, MSRO forces are being equipped to respond to chemical, biological, radiological, nuclear, and high-yield explosive threats. The Area Maritime Security Training and Exercise Program is also an element of MSRO.

FY 2009 Mission Accomplishments

- The Coast Guard conducted 49,276 armed waterborne patrols projecting presence near maritime critical infrastructure or key resources, 18,690 security boardings of small vessels in and around U.S. ports, waterways, and coastal regions, 4,000 escorts of high-capacity passenger vessels, such as ferries and cruise ships, 1,855 security boardings of High Interest Vessels (designated as posing a greater-than-normal risk to the U.S), 1,429 escorts of high-value U.S. naval vessels transiting U.S. waterways, and 660 escorts of vessels carrying Certain Dangerous Cargoes (CDCs).

- In support of Overseas Contingency Operations, the Coast Guard provided waterside security and escorts for 192 military outloads throughout the system of 20 predesignated commercial and military strategic U.S. seaports.

- The Coast Guard's MSRAM continued to support risk management decisions in the execution of the PWCS mission. MSRAM helps prioritize security risk from terrorist attacks by assessing the risk between vastly different critical infrastructure facilities and key resources. MSRAM supported port security grant funding decisions by enabling DHS to compare various ports and determine which ports have the highest risk.

- The Coast Guard expanded its global vessel track picture through Long Range Identification and Tracking (LRIT) for vessels greater than 300 gross tons and improved Automatic Identification System (AIS) data. LRIT began operation in 2008 and to date over 750 U.S. flagged vessels have been certified for carriage. The Coast Guard operates an International Data Exchange (IDE) that routes vessel positioning data amoung all participating LRIT national and regional data centers, as well as the U.S. national data center. At any given time, the Coast Guard tracks approximately 2,500 foreign flagged LRIT-equipped vessels en route to the U.S. or sailing within 1,000 nautical miles of U.S. territory, as well as U.S. ships around the globe.

- The Coast Guard conducted over 60 international port security visits/evaluations. These visits ensure foreign nation compliance with port and facility protocols to increase the security of commerce bound for the U.S. The Coast Guard also published eight Port Security Advisories (PSAs) to provide guidance to the maritime community on security issues related to piracy.

- The Coast Guard equipped and trained additional air stations around the country to increase its Airborne Use of Force (AUF) capability. AUF-capable helicopters offer a rapid and potent deterrence and response to terrorist threats.

- As of July 15, 2010, the Transportation Security Administration (TSA) has issued nearly 1.5 million Transportation Worker Identification Credential (TWIC). The Coast Guard began full-time enforcement of TWIC regulations nation-wide on April 15, 2009. Since then, the Coast Guard inspected TWICs in port facilities throughout the U.S.

- The Coast Guard updated the nation's 43 Area Maritime Security Plans in coordination with respective Area Maritime Security Committees. The revisions incorporate lessons learned from recent hurricanes to enhance the recovery of the MTS. Per SAFE Port Act requirements, the plans now integrate the DHS Strategy to Enhance International Supply Chain Security and Salvage Response Plans. The new plans align Coast Guard exercises with the Homeland Security Exercise and Evaluation Program.

- Coast Guard FORCECOM training teams conducted PWCS Weapons of Mass Destruction (WMD) equipment training. 3,826 Coast Guard personnel assigned to boarding teams learned how to use detection gear and properly wear and maintain protective clothing.

- At 12 designated, key seaports, the Coast Guard developed Underwater Terrorism Preparedness Plans. The preparation, maintenance and exercising of these plans increases the Coast Guard's ability to deter and respond to the threat of underwater attack.

- Coast Guard Maritime Force Protection Units (MFPUs) Bangor, WA, and Kings Bay, GA, each received a new 87-foot cutter and 64-foot escort boat and crews. MFPUs protect Navy ballistic missile submarines from terrorist and other threats.

- Coast Guard conducted over 14,000 inspections on U.S.-flagged vessels.

- Coast Guard conducted 6,900 dockside safety exams on commercial fishing vessels.

- Coast Guard screened over 75,000 foreign vessel arrivals and conducted over 9,500 Safety of Life at Sea (SOLAS) safety compliance exams and over 8,700 ISPS security compliance exams.

- Coast Guard issued 73,168 credentials to qualified merchant mariners, ensuring the safe, secure, and efficient navigation of ships.

Conclusion

Port security and the resiliency of the MTS rely on an integrated approach to safety and security in order to prevent, disrupt or respond to terrorist attacks or major marine incidents. The Coast Guard's operational model is flexible, adaptive, efficient and capable of succeeding in various maritime scenarios to achieve these goals.

While much has been accomplished to protect the MTS, there is also much more to be done. Opportunity remains to strengthen partnerships, improve maritime domain awareness through existing sensor integration and interagency cooperation, enhance public vigilance, and refine collaborative security regimes. The Coast Guard is committed to working hand-in-hand with international partners and domestic stakeholders, including recreational waterway users, commercial maritime interests and law enforcement partners, to ensure a resilient MTS and the safety of American citizens. Thank you for the opportunity to testify today. I welcome your questions.