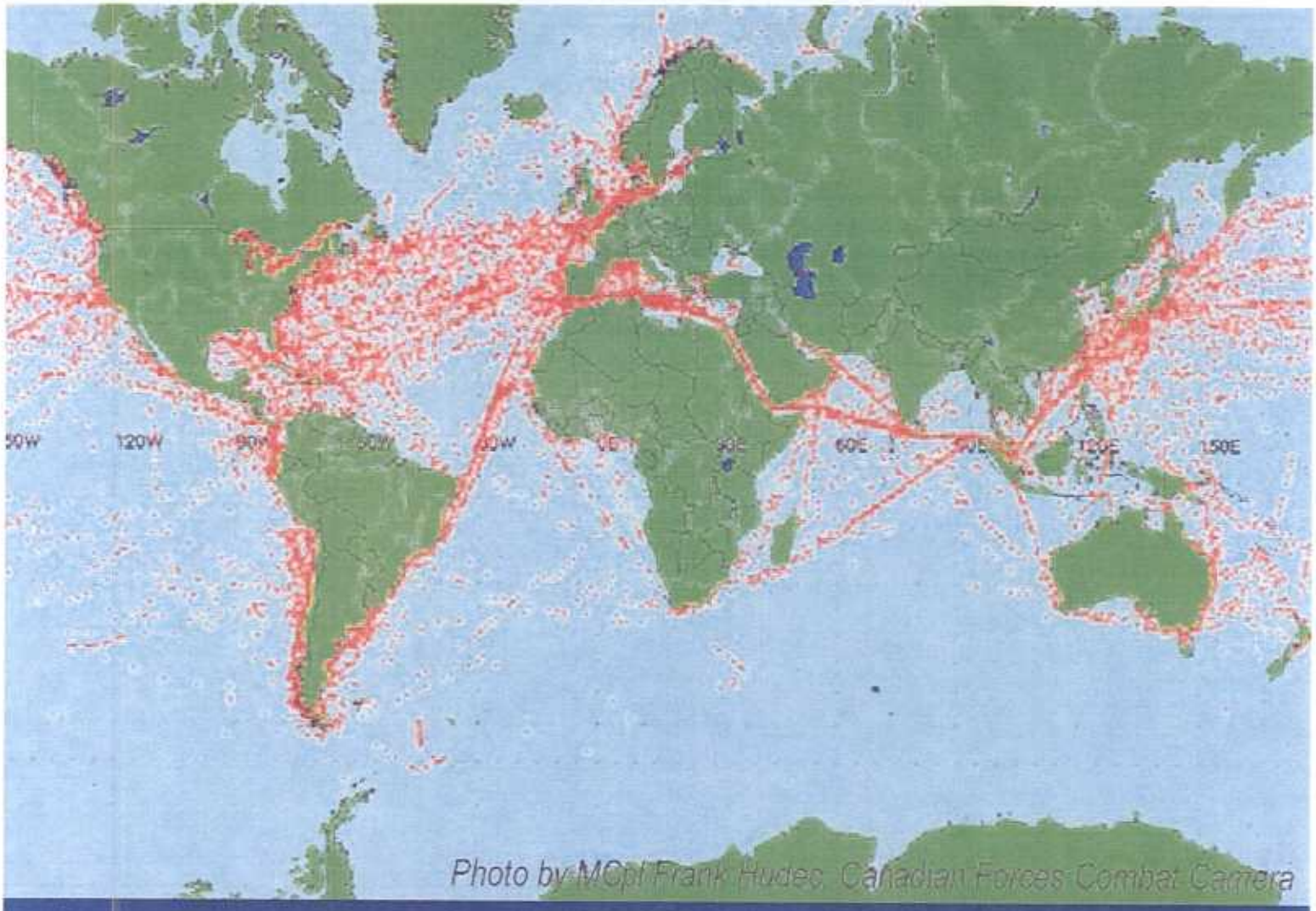

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GLOBAL MARITIME INTELLIGENCE INTEGRATION PLAN

FOR

THE NATIONAL STRATEGY FOR MARITIME SECURITY

OCTOBER 2005

FOREWORD

By signing National Security Presidential Directive-41/Homeland Security Presidential Directive-13 (NSPD-41/HSPD-13) (Maritime Security Policy, December 21, 2004) President Bush underscored the importance of securing the Maritime Domain, which is defined as *"All areas and things of, on, under, relating to, adjacent to, or bordering on a sea, ocean, or other navigable waterway, including all maritime-related activities, infrastructure, people, cargo, and vessels and other conveyances."* NSPD-41/HSPD-13 established a Maritime Security Policy Coordinating Committee—the first coordinating committee tasked specifically to address this issue—to oversee the development of a National Strategy for Maritime Security and eight supporting implementation plans:

- **National Plan to Achieve Maritime Domain Awareness** lays the foundation for an effective understanding of anything associated with the Maritime Domain that could impact the security, safety, economy, or environment of the United States and identifying threats as early and as distant from our shores as possible.
- **Global Maritime Intelligence Integration Plan** uses existing capabilities to integrate all available intelligence regarding potential threats to U.S. interests in the Maritime Domain.
- **Maritime Operational Threat Response Plan** aims for coordinated U.S. Government response to threats against the United States and its interests in the Maritime Domain by establishing roles and responsibilities, which enable the government to respond quickly and decisively.
- **International Outreach and Coordination Strategy** provides a framework to coordinate all maritime security initiatives undertaken with foreign governments and international organizations, and solicits international support for enhanced maritime security.
- **Maritime Infrastructure Recovery Plan** recommends procedures and standards for the recovery of the maritime infrastructure following attack or similar disruption.
- **Maritime Transportation System Security Plan** responds to the President's call for recommendations to improve the national and international regulatory framework regarding the maritime domain.
- **Maritime Commerce Security Plan** establishes a comprehensive plan to secure the maritime supply chain.
- **Domestic Outreach Plan** engages non-Federal input to assist with the development and implementation of maritime security policies resulting from NSPD-41/HSPD-13.

Although these plans address different aspects of maritime security, they are mutually linked and reinforce each other. Together, the National Strategy for Maritime Security and its supporting plans represent a comprehensive national effort to enhance the security of the United States by preventing hostile or illegal acts within the Maritime Domain.

These plans do not alter existing constitutional or statutory authorities or responsibilities of the department and agency heads to carry out operational activities or to provide or receive information.

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I. OVERVIEW

Due to its complex nature and immense size, the Maritime Domain is particularly susceptible to exploitation and disruption by individuals, organizations, and nation states. The United States has more than 95,000 miles of shoreline and 3.4 million squares miles of water within our exclusive economic zone (EEZ), so we are particularly open to attack from the Maritime Domain. The openness that makes the Maritime Domain so important to international commerce also represents a great vulnerability. The vastness of the oceans, as well as the great length of shorelines, provides both concealment and numerous access points to land. Capitalizing on the relative ease and anonymity of movement by commercial ship or small, private vessels through the Maritime Domain, terrorists, criminal organizations and rogue nations are smuggling or attempting to smuggle materials and technology related weapons of mass destruction, conventional arms, money, narcotics, and human beings. Where possible, they use legitimate maritime business or apparent recreational activities as fronts for these attempts. Because 80 percent of the world's population lives within 200 miles of the shoreline, large numbers of people are potentially subject to threats from these groups.

The United States recognizes that Maritime Domain security requires a comprehensive and robust layered security posture. The security plan will be dependent on globally networked and collaborative operations with information and Maritime Domain awareness developed from many intelligence and other sources. Historically, the United States, with its allies and international partners, has developed a loosely connected maritime surveillance system that enhanced Maritime Domain awareness, promoted maritime security, maintained freedom of the sea, and facilitated legitimate global commerce under relatively low threat conditions. However, the increasing maritime threat environment demands a more integrated and robust maritime intelligence enterprise that can identify, track and transfer maritime threat information to operational or law enforcement responders at a maximum time and distance from the United States, its allies, and international partners.

The Global Maritime Intelligence Integration Plan will make use of legacy intelligence capabilities, existing policy and operational relationships to integrate all available data, information and intelligence and support maritime security planning and operations. The overarching requirement will be to identify, locate, and track potential threats to United States maritime interests and subsequently transfer accurate, relevant, and collaborated information to those operational entities. The guiding philosophy is community information access and integration rather than organizational consolidation of maritime intelligence activities.

This plan and the enterprise it establishes support the strategic objectives listed in the National Strategy for Maritime Security. The Global Maritime Intelligence Integration Plan will be responsive to these objectives:

- Prevent Terrorist Attacks and Criminal or Hostile Acts
- Protect Maritime-Related Population Centers and Critical Infrastructures
- Minimize Damage and Expedite Recovery
- Safeguarding the Ocean and Its Resources

The plan is intended to be a flexible effort that will evolve with changing or improved capabilities, operational relationships, and changes in strategy or policy. A major aspect of the plan, establishing improved access to maritime information, data and intelligence for all those requiring such access, will be difficult. The shared common awareness between the intelligence, law enforcement, and operational communities is complex and has many policy and legal implications that must be considered in order to accomplish this necessary task. It will be the task of the leadership of the maritime intelligence enterprise discussed in this plan to identify and seek to resolve these issues.

Nothing in this plan impairs or otherwise affects the authority of the Secretary of Defense over the Department of Defense, including the chain of command for military forces from the President and Commander in Chief, to the Secretary of Defense, the command of military forces, or military command and control procedures.

II. ORGANIZATIONAL FRAMEWORK

The foundation for the Global Maritime Intelligence Integration Plan rests upon the development of a collaborative interagency and international maritime intelligence enterprise that supports the intelligence and information needs of the Global Maritime Community of Interest (GMCOI). The GMCOI includes, among other interests, the federal, state, and local departments and agencies with responsibilities in the Maritime Domain. Because certain risks and interests are common to government, business, and citizens, the community also includes public, private, and commercial stakeholders, as well as foreign governments and international stakeholders. The maritime intelligence enterprise is a loose federation of departments, agencies and organizations with a maritime and/or maritime intelligence focus with operational entities frequently being the source of critical information needed for intelligence analysis. In the United States, this GMCOI intelligence enterprise includes the entities within the Department of Homeland Security, Department of Defense, Department of State, the Intelligence Community (IC), Department of Justice, Department of Energy, and other US government departments with responsibility for international maritime trade, and foreign security and intelligence services.

To provide intelligence and information support to the GMCOI and enhance Maritime Domain awareness, there will be a Director of global maritime intelligence integration (hereafter Director). The Director, Deputy Director and supporting staff will be charged with ensuring information access, collection, integration and analytical coordination within the maritime intelligence enterprise to the greatest extent possible. The Director will also provide oversight of the common, corporate programs supporting maritime intelligence enterprise and maritime intelligence analysis across the spectrum of requirements. The maritime intelligence enterprise also includes a strategic-level core element to leverage specialized maritime cells at national centers, theater/Area and field intelligence centers that will provide dedicated support for maritime security operations. Finally, there will be a larger maritime security enterprise that will include maritime operations components that both provide support to and derive benefit from the global maritime intelligence community.

The maritime intelligence enterprise will include federal agency representatives from policy, law enforcement, intelligence, and diplomatic arenas. The maritime intelligence enterprise will integrate maritime intelligence, particularly in terms of conversion of intelligence analysis, into actions by policy makers, operational forces and law enforcement entities domestically and overseas. The maritime intelligence enterprise elements will collaborate with state and local law enforcement agencies, marine industry partners, the general public and foreign partners to ensure maritime intelligence is integrated across the full spectrum of agencies at all echelons. The guiding philosophy is community information access and integration rather than organizational consolidation of maritime intelligence activities.

Major elements of the plan are as follows:

MARITIME SECURITY POLICY COORDINATING COMMITTEE

The Director will be a member of the Maritime Security Policy Coordinating Committee (MSPCC). The MSPCC consists of senior agency executives and flag officers from the core maritime policy, operational and intelligence agencies. The MSPCC will review maritime intelligence integration policy and provide guidance for strategic maritime intelligence integration planning efforts.

THE DIRECTOR OF THE GMCOI INTELLIGENCE ENTERPRISE

The GMCOI intelligence enterprise will be led by a career senior executive or flag officer nominated by the Secretaries of Defense and Homeland Security, in consultation with the MSPCC, and appointed by the Director of National Intelligence. The primary function of the Director will be maritime security intelligence policy development and coordination to ensure information access and integration across the global maritime intelligence community of interest and to enhance the Maritime Domain awareness objectives. The Deputy Director will be appointed from a different department or agency than that of the director. The Director and his staff will report to the Director of National Intelligence. The Director will be a member of the MSPCC. Both the Director and Deputy Director shall be appointed within 60 days of the approval of this plan. They will serve for two years, with an option for a third year, at the discretion of the Director for National Intelligence in consultation with the Secretaries of DOD and DHS.

Working for the Director will be a Policy, Plans and Programs staff detailed from the interagency maritime security and intelligence community at the appropriate level of experience. This staff, led by a representative from the Office of the Director of National Intelligence, will directly support the Director to fulfill his/her oversight responsibility and ensure that their departments, agencies or other national intelligence centers' requirements are met. This group will have oversight of Maritime Domain specific information issues, and identification and inclusion of new information sources in the shared space. They will also identify opportunities for interagency analysis of national maritime issues and deconflict specific maritime intelligence collection requirements. Individual agencies should nominate support staff, consistent with agency funding and mission. The Director will approve nominations for the staff.

CORE ELEMENT

To comply with NSPD-41/HSPD-13 and to rapidly attain operating capability, the Director shall leverage the existing civil maritime intelligence portions of the Office of Naval Intelligence (ONI) and the USCG Intelligence Coordination Center (ICC) to create the basis for the core element. ONI and ICC, in turn, will work with analytical, information management and support representatives from DHS Border & Transportation Security (BTS), DHS Transportation Security Administration (TSA) analysts, analysts from Department of Treasury, Department of Justice, National Security Agency (NSA),

and National Geospatial-Intelligence Agency (NGA) to form a strategic level core element at Suitland, Maryland. The primary purposes of the core element are: 1) support policy and decision makers at all levels with maritime intelligence analysis and integration; 2) operate a 24 hour-per-day watch that will, among other things, feed the common intelligence picture to the National Maritime Common Operating Picture (NM-COP), and be the intelligence enterprise watch center for Maritime Operational Threat Response (MOTR) support[1]; 3) manage and coordinate the Maritime Domain specific information access and integration; 4) carry out the policy decisions and plans of the Director, Deputy Director, and staff. ONI and ICC will continue to provide operational intelligence support to DOD and DHS components as tasked.

GMCOI Intelligence Enterprise

There is a wider enterprise composed of the core element plus members of the national intelligence community; the Homeland Security Operations Center; Combatant Commander's Joint Intelligence Operations Centers (JIOCs) and Joint Interagency Task Forces (JIATFs); the Transportation Security Operational Center (TSOC); Navy numbered fleets and USCG Maritime Intelligence Fusion Centers (MIFCs); FBI Field Intelligence Groups; the Department of Transportation Office of Intelligence and Security, and those providing intelligence support directly to federal law enforcement in the maritime arena. The enterprise members provide day-to-day maritime intelligence support to their national, theater and Area decision maker or operational customers. They routinely use and provide information to the Maritime Domain in the shared information space and work with the core element on analytical and collection issues.

[1] MOTR directs the establishment of a network of integrated national-level maritime command centers for coordinated, unified, timely, and effective United States Government "maritime operational threat response" planning and operational command and control. MOTR includes the deployment of capabilities and use of force required to intercept, apprehend, exploit, and, when necessary, defeat maritime threats.

III. MARITIME INTELLIGENCE CUSTOMERS

The primary maritime intelligence customers are agencies and organizations responsible for implementing the MOTR plan. These customers represent a wide-ranging group. They could include: members on the Maritime Security Policy Coordination Committee; GMCOI Command Centers; a USCG Captain of the Port controlling access to Hampton Roads (Virginia); a Navy task group commander enforcing sanctions in the Persian Gulf; a Customs & Border Protection (CBP) inspector at LA/Long Beach (California); an Immigration and Customs Enforcement (ICE) investigator developing sources within a domestic seaport or marina; or a State Department diplomat presenting a demarche to a foreign government. Customer information needs are categorized by volume, time sensitivity and the complexity of decision-making.

To support these members of the MOTR plan, the GMCOI intelligence enterprise operates in a federated manner to support the high volume, time sensitive requirements of theater, field and fleet partners as well as the lower volume, complex requirements of some national decision makers. Although all intelligence enterprise members will not collect, analyze, and disseminate intelligence on every requirement, all members will support a shared awareness of information and support requirements, collection programs, maritime data and related intelligence reporting, analysis and operations.

To be successful, the intelligence enterprise will be proactive, flexible, and able to respond to a variety of tactical, operational, and strategic requirements. Agencies and departments will integrate all available maritime intelligence, information, and trade data in accordance with appropriate Executive Orders and community policies. This maritime intelligence, information, and trade data will be a part of the shared information space that enables each agency and department to use its own tools and techniques to support its assigned missions.

IV. Roles and Responsibilities

The GMCOI intelligence enterprise includes a central, strategic-level core element, multiple theater and Area maritime intelligence centers, and specialized maritime cells at national intelligence centers, departments and agencies. The community is connected via all classification levels (i.e., Sensitive Compartmented Information (SCI), Secret, and controlled unclassified information (CUI)). The Maritime Security Policy Coordination Committee will provide policy guidance and direction to the intelligence enterprise from the National Security Council and the Homeland Security Council.

V. DIRECTOR GMCOI INTELLIGENCE ENTERPRISE AND STAFF

The Director, Deputy Director and the Policy, Plans and Programs staff will be responsible for, as directed in the NSPD-41/HSPD-13, the effective government-wide access to maritime information and data critical to intelligence production. They will ensure information access, collection and analytical coordination and be responsible for maritime security intelligence integration policy development, coordination and implementation oversight across the GMCOI intelligence enterprise. The Director, Deputy Director and the Policy, Plans and Programs staff will also recommend improvements to the common corporate intelligence-related program supporting maritime intelligence collection, analysis and integration. The Director and the Plans and Program staff can be co-located with the Office of the Director of National Intelligence in the National Capitol Region.

The Director and the staff element will:

- Identify and disseminate Maritime Domain specific standards for information access in the Intelligence Community's shared information space. This includes the identification and inclusion of new or existing maritime data sources for the shared information space.
- Provide guidance and oversight to the GMCOI intelligence enterprise to improve the availability and integration of maritime information, collection and analysis.
- Conduct baseline, community-wide assessment of capabilities that support the GMCOI to ensure alignment of customer requirements with community information access plans, relationships between entities within the GMCOI intelligence enterprise, and collection programs and analytical production within 180 days of Director and staff being appointed. This program review will include programmatic and personnel recommendations on GMCOI intelligence enterprise priority capabilities and will be submitted to the Director of National Intelligence and the Secretaries of Defense, State, and Homeland Security.
- In support of the MOTR plan, develop with DOD, DOJ, DOS, and DHS coordinated procedures for the tactical exploitation of evidence and sites by investigative and intelligence agencies within twelve months after the effective date of this plan.
- In support of the MOTR plan, work with the DOJ, DOD, and DHS to develop a training plan to enhance ongoing and post-event tactical exploitation of terrorist-related persons and material to the maximum extent possible.
- Annually, in February, report, to the Director of National Intelligence and the Secretaries of Defense, State, and Homeland Security, the status of the GMCOI intelligence enterprise and make recommendations for changes to authorities, responsibilities, programs and operations of the members of the enterprise.

VI. CORE ELEMENT OF THE GMCOI INTELLIGENCE ENTERPRISE

The strategic-level core element of the GMCOI intelligence enterprise will be based at the National Maritime Intelligence Center in Suitland, Maryland to leverage the existing civil maritime intelligence elements of the Office of Naval Intelligence and the USCG Intelligence Coordination Center. NSA, NGA, and elements of DHS/BTS, and Allied liaison officers are already integrated into the efforts at Suitland. In accordance with an agency's mission and funding, additional small investments of personnel and connectivity by the Departments of Justice and Treasury are required to round out the analytic and information sharing capabilities of the core element. ONI and ICC are expected to closely coordinate their maritime intelligence information sharing and analytical efforts to become the center of excellence for strategic maritime intelligence analysis and information integration for the United States Government. The Directors of Naval and Coast Guard Intelligence and their command representatives will oversee the day-to-day activities of the core element.

The strategic-level core element will:

- Establish and maintain, in coordination with the larger GMCOI enterprise, a national-to-tactical common intelligence picture to feed the NM-COP, to include establishment of associated business rules and Tactics, Techniques and Procedures (TTPs).
- Manage the process for maritime specific domain information management of data and intelligence in the Intelligence Community's shared information space in accordance with Intelligence Community (IC)/DOD standards.
- In support of the MOTR plan, maintain a 24-hour watch, at the National Maritime Intelligence Center to ensure connectivity with other operational command centers and intelligence entities.
- Conduct and disseminate strategic analysis and intelligence integration of maritime activity in support of Maritime Domain awareness and interagency operations at the national level.
- Maintain, in coordination with cognizant authorities and centers, a single-integrated lookout (SILO) list of all vessels of domestic and global intelligence interest.
- Maintain cognizance of operational activities that impact the global maritime intelligence picture.
- Provide a national center of excellence/coordination point for maritime intelligence integration and related issues.
- Provide a surge response capability for potential national emergencies in the Maritime Domain.

Relationship with National Entities

The core element capability will be the center of excellence for strategic maritime intelligence analysis and integration and will be the maritime intelligence interface for supporting other national intelligence centers, such as the NCTC. The center will ensure provision of the consolidated intelligence picture to national partners as generated by the theater, Area, and field intelligence centers to national partners. It may serve as a direct support element for maritime issues to theater intelligence centers or national intelligence centers at the discretion of those component commanders or directors. It will be responsible for ensuring information access to enable independent or interagency intelligence analysis in support of operations that prevent or interdict unlawful acts in the Maritime Domain.

Relationship with International Entities

Since ensuring the security of the global Maritime Domain is inherently an international effort, the strategic-level core element will continue to partner with allied security, international organizations and foreign intelligence components. These relationships will be governed by existing National Disclosure Policy, Director of National Intelligence directives, and State Department, DOD and theater security cooperation plans.

Relationship with Theater and Field Intelligence Entities

The provision of highly detailed local and regional common intelligence pictures to Coast Guard, DHS/CBP, DHS Immigration and Customs Enforcement (ICE), FBI agents and Navy forces, as well as tailored analytical support for operations or law enforcement investigations and interdictions, is best provided by field intelligence centers and units located with or near operational elements. The core element will be a consumer of the detailed local and regional common intelligence picture and will be responsible for the merger of those pictures for all partners. The core element will provide reach back support to the domestic and overseas field intelligence centers and units by maintaining the common intelligence pictures feeding the NM-COP, the shared maritime information space and providing analytical expertise. It will be responsible for maintaining a comprehensive national watch list for high interest vessels and maintaining access to similar national and international watch lists.

VII. THEATER AND AREA INTELLIGENCE ENTITIES

As members of the larger GMCOI intelligence enterprise, theater/area level centers and commands provide the key linkage between national and local entities. For DOD, these maritime intelligence centers are part of the Combatant Commanders' JIOCs. For the USCG, MIFCs have been established on both the Atlantic and Pacific Coasts. Specialized interagency maritime operations centers – the JIATFs – provide additional capabilities to selected Combatant Commanders.

Theater/Area maritime intelligence centers will:

- Provide intelligence and other situational awareness information developed from within a geographic area of responsibility (AOR) that supports the common intelligence picture and Maritime Domain awareness.
- Conduct and disseminate operational and tactical-level analysis of maritime activity in support of interagency operations occurring within their geographic area of responsibility (AOR).
- Share both finished and raw reporting with the core element in order to meet the intelligence requirements of national partners.
- Maintain a 24-hour maritime intelligence Indications & Warning watch.
- Collect, process, produce and disseminate finished intelligence to regional partners in the intelligence and law enforcement communities to include state, local and international officials.
- Maintain intelligence/information databases and ensure that such data is made available to the GMCOI and the intelligence enterprise.
- Maintain collections' management responsibilities within the theater/Area ensuring that regional collection requirements are coordinated with the core element.
- Ensure that all maritime seams, to include international and COCOM borders, territorial seas, exclusive economic zones (EEZs), shipping lanes, and buffer zones between Sector/Captain of the Port/DHS Regional boundaries, are monitored.

VIII. FIELD INTELLIGENCE ENTITIES

In most domestic and some foreign ports and along the coasts and maritime borders of the United States there are multiple maritime related intelligence and enforcement units, entities and individual personnel that are part of the Department of Defense, federal law enforcement and intelligence agencies working maritime issues on a daily basis. Each of these intelligence and enforcement units was established to fulfill individual agency's missions.

Interagency cooperation and collaboration is occurring by local initiative on an ad hoc basis. In most cases, this cooperation occurs because participants recognize the value and economy of better coordination and collaboration to eliminate unintentional duplication. In some locations, coordination between units is not what it should be.

The Global Maritime Intelligence Integration Plan will be most successful when the GMCOI intelligence enterprise is integrated and embedded at all levels, national down to local. Therefore, a goal of this plan is to extend interagency cooperation and collaboration to the field-level entities to the greatest extent possible.

The goals for coordination at the local level should be to:

- Provide an organizational architecture to maximize interagency all-source maritime intelligence sharing and close support to federal, state and local maritime enforcement elements in and around domestic seaports and along the coasts and maritime borders nationwide.
- Promote the maximum participation by federal, state and local agencies with the maritime enforcement responsibilities.
- Provide a secure Information Technology (IT) environment for participating agencies.
- Whenever possible, conduct collaborative and cooperative information and intelligence sharing.
- Whenever possible, conduct collaborative and cooperative analyses for wide dissemination to local intelligence and enforcement partners.
- Ensure that locally generated intelligence is routinely reported to the theater/area intelligence elements and the national core element.
- To the maximum extent possible, enlist the participation and cooperation of the civilian sector of the various aspects of the maritime industry.

In order to facilitate the above stated goals regarding local level intelligence coordination, agencies within DOD, DHS, and DOJ that have a special interest in the local level intelligence coordination will participate in the GMCOI Director's baseline community wide assessment of capabilities referenced previously in this plan.

APPENDIX A: ACRONYMS AND TERMS

Acronym	Definition
AOR	Area of Responsibility
BTS	Border and Transportation Security
CBP	U.S. Customs and Border Protection
COCOM	Combatant Command
COP	Common Operating Picture
CUI	Controlled Unclassified Information
DHS	Department of Homeland Security
DNI	Director of National Intelligence
DOD	Department of Defense
DOJ	Department of Justice
EEZ	Exclusive Economic Zone
FBI	Federal Bureau of Investigation
GMCOI	Global Maritime Community of Interest
GS	General Service
HSPD	Homeland Security Presidential Directive
IC	Intelligence Community
ICC	USCG Intelligence Coordination Center
ICE	U.S. Immigration and Customs Enforcement
IT	Information Technology
JIATF	Joint Interagency Task Forces
JIOC	Joint Intelligence Operations Centers
LA	Los Angeles
MIFC	USCG Maritime Intelligence Fusion Center
MOTR	Maritime Operational Threat Response
MSPCC	Maritime Security Policy Coordinating Committee
NCTC	National Counterterrorism Center
NGA	National Geospatial-Intelligence Agency
NM-COP	National Maritime – Common Operating Picture
NSA	National Security Agency
NSPD	National Security Presidential Directive
ONI	Office of Naval Intelligence
SCI	Sensitive Compartmented Information
SILO	Single Integrated Outlook
TSA	Transportation Security Administration
TSOC	Transportation Security Operational Center
USCG	United States Coast Guard

The National Strategy for Maritime Security

The Maritime Infrastructure Recovery Plan

Maritime Transportation System Security Plan

National Plan to Achieve Maritime Domain Awareness

Domestic Outreach Strategy and Plan

The Maritime Commerce Security Plan