

ACHIEVING MISSION BALANCE: POSITIONING THE COAST GUARD FOR THE FUTURE

(117-28)

REMOTE HEARING

BEFORE THE
SUBCOMMITTEE ON
COAST GUARD AND MARITIME TRANSPORTATION
OF THE
COMMITTEE ON
TRANSPORTATION AND
INFRASTRUCTURE
HOUSE OF REPRESENTATIVES
ONE HUNDRED SEVENTEENTH CONGRESS

FIRST SESSION

OCTOBER 20, 2021

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OCTOBER 15, 2021

SUMMARY OF SUBJECT MATTER

TO: Members, Subcommittee on Coast Guard and Maritime Transportation
FROM: Staff, Subcommittee on Coast Guard and Maritime Transportation
RE: Hearing on “Achieving Mission Balance: Positioning the Coast Guard for the Future”

PURPOSE

The Subcommittee on Coast Guard and Maritime Transportation will hold a hearing on Wednesday, October 20, 2021, at 10:00 a.m. EDT in 2167 Rayburn House Office Building and via Zoom to examine how the U.S. Coast Guard (Coast Guard or Service) allocates hours and resources among its multiple statutory missions, as well as how the Service measures mission performance. The Subcommittee will hear testimony from the U.S. Coast Guard.

BACKGROUND

COAST GUARD

The Coast Guard was established on January 28, 1915, through the consolidation of the Revenue Cutter Service (established in 1790) and the Lifesaving Service (established in 1848). The Coast Guard later assumed the duties of three other agencies: the Lighthouse Service (established in 1789), the Steamboat Inspection Service (established in 1838), and the Bureau of Navigation (established in 1884).

Under Section 102 of Title 14, United States Code, the Coast Guard has primary responsibility to enforce or assist in the enforcement of all applicable federal laws on, under, and over the high seas and waters subject to the jurisdiction of the United States; to ensure the safety of life and property at sea; to carry out domestic and international icebreaking activities; and, as one of the six armed forces of the United States, to maintain defense readiness to operate as a specialized service in the Navy upon the declaration of war or upon the president’s direction.

The Coast Guard operates a fleet of diverse assets. Vessels under 65 feet in length are classified as boats or small boats and usually operate near shore and on inland waterways. The Coast Guard operates roughly 1,602 boats, ranging from 12 to 64 feet in length.¹ A “cutter” is any Coast Guard vessel 65 feet in length or greater. The Coast Guard has 259 cutters, including harbor tugs, icebreakers, buoy tenders, construction tenders, and patrol cutters.² Additionally, the Coast Guard maintains an inventory of roughly 200 fixed and rotary wing aircraft.³ The Service includes

¹ U.S. Coast Guard. *Coast Guard Operational Assets*. <https://www.uscg.mil/About/Assets/> Accessed on October 8, 2021.

² *Id.*

³ *Id.*

over 40,000 active-duty military members, 6,200 reservists, and 8,700 civilian employees who support air/surface fleets and landside operations.⁴

The Coast Guard is organized geographically into districts and sectors, and divided into two areas (i.e., Atlantic and Pacific), each of which is commanded by a vice admiral. There are a total of nine districts under these two areas. The Coast Guard has 24 air stations and 37 sectors that operate under the districts, each of which is typically commanded by a captain. Attached to sectors are small boat stations, of which the Coast Guard has 280.

Missions

Pursuant to section 102 of title 14, United States Code, the Coast Guard is responsible for carrying out seven primary duties, which the Service divides into 11 missions:

- 1) *Marine Safety*: Enforce laws that prevent death, injury, and property loss in the marine environment.
- 2) *Marine Environmental Protection*: Enforce laws which deter the introduction of invasive species into the maritime environment, stop unauthorized ocean dumping, and prevent oil and chemical spills.
- 3) *Search and Rescue*: Search for, and provide aid to, individuals in distress or imminent danger. In 2020, the Coast Guard responded to over 16,845 search and rescue cases and saved over 4,286 lives.⁵
- 4) *Aids to Navigation*: Mitigate the risk to sea navigation by providing and maintaining more than 45,288 buoys, beacons, lights, and other aids to mark channels and denote hazards.⁶
- 5) *Living Marine Resources*: Enforce laws governing the conservation, management, and recovery of living marine resources, marine protected species, and national marine sanctuaries and monuments.
- 6) *Ice Operations*: The Coast Guard is the only Federal agency directed to operate and maintain icebreaking resources for the United States. This includes establishing and maintaining tracks for critical waterways, assisting and escorting vessels beset or stranded in ice, and removing navigational hazards created by ice in navigable waterways.
- 7) *Ports, Waterway, and Coastal Security (PWCS)*: Ensure the security of waters subject to the jurisdiction of the United States and the waterways, ports, along with intermodal landside connections that comprise the Marine Transportation System (MTS) and protect those who live or work on the water, or who use the maritime environment for recreation.
- 8) *Drug Interdiction*: Stem the flow of illegal drugs into the United States. In 2020, the Coast Guard interdicted over 318,340 pounds of cocaine and 70,371 pounds of marijuana, with an approximate wholesale value of \$5.6 billion.⁷
- 9) *Migrant Interdiction*: Stem the flow via maritime routes of undocumented migration and human smuggling activities.
- 10) *Defense Readiness*: The Coast Guard maintains the training and capability necessary to immediately integrate with Department of Defense forces in both peacetime operations and during times of war.
- 11) *Other Law Enforcement*: Enforcement of international treaties, including the prevention of illegal fishing in international waters and the dumping of plastics and other marine debris.

Section 888 of the Homeland Security Act of 2002 (6 U.S.C. 468) groups the Coast Guard's 11 missions into "Non-Homeland Security" and "Homeland Security" missions and requires the Service to maintain all of its authorities, functions, and capabilities. It also prohibits the Secretary of Homeland Security from reducing "substantially or significantly . . . the missions of the Coast Guard or the Coast Guard's capability to perform these missions."

⁴U.S. Coast Guard. *Workforce*. <https://www.uscg.mil/About/Workforce/> Accessed October 13, 2021.

⁵U.S. Coast Guard. *Posture Statement 2022 Budget Overview*. <https://www.uscg.mil/Portals/0/documents/budget/2022/FY22-USCG-Posture-Statement-and-Budget-Overview.pdf?ver=oJCAB y5X54a2xhDoxM6UOg%3d%3d> Accessed on October 8, 2021.

⁶*Id.*

⁷*Id.*

Non-Homeland Security Missions	Homeland Security Missions
Marine Safety Marine Environmental Protection Search and Rescue Aids-to-Navigation Living Marine Resources Ice Operations	Ports, Waterways, and Coastal Security Drug Interdiction Migrant Interdiction Defense Readiness Other Law Enforcement

Table 1: Non-Homeland Security Missions vs. Homeland Security Missions. Taken from Section 888 of the Homeland Security Act of 2002 (6 U.S.C. 468).

These missions are managed within six mission programs comprising the Coast Guard's strategic mission management construct, which is based on the prevention and response architecture. The six Coast Guard mission programs and their Homeland Security Act mission responsibilities are listed in the table below.

U.S. Coast Guard Mission Programs	Homeland Security Act Missions
Maritime Prevention	Ports, Waterways & Coastal Security—Prevention Activities (PWCS–P) Marine Safety (MS) Marine Environmental Protection—Prevention Activities (MEP)
Marine Transportation System Management.	Aids to Navigation (ATON) Ice Operations (ICE)
Maritime Security Operations	Ports, Waterways & Coastal Security—Response Activities (PWCS–R)
Maritime Law Enforcement ...	Migrant Interdiction (MIGRANT) Drug Interdiction (DRUG) Living Marine Resources (LMR) Other Law Enforcement (OLE)
Maritime Response	Search and Rescue (SAR) Marine Environmental Protection—Response Activities (MER)
Defense Operations	Defense Readiness (DR)

Table 2: Coast Guard Mission programs. https://www.uscg.mil/Portals/0/documents/budget/FY_2020_USCG_APR_Final-V3-dtd-3-16-2021.pdf?ver=2021-03-15-113137-970 page 1

TRACKING MISSION BALANCE AND PERFORMANCE

To track Coast Guard mission balance and performance in each fiscal year (FY), three metrics are primarily used: funding per mission, resource hours per mission, and a set of performance measures developed by the Coast Guard pursuant to Section 1115 of the title 31, United States Code, federal government and agency performance plans.

Funding per Mission

The Coast Guard reports funds spent on each of its statutory missions in its annual budget request to Congress. In FY 2021, the Service spent approximately the same percentage of its funding for non-homeland security missions (48.9 percent) as homeland security missions (51.1 percent).⁸ From 2001 to 2011, the largest percent-

⁸*Id.*

age of funding has been dedicated to the ports, waterways, and coastal security (PWCS) mission but in recent years, the funding for the drug interdiction mission has garnered more funding. In FY 2021, 19.2 percent of funds were spent on the drug interdiction mission.⁹

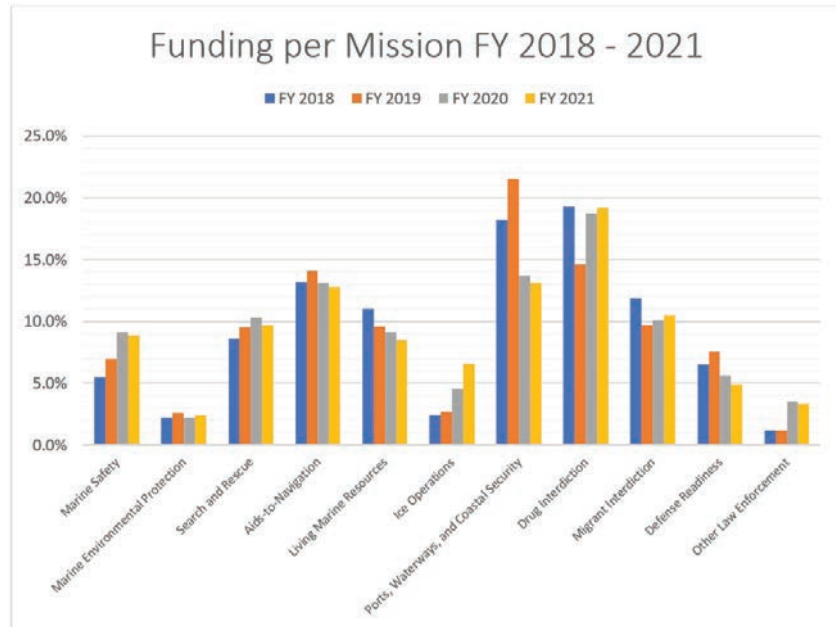


Figure 1: Funding Per Mission FY 2018–2021. Data from the Coast Guard Posture Statement Budget Overview FY 2019, Coast Guard Posture Statement Budget Overview FY 2020, Coast Guard Posture Statement Budget Overview FY 2021, and Coast Guard Posture Statement Budget Overview FY 2022. <https://www.uscg.mil/Budget/Archive/>

Resource Hours Per Mission

Resource hours are the number of flight hours (for aircraft) and underway hours (for boats and cutters) used to carry out a specific mission. These resource hours are tracked internally by the Coast Guard. In FY 2020, the Coast Guard spent 51.5 percent of resource hours on homeland security missions, versus 48.5 percent for non-homeland security missions.¹⁰ Since FY 2011, the largest percentage of resource hours has been dedicated to the drug interdiction mission.¹¹ Numerical targets such as resource hours and funding for a particular mission are not adequate tools to make conclusions concerning mission balance given that multiple missions are often performed during a single operation or use of an asset.¹²

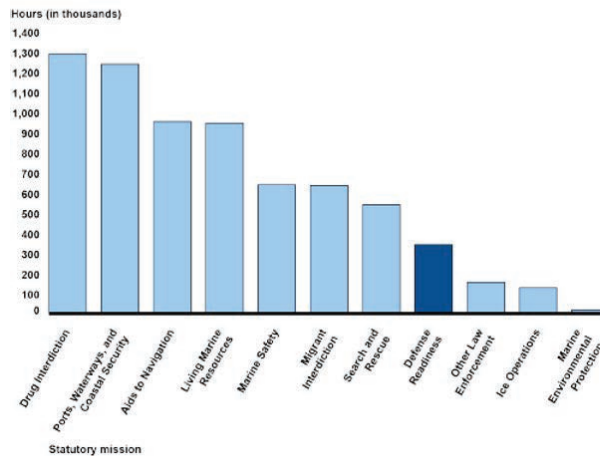
⁹*Id.*

¹⁰Data provided by the U.S. Government Accountability Office that was obtained from the Coast Guard for use in the report “Coast Guard: Information on Defense Readiness Mission Deployments, Expenses, and Funding”

¹¹U.S. Government Accountability Office. *Coast Guard: Information on Defense Readiness Mission Deployments, Expenses, and Funding*. <https://www.gao.gov/assets/gao-21-104741.pdf> September 15, 2021

¹²U.S. Government Accountability Office. *Coast Guard: Actions Needed to Improve Strategic Allocation of Assets and Determine Workforce Requirements* <https://www.gao.gov/products/gao-16-379> May 2016.

Figure 2: Coast Guard Vessel and Aircraft Operational Hours Expended by Statutory Mission, Fiscal Years 2011 through 2020



Source: GAO analysis of Coast Guard data. | GAO-21-104741

Figure 2: Coast Guard Vessel and Operations Hours Expended by Statutory Mission, Fiscal Years 2011 through 2020. <https://www.gao.gov/assets/gao-21-104741.pdf>

Performance Measures

Each year, the Coast Guard undertakes a Standard Operational Planning Process (SOPP). As part of the SOPP, Coast Guard headquarters issues an annual Strategic Planning Direction (SPD), which is the primary mechanism for allocating resources and providing strategic direction to operational commanders at the area, district, and sector levels. To determine and plan for how assets are allocated, Coast Guard headquarters relies on mission priorities, data on historical and current-year mission performance, and operational and intelligence assessments. As part of the planning process, field commands are allocated resource hours by asset type to be used for meeting strategic commitments and executing the 11 statutory missions.

The SPD is annually disseminated to the two Area Commands that distribute their own Operational Planning Directions (OPD) through their command levels, with each district command developing its own plan to cover its area of responsibility (AOR). Area commanders develop a plan known as the Area Operational Planning Direction and district commanders develop a districtlevel OPD. After assets are deployed, personnel at the field units enter the assets' actual resource hours used by mission into data systems. The asset resource hour data are consolidated on a quarterly basis as part of Operational Performance Assessment Reports. The historical and current-year operational data from these reports, as well as Planning Assessments, are communicated back to Coast Guard headquarters as part of the information used to develop the SPD for the following year.

The Coast Guard maintains the SPD, and the Performance Measure Summary is the best method it currently has to properly assign and balance resources by mission and measure mission performance. In a 2016 Government Accountability Office (GAO) report titled *Coast Guard: Actions Needed to Improve Strategic Allocation of Assets and Determine Workforce Requirements*,¹³ GAO found the Coast Guard SPD often allocates more mission hours to assets than are actually used. They also found that the Coast Guard does not have a systematic process for prioritizing the most important manpower requirements analyses, which results in a lack of assurances that the highest priority missions are fully supported with the appropriate number of qualified personnel. As a result, the GAO provided three recommendations to the Service with which DHS has agreed. As of October 2021, the Coast Guard has failed to act on all three recommendations.¹⁴

These recommendations were:

¹³ *Id.*

¹⁴ *Id.*

- To improve transparency in allocating its limited resources, and to help ensure that its resource allocation decisions are the most effective ones for fulfilling its missions given existing risks, the Commandant of the Coast Guard should document how the risk assessments conducted were used to inform and support its annual asset allocation decisions.
- To ensure that high priority mission activities are fully supported with the appropriate number of staff possessing the requisite mix of skills and abilities, the Commandant of the Coast Guard should develop a systematic process that prioritizes manpower requirements analyses for units that are the most critical for achieving mission needs.
- To improve the strategic allocation of assets, the Commandant of the Coast Guard should incorporate field unit input, such as information on assets' actual performance from Operational Performance Assessment Reports and Planning Assessments, to inform more realistic asset allocation decisions—in addition to asset performance capacities currently used—in the annual Strategic Planning Directions to more effectively communicate strategic intent to field units.

VARIABLES IMPACTING MISSION BALANCE AND PERFORMANCE

Beyond allocation of resources and strategic planning, many variables can impact Coast Guard mission balance and performance.

Asset Availability

The age of Coast Guard vessels and aircraft coupled with an increased tempo of operations has led to increased rates of failure among the assets' parts and major systems. These factors, in turn, led to increased scheduled and unscheduled maintenance costs and reduced patrol hours which have negatively impacted operational readiness and mission performance. In 2004, the Coast Guard began its current fleet recapitalization.¹⁵ As of October 2021, the Coast Guard is set to deliver the 45th Fast Response Cutter; deliver the ninth National Security Cutter, continue construction of the first Offshore Patrol Cutter and the first Polar Security Cutter; and set up the acquisition program office for the Great Lakes Icebreaker.¹⁶

Despite this recapitalization, the Service operates a fleet of aging aircraft and vessels of which the oldest is the U.S. Coast Guard Cutter (USCGC) *Smilax* at 77 years old.¹⁷ The GAO reported that the total number of resource hours in FY 2020 dropped to 623,557 from 771,821 hours in FY 2012, a decline of approximately eight percent.¹⁸ The Coast Guard attributes some of this decline to the decreased availability of cutters and aircraft due to increased rates of asset failures, an example of which being an engine fire onboard the USCGC *Healy*, the only medium icebreaker the Coast Guard operates in the Arctic, which took the vessel out of commission for much of 2020.¹⁹

Emergencies

The Coast Guard responds to a wide range of natural and man-made disasters in the United States and abroad. On several occasions over the last decade, the Service surged its personnel and assets from locations all over the United States to respond to national and international emergencies. From 2007–2020, the U.S. Coast Guard conducted 23 major surge operations—high-intensity, short-notice emergency responses to catastrophic events, like hurricanes or oil spills. During these surges, the Coast Guard deployed varying numbers and types of personnel, aircraft, and vessels based on event severity and duration.²⁰

Each time the Coast Guard surges assets and personnel to respond to an emergency, it takes those resources away from a programmed mission. As a result, funding and resource hours are potentially reduced and performance suffers for certain

¹⁵ Congressional Research Service. *Coast Guard Cutter Procurement: Background and Issues for Congress*. <https://sgp.fas.org/crs/weapons/R42567.pdf> Updated September 15, 2021.

¹⁶ Department of Homeland Security. *Coast Guard Fiscal Year 2022 Congressional Justification*. https://www.uscg.mil/Portals/0/documents/budget/2022/FY2022_Congressional_Justification.pdf?ver=YXeBcfwpAIAE7RuU94zRjg%3d%3d

¹⁷ Coast Guard News. *Coast Guard holds commemoration ceremony for Queen of the Fleet*. <https://coastguardnews.com/coast-guard-holds-commemoration-ceremony-for-queen-of-the-fleet/> 2019/11/01/ November 1, 2019.

¹⁸ Data provided by GAO that was obtained from the Coast Guard for use in the report “*Coast Guard: Information on Defense Readiness Mission Deployments, Expenses, and Funding*”

¹⁹ U.S. Coast Guard. *Heavy metal: It took a crane, a barge and a 23-year-old motor, but Healy will return to the Arctic*. <https://www.mycg.uscg.mil/News/Article/2437415/heavy-metal-it-took-a-crane-a-barge-and-a-23-year-old-motor-but-healy-will-retu/> December 7, 2020.

²⁰ GAO. *Coast Guard: A More Systematic Process to Resolve Recommended Actions Could Enhance Future Surge Operations*. <https://www.gao.gov/assets/gao-21-584.pdf> September 2021.

missions. In September of 2021, the GAO completed a study on Coast Guard surge operation's impacts to mission performance.²¹ Overall the GAO was not able to determine impacts to mission performance as a result of surge operations due to multiple factors beyond surge operations, such as personnel transfers, that can also affect mission activities but recommended the Coast Guard establish a more systematic process for ensuring that recommended actions are tracked, updated, and resolved in line with Coast Guard goals to assist in monitoring mission performance and effects of surge operations.²²

Workforce Needs

The Coast Guard relies on its service members, reservists, and civilian workforce to carry out each of its 11 missions. In April 2018, the Coast Guard reported to Congress that it was operating below the workforce necessary to meet its mission needs.²³ In a follow up report to these findings, the GAO found that the Service does not have a complete picture of the workforce needed for meeting its mission demands and lacks proper analyses capabilities for most of its unit types.²⁴

Although the Coast Guard has informed Congress that it needs to increase its workforce, it has only assessed a small portion of its workforce needs. Its preferred tool for assessing workforce needs is its manpower requirements determination process, which includes manpower requirements analyses (MRA) and is completed with a manpower requirements determination (MRD). Coast Guard guidance states that MRAs are to be updated every five years, and according to its April 2018 Manpower Requirements Plan, the Coast Guard's goal is to complete MRDs for all of its 58,000 personnel and 158 unit types. However, the Coast Guard had completed MRAs for 13 percent of its workforce and MRDs for two percent over the past five calendar years.²⁵

The Coast Guard is dependent upon its workforce and assets to complete its duties and missions. As a small service, the Coast Guard stretches its available resources in order to perform the responsibilities given to them by Congress and keep the waterways and nation secure. Without proper strategic planning and analysis, true mission balance cannot be achieved.

WITNESS LIST

- Vice Admiral Scott A. Buschman, Deputy Commandant for Operations, United States Coast Guard

²¹ *Id.*

²² *Id.*

²³ U.S. Coast Guard. *A Coast Guard for the Twenty-First Century: The Past, Present, and Future of Coast Guard Modernization*. September 18, 2018.

²⁴ GAO. *Coast Guard: Actions Needed to Evaluate the Effectiveness of Organizational Changes and Determine Workforce Needs*. <https://www.gao.gov/assets/gao-20-223.pdf> February 2020.

²⁵ *Id.*

ACHIEVING MISSION BALANCE: POSITIONING THE COAST GUARD FOR THE FUTURE

WEDNESDAY, OCTOBER 20, 2021

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON COAST GUARD AND
MARITIME TRANSPORTATION,
COMMITTEE ON TRANSPORTATION AND INFRASTRUCTURE,
Washington, DC.

The subcommittee met, pursuant to call, at 10:01 a.m., in room 2167 Rayburn House Office Building and via Zoom, Hon. Salud O. Carbajal (Chair of the subcommittee) presiding.

Members present in person: Mr. Carbajal, Mr. Larsen, Mr. Auchincloss, and Mr. Gibbs.

Members present remotely: Mr. Lowenthal, Mr. Brown, Dr. Van Drew, and Mrs. Steel.

Mr. CARBAJAL. The subcommittee will come to order.

I ask unanimous consent that the chair be authorized to declare a recess at any time during today's hearing.

Without objection, so ordered.

I also ask unanimous consent that Members not on the subcommittee be permitted to sit with the subcommittee at today's hearing and ask questions.

Without objection, so ordered.

As a reminder, please keep your microphones muted unless speaking. Should I hear any inadvertent background noise, I will request that the Members please mute their microphones.

And to insert a document into the record, please have your staff email it to DocumentsT&I@mail.house.gov.

I will proceed with my opening statement.

Good morning, and welcome to today's Coast Guard and Maritime Transportation Subcommittee hearing on "Achieving Mission Balance: Positioning the Coast Guard for the Future."

Today, we will hear directly from the Coast Guard Deputy Commandant for Operations, Vice Admiral Scott Buschman, who will enlighten us on the Coast Guard's 11 mission sets and its remarkable talent for persevering under adverse conditions, with limited resources, to achieve mission objectives.

As a regulatory agency, a law enforcement organization, a military service, a first responder, and a member of the intelligence community, the Coast Guard wears many hats. It relies on roughly 40,700 Active Duty servicemembers, 6,200 reservists, 8,700 civilian employees, and 26,000 auxiliarists to perform its missions, which include ports, waterways, and coastal security; drug and migrant

interdiction; marine environmental protection; marine safety; aids to navigation; and search and rescue, amongst others.

The Coast Guard plays a critical role in preserving our national security as the sole law enforcement agency with the authority and capability to enforce national and international law in the United States Territorial waters and high seas.

Yet, the world's best Coast Guard is chronically underfunded and overextended. The Coast Guard is known to "punch above its weight." Talk to any Coastie, and he or she will proudly boast, "We do a lot with very little." It is a small, resourceful, and resilient service, but we can do better, and the Coast Guard deserves our support.

I am keenly interested in the Coast Guard's marine safety program. Today, I would like to hear the Coast Guard's plan to fully staff its marine inspection program with experienced and appropriately qualified personnel. Those inspectors must be capable of inspecting vessels to ensure they meet Federal safety standards, and the Service must properly allocate the resources to carry out this important mission.

Having just recognized the 2-year anniversary of the *Conception* casualty and tragedy last month, we are reminded that vessel safety inspections are vital to safety and cannot be brushed aside in favor of more, oftentimes, exciting missions.

Marine environmental protection is especially important for today's hearing, as we monitor the ongoing cleanup efforts of the oil spill that occurred earlier this month in southern California. The Coast Guard has a leading role in the unified command in those cleanup efforts and will pursue an investigation into the cause of the spill, which is sure to be lengthy and will require additional resources.

I also look forward to learning more about the resources the Coast Guard applies to its drug and migrant interdiction operations. Last year, the Coast Guard prevented 318,340 pounds of cocaine and 70,371 pounds of marijuana from making its way onto the streets of our country. Successful interdiction in these areas requires a multifaceted, multilayered approach. Capitalizing on its interagency partnerships, like those with JIATF South, and leveraging over 25 bilateral agreements, the Coast Guard is uniquely postured in its law enforcement authorities to conduct the counternarcotics mission and stem the flow of human smuggling and trafficking.

However, in my conversations with members of the Coast Guard, I was disappointed to learn of the problems facing the men and women defending our Nation, incurring sacrifice after sacrifice to upset the plans of drug trafficking organizations and transnational criminal organizations, and rescue victims from capsized boats. Many Coast Guard members return home at the end of the workday to military housing containing asbestos and lead-based paint. They have to wait weeks or even months to receive specialty medical care; have a hard time finding quality, affordable childcare; or face limited job opportunities for their spouses.

Today, I would be interested to learn more about the Coast Guard's plans to support its most valuable resource of all—its people—because without them, mission success is not achievable.

Lastly, I would like to turn to an important issue. Recently, news emerged of a disturbing incident that happened to a U.S. Merchant Marine Academy cadet. This cadet was sexually assaulted onboard a vessel during her sea-year experience in 2019. It is my understanding that the Coast Guard Investigative Service is conducting an investigation. Hearing the cadet's story broke my heart and the hearts of many.

As the chair of this subcommittee, member of the House Armed Services Committee, and appointee to the U.S. Merchant Marine Academy Board of Visitors, I have come to learn of the terrible culture within the maritime community, where women are not safe in learning and work environments. I am appalled that I was not notified of this investigation or of these circumstances at the Academy. In fact, despite my appointment in April, neither the Superintendent nor anyone at the Academy has engaged my office. This must change.

I raise this issue today to highlight the Coast Guard's important role as law enforcement upon the high seas. I also expect the Coast Guard to set an example for industry, to work within its own ranks and within the maritime industry to ensure women feel safe and stop this culture.

We have a lot to cover today, so let's get after it. I look forward to our witness' testimony and discovering more about how the Coast Guard balances so many competing priorities to preserve our great Nation.

I also don't want to suggest that the Coast Guard did not make me aware of the incident I just mentioned. The Commandant, who I was with a week ago, mentioned this to me as it was hitting the news. So I don't want to include him in the lack of information that I received from the Academy.

With that, I now call on the ranking member of the subcommittee, Mr. Gibbs, for an opening statement.

[Mr. Carbajal's prepared statement follows:]

Prepared Statement of Hon. Salud O. Carbajal, a Representative in Congress from the State of California, and Chair, Subcommittee on Coast Guard and Maritime Transportation

Good morning, and welcome to today's Coast Guard and Maritime Transportation subcommittee hearing on "Achieving Mission Balance: Positioning the Coast Guard for the Future." Today, we will hear directly from the Coast Guard Deputy Commandant for Operations, Vice Admiral Scott Buschman, who will enlighten us on the Coast Guard's 11 mission sets and its remarkable talent for persevering under adverse conditions with limited resources to achieve mission objectives.

As a regulatory agency, a law enforcement organization, a military service, a first responder, and a member of the intelligence community, the Coast Guard wears many hats. It relies on roughly 40,700 Active Duty service members, 6,200 reservists, 8,700 civilian employees, and 26,000 Auxiliarists to perform its missions, which include Ports, Waterway, and Coastal Security, Drug and Migrant Interdiction, Marine Environmental Protection, Marine Safety, Aids to Navigation, and Search and Rescue, among others. The Coast Guard plays a critical role in preserving our national security as the sole law enforcement agency with the authority and capability to enforce national and international law in the United States territorial waters and the high seas.

Yet, the world's best Coast Guard is chronically underfunded and overextended. The Coast Guard is known to "punch above its weight," talk to any Coastie and he or she will proudly boast "we do a lot with a little." It's a small, resourceful, and resilient service but we can do better, and the Coast Guard deserves our support.

I am keenly interested in the Coast Guard's marine safety program. Today, I would like to hear the Coast Guard's plan to fully staff its marine inspection program with experienced and appropriately qualified personnel. Those inspectors must be capable of inspecting vessels to ensure they meet federal safety standards, and the service must properly allocate the resources to carry out this important mission. Having just recognized the two-year anniversary of the CONCEPTION casualty last month, we are reminded that vessel safety inspections are vital to safety and cannot be brushed aside in favor of more "exciting" missions.

Marine environmental protection is especially important for today's hearing as we monitor the ongoing cleanup efforts of the oil spill that occurred earlier this month in Southern California. The Coast Guard has a leading role in the unified command in those cleanup efforts and will pursue an investigation into the cause of the spill, which is sure to be lengthy and will require additional resources.

I also look forward to learning more about the resources the Coast Guard applies to its Drug and Migrant Interdiction Operations. Last year, the Coast Guard prevented 318,340 pounds of cocaine and 70,371 pounds of marijuana from making its way onto the streets of our country. Successful interdiction in these areas requires a multi-faceted, multi-layered approach. Capitalizing on its interagency partnerships, like those with JIATF-South, and leveraging over 25 bilateral agreements, the Coast Guard is uniquely postured in its law enforcement authorities to conduct the counter narcotics mission and stem the flow of human smuggling and trafficking.

However, in my conversations with members of the Coast Guard, I was disappointed to learn of the problems facing the men and women defending our nation, incurring sacrifice after sacrifice to upset the plans of drug trafficking organizations and transnational criminal organizations, and rescue victims from capsized boats. Many Coast Guard members return home at the end of a workday to military housing containing asbestos and lead-based paint, have to wait weeks or even months to receive specialty medical care, have a hard time finding quality, affordable child care, or face limited job opportunities for their spouses. Today, I'd be interested to learn more about the Coast Guard's plans to support its most valuable resource of all, its people, because without them mission success is not achievable.

Lastly, I'd like to turn to an important issue. Recently, news emerged of a disturbing incident that happened to a U.S. Merchant Marine Academy cadet. This cadet was sexually assaulted on board a vessel during her sea year experience in 2019. It is my understanding that the Coast Guard investigative service is conducting an investigation. Hearing of the cadet's story broke my heart. As Chair of this subcommittee, member of the House Armed Services Committee, and appointee to the U.S. Merchant Marine Academy Board of Visitors, I've come to learn the terrible culture within the maritime community where women are not safe in learning and work environments. I am appalled that I was not notified of this investigation or of these circumstances at the academy. In fact, despite my appointment in April, the Superintendent nor anyone at the Academy has engaged my office. This must change. I raise this issue today to highlight the Coast Guard's important role as law-enforcement upon the high seas. I also expect to Coast Guard set an example for industry, to work within its own ranks and within the maritime industry to ensure women feel safe and stop this culture.

We have a lot to cover today so let's get after it. I look forward to our witness' testimony and discovering more about how the Coast Guard balances so many competing priorities to preserve our great nation.

Mr. GIBBS. Thank you, Chair Carbajal.

And thank you to our witness for being here today.

The Coast Guard has three strategic priorities: maritime safety, security, and stewardship. It also has duties and missions laid out in at least two sections of law and performance goals under a separate statute. I look forward to hearing from Vice Admiral Buschman how all these missions and duties are balanced against one another when making decisions about allocating time and resources.

The committee has long been concerned that the functions related to the maritime transportation system carried out by the Coast Guard should not be starved to feed the Service's maritime security functions. The Service has recently increased national de-

fense activities. This heightens those concerns, especially at a time when current port congestion and supply-chain disruptions show how important the Coast Guard's maritime transportation system role is in the U.S. economy.

An example of the Coast Guard's important maritime transportation work is the credentialing of mariners. Subcommittee members have recently been contacted by U.S. maritime unions concerned about credentialing delays. I expect the vice admiral will have answers about those delays and let us know what is needed to get the program back on track.

I also look forward to hearing how the Coast Guard intends to complete its very long delayed manpower planning analyses and subsequent manpower requirements. The structural portions of the Coast Guard's modernization have been in place since 2010, more than a decade, but only 13 percent of the manpower planning analyses that were to build out the modernization workforce have been completed. Only 2 percent of the manpower requirements that derive from those analyses have been implemented. How much longer before the Coast Guard's workforce catches up with its structure?

Finally, in 2016, GAO made three recommendations on tracking mission performance, which the Department of Homeland Security concurred with. To date, none have been implemented. According to the GAO, the Coast Guard needs to, one, better document risk assessments that support its annual assessment allocation decisions; two, develop a process to prioritize manpower requirements analyses to units that are most critical for achieving mission needs; and three, better incorporate field unit input. I would like to know when these recommendations will be implemented.

I thank you, Chairman Carbajal, for holding this hearing, and I yield back.

[Mr. Gibbs' prepared statement follows:]

Prepared Statement of Hon. Bob Gibbs, a Representative in Congress from the State of Ohio, and Ranking Member, Subcommittee on Coast Guard and Maritime Transportation

Thank you, Chair Carbajal, and thank you to our witness for being here today.

The Coast Guard has three strategic priorities—maritime safety, security, and stewardship. It also has duties and missions laid out in at least two sections of law and performance goals under a separate statute. I look forward to hearing from Vice Admiral Buschman how all these missions and duties are balanced against one another when making decisions about allocating time and resources.

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According to GAO, the Coast Guard needs to better document risk assessments that support its annual asset allocation decisions; develop a process to prioritize manpower requirements analyses to units that are most critical for achieving mission needs; and better incorporate field unit input.

I'd like to know when these recommendations will be implemented.

Thank you, Chair Carbajal for holding this hearing today. I yield back.

Mr. CARBAJAL. Thank you, Mr. Gibbs.

I would now like to welcome the witness. We have Vice Admiral Scott Buschman, Deputy Commandant for Operations of the United States Coast Guard.

Thank you for being here today, and I look forward to your testimony.

Without objection, our witness' full statement will be included in the record.

Since your written testimony has been made a part of the record, the subcommittee requests that you limit your oral testimony to 5 minutes.

Admiral Buschman, you may proceed.

**TESTIMONY OF VICE ADMIRAL SCOTT A. BUSCHMAN, DEPUTY
COMMANDANT FOR OPERATIONS, U.S. COAST GUARD**

Admiral BUSCHMAN. Good morning, Chairman Carbajal, Ranking Member Gibbs, distinguished members of the subcommittee. It is my honor to be here today to represent the Coast Guard on this important topic and the various subjects you just raised.

I want to thank you for the outstanding support and trust Congress and this subcommittee has provided and continues to provide to our Coast Guard. Together with your support and the Coast Guard's dedicated servicemembers—the Service's position as a trusted maritime Armed Force, law enforcement agency, regulator, humanitarian service, and first responder.

From internal waters to the edges of our 200-mile exclusive economic zone and beyond, the Coast Guard has provided security and safety on our Nation's waters for a combination of prevention and response operations for over 230 years. Our unique authorities and the exceptional skill with which Coast Guard women and men carry out their missions provide the foundation for not only carrying out our 11 statutory missions but to be globally impactful and relevant. As a result, the demand for our Coast Guard, both at home and abroad, has never been higher.

The Coast Guard impacts the lives of nearly every American by ensuring the continued safety, security, stewardship, and prosperity of the Nation's borders. And despite the impacts of COVID-19, 2021 has been no exception.

We protect and support the Marine Transportation System to ensure \$5.4 trillion in U.S. commerce and safeguard our maritime borders from terrorist threats, illegal drugs, and other contraband; irregular migration; and illegal, unregulated, and unreported fishing.

We also continue to be the world's premier life-saving and maritime crisis response organization, tested repeatedly by yet another active hurricane season, with 20 named storms to date, as well as other natural and human-caused disasters.

Today's Coast Guard operates in an increasingly complex and interdependent world. Our deliberate planning and force allocation process continues to evaluate the threats and opportunities to U.S. maritime interests and develop plans to achieve mission success in this dynamic environment.

National, departmental, and service strategies focus our efforts and guide us in weighing operational risks and competing demands for resources and to allocate assets optimally across our missions. We then delegate the tactical control of assets to operational commanders, who leverage the intelligence community and our other partners to address maritime threats and safeguard our national strategic, environmental, and economic interests. The entire process allows risk-informed decisions that direct limited resources where they are most needed.

To help guide our operational planning process, we conduct annual strategic reviews to identify operational gaps, assess performance, and outline initiatives needed to improve mission execution across our 11 statutory missions.

Surge operations during national regional emergencies, including the ongoing pandemic, hurricane response, and the recent oil spill in southern California, all demonstrate the value of this nimble planning process.

Though our planning system is responsive, transparent, and repeatable, additional and more capable resources are required to meet increasing demand across the Service's broad mission spectrum. Our legacy fleet of cutters and aircraft have served admirably for decades but are becoming far more difficult and expensive to maintain, and we continue to see degradation in their operational capability.

We greatly appreciate the administration's and Congress' support of our recapitalization efforts. Funding provided in fiscal year 2021 allowed us to sustain momentum on our most critical acquisition priorities, including the Offshore Patrol Cutter, the Polar Security Cutter, and the Waterways Commerce Cutter.

However, these cutting-edge assets, designed to bring the best our Nation has to bear on today's maritime challenges, cannot be supported on budgets that were developed for assets built in the 1960s and 1970s. We appreciate the congressional support that has enabled us to continue modernizing our fleet while we position the Coast Guard for the future.

In closing, history has proven that a responsive, capable, and agile Coast Guard, using a deliberative planning process, is indispensable to the American people. We also seek to invest in improving capabilities and recruiting, developing, and retaining an exceptional workforce reflective of the Nation we serve to succeed in an increasingly complex and dynamic environment.

As our Commandant has stated, predictable budget growth of 3 to 5 percent in operational funding, in conjunction with these strategic investments, is needed to fully meet the growing demand for your 21st-century Coast Guard.

The true value of the Coast Guard to the Nation is not its ability to perform any single mission but in its versatile, highly adaptive, multimission character. The interrelated nature of the Coast Guard's missions and our culture of ingenuity provides the Service with the ability to rapidly shift from one mission to another as national priorities demand.

On behalf of the women and men of the Coast Guard, thank you again for your support and the opportunity to testify before you today. I look forward to your questions.

[Admiral Buschman's prepared statement follows:]

**Prepared Statement of Vice Admiral Scott A. Buschman, Deputy
Commandant for Operations, U.S. Coast Guard**

Good morning, Chairman Carbajal, Ranking Member Gibbs, and distinguished members of the subcommittee. I appreciate the opportunity to testify today. On behalf of the men and women of the United States Coast Guard, I thank you for your oversight, support, and advocacy. It is my pleasure to appear before you today to discuss the Service's continuing efforts to provide the Nation with adaptive, responsive, and balanced mission performance across its eleven legislatively mandated mission programs.

Since 1790, the Coast Guard has been responsible for safeguarding the American people and promoting national interests in a complex and evolving maritime environment. As the only Armed Force¹ within the Department of Homeland Security (DHS), a Federal law enforcement agency, a humanitarian organization, a member of the Intelligence Community, and a Federal regulator, the Coast Guard simultaneously defends America's sovereign interests, enforces U.S. law, promotes respect for international law, acts as a first responder for natural and man-made disasters, and facilitates the safe flow of legitimate maritime commerce.

In the execution of its duties within DHS, the Coast Guard serves on the front lines for a nation whose economic prosperity and national security are inextricably linked to its maritime interests. In this capacity, the Coast Guard protects and defends more than 95,000 miles of U.S. coastline and inland waterways, saves thousands of lives per year, and safeguards America's sovereign rights and jurisdiction in its 3.4 million square nautical mile Exclusive Economic Zone (EEZ)—the world's largest.

The Coast Guard supports national priorities and every mission area within DHS including: responding to disasters and significant weather events; facilitating the flow of maritime commerce; protecting U.S. national and environmental interests in the Polar Regions; stopping the devastating impact of illegal, unreported, and unregulated (IUU) fishing; countering Transnational Criminal Organizations (TCOs); safeguarding the Marine Transportation System (MTS) against all threats, including those emerging in the cyber domain; and securing our Nation's maritime borders.

Every day, for more than 230 years, the U.S. Coast Guard has performed complex, life-saving missions in the most challenging environments. In Fiscal Year 2021 alone, the Coast Guard saved 4,724 lives, serving as the lead federal agency responsible for maritime search and rescue coordination. The Coast Guard's multi-mission capabilities, broad authorities, organizational flexibility, and incident response expertise uniquely position it to lead in many types of crisis. To do this, the Coast Guard applies military, regulatory, incident management, and law enforcement expertise to ensure safety, security, stewardship, and resiliency across the Nation. The Service stands ready to respond to natural and man-made disasters and can surge personnel and assets at a moment's notice to respond to fires, floods, hurricanes, earthquakes, oil spills, and other catastrophic events.

On top of day-to-day operations across its mission portfolio, the Coast Guard is increasingly called upon to respond to significant incidents, accidents, contingency events, and new mission demands created by climate change that have a major impact on the Nation. Environmental and geopolitical changes have increased the frequency and magnitude of contingency operations. Between 2015 and 2020, the Coast Guard surged personnel and assets to 12 major hurricanes and numerous other

¹ 14 U.S.C. § 101; 10 U.S.C. § 101

tropical cyclones, assisted with wildfires in Oregon and California, deployed personnel in response to record flooding in the heartland, and provided medical and logistical support to the Southwest Border.

Furthermore, as one of the six members of the Armed Forces, the Coast Guard serves as a force multiplier for the Department of Defense (DoD), supporting Combatant Commanders in meeting the objectives of the National Defense and National Security Strategies. This support includes conducting a varied set of defense readiness missions such as counterterrorism operations, air defense, maritime threat response, and theater security cooperation. Due to a unique blend of capabilities and authorities, the Coast Guard serves an increasingly important role in the Nation's defense, specifically in the critical space between peace and armed conflict.

Additionally, the Service leverages over 60 multilateral and bilateral agreements and works with a host of U.S. and foreign government organizations to battle the destructive impacts of TCOs. Our long-term counter-TCO efforts promote stability and strengthen the rule of law throughout the Western Hemisphere, improve governance and regional stability, decrease TCO-driven violent crime, and increase economic opportunities—factors that influence irregular maritime migration and the flow of illegal narcotics into our nation.

As globalization continues to drive increased interdependence between nations, regional instability can cause major impacts on a world-wide scale. The Coast Guard protects the U.S. maritime border domain and U.S. commerce—not just by operating in U.S. territorial waters, but by conducting operations on the high seas. Employing a layered interdiction package consisting of air and surface assets, specialized personnel, and broad authorities, the Coast Guard is positioned to disrupt illicit drug smuggling and human trafficking ventures and threats to our Nation far from our shores, and where they are most vulnerable—at sea.

Last year, working with interagency and international partners, the Coast Guard seized over 165 metric tons of cocaine and detained and transferred 619 drug smugglers for criminal prosecution. Beyond the important task of disrupting the illicit trafficking system that delivers drugs to U.S. communities, prosecuting drug smugglers and human traffickers facilitates a better understanding of TCOs and bolsters a unified, whole-of-government approach to dismantle these networks. Despite the past year's challenges related to COVID-19, the Coast Guard sustained a formidable operational persistence in the transit zone.

This required Coast Guard crews to be mission focused, while confronting individual difficulties with being deployed, away from their families and loved ones, during the pandemic.

Illicit drug and human trafficking are not the only threats to regional security and stability. IUU fishing undermines the international rules-based order, through practices that include the systematic use of illegal fishing gear, the unreported transshipment of illegal catch, and the deployment of unregulated distant water fishing fleets which can destabilize the economies of smaller coastal states by conducting industrial-scale IUU fishing activities that erode vital food supply chains without regard to states' sovereign rights. IUU fishing occurs around the globe. The Coast Guard partners with allies to combat IUU fishing in the Gulf of Guinea off of western Africa, in South America, and in the South Pacific and Southeast Asia, areas identified as priority regions by the Interagency Working Group on IUU Fishing, established under the Maritime Security and Fisheries Enforcement (SAFE) Act.²

Illegal fishing practices, especially when coordinated by malign state actors, can destabilize legitimate governments and destroy the economic viability of coastal nations. IUU fishing is estimated to result in tens of billions of dollars of lost revenue for legal operators every year, significantly disadvantaging the U.S. fishing fleet.³ Additionally, those engaged in IUU fishing practices are prone to other nefarious activities, including drug smuggling, forced labor, and human trafficking.

Combatting the IUU fishing threat requires a whole-of-government effort to improve data and intelligence sharing; enhance coordination within regional partners; increase the traceability of seafood across the global seafood supply chain; improve global enforcement operations and related IUU fishing investigations; and prevent TCOs from benefiting from IUU fishing. To achieve these goals, the Coast Guard is actively collaborating with interagency partners through venues such as the

²National Oceanic and Atmospheric Administration, Fisheries Directorate. *Priority Regions At Risk of IUU Fishing Activities*. U.S. Interagency Working Group on IUU Fishing. Retrieved October 15, 2021, from <https://www.fisheries.noaa.gov/national/us-interagency-working-group-iuu-fishing>.

³The Global Initiative against Transnational Organized Crime, *IUU Fishing Index*, January 2019.

Interagency Working Group on IUU Fishing, established under the Maritime SAFE Act, comprised of 21 federal agencies, which the Service co-chairs with the National Oceanic and Atmospheric Administration and Department of State.

The Coast Guard's unique blend of authorities and capabilities also make it an ideal instrument to address the Nation's needs in the modern era of rapid Arctic change. Further, the Service's continued international engagement and cooperation is critical to American strategic success and leadership in the Polar Regions. For more than 150 years, the Coast Guard has upheld sovereign rights, advanced national security interests, promoted environmental stewardship, and supported economic prosperity in the Arctic. As an Arctic Nation, the Coast Guard must adapt its missions, including search and rescue, vessel safety, fisheries enforcement, and pollution response, to meet the challenges presented in this dynamic environment.

The Service remains committed to providing year-round surface coverage in the Bering Sea, upholding U.S. sovereign rights and protecting natural resources as part of Operation BERING SHIELD and Operation BERING SAFEGUARD. Surges of surface, air, and shore activity into the Alaskan Arctic during Operation ARCTIC SHIELD are just one way the Coast Guard looks to address increased human activity in the region. The Coast Guard also has an enduring commitment to Operation DEEP FREEZE, which advances U.S. interests in Antarctica.

The Service accomplishes all of this work in close cooperation with federal, state, local, tribal, academic, and industry partners.

In collaboration with DHS, the Service is also proactive in building and expanding strategic opportunities through leadership in international fora such as the Arctic Council and the International Maritime Organization; negotiating, drafting, and updating bi-lateral and multi-lateral agreements; exercising those agreements and furthering relationships through the Arctic Coast Guard Forum; and participating in other multi-lateral international exercises throughout the Arctic. The Service's strategic value to the Nation is in our ability to set the model of behavior for governance and to maintain the Arctic as a safe, cooperative, and prosperous domain. As the region continues to open and more actors look to the Arctic for economic and geopolitical advantages, the demand for DHS and Coast Guard resources will continue to grow.

The Arctic is just one part of an MTS that has undergone major changes while seeing significantly increased demand due to shifts in economic activity and increased trade. In total, the Nation's MTS sustains over 30.8 million jobs, enables \$5.4 trillion in economic activity, and is vital to the health of the U.S. economy. The Coast Guard's authorities hold the Service responsible for the safety and security of the MTS' multi-modal transportation hubs, as well as developing, maintaining, establishing, and operating maritime aids to navigation to promote safety, prevent disasters and collisions, and serve the needs of the Armed Forces and U.S. commerce.

Currently, about 99% of international trade enters or leaves the U.S. by ship,⁴ and the International Trade Commission predicts that global freight demand will triple by 2050.⁵ Similarly, growth in the domestic energy market, including petroleum, liquefied natural gas, and other petro-chemicals has dramatically increased overall U.S. energy exports. This growth is juxtaposed against aging infrastructure, including bridges, locks, dams, and other port systems, which are struggling to meet increasing demand.

With a significant portion of the country's gross domestic product coming through our ports, our MTS is already very busy. In order to meet the demand of the additional users such as commercial space operators and offshore development like renewable energy, fossil fuels, and aquaculture, while still providing for traditional waterway users, the Coast Guard is codifying historical shipping routes into shipping safety fairways. This ensures safe navigation corridors are available to the mariner while providing locations outside the fairway system for development. As the lead federal agency for waterway management, the Coast Guard must balance the potential impacts of innovation and development with the safety of navigation and our ability to conduct required missions.

Further complicating the MTS are changes in the shipping industry itself, which has seen dramatic growth in cargo vessel size, draft, and tonnage. Larger vessels and increased demands on the MTS have escalated the risk of collisions, allisions, groundings, security threats, and environmental damage. These risks pose the

⁴U.S. Department of Transportation, Maritime Administration Division *Improving the U.S. Marine Transportation System*, retrieved October 6, 2021 from <https://www.maritime.dot.gov/outreach/maritime-transportation-system-mts/maritime-transportation-system-mts>

⁵U.S. International Trade Commission (2019) Recent Trends in U.S. Services Trade: 2019 Annual Report, <https://www.usitc.gov/publications/332/pub4975.pdf>

threat of exacerbating port congestion, delays, and supply chain uncertainties witnessed during the COVID-19 pandemic and the obstruction of the Suez Canal by the M/V EVER GIVEN.

As vessels and ports increasingly rely on new technologies to improve their effectiveness, they also introduce vulnerability to cyber-attacks on critical MTS infrastructure. Automated navigation systems, vessel sequencing, and inland cargo transportation are all targets for malicious actors who seek to infiltrate networked systems. This includes profit-driven criminal activity, such as ransomware, as well as threats from state-sponsored and nation-state actors.

As both a military service and a regulator of the maritime sector, the Coast Guard must continue to adapt to an increasingly digital world. To that end, the Service must simultaneously defend and operate the enterprise mission platform to thwart adversary interference and posture our forces to achieve mission success, protect the MTS, and operate in and through cyberspace.⁶

Cybersecurity is linked with all aspects of Coast Guard mission performance. Increasing digitalization simultaneously presents opportunities for greater efficiency and effectiveness while fueling new threats and challenges. To protect the Nation's most vital and enduring interests in the maritime environment, the Coast Guard must be able to operate in the cyber domain, and will continue to adapt to the challenges and opportunities that accompany technological advancement while protecting vulnerable systems from cyber threats.

Coast Guard mission readiness relies on the ability to simultaneously execute our full suite of missions, while also being ready to respond to contingencies. The Coast Guard prides itself on being *Semper Paratus*—Always Ready—and predictable and sufficient resources are necessary to maintain Service readiness in the future. We must continue to invest in a modernized Coast Guard and current recapitalization remains a top priority. Today's efforts will shape the Coast Guard and impact national safety and security for decades. Your support has helped us make tremendous progress, but it is critical we build upon our successes.

Strategic allocation of resources, including specific asset capabilities and capacities, is central to the Coast Guard's ability to operate in dynamic, vast, and diverse areas of responsibility. Through the support of the Administration and Congress, the Coast Guard is making important strides toward recapitalizing integrated, multifaceted air and surface capability and capacity essential to safeguarding U.S. security and prosperity. New assets, including Polar Security Cutters, Offshore Patrol Cutters, Waterways Commerce Cutters, HC-130J maritime patrol aircraft, MH-60T medium range recovery aircraft, and Cyber Mission Teams, are replacing legacy assets and enhancing the Coast Guard's ability to operate in the offshore, coastal, inland, and cyber domains with improved speed, coverage, reliability, and safety.

While readiness and modernization investments improve current mission performance, our Service's greatest strength is undoubtedly our people. We are incredibly proud of our 54,000 Active Duty, Reserve, and civilian members, and over 22,000 volunteer members of the Coast Guard Auxiliary. Coast Guard operations require a resilient, capable workforce that draws upon the broad range of skills, talents, and experiences found in the American population. Together with modern platforms, our proficient, diverse, and adaptable workforce maximizes the Coast Guard's capacity to respond effectively to an increasingly complex operating environment.

Mission balance is not an end state in and of itself. It emerges from a strategy that leverages Coast Guard authorities, capabilities, and competencies to safeguard national security, economic growth, and the environment.

Internally, the Coast Guard weighs competing demands through an iterative operational planning process, which provides enterprise guidance on priorities and resource distribution based on national strategic imperatives, while preserving the autonomy of units to conduct operations, as events require. The Coast Guard's long-standing multi-mission approach delivers the most responsive, cost-effective services to the American public.

History has proven that a ready, relevant, and responsive Coast Guard is an indispensable instrument of national safety and security. With the continued support of the Administration and Congress, we will continue to employ risk-based decisions to balance readiness, modernization, and force structure with the evolving demands of the 21st century. Thank you for the opportunity to testify before you today and for all that you do for the men and women of the Coast Guard. I look forward to your questions.

⁶U.S. Coast Guard, *Cyber Strategic Outlook*, 2021, <https://www.uscg.mil/Portals/0/Images/cyber/2021-Cyber-Strategic-Outlook.pdf>

Mr. CARBAJAL. Thank you, Admiral Buschman.

We will now move on to Member questions. Each Member will be recognized for 5 minutes. And I will start by recognizing myself.

Vice Admiral Buschman, this past week, I got a chance to visit some Coast Guard sectors and see the Service's most important resource, its people. The men and women who serve in the Coast Guard are remarkable and make do with so little. I had a chance to meet and chat with many of them. As chairman, I want them to know I am their biggest advocate.

What resources does the Coast Guard need to help their servicemembers outside the mission, such as healthcare, childcare, and housing?

[Pause.]

Mr. CARBAJAL. Admiral?

Admiral BUSCHMAN. Chairman Carbajal, thank you very much for the question. And thank you for highlighting our extraordinary women and men of the Coast Guard, who give so much to our great Service and to our Nation.

Sir, I will tell you that our Commandant talks about his priorities being readiness, and that really impacts our people. It really gets at the heart of our people. While we are focused on recapitalization, I can tell you that the Coast Guard leadership team, certainly our Commandant, is focused on the support to our people.

There are a number of things in our budget request that directly relate to support to our people, some of which you highlighted in your opening statement, getting after things like childcare, medical care, housing. And there are a number of things in our budget, as well as our unfunded priorities list.

And I will also tell you, sir, that our Commandant talks about the need for 3- to 5-percent operations budget growth. We address some of these issues that I just mentioned, certainly our large shore facilities backlog, a backlog on our IT infrastructure to give folks the tools they need to do their jobs.

And those are the kind of things that are highlighted in our budget, as well as our unfunded priorities list request. And really getting after them and then that kind of sustained 3- to 5-percent budget growth is really what would support this great Armed Force of the U.S. Coast Guard.

But thank you for your support, and all the members of the committee, for really being laser-focused on our workforce.

Mr. CARBAJAL. Thank you.

As the Coast Guard is bringing new cutters online, it is importance that an updated fleet mix analysis be completed to ensure proper staffing and investments be done to outfit and maintain these assets. The last fleet mix analysis was conducted in 2011. Let me say that again just in case we missed it: 2011.

When can we expect an update? And how can the Coast Guard effectively procure and allocate assets without having done an analysis?

Admiral BUSCHMAN. Yes, Mr. Chairman. We know there is a congressional report required. We had 90 days to do a report. We are late on that report. We strive to be on time with our reports. I can tell you, that report is drafted. It is in the final clearance here within the Coast Guard. I expect it to be within the administration

in the very near future and us to be able to deliver that report by the end of the fall here.

And I will tell you that we are trying to be as responsive as possible. We did get an additional request from the committee for some amplifying information to be included in the report. So, we took a little bit longer than expected in order to be as responsive as possible, but expect that to be up there by the end of the fall.

Mr. CARBAJAL. Thank you.

Moving on, as you may know, marine safety is a big concern of mine. From fiscal year 2013 to fiscal year 2019, the Coast Guard requested zero additional billets for inspectors in the marine safety program. This is despite internal Coast Guard reports stating that approximately 400 additional billets are needed.

Why has the Coast Guard not requested any additional billets? And, currently, the marine safety program uses 1.5 percent of all Coast Guard personnel billets. How can the Coast Guard claim it is fulfilling its marine safety mission when it is so severely understaffed?

Admiral BUSCHMAN. Yes, sir. Again, thank you for the question. I will tell you, sir, we are focused in on this, and I think this is part of our readiness challenges that we are really trying to get after.

And maybe to explain to you our commitment to this mission, in 2018, our Commandant, shortly after he became the Commandant, published a Maritime Commerce Strategic Outlook, kind of a 10-year outlook, recognizing the critical importance of our Marine Transportation System to our Nation, to our economy. Certainly, \$5 trillion-plus is tied to our economy.

This strategy kind of gets at looking at facilitating lawful trade and commerce. It looks at modernizing our aids to navigation and marine information. It looks at transforming our capacity and partnerships.

And within the past year, as part of implementing that strategy, I, along with my mission support counterpart, published a prevention readiness initiative that really gets after the workforce that you talked about and talks about building the capacity of our workforce, risk management, and talks about knowledge of management and partnerships. We are really trying to get after that.

The 2021 and 2022 budget requests do have some additional marine inspectors and other parts of our prevention workforce, including cyber, this very, very critical part of our workforce. I think, unfortunately, sequestration put us in a little bit of arrears there. We are trying to play catchup. We are trying to get after this. And I think, when our Commandant talks about his laser-focus on addressing Coast Guard readiness needs, this falls right within that. This is the readiness of our, as you pointed out, Mr. Chairman, this absolutely critical part of our workforce that does such important work.

And then a few other things are looked at. We are not just looking at the numbers of people; we are looking at the tools in their hand. We have revamped our training process through a rigorous, multiyear analysis to really get after lifelong learning for them, as technology and the industry is changing so quickly. And also gets

after putting tools in their hands, mobile applications while they are out in the field to do the job and make them more efficient.

So, a lot of different pieces to it. But I will tell you, thank you so much for your support and your interest in this very, very important part of our workforce.

Mr. CARBAJAL. Thank you.

We will now move on to Ranking Member Representative Gibbs.

Mr. GIBBS. Thank you, Chairman.

Thank you, Vice Admiral, for your testimony.

Also, I wanted to concur that—my appreciation for all the great work the Coast Guard does, and their servicemembers. And they have many missions, and some come in the national spotlight here and there, in drug interdiction, hurricane relief support, rescue, and all that.

And, especially after 9/11, a great deal of attention was paid to our maritime security and there was significant growth in the Coast Guard's ports, waterways, and coastal security program. And this committee has tracked that and attempted to ensure that increased maritime security didn't mean decreased maritime safety.

And now that it appears the United States is taking a more active role in the Pacific, specifically the Coast Guard, due to concerns about China in international relations, there could be more pressure on the Coast Guard and more resources.

Admiral, is the Coast Guard continuing to ensure that sufficient resources are being made available for maritime safety programs? And, also, as the Coast Guard expands its operations in the Pacific in conjunction with the Department of Defense, is the Service working to ensure the Department of Defense helps offset the additional costs of the Service's support of Department of Defense operations?

Admiral BUSCHMAN. Ranking Member Gibbs, thank you for the question.

As it relates to the marine safety workforce, we are absolutely focused on our marine safety workforce and getting the resources, not just resources in terms of number of people but the tools they need to do their job as a very, very important part of our workforce. There are funds provided in the 2021 budget and also in our 2022 budget to further enhance that.

Your second question on DoD funding, I will tell you that there are a couple different aspects to this. One aspect is that defense readiness is a Coast Guard mission, 1 of our 11 statutory missions. So, it is appropriate that a portion of this is funded within our Coast Guard and DHS top line.

There are other parts of our budget that are kind of scored against Function 050, the defense funding. There are some that have historically been funded and have not been updated in a few years. And then also, last year, the overseas contingency operations funding was also brought into our base budget. So, if you add those two up, it is a little more than \$500 million that is scored against Function 050.

And then there are some other specific things that the Coast Guard does. For example, we have two Maritime Force Protection Units that [inaudible] the coast to protect Navy's ballistic missile

submarines. And that is a direct reimbursement from DoD to the Coast Guard.

Mr. GIBBS. Thank you.

In 2016, the Government Accountability Office made three recommendations to improve the allocation of assets and determine workforce requirements: Document how risk assessments are used to inform annual asset allocations; develop a systematic process that prioritizes manpower requirements analyses; and better incorporate field unit input in asset allocation decisions. The Department of Homeland Security has agreed with these recommendations, but they have not yet been implemented.

Does the Coast Guard intend for the GAO's 2016 recommendations to improve allocation of the assets and better determine the workforce requirements? And if so, when do you think that will happen?

Admiral BUSCHMAN. Again, thanks for the question there, Ranking Member Gibbs.

I will tell you, I think we are actually—we are proud of our force allocation process, but we are always looking for ways to do better. So, when the GAO, an external voice, comes in and takes a look at it and gives us some constructive feedback, we welcome that feedback.

A number of those recommendations have already been incorporated, have already been implemented. And one of the audits, it talked about allocating resources. The GAO came back to us and didn't 100 percent agree with how we implemented this, so we are going back and taking a look at it.

I think you also asked about the workforce assessments. We have a couple things at work to address those. One of them is a manual that is drafted and in clearance and hopefully will be done in the near future, and a few more that are in progress and I think will be completed in fiscal year 2022, sir.

Mr. GIBBS. All right. Thank you.

I also understand there have been issues in the inland waterway cutters in recent weeks. The industry has informed us that, of the five cutters the Coast Guard has, only one is operational on the lower Mississippi. What is the Coast Guard doing to address that issue?

Admiral BUSCHMAN. Yes, sir. In my opening comments, I talked about our recapitalization efforts, our priorities being the Offshore Patrol Cutter, the Polar Security Cutter, and the Waterways Commerce Cutter.

And this is really, really an important issue, that we have 35 Waterways Commerce Cutters, our old "inland river fleet" we call them. They are somewhere between 50 and 70 years old. But I am very pleased to report that we have a recapitalization in progress. We are very excited about this project to recapitalize this part of our fleet, like I said, that is very, very old.

We are going to have 30 of these Waterways Commerce Cutters replace 35 of the older cutters. And they are not only going to provide us more capability but things like berthing and allow us to put mixed-gender crews on.

So, we are very excited about this. And the funds that we have requested in the fiscal year 2022 budget are going to allow us to

complete the detail design and award a contract for that new Waterways Commerce Cutter. We are greatly looking forward to that. There is going to be a small-business set-aside. Expected to be awarded in the spring of 2022 and the first cutter to be delivered in 2024.

Mr. GIBBS. Thank you.

I yield back my time, Chairman.

Mr. CARBAJAL. Thank you, Ranking Member Gibbs.

Next, we will move on to Representative Larsen.

Mr. LARSEN. Thank you, Mr. Chair.

Thank you, Admiral, for testifying.

Can you speak to how the Polar Security Cutter program and Polar Security Cutters themselves will be incorporated into operations? Do you guys have a concept of operations yet?

Admiral BUSCHMAN. Sir, again, we are very excited about our Polar Security Cutter project acquisition. It is going to replace—you know, the Nation has two icebreakers——

Mr. LARSEN. Yes, I know that. Can you jump to my question, please?

Admiral BUSCHMAN. Yes. So, the concept of operations, the Polar Security Cutter, they are going to both deploy to the Antarctic to support Operation Deep Freeze as well as treaty verifications, and then they will also be able to deploy to the Arctic to protect U.S. sovereignty, to work with our allies and partners. And so both Arctic—and the ability to operate it in the Antarctic and the Arctic.

Mr. LARSEN. Will any one cutter be able to operate independently, or will they need any support ships to go with them?

Admiral BUSCHMAN. So, our existing *Polar Star*, which is well over 40 years old, operates independently. This is going to—our Polar Security Cutters, again, it is going to be an extraordinary new capability for us with a lot more capability than it is replacing. And they absolutely will be able to operate independently.

Mr. LARSEN. Thanks.

So, I have a question, really, that is kind of focused on the Pacific Northwest, as you might imagine. But we have been working with the Coast Guard and the Navy to improve coordination between the branches when it comes to legally protected marine mammal species, like the Southern Resident killer whale.

To date, what actions has the Coast Guard taken in terms of coordination with the Navy in the Puget Sound and Salish Sea to protect marine mammals?

Admiral BUSCHMAN. Well, I mean, there are a couple things we are doing, not just with the Navy.

We have a vessel traffic system, as you know, sir, up there in Puget Sound that receives whale sightings and disseminates them out to the public. We are an active participant in Operation Be Whale Wise, which is a multiagency effort to really get the word out to educate folks, whether it is on the water or on shore, about restricted zones and the buffer zones. And then we also go out and actively enforce the buffer enforcement zones. And any findings we report to NOAA and the State of Washington.

As far as the Navy is concerned, we are working with the Navy to establish a workgroup to really figure out how we can collec-

tively develop strategies to reduce the impacts to this vulnerable species, sir.

Mr. LARSEN. And what coordination are you doing with the Canadians?

Admiral BUSCHMAN. We actively coordinate with our Canadian partners through our sector and through our VTS, the past sightings we have, as well as receive sightings they have, Congressman Larsen.

Mr. LARSEN. Are any of these operations being curtailed or otherwise limited by resources? The theme of this hearing is about balancing your missions. So, is anything being curtailed or limited?

Admiral BUSCHMAN. Not that I am aware of, sir. I will check and verify that and certainly get back to you as quickly as possible.

Mr. LARSEN. Yes. Thanks.

So, the Coast Guard's recent plans include an expansion of the USCG Base Seattle. Can you help us understand how those expansion plans will fit into enhancing operations in the region?

Admiral BUSCHMAN. We are very excited about our plans for Seattle. We have our *Polar Star* and *Healy* home-ported out of there. Our first three Polar Security Cutters will be in Seattle.

So, we are very much focused on getting the right, I would say, footprint for folks in Seattle, in terms of—it is an area where our folks like to be. It is a hub for the Coast Guard, will continue to be a hub for the Coast Guard. And then making sure we have the right support for our folks there, in terms of facilities, whether they are medical facilities, whether they are childcare facilities, whether the right peers for the assets we are going to put there. Because it is a very important hub for the Coast Guard and will continue to be a very important hub for the Coast Guard moving forward.

Mr. LARSEN. That is great. Thank you. And I am out of time, but I will follow up with you on Offshore Patrol Cutters, as well, in the future.

Thank you. I yield back.

Admiral BUSCHMAN. Yes, sir.

Mr. CARBAJAL. Thank you, Mr. Larsen.

Next, we will go to Representative Van Drew.

[Pause.]

Mr. CARBAJAL. Not hearing from Mr. Van Drew, we will go to Representative Steel.

Mrs. STEEL. Thank you, Mr. Chairman.

And thank you, Vice Admiral Buschman, for coming out today.

As you know, on Saturday, October 2, there was a reported oil spill approximately 10 miles southwest of Newport Beach, California—that is in my district—from a pipeline which transports oil onshore from four offshore platforms in Federal waters.

The cause has not yet been identified, although the administration stated in a briefing on October 8, 2021, that there is a high likelihood that the spill was caused by an anchor striking and dragging the pipeline. The United States Coast Guard is leading the investigation into the cause of the incident, and I really appreciate that.

Cargo ships off the coast of my congressional district drop massive anchors near undersea oil lines, shorelines, and cable lines. There is a map. So, I called for a full Federal investigation into the

cause of the spill and demanded the Coast Guard and NOAA immediately survey the nautical chart of the coast of Orange County so they can ensure the exact pipeline's placement.

As more facts emerge, ships' anchors, not the integrity of the pipeline, appear to be the cause of the spill. The USCG has stated the spill most likely happened due to multiple anchor drags in a marked nonanchorage area, because we have over 100 right now, and tomorrow another 45 ships are coming in.

So, Vice Admiral Buschman, according to Lieutenant Kneen, during a heavy storm in January, an anchor dragged for an unknown distance before striking the 16-inch steel pipe. Impact would have knocked an inch-thick concrete casing of the pipe and pulled it more than 100 feet, bending but not breaking the line. It has not been confirmed if the impact caused the October leak or if the line was hit by something else at the later date or failed due to a pre-existing problem.

Any moment wasted is a moment too long if the existing pipelines are mapped improperly or moved. NOAA might map this out, but you use this information to approve ships that drop anchors. How do we make sure this never happens again?

Admiral BUSCHMAN. Ma'am, thank you very much for the question. You know, certainly an important issue here.

We do have an ongoing investigation of this very important matter to your district and the State of California. We have some of our most experienced folks conducting that marine casualty investigation.

As you noted, they did go back through what we call AIS tracks and look at the anchorages and determined there was a storm that came through last January and a couple of ships moved off of the anchor—they moved some distance. So, we are taking a look at those.

I want to be a little bit careful of, if they move the anchor off station, still don't know exactly why that happened in January and in October why the oil spill happened. So, I want to be careful we don't get ahead of the investigation. I think we really need to get the facts there, get the investigation.

We have looked at the charts here to make sure that the pipeline there was on the charts. It is on the chart. But I think there are a lot of different aspects to this. We are looking at not only that area, we also are looking at nationwide. We are looking at the port congestion, I think you mentioned, and the various aspects of port congestion, so we make sure we really understand what is happening with port congestion offshore and have a complete picture of that and understand the risks of that, and then take appropriate steps going forward, ma'am.

Mrs. STEEL. Just a second question, the followup question is: We have about 60 locations they can put their anchor in the water. Is the Coast Guard overwhelmed and not able to safely monitor where these anchors are dropping? Since then, we have actually doubled those ships that are waiting—cargo ships are waiting out there.

So how do you manage that? And how are you going to tell them where to drop their anchors? Because there are so many cables and oil pipelines and shore pipelines. How are we going to avoid these things, or are they going to happen again?

Admiral BUSCHMAN. Yes, ma'am. So, what we have is, when it comes to approved anchorages, we have district commanders. In this case, out in California, it is in Alameda, California, our 11th District. The district commander has regulatory authority and ability to approve rules for approved anchorages.

And then the sector commander, in this case in L.A.-Long Beach, as they start determining where they are going to put anchorage sites, they will work with the local harbor safety committee, they will work with all the many different stakeholders—the industry, the State and locals, the various users of the waterway, the commercial users, the recreational users, fishing vessels, and other stakeholders—to determine where those appropriate anchorage sites are. And that is how we go about doing that.

I will tell you, I was asked earlier about our marine safety workforce. We are also focused in on some of our readiness challenges as our workforce that works in waterways management, and making sure we have the appropriate number of folks that are working in our waterways management, that they have the right tools and the right training and the tools to do their job. Because, as you pointed out, these are very, very important issues here, and we are focused on getting them right.

Mrs. STEEL. Thank you very much.

My time is up. I have more questions, so I am going to ask them in writing to the vice admiral.

And thank you very much for your answers.

Mr. CARBAJAL. Representative Steel, we are going to have a second round in a while, so you can ask further questions then.

Mrs. STEEL. Thank you.

Mr. CARBAJAL. Thank you.

Next, we will move on to Representative Auchincloss.

Mr. AUCHINCLOSS. Thank you, Chair, and Vice Admiral for appearing before the subcommittee today.

I have been working closely with the Port of New Bedford to help the south coast region of Massachusetts become a hub of the new economy and the leader in commercial fishing, maritime research, cargo port commerce, and offshore wind production.

For example, Vineyard Wind is constructing the Nation's first industrial-scale offshore wind project at the New Bedford Marine Commerce Terminal. This project will create at least 500 union jobs and enough green energy to power more than 400,000 Massachusetts homes and businesses, all while amplifying the critical role of the Port of New Bedford.

My first question to you, Vice Admiral, has to do with the Port of New Bedford. As the highest grossing commercial fishing port in the United States and an economic value totaled at almost \$10 billion, the port supports more than \$230 million in shipping diverse bulk commodities and breakbulk cargo.

The Coast Guard is charged with securing these waters in all U.S. ports that comprise the MTS. And New Bedford has expressed their need for a vessel management system that will address the increasingly complex navigation plans with more offshore wind vessels. Do your manpower requirements analyses account for the workforce needed to develop those plans?

Admiral BUSCHMAN. So, this is a vessel management system, sir?

Mr. AUCHINCLOSS. Yes. And it is to help the Port of New Bedford address navigation plans as offshore wind is incorporated off their coast.

Admiral BUSCHMAN. Well, let me talk a little bit about our role in offshore energy.

So, the Coast Guard, we are responsible for ensuring the safety of navigation on all waterways. So, therefore, as it comes to offshore energy, we are the lead agency for—as these wind farms get put out there, how we balance competing interests in order to maintain safe navigation, maintain efficient navigation.

And there are a number of different things we are doing. It also doesn't just impact safe navigation; it impacts our operations. We need the ability to, if we have wind farms out there, we need to be able to operate, our helicopters be able to conduct search and rescue, our boats be able to get in and out of these wind farms.

So, there are a number of different things we are doing. We issued marine planning guidance to our Coast Guard forces that are evaluating these offshore projects. We are currently reviewing nine different construction plans.

And then we are working with BOEM, the Bureau of Ocean Energy Management, and looking at where you have offshore wind farms, where you have the [inaudible] we are looking at historical sailing routes and codifying them through a rulemaking process.

So, those are some of the things we are doing to look at the offshore energy piece, sir.

Mr. AUCHINCLOSS. As you are doing the requirements analyses, which I know are a major vein of effort for you right now, are you looking at what kind of manpower requirements you have for a workforce necessary for offshore wind and navigation plans, regarding offshore wind in particular?

Admiral BUSCHMAN. As we work through our requirements, we absolutely are looking at, you know, what are the increasing demands on what we call our waterways management workforce—a very critical part of our workforce, not only in the numbers of people we need, sir, but I would also say the skills they need, the training they need.

And some of what they are working with is not just offshore energy. We are seeing commercial space in parts of the country that has impacts in the maritime environment. And we are looking at the numbers of people we need, and we are looking at the skills they need and the training they need and the tools they need to do the work we expect them to do.

And what you describe is really an already complex maritime environment that is becoming increasingly more complex.

Mr. AUCHINCLOSS. And, Vice Admiral, do you consult with the cities themselves that are the hosts to these ports?

I mean, for example, New Bedford has a vocational-technical high school maritime technology certificate program. There is the National Offshore Wind Institute, which will be partly centered in New Bedford. These are programs that are creating a new generation of young people with the technical skills to work safely in the offshore wind environment and in the maritime environment more broadly.

Admiral BUSCHMAN. Yes, sir. We consult with a whole bunch of people. I am not familiar with those specific organizations, but I will tell you, I will take that question back and get back to you for the record on that specific organization. But we certainly consult with many different people in the offshore energy business.

Mr. AUCHINCLOSS. Vice Admiral, no need to respond specifically to those two organizations. I would appreciate if our office could work with you, if necessary, though, on vessel management as offshore wind takes off.

Admiral BUSCHMAN. Sir.

Mr. CARBAJAL. Thank you, Representative Auchincloss.

Vice Admiral, go ahead and answer that real quick.

Mr. AUCHINCLOSS. Oh, sorry, Chairman. No need for him to answer. I will yield my time.

Mr. CARBAJAL. OK. Thank you.

We will now move on to Representative Van Drew.

Dr. VAN DREW. Thank you.

Good morning, Vice Admiral Buschman, and thank you for appearing before the House Subcommittee on Coast Guard and Maritime Transportation to discuss the United States needs to ensure that our Coast Guard is prepared for the challenges of the 21st century.

The U.S. Coast Guard is expanding operations across the country and across the world. Whether executing freedom-of-navigation operations in the South China Sea or conducting search-and-rescue operations off the coast, the Coast Guard has a lot to do and plans on doing even more, as you well know, in the coming decades.

We can build all the cutters in the world, but we need personnel to operate these vessels. Most of the personnel come through the Training Center Cape May, located in my district. Eighty percent—eighty percent—of the Coast Guard's total workforce is absorbed through the Training Center Cape May.

The facility's existing barracks were constructed in the 1960s and, as you know, are in serious need of modernization for multiple reasons. I was pleased to work with Admiral Schultz to get phase 1 of the Training Center Cape May recapitalization project listed as the Coast Guard's number-one shore infrastructure budget priority for this year. Congress will be appropriating \$65 million to enable phase 1 of this four-phase project.

The barracks recapitalization will increase the training center's capacity by 1,000 additional servicemembers a year. This investment ensures that the Coast Guard will have the workforce it needs to accomplish its mission at home and, Admiral, also abroad.

The project will modernize classrooms with digital infrastructure and create far greater opportunities for women in the Coast Guard, which is one of our missions.

When the training center was last upgraded, the appropriations cycle lapsed, and now the facility is short of entire barracks. We cannot—we cannot—allow this to happen again. It is imperative that the current project not fall short.

The Congress is funding phase 1 in fiscal year 2022, and I believe that we should move to fund phase 2, 3, and 4 over the next 3 fiscal years so the entire project cycle is provided for when phase

1 is initiated in 2024. This project is too important for us to take half-measures.

So, I have two questions, and I would ask you to speak on both. How will the Coast Guard's personnel needs evolve, how will they change, over the next 50 years? And what role will the recapitalization of the Training Center Cape May play in meeting these needs?

Thank you very much, Admiral.

Mr. CARBAJAL. Thank you very much, Representative Van Drew. Were you looking for an answer from the admiral?

Dr. VAN DREW. Yes, I was. Should I repeat those questions?

Mr. CARBAJAL. Vice Admiral, did—yeah, I think he is frozen. The vice admiral is frozen.

We are going to take a 5-minute recess, and we will come back. We will find out what has happened with the communication with the vice admiral. It looks like he is frozen.

Mr. BROWN. Send out the icebreakers, Mr. Chairman.

Mr. CARBAJAL. We are going to take a 5-minute recess.

[Recess.]

Mr. CARBAJAL. We will reconvene.

Vice Admiral, did you get those questions, or did you freeze out before you could understand the questions being asked?

Are you there?

Admiral BUSCHMAN. Can you hear me, Mr. Chairman?

Mr. CARBAJAL. Yes. Were you able to get Mr. Van Drew's questions?

Admiral BUSCHMAN. I did hear the questions. I started to answer them, so let me start all over.

And I certainly agree with everything you said, Congressman, about the importance of Cape May. You mentioned 80 percent of our Coast Guard folks wearing the uniform go through Cape May. It is absolutely our enlisted center of excellence. It is absolutely critical to our Coast Guard operation, our Coast Guard success.

We are excited about this first phase, the \$65 million for the first phase of the barracks. I think there is another \$10 million on the unfunded priorities list for future planning for future phases. Couldn't be more excited about it. Absolutely critical to our success and operations.

I think you also asked about people and looking forward, kind of people needs. And, as I mentioned earlier, our Commandant and our Master Chief Petty Officer of the Coast Guard, they are laser-focused on supporting our workforce—our most important resource.

And as you look at needs going forward there, you start thinking about what the needs are of the workforce, the things that come to mind are childcare, medical support, particularly for an organization like the Coast Guard that has a lot of small units dispersed.

Certainly, we have a large shore facilities backlog, and we hear that from our folks about the status of their shore facilities. And we are starting to get at that shore facilities backlog, continue to make progress on that.

And I would also say IT. You are giving the tools to be able to do their job, from an IT perspective, but also, it is much broader than that. There are mobile tools, so they are out doing inspection reporting and they have tools that they can actually do the work in a mobile app like you should have in the 21st century.

And those are the types of things, I think, supporting this great workforce of ours going forward, that come to mind.

Mr. CARBAJAL. Thank you very much, Admiral.

Next, we will go to the distinguished Representative from Maryland, Mr. Anthony Brown.

Mr. BROWN. Thank you, Mr. Chairman.

And I want to thank the admiral for you and your leadership, your service to our country.

I can't tell you how much of an honor it is for me to be able to serve both on this Subcommittee on Coast Guard and Maritime Transportation as well as on the House Armed Services Committee. It gives me an opportunity to work with my colleagues in Congress to make sure that all of our services have the resources they need so that our servicemembers can do their job, do it well, do it successfully, and return home safely to their families.

So, I want to thank the chairman for holding this hearing.

And sort of following up a little bit on one of the questions asked by the ranking member, last year I did secure in the NDAA the requirement that the GAO study and report on the Coast Guard defense readiness resource allocation, and the GAO released the report last month. The report addressed, among other things, the DoD's reimbursement to the Coast Guard for specific activities related to the defense readiness mission.

While I support the Coast Guard's defense readiness mission, I do have concerns that the Coast Guard is being asked to support the DoD in ways that are outside of the scope and/or that are just simply stretching the already thin resources available to the Coast Guard.

Admiral, the GAO found that, between fiscal years 2011 and 2020, the DoD reimbursed the Coast Guard a little under \$850 million. The report also showed that, during that same period, the Coast Guard appropriations for defense-related activities declined by 9 percent.

The report also indicated that the Coast Guard's position on the reimbursement policy is that it is not intended to replace or cover the cost of the Coast Guard's commitments to DoD.

So, in your view, how does the reimbursement policy enable the Coast Guard to carry out its defense-related—or, I should say, defense readiness mission? And can you explain where the line is drawn between what is considered a reimbursable action and what is the Coast Guard fulfilling its statutory defense readiness mission?

Admiral BUSCHMAN. Sir, so, as I mentioned earlier, defense readiness is 1 of our 11 missions, so there is an appropriate level of defense that should get funded within our Coast Guard, within our DHS budget.

There are a number of different things where we do get money either from DoD or scored against DoD or scored against Function 050 money—that is both the Function 050 money that is in there as the overseas contingency operations that fund a whole bunch of things, including, like, we deploy a port security unit to support foreign defense—

Mr. BROWN. Admiral, if you could just—I mean, where do you draw—what is the difference between a reimbursable action and

the Coast Guard fulfilling its statutory defense readiness mission? Just, if you can give me an example or two.

Admiral BUSCHMAN. Yes, I will give you an example of a direct or a reimbursement, I would say, payment from Department of Defense.

We have two Maritime Force Protection Units—one in Bangor, Washington, one in Kings Bay, Georgia. Their sole mission is to protect Navy's nuclear submarines when they transit in and out. That is what they are there for. Because of our authorities, DoD asks us to be there. And that is an example of where that mission is 100 percent funded by DoD, so we pay zero. They pay for the cost of the ships—

Mr. BROWN. That is a good example. Yes. And I appreciate that.

Let me ask you this. The Coast Guard commitment to DoD's Indo-Pacific Command increased in fiscal year 2019 and 2020. And I am going to assume that it will continue on the rise, as we focus more on the Indo-Pacific.

With a declining defense readiness appropriation and increasing activities in INDOPACOM—which I recognize isn't even the largest dedication of Coast Guard resources. I think more of it goes to SOUTHCOM. But are you concerned that your defense readiness budget is not going to keep pace with the increasing demand by the DoD on the Coast Guard, particularly in the Indo-Pacific?

Admiral BUSCHMAN. Congressman, I think what our Commandant talks about is having a ready Coast Guard to do what the Nation needs it to do. And that includes restoring our readiness and then having the 3- to 5-percent annual budget growth in our operations budget.

The budget that is currently before Congress is the first time we have seen some operations budget growth. That is about 6 percent. That is the type of activity that gets you a ready Coast Guard to really do what the Nation needs it to do. And that is what I really think we are focused in on, is restoring our readiness and having a sustained path of the correct budget growth.

As it relates to INDOPACOM, I talked about the demand for Coast Guard services has never been greater, and certainly INDOPACOM is an example of that. That is an example of an area where we are seeing an increasing demand signal for Coast Guard services.

We have recently invested over there. We put three of our new Fast Response Cutters over in Guam. We are already doing extraordinary work in the Pacific there. There are our major cutters that we have deployed. Most recently, one of our National Security Cutters deployed and worked with the Indonesian Maritime Security Agency, worked with Japan, Taiwan, and Indonesia, and also in support of the combatant commander, and, also, some of our training teams to help build capacity.

And there are really a number reasons for this, and it has to do with the Coast Guard's role. And our Commandant signed out last year, along with the Chief of Naval Operations and the Commandant of the Marine Corps, a tri-service maritime strategy to talk about how these three services work together and the value they provide the Nation. And that strategy talks about the Coast Guard's mission profile and how that makes us really a preferred

partner of choice for so many different nations subject to coercion, some type of coercion here.

So, I think there is certainly an increasing demand signal in the INDOPACOM and other places, and we are really focused on restoring readiness and maintaining that readiness so that the Coast Guard is able to do what the Nation asks it to do.

Mr. BROWN. Thank you, Admiral.

And, Mr. Chairman, in yielding back, I will just say that while we are looking at a fairly substantial increase in DoD spending for components other than the Coast Guard, I would hope that we can find ways to boost the spending for the Coast Guard.

You have a maintenance backlog, an increase in demand signals. You are doing fantastic work, you and your team at the Coast Guard. We have to make sure you have the resources you need to perform that mission and to come home safely to your families and the country.

Thank you, Mr. Chairman.

Mr. CARBAJAL. Thank you, Mr. Brown.

We will now move on to Mr. Lowenthal. I know he was on earlier. I don't know if he is still on.

[Pause.]

Mr. CARBAJAL. Maybe he had to leave.

All right. With that, we will proceed to do another round of additional questions. I will now recognize each Member who wishes to speak for 5 minutes, and I will start with myself.

Admiral, the Coast Guard's fiscal year 2022 budget requested about 1,200 new operations and sustainment positions. What analysis has the Coast Guard conducted to support its request for these additional personnel?

Admiral BUSCHMAN. Chairman, thank you for the question.

Thanks to the support of the administration and Congress, we are in the midst of our largest recapitalization of our fleet since World War II. So, many of those positions, as we are bringing the new assets online, they are really to operate those new assets, those great ships we are going to be getting here through this great recapitalization effort.

I would say there are some other things in there as well. We talked about some of the marine safety concerns with the committee here and how we are trying to address those and requesting some more marine inspectors, some other folks that work in the marine safety field. And we are also increasing our cyber capability as we see continued cyber threats.

So, there are a number of different things that constitute those 1,200 people, sir.

Mr. CARBAJAL. Thank you.

Moving on, effective risk management and asset allocation requires access to informative data. However, the GAO has identified serious limitations to the MISLE system, a key data system for multiple Coast Guard missions.

What is the status of the Coast Guard's effort to replace those systems, and why have you not acted sooner?

Admiral BUSCHMAN. Mr. Chairman, MISLE is a repository of information we do for many of our cases, whether in inspections, law enforcement, search and rescue.

We are looking at what the MISLE needs to be of the future. It is a system that we really are starting to get after, looking at what the MISLE looks like of the future.

We are also looking at taking pieces of MISLE and breaking it down in applications so they can use it in a mobile fashion. So, the folks in the field, they are out there boarding a vessel; maybe it is a commercial vessel. And, right now, they have to drive back to their office—it may be several hours—to enter data in a computer. We are trying to give mobile apps to folks so they can be much more efficient.

So those are the kind of things we are looking at. I think you asked, why were you not getting at this earlier? We talked about the importance to restore Coast Guard readiness and sustained budget growth. This is one of those things that really falls in that category, to having the resources to be able to fund these really, really important things for us to do our jobs, these job enablers.

So, thanks for the question, Mr. Chairman.

Mr. CARBAJAL. Admiral, earlier, you mentioned sequestration. Could you provide more details on how this is impacting the Service? And could you detail if this impacts strategic planning long term? And you touched on the shortcomings of that effort regarding the MISLE program, but what else could you touch on?

Admiral BUSCHMAN. I think it really gets down, sir, to our readiness concerns. Sequestration had an impact on things we weren't able to fund, things we had to scale back a little bit, whether it is maintenance, whether it is training shortfalls and those types of things.

And that is what we are really trying to get after now. And we really can't thank the committee enough, your support, Mr. Chairman, for really addressing Coast Guard readiness concerns, the various things we talked about. And that is how we are really trying to get after them.

Mr. CARBAJAL. Thank you, Admiral.

Next, I will proceed to Ranking Member Gibbs.

Mr. GIBBS. Thank you, Chairman Carbajal.

Admiral, in your testimony, you discussed the polar operations at length and the Coast Guard's vessels to conduct missions in the Arctic and Antarctica. And you mentioned the resources to uphold sovereign rights and advance our security interests, promote environmental stewardship, and support economic prosperity in the Arctic.

And we have our two major vessels, the *Healy* and the *Polar Star*. Would you say they provide the most visible representation of U.S. sovereignty in the Arctic Ocean and waters surrounding Antarctica? That is, I guess, a simple "yes" or—

Admiral BUSCHMAN. Ranking Member Gibbs, that is an absolute "yes."

Mr. GIBBS. OK.

And, also, in your testimony, you state that the Service remains committed to providing year-round surface coverage in the Bering Sea. The *Seattle Times* reported that there was a 12-week deployment this year of the *Polar Star*, and that it was the first winter deployment of any U.S. Coast Guard vessel since 1982. That is, like, 40 years ago.

Was the Seattle Times incorrect in its reporting? When is the next winter deployment in the Bering Sea of a U.S. Coast Guard surface vessel?

Admiral BUSCHMAN. Ranking Member Gibbs, so, as it relates to Alaska, it is certainly a unique operating environment—huge territory, tyranny of weather as well.

We have a major cutter in the Bering Sea at all times, a minimum of 1.0 presence in the Bering Sea. That is the commitment we have made there. In addition to that, our Coast Guard cutter *Healy* you just talked about operates up there part of the year, sometimes doing science in support of science missions.

This year, the Polar Security Cutter normally would deploy down to Antarctica to support the breakout of the McMurdo Research Station there and do some other things. It was unable to do so due to COVID, due to concerns of the unique environment down there, introducing COVID. We had the great opportunity to deploy it for the first time in many years up to the north, the furthest north I think it had ever been in many, many years—went up to 72 degrees north—in the wintertime.

But we always have at least a major cutter presence in the Bering Sea as well.

Mr. GIBBS. OK. So, Seattle Times was incorrect in their reporting, then?

Admiral BUSCHMAN. Sir, I am not familiar with that reporting, but I can certainly look into that article and get back to you, sir.

Mr. GIBBS. OK. Thank you.

Also, we talked about domestic icebreaking policy prioritizing maritime deliveries of food and fuel over industrial supplies. While that prioritization of tier 1 waterway commerce might be appropriate in the Northeastern States, in the Great Lakes, the vast majority of food and fuel is delivered by land transportation, not vessels. Instead, the Great Lakes steel manufacturing industry depends on adequate winter icebreaking to facilitate delivery of raw materials, and this icebreaking is needed in more areas than just the four Great Lakes connecting channels that the Coast Guard considers tier 1.

In light of the creation of an office to look at construction of a new Great Lakes icebreaker, will you revisit the Coast Guard's domestic icebreaking policy with respect to the Great Lakes so that it more appropriately considers the maritime commerce needs of this important area?

Admiral BUSCHMAN. Ranking Member Gibbs, so let me just talk about domestic icebreaking.

We have a number of domestic icebreakers, most of them 140 feet. They are on the Great Lakes. A few of them are in the Northeast. And we have some smaller 65-foot cutters.

We are very much focused in on that mission and keeping the shipping lanes open in the winter. One of the good news is, our 140-foot icebreakers just went through a service-life extension program, and so they are going to be more cruising-reliable. They won't be out of service, going through an extended dry dock. There are more of them there. We shifted an additional one in the Great Lakes to keep commerce moving.

So, we are very much focused in on that, as well as our existing cutter *Mackinaw*.

And then I think you asked about some of the measures of that. We certainly have measures, our performance measures, keeping 95 percent of the major waterways up there open year-round.

And I hope that answers your question, Ranking Member Gibbs.

Mr. GIBBS. Yeah, I do appreciate that. Because I just want to make sure the Coast Guard realizes how they prioritize stuff for the economic commerce is very important. It is more than just fuel and food. And so, thank you very much.

I yield back.

Admiral BUSCHMAN. Yes, sir, absolutely.

Mr. CARBAJAL. Thank you, Mr. Gibbs.

Representative Steel, I know you are online. I don't know if you have additional questions.

[Pause.]

Mr. CARBAJAL. Not hearing any, I will move forward to close our hearing.

This concludes our hearing for today.

I would like to thank the witness for your testimony.

I ask unanimous consent that the record of today's hearing remain open until such time as our witness has provided answers to any questions that may be submitted to him in writing.

I also ask unanimous consent that the record remain open for 15 days for additional comments and information submitted by Members or the witness to be included in the record of today's hearing.

Without objection, so ordered.

The subcommittee stands adjourned.

[Whereupon, at 11:17 a.m., the subcommittee was adjourned.]

SUBMISSIONS FOR THE RECORD

Prepared Statement of Hon. Peter A. DeFazio, a Representative in Congress from the State of Oregon, and Chair, Committee on Transportation and Infrastructure

Thank you, Chairman Carbajal for calling this important hearing. The Coast Guard is a vital service with increasing demands that test the Service's ability to execute each of its missions. In recent years we've seen an increased risk to recreational and commercial boating, a rise in illegal, unreported, and unregulated fishing, an increased Coast Guard presence in international missions, deteriorating infrastructure and aging assets. Without proper resources, the Coast Guard can only do so much.

The Coast Guard is a service that operates on a budget that pales in comparison to the other uniformed services. It is imperative that its core missions are not neglected, and Congress must ensure that the Coast Guard is receiving the resources needed to support state of the art technology, necessary acquisitions, and, most importantly, a thriving workforce.

Today, the Coast Guard executes eleven missions. These are: port and waterway security, drug interdiction, aids to navigation, search and rescue, living marine resources, marine safety, defense readiness, migrant interdiction, marine environmental protection, ice operations and law enforcement. However, I cannot imagine how this agency is supposed to execute these responsibilities with a \$13 billion budget. By comparison, the Navy spends around \$160 billion per year.

While the Coast Guard is in the midst of the largest recapitalization in its history, service members continue to operate an aging fleet of aircrafts and vessels, and are forced to live, work, and send their children to deteriorating facilities for childcare.

With natural disasters increasing tenfold over the past decade and sea-level rise beckoning at their piers, the Service has been forced to surge personnel and acquisitions from across the country to respond. Understanding these operations is paramount to understanding the constraints within the Coast Guard's budget, and I look forward to hearing from the Vice Admiral on how the agency strives to achieve mission balance through the context of funding, resource hours, and strategic planning.

The Service's greatest asset is its workforce—the men and women who choose to serve this country. I am keenly aware that the agency is currently operating below its workforce needs, and this has impacted its ability to meet mission demands. Even though the Coast Guard is the smallest military service, it lacks a comprehensive understanding of its manpower needs. According to a 2020 GAO report, the Coast Guard had completed Manpower Requirements Determinations—its preferred workforce assessment method—for only 6 percent of its workforce. Without full consideration for workforce needs, I fear the service cannot appropriately assign its resources to complete its missions.

Over the past decade we have seen the Coast Guard allocate its largest percentage of resource hours and funding on drug interdiction missions. Further, 51.5 percent of resources are dedicated to homeland security missions. While those missions are certainly important, the service must not lose sight of its non-homeland security missions, including marine safety and marine environmental protection. Although, these missions aren't the exciting ones we see on the news, they're vital to safety at sea as well as our national and economic security interests.

As the nation's primary maritime response and law enforcement entity, I am committed to working hard to ensure that the Coast Guard is equipped to surge assets and personnel to respond to hurricanes, international emergencies, mandatory ice-breaking operations, and oil spills.

This past month alone, we've seen the essential service the Coast Guard gives our country as the California oil spill continues to ravage our marine wildlife, physical environments, and maritime economy. I will continue to work to ensure that the Coast Guard is fully funded and that the workforce who keep the service operating is not neglected.

I thank Vice Admiral Buschman for appearing today and I look forward to his testimony.

Prepared Statement of Hon. Sam Graves, a Representative in Congress from the State of Missouri, and Ranking Member, Committee on Transportation and Infrastructure

Thank you, Chair Carbajal, and thanks to our witness for being here today.

The Coast Guard conducts many missions, even as the national spotlight on different Coast Guard issues fluctuates at different times.

After 9/11, a great deal of attention was paid to maritime security, and there was significant growth in the Coast Guard's ports, waterways, and coastal security program.

This Committee tracked that growth closely and attempted to ensure that increased maritime *security* didn't mean decreased maritime *safety*.

There was a recent incident off the coast of Southern California where we witnessed the importance the Coast Guard's role not only in ensuring maritime safety on the front end but also in responding to emergency situations.

In addition, the United States is more active in the Pacific due to concerns about China and it appears the Coast Guard is poised to take a more active role in national defense and international relations activities.

I look forward to hearing from Vice Admiral Buschman today about how the Coast Guard plans to ensure that it can carry out its many functions in the future.

I particularly look forward to hearing how the Coast Guard intends to carry out its missions related to keeping maritime commerce operating smoothly. This is an extremely pertinent and serious issue given the current supply chain crisis which this Administration has only made worse.

Thank you, Chair Carbajal. I yield back.

APPENDIX

QUESTIONS FROM HON. ALAN S. LOWENTHAL TO VICE ADMIRAL SCOTT A. BUSCHMAN,
DEPUTY COMMANDANT FOR OPERATIONS, U.S. COAST GUARD

Question 1. For hundreds of years, maritime pilots have relied on buoys as aids to navigation (AToNs) while at sea. Buoys and AToNs sit in key navigational points where they can provide maritime pilots with critical data, such as geolocation, wind speed and direction, and current speed and direction. However, buoys and AToNs in the United States lack “smart” technology to provide maritime pilots with intelligent sensor data and aid in the recovery of these assets after storms, speeding the reopening of ports and better utilizing U.S. Coast Guard assets.

a. What is the U.S. Coast Guard’s plan to pilot connected technology on buoys and AToNs?

ANSWER. In September 2021, the Coast Guard contracted with SailPlan Inc. to integrate “Smart Buoy” technologies on two buoys in Chesapeake Bay for one year. The Coast Guard expects to deploy the equipment early in calendar year 2022. Working in cooperation with the Maryland Pilots Association, the Coast Guard will evaluate the effectiveness of providing real-time environmental data including wind, current, and wave height to area pilots. Furthermore, the Coast Guard will also have access to buoy “health” data, including power consumption and location information.

b. What is the Coast Guard’s long-term plan to transition the buoys and AToNs in U.S. waters to smart technology?

ANSWER. It is unlikely that this technology can be applied to all of the 45,000 aids that make up the entire ATON constellation in the U.S. due to harsh conditions endured by aids and their frequent loss caused by allisions and natural disasters; however, the Coast Guard will use the Chesapeake study to inform further internal discussion on the application of this technology on a larger scale.

QUESTIONS FROM HON. MICHELLE STEEL TO VICE ADMIRAL SCOTT A. BUSCHMAN,
DEPUTY COMMANDANT FOR OPERATIONS, U.S. COAST GUARD

Question 1. Why haven’t the Coast Guard and the Marine Exchange of Southern California updated Anchorage Management Guidelines since triple the number of vessels have anchored in South Foxtrot off the coast of California’s 48th Congressional District since January, 2021?

ANSWER. The Coast Guard works closely with Federal, State, and Port partners, including the Marine Exchange, on the Ports of Los Angeles-Long Beach (LA/LB) Harbor Safety Committee (HSC). The HSC periodically reviews and updates the Ports of LA/LB Harbor Safety Plan (HSP) as necessary to improve safety of navigation in the Ports of LA/LB. The HSC most recently updated the Anchorage Chapter of the HSP in February 2021. Furthermore, following the Pipeline P00547 Incident in October 2021, the Coast Guard permanently discontinued the use of three South Foxtrot anchorage circles, and is working to codify that change in policy.

Question 2. The Marine Exchange Vessel Traffic Service of Los Angeles-Long Beach is supposed to make the San Pedro Bay ports safer, cleaner, and more efficient. Unfortunately, the overflow of vessels in anchorage areas off the coast of California’s 48th Congressional District is threatening the safety, environment surrounding, and efficiency of those ports. Will the Coast Guard commit to working with the Marine Exchange to update the VTS and Anchorage Guidelines applicable to the San Pedro Bay ports to assure the goals of safer, cleaner, more efficient ports are met?

ANSWER. Coast Guard Sector Los Angeles-Long Beach works daily with the Marine Exchange of Southern California and other Federal, State, and Port partners to ensure the safety of vessels navigating, anchoring, and transiting in and out of

the Ports of Los Angeles-Long Beach. The ongoing investigation into the Pipeline P00547 incident will help to inform any changes necessary to local VTS and Anchorage Guidelines to make the Port of Los Angeles-Long Beach safer and more efficient.

