



# Department of Justice

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STATEMENT

OF

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UNITED STATES ATTORNEY  
FOR THE DISTRICT OF SOUTH CAROLINA

BEFORE THE

COMMITTEE ON HOMELAND SECURITY AND GOVERNMENTAL AFFAIRS  
UNITED STATES SENATE

CONCERNING

"ONE YEAR LATER: A PROGRESS REPORT ON THE SAFE PORT ACT"

PRESENTED ON

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United States Attorney  
District of South Carolina  
Before the  
Committee on Homeland Security and Governmental Affairs  
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Mr. Chairman, members of the Committee, I am Reginald Lloyd, the United States Attorney for the District of South Carolina. It is an honor to appear before you today to talk about a Port and Intermodal Security Initiative in Charleston, South Carolina called "Project SeaHawk". Some of you may be familiar with Project SeaHawk, but for those of you who are not, I would like to take a few minutes this morning to share with you what I believe is a truly successful example of federal, state, and local agencies working together very effectively to secure the Ports of South Carolina and to serve as a national model of innovation to enhance our nation's intermodal security.

SeaHawk's Mission

Project SeaHawk was established in March of 2003 as a congressionally-funded pilot project to enhance maritime and intermodal transportation security for Charleston and the South Carolina Ports. SeaHawk is currently operated under the direction and authority of the United States Attorney's Office in the District of South Carolina and serves as one of the District's counterterrorism/critical infrastructure initiatives through its Anti-Terrorism Advisory Council. The Project has four primary goals: First, to enhance the security of the intermodal environment in the Port of Charleston and other South Carolina Ports; second, to operate a unified Law Enforcement Task Force coordinating federal, state, and local resources; third, to develop a streamlined process to target illicit intermodal activity; and, finally, to serve as a national model and test-bed for innovative ideas.

The protection of our nation's maritime borders is a shared responsibility crossing multiple jurisdictional boundaries. While each federal agency responsible for maritime border security has a core mission at the Port, no national standard exists to facilitate coordination of resources, operations, or information and intelligence exchange with federal agencies or with state and local jurisdictions. This leads to potential gaps that may be exploitable by criminals or extremists thus increasing the vulnerability of the Ports and intermodal transportation. Since its inception, SeaHawk has sought to seal the seams between port and maritime security activities. SeaHawk does not replace the good work of the federal agencies who conduct their mission at the Port; rather it seeks to integrate those missions through co-location of federal, state, and local agencies; unity of effort; innovative development and deployment of technology; and information-sharing -- all of which can be exported to assist other U.S. Ports at the end of the pilot project. As a result, SeaHawk has been called a model for port and intermodal security throughout the nation.

## SeaHawk Achievements

Since its establishment in March of 2003, Project SeaHawk has already achieved many of its envisioned goals and objectives as follows:

- Establishment of a full-time, multi-agency, co-located task force of federal, state, and local law enforcement personnel using a unified command structure to eliminate interagency rivalries, promote cooperation, and enhance information-sharing and investigative resources;
- Creation of a shared information environment for increased situational awareness of intermodal activity in the port by providing full and complete access of collected information to task force members;
- Development of an interagency intelligence section to provide direct support to law enforcement operations and investigations;
- Creation of a joint operations command center providing intermodal and maritime domain situational awareness and resource coordination;
- Development of an integrated and linked radiological detection and monitoring architecture; and
- Operation of a proactive maritime and intermodal security strategy to deter criminal or extremist-related illicit activities in South Carolina.

## SeaHawk Partnerships

None of the SeaHawk objectives would have been accomplished without the strong partnerships established among the core agencies that have primary jurisdiction in securing our nation's maritime borders. Full-time personnel commitments to SeaHawk from the U.S. Coast Guard (USCG), Customs and Border Protection (CBP), Immigration and Customs Enforcement (ICE), Defense Criminal Investigative Service (DCIS), South Carolina Law Enforcement Division (SLED), Charleston County Sheriff's Department, Mt. Pleasant Police Department, Charleston Police Department, North Charleston Police Department, Charleston Area Marine Law Enforcement Unit, and the South Carolina Ports Authority Police Department have ensured that SeaHawk's mission is truly integrated to serve and benefit the Port of Charleston. SeaHawk's mission is also enhanced by its co-location and strong working relationship with the FBI's Joint Terrorism Task Force (JTTF). In addition, SeaHawk is directly integrated with the South Carolina State Fusion Center and, as a result, shares and receives information providing situational awareness of criminal activity in and around the Port. SeaHawk has also begun discussions with other Ports in the region such as Savannah, Wilmington, and Norfolk with regard to how lessons learned at SeaHawk can assist them.

## SeaHawk Structure and Staffing

SeaHawk operates through a Unified Command structure comprised of liaison officers from the USCG, CBP, ICE, and SLED and chaired by the Director of Project SeaHawk, an Assistant United States Attorney from the District of South Carolina. The

United States Attorney's Office has also provided the staff support functions for SeaHawk which includes Administrative, Intelligence, Plans, and Information Technology. DOJ also coordinates the State and Local Law Enforcement assets at SeaHawk. Each member of the Unified Command brings agency-unique resources that support SeaHawk's operations.

A SeaHawk Executive Steering Committee meets quarterly to receive information about the status of Project SeaHawk and provide input on long-term strategic and operational goals. The Steering Committee includes the United States Attorney, the Captain of the Port, the CBP Port Director, the Chief of the South Carolina Law Enforcement Division who also serves as the Director for Homeland Security for the District of South Carolina, the FBI Special-Agent-In-Charge (SAC) for South Carolina, the Resident-Agent-In-Charge for ICE, the Transportation Security Administration (TSA) Federal Security Director, and all sheriffs and police chiefs for the state and local law enforcement agencies who have personnel dedicated to SeaHawk. The use of the Unified Command to make daily and short-term decisions for SeaHawk operations and the SeaHawk Executive Steering Committee to provide input on long-term strategy and operations ensures that all agencies are all on the same page with regard to SeaHawk's goals and objectives.

#### Maritime Screening and Assessment Portal

One of the biggest challenges in establishing SeaHawk was the creation of a process and a security screening logic that would support the collective decision-making and security resource allocation of SeaHawk's Unified Command. This is being addressed through the development of an information and data-capture process in which multi-source information collected as part of the maritime and intermodal screening process is filtered through a data-logic model comprised of a variety of indicators of suspect activity. All activity identified as suspect in this process is subjected to a thorough review process, the results of which are provided to the Unified Command who meet daily and focus on reviewing a 96-hour window of pending activity within the Port. Issues identified in the Maritime Screening and Assessment Portal are individually discussed and addressed through the application of SeaHawk resources. The combined agencies represent a significant capability to investigate or address security issues that may arise. SeaHawk's Maritime Screening and Assessment Portal has proven to be effective as an information portal that operationalizes a comprehensive approach to conducting maritime and intermodal security.

#### SeaHawk Task Force Officers

At SeaHawk, the federal officers, special agents, and inspectors charged with securing our nation's maritime borders are augmented with task force officers from all of the surrounding local municipalities. Each of these local law enforcement officers are sworn special deputy U.S. Marshals who have received training to conduct searches and inspections. The real value of SeaHawk is the ability to pool limited resources and then apply them against a risk-based ranking of all identified security issues. In other words, the sum of the combined parts of SeaHawk is greater than the strengths or capabilities of

any one agency. Further, the combined group has a wider scope of jurisdictional authority than any one agency or activity. Every day, SeaHawk Task Force Officers are involved in a broad range of preventive security actions from conducting ship boardings to inspecting trucks and terminal yards. The SeaHawk Task Force Officers are clearly a force multiplier that enhance the security of the Port and send a clear message to all visiting foreign vessels about the thoroughness of Charleston's maritime security program. We believe that this proactive, preventive policing is a national model that achieves the unified approach that Congress and the public are looking for to protect critical infrastructures such as the Port.

### Interagency Intelligence Program

Seahawk was established with the intent of using an intelligence effort to lead policing and prevention operations. The Seahawk intelligence team is a unique resource for the maritime security effort in South Carolina as no other Captain of the Port or Sector Commander in the USCG, nor Port Director in CBP, nor SAC in ICE has a similarly-sized or capable resource. The Seahawk intelligence team, which includes the USCG's field intelligence elements, conducts the review of all vessels and crew bound to the Port of Charleston and provides the results of that screening to the Unified Command on a daily basis so that they can plan mitigation actions. The intelligence team also provides situational awareness information to SeaHawk with regard to the global war on terrorism and its specific implications for South Carolina, including terrorism-related advisories pertaining to the intermodal environment in the U.S. and unique insights into the international maritime shipping community that includes suspect operating, management, crewing or business practices of a shipping enterprise that may operate a vessel bound to a Port in South Carolina.

### SeaHawk Interagency Operations Center

Seahawk's Operations Center is the central hub of all maritime and intermodal security operations within the South Carolina complex. The Center was designed to enhance and facilitate information-sharing and joint operations. A variety of sensor and other information is received and displayed in the command center to enhance situational awareness of all intermodal activity occurring in the Ports. Ships can be followed with radar and video as they enter and leave the harbor area, special sensors monitor the environment for radiological materials and various information streams or intelligence feeds keep SeaHawk Task Force Officers and intelligence analysts apprised of ongoing events that may affect the security and continued safe operation of the Port of Charleston.

### SeaHawk Technology

Seahawk has used its resources to improve maritime security and intermodal law enforcement and security capabilities across four broad areas. These areas include voice and data communications, law enforcement investigative and intelligence tools, information technology infrastructure, security and national security access, and a variety of sensor programs. One of the cutting-edge programs undertaken by Seahawk has been

a mobile radiological detection program that was designed to complement the fixed-array radiological detection program operated by CBP at the Port terminals and the USCG's smaller radiological sensor program used during ship boardings. The Seahawk mobile capability deploys a sensitive radiological sensor in a vehicle and a small boat. These mobile sensors can be used for patrols within the port, across all intersecting waterways, or location where there is a reported radiological threat. Radiological alerts identified by the mobile sensors are provided back to the Seahawk Operations Center for analysis. Seahawk has partnered with DHS' Domestic Nuclear Detection Office (DNDO) and TSA to develop and field this capability.

### SeaHawk Budget

Total funding appropriated to DOJ for Project SeaHawk since fiscal year 2003 is \$46.4 million dollars, and \$41.4 million is available until expended. As of October 9, 2007, SeaHawk has expended and/or obligated approximately \$38.5 million of the Project funds with the remaining approximately \$7.7 million dollars budgeted, but not yet obligated. Based on its current budget, DOJ anticipates having funds to operate SeaHawk through September 2009. The fiscal year 2008 President's Budget proposes no additional funding and no rescission of unobligated balances for Project SeaHawk.

The most tangible SeaHawk legacy to South Carolina's maritime security is qualitative improvement to security infrastructure. In that regard, by the end of the pilot project, approximately 67% of the SeaHawk budget will have been expended to acquire or improve fixed assets at a cost of \$31.1 million. These fixed assets are spread across the following broad areas and include the SeaHawk Operations Center; SeaHawk Maritime Screening and Assessment portal; SeaHawk information-sharing sources; state and local law enforcement equipment including vehicles and boats; radiological architecture; and the task force communications.

### SeaHawk Upcoming Projects

In the remaining two years of the pilot project, SeaHawk has obligated funds for and is scheduled to complete a number of additional projects that will continue to integrate federal, state, and local law enforcement activities at the South Carolina Ports. These projects include a facility build-out to co-locate the USCG's Sector Command Center (SCC) with the SeaHawk Operations Center. We believe that SeaHawk's integration of the SCC, which is currently located in downtown Charleston, will enhance USCG's interoperability with all entities involved in the intermodal security of South Carolina Ports and will result in the development of a model interagency operations center as described in the Safe Port Act of October 2006.

In addition, we also plan to renovate an existing facility located adjacent to the Project SeaHawk Operations Center and relocate the SeaHawk Marine Law Enforcement Unit to that new facility. The Marine Unit is comprised of maritime law enforcement assets from multiple local jurisdictions who support and augment all maritime security operations now conducted by USCG, ICE, and CBP. The SeaHawk plan is to provide an upgraded facility to the Marine Unit that will allow the Marine Unit

to become a sustained law enforcement presence on the Port thereby greatly benefiting federal, state, and local law enforcement efforts.

### SeaHawk Transition

Because Project SeaHawk was established prior to the full standup of DHS and funded by means of a congressional earmark to DOJ, it is not clear who will fund and sponsor SeaHawk when the pilot project ends. Based on an analysis of projected annual operating cost, SeaHawk could operate as it currently exists at a yearly cost of approximately \$2.7M - \$4.5M. Those projected costs include facility expenses; administration, training, and travel; information technology; and personnel costs. The Safe Port Act of October 2006 directed the Secretary of the DHS to establish interagency operation centers for port security at all high-priority ports not later than 3 years from the enactment of the Act and, we believe that, by the end of the pilot project, Project SeaHawk will have all of the necessary elements to serve as a national model for the “interagency operation centers” described in the Act. The DOJ and the United States Attorney’s Office in the District of South Carolina remain focused on transitioning Project SeaHawk in a way that maximizes its return on the congressional investment entrusted to it in 2003.

I thank you very much for inviting me here and giving me the opportunity to talk to you about a project that is a true example of federal, state, and local governments working together at their best. I am very proud to be associated with Project SeaHawk, and I am happy to respond to any questions you may have.