

# **Maritime Security: The Canadian Approach**

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## Biographic Notes

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Mr. Yves Villemaire is Director General, Fleet with the Canadian Coast Guard. He is based at Headquarters in Ottawa where he oversees the management of the fleet for operations, planning, seagoing personnel support and safety and security. He provides functional direction to the Regional Directors of Operations charged with the daily running of the fleet in the five Coast Guard regions.

Prior to being appointed to this position in August 2003, he had been Director General, Human Resources Operations and Systems for two years with the Department of Fisheries and Oceans, the home department of the Canadian Coast Guard. This followed a previous three-year appointment as Director, Early Conflict Resolution Office, a service he established while reporting directly to the Deputy Minister.

A graduate of the Coast Guard College in Sydney Nova Scotia, Mr. Villemaire started his career as a Coast Guard Ship's Officer and served in various parts of the country in a number of shipboard and shore positions. He holds an MBA from Queen's University.

From 1995 to 1998, as Director Human Resources and Management Services, in the CCG Marine Technical and Support Services Directorate he oversaw the recruitment and career progression of Fleet Officers. As Director Staff Management, Program Planning and Coordination Directorate he contributed to the development of the business plan.

From 1994 to 1995, as Project Manager Eastern Canada, Navigable Waters Protection Program Branch, he assessed the navigational impact of Ministerial authorization for hydroelectric dams, bridges, and other works and aquaculture sites.

From 1986 to 1994, as Superintendent Vessel Manning and Manager, Fleet Systems Directorate, he managed technical training, conducted reviews of scheduling effectiveness on CCG vessels and conducted oral examinations for Coast Guard Command candidates. As Chief Fleet Seagoing Personnel he represented the Employer in collective bargaining.

From 1979 to 1986, as Navigation Instructor at the Canadian Coast Guard College and at the Transport Canada Training Institute he developed and delivered training courses in marine navigation and served as Commanding Officer on a training vessel.

From 1974 to 1979, he served as Ship's Officer on various Coast Guard vessels providing marine navigational aids, search and rescue and icebreaking services on the three oceans bordering Canada's coast and conducted cable-repair operations off the Canadian, US and European seacoasts.



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Good afternoon ladies and gentlemen.

The last few years have seen a valuable and vigorous debate on public security in Canada. It is clear an equally interesting debate is underway in the Southern Hemisphere. Today, I will address our “multi-agency” approach to security and more specifically the contribution of the Canadian Coast Guard to maritime security.

It seems somewhat ironic to be speaking to you about the Canadian Approach to Maritime Security given that my organization does not, in fact, have a mandate for maritime security.

Although a “uniformed service”, the Canadian Coast Guard is an unarmed, civilian organization. While not itself mandated for security, it nevertheless has a critical role to play in supporting the mandates of the larger federal security community.

As the only multi-functional and highly adaptable on-water platform system in the country, the Coast Guard is instrumental to the Canadian government in realizing its maritime safety and security obligations. The Coast Guard's multi-mission operating philosophy offers significant economies of scope. It also provides the government with a broadly distributed resource base, including a diverse fleet of vessels capable of operating in all marine areas of the country. Fleet operations are supported by 24-hour accessible operations centres, and cross-country maritime expertise.

The enhancing of collaboration and coordination among Canadian government departments and agencies is the underlying key to the effectiveness of maritime security in Canada. We have a multi-department and agency approach, in which:

- **Transport Canada** takes the lead for maritime security policy and regulation,
- **The Royal Canadian Mounted Police**, (*within Public Safety and Emergency Preparedness Canada*) takes the lead for anti-terrorism response,

- The **Canada Border Services Agency** is the lead agency for customs and immigration enforcement, and
- The **Department of National Defence** is the lead department for the coordination of on-water response to terrorist incidents.

This approach was initiated back in October 2001, when the Prime Minister ordered the formation of a cabinet-level *Ad Hoc Committee on Public Security and Anti-terrorism*. This committee brought together eight key Ministers with security responsibilities. The intent was that — rather than a formal merging of departments — the key players would instead be brought together to develop co-operative solutions to national security issues, including maritime security.

This committee oversaw the development of a broad range of legislative initiatives to increase security and public safety. Relative to maritime security, the committee ordered the establishment of an **Interdepartmental Marine Security Working Group**. The focus of the working group is on enhancing departmental coordination to improve the Government's

responsiveness to changes in the national and international maritime security environment. The working group structure reflects the Canadian approach of addressing national security issues. It is predicated on a spirit of co-operation.

Over the last three years, the working group has been successful in bringing forward to Cabinet an analysis of the gaps in Canada's maritime security, and in securing a Cabinet commitment to fund mitigation initiatives.

For instance, the Canadian Coast Guard received funding to construct a national AIS shore infrastructure and implement a long range vessel identification and tracking regime. The Navy, for its part, will construct High Frequency Surface Wave Radar systems on the Atlantic and Pacific coasts.

Additionally, the Navy will develop a Maritime Information Management system that will allow the sharing of maritime information and intelligence among departments and agencies. Importantly, Transport Canada received

funding to develop domestic regulations and an enforcement regime to operationalize the ISPS Code in Canada.

Without listing all the initiatives and projects funded in the last three years, it is sufficient to say that we have made strides in addressing gaps in our domain awareness, in our capacity for response, in our ability to safeguard our ports and waterways and our ability to collaborate and share information.

While the interdepartmental working group pushed forward, the public security debate continues, with a number of voices calling for an alternative to the multi-agency approach that would see Canada fall more in line with the US model. Of greatest public interest was the nature of the role of the Canadian Coast Guard.

I believe the reasons for that are twofold:

- Firstly, Canada is a maritime nation in which the Coast Guard has a very high visibility.

- Secondly—by means of the North American media—the Canadian public is acutely aware of the paramilitary role of the US Coast Guard. Comparisons are inevitably drawn.

The call for a US approach was most recently made in an October 2003 report by the *Senate Standing Committee on National Security and Defence*. The Senate report identified gaps in Canada's capacity for on-water response and patrol capabilities in coastal areas and the Great Lakes as well as a lack of capacity for surveillance and for the development of the Recognized Maritime Picture on the Great Lakes. These concerns were repeated and amplified in the March 2004 report of the *House of Commons Standing Committee on Fisheries & Oceans*.

Suggestions by the Committees to mitigate the identified gaps fell into three themes:

- First: Arm the Canadian Coast Guard and have the organization assume portions of the Royal Canadian Mounted Police, known as the RCMP, constabulary role as well as portions of the Navy's patrol and interdiction role.
- Second: Have the RCMP recreate its Marine Division to enforce federal statutes through maritime policing on the east and west coasts, Seaway, Great Lakes and inland waterways.
- Third: Have the RCMP assume responsibility for the compilation of the Great Lakes Recognized Maritime Picture. In a similar vein, the House of Commons Committee encouraged the Coast Guard to create an intelligence division in addition to a comprehensive surveillance role that includes the use of UAVs and satellite technology.

By implementing these initiatives, there's no question gaps would be addressed. The combination of a resurrected RCMP Marine Division and a robust, armed Coast Guard would help eliminate the sense of unease about maritime security.

This was an interesting proposal, and one to which we gave serious consideration. As a starting point, could we, the federal government, actually do this? The answer was yes. The caveat, of course, is that with enough money and time anything is possible.

To deliver on these three initiatives would indeed require spending a significant amount of both. Our fiscal reality is that having sufficient resources available to fund one RCMP, one Navy, and one civilian federal government fleet is in itself a continuing challenge. The funding required to replicate portions of the Navy mandates in the Coast Guard and RCMP, and replicate portions of the RCMP mandate in the Coast Guard would be extremely high. Neither is the time available to await the evolution of the Coast Guard into a constabulary, armed response organization or the evolution of the RCMP into a fleet operator and manager.

To address the remaining gaps in Canada's maritime security we need results now.

Transforming our Coast Guard to the US model would be similar to asking firefighters to become police officers while continuing to put out fires. It simply would not be viable for us.

Therefore, the Canadian Coast Guard and its federal partners in the maritime security arena continue to pursue an approach that harnesses current capabilities and builds on existing organizational strengths and expertise. This maximizes efficiencies and economies of scope while reducing the possibility of redundancies, duplication and overlap.

The Canadian Forces, the RCMP and the Coast Guard can address the remaining on-water response and patrol gaps and surveillance gaps through a focused, integrated effort, supplemented by investments in new vessels and surveillance systems. How do we do that?

*The Canadian Forces*, consistent with their current mandate, assume the responsibility for domain awareness, including the Great Lakes. The Forces are the operators of the federal military fleet with bluewater interdiction capacity with complete armed boarding capacity. They are also the lead for the coordination and management of on-water response to a maritime threat or developing crisis.

*The RCMP* sees an expansion of its constabulary and anti-terrorism response roles with significant capacity for armed boarding. This is consistent with the RCMP's current mandate. The organization has constabulary and anti-terrorism responsibilities out to 24 nautical miles, but very limited fleet capacity.

**The Canadian Coast Guard**, consistent with its current role, continues as operator of the federal government civilian fleet with operating capacity in ice-infested seas, and all sea areas including bluewater. The provision, operation and management of this fleet would include the new on-water requirements of the RCMP.

This approach was given credence recently with the April 2004 release of the Canadian *National Security Policy*. The development of this document was a milestone in public security policy in Canada.

The *National Security Policy* provides the federal government with an excellent framework for the way ahead. It is a clear statement by the Government that national security is a priority in Canada and will receive the prerequisite attention.

In a pre-announcement related to the *National Security Policy*, our Deputy Prime Minister indicated that, while steps have been taken to respond to many of the emerging threats to our national security, the time has come to move beyond ad hoc responses to bring all the resources of Government to bear in a more integrated ‘whole of Government’ approach for securing Canadians.”

That approach emphasizes collaborative solutions in the utilization of federal resources for securing Canadians.

Coinciding with the release of the *National Security Policy* was the announcement by the Deputy Prime Minister of concrete initiatives to deliver on a plan for maritime security.

Accordingly, a security reserve has been established to fund initiatives such as:

- Increased utilization of the Coast Guard and Navy fleets;
- Increase in aerial surveillance;
- Establishment of marine security operations centres, one on the Atlantic and one on the Pacific coast. These will be manned by staff from the various agencies involved.
- On-board installations of command and control equipment for a coordinated federal on-water response; and
- Contributions program to enhance the security of ports facilities in Canada.

Each is an important initiative building on achievements-to-date in increasing our awareness of what is going on in our waters, in the securing of our ports

and commercial fleet, and in sharing information and intelligence among federal departments.

As Director General of the Canadian Coast Guard Fleet, I am pleased that for the first time in its history, Canada has a single, integrated government civilian fleet. This was a goal repeatedly lauded for its efficiency and effectiveness, recommended in 1990 and finally adopted in 1995.

It is evident that by focusing on their core competencies, the RCMP, the Canadian Forces and the Coast Guard will be successful in implementing practical solutions to on-water response and surveillance gaps in Canada.

Collaboration must also extend beyond our borders to include all international partners. And given that collaboration begins with understanding, I would like to thank you for the great privilege of sharing with you Canada's approach to Maritime Security.