

DEPARTMENT OF TRANSPORTATION
U. S. COAST GUARD
INTRODUCTORY STATEMENT OF RADM R. A. BAUMAN
FOR PRESENTATION TO
THE HOUSE SUBCOMMITTEE
ON
COAST GUARD AND NAVIGATION
2 MARCH 1984

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE, I AM RADM BAUMAN, COMMANDER OF THE FIRST COAST GUARD DISTRICT AND HAVE WITH ME THIS MORNING MY CHIEF OF OPERATIONS, CAPT DOUG THURNHER. I AM PLEASED TO HAVE THIS OPPORTUNITY TO APPEAR BEFORE YOUR SUBCOMMITTEE AND ANSWER QUESTIONS.

THE FIRST DISTRICT ENCOMPASSES AN AREA OF 85,000 SQ. MI. IN THE WESTERN NORTH ATLANTIC OCEAN. IT INCLUDES THE COASTAL STATES OF MAINE, NEW HAMPSHIRE, MASSACHUSETTS AND RHODE ISLAND, TOTALING 5,412 MILES OF SHORELINE AS WELL AS SHARING AN INTERNATIONAL BORDER WITH CANADA. THE RESOURCES I COMMAND IN THE FIRST DISTRICT ARE FIVE HIGH ENDURANCE CUTTERS, TWO MEDIUM ENDURANCE CUTTERS, SIX OFFSHORE PATROL CRAFT, 70 UTILITY BOATS, FOUR FIXED WING JET AIRCRAFT, SEVEN HELICOPTERS AND 21 MULTI-MISSION STATIONS. EVEN WITH A DECREASING NUMBER OF SAR CASES REPORTED, THIS DISTRICT HAS A HIGH DEMAND FOR ITS HUMANITARIAN MISSION OF SAVING LIVES AND PROPERTY AT SEA. IN FY-83, WE HAD 5,160 SEARCH AND RESCUE CASES, WHICH IS AN 11.3% DECREASE FROM FY-82. TO ACHIEVE THIS RESULT, THE EDUCATION OF THE BOATING PUBLIC AND FISHING VESSEL

OPERATORS TO SAFETY TECHNIQUES TO PREVENT PROBLEMS WHICH MAY EVENTUALLY LEAD TO SEARCH AND RESCUE CASES IS STRESSED. WE DO THIS BY MANNING BOOTHS AND PROVIDING SAFETY LITERATURE AT FISHERIES EXPOSITIONS AND BOAT SHOWS; LECTURING AT MARITIME AND COMMUNITY AFFAIRS SEMINARS; AND CONDUCTING SEARCH AND RESCUE DEMONSTRATIONS. OUR COAST GUARD AUXILIARY CONTRIBUTES DIRECTLY IN THIS EFFORT BY RUNNING WELL-ATTENDED CLASSES THROUGHOUT NEW ENGLAND IN SAFE BOATING OPERATIONS. DURING THE SUMMER BOATING SEASON, THE AUXILIARY CONDUCTS VOLUNTARY COURTESY MARINE EXAMINATIONS. FOR THE FISHERMEN, WE PUBLISH THE "FISHERMAN'S DIGEST." IT CONTAINS SAFETY REGULATIONS PERTAINING TO THE COMMERCIAL FISHERMAN AND COAST GUARD PROCEDURES FOR SEARCH AND RESCUE CALLS, HELICOPTER EVACUATION AND OTHER EMERGENCY PROCEDURES. SAFETY CHECK-OFF LISTS ARE INCLUDED IN THE BOOKLET AS WELL AS OTHER RECOMMENDED READINGS FOR THE FISHERMEN. EVEN THOUGH IT WAS WRITTEN FOR FISHERMEN, THE REQUIREMENTS AND POLICIES CONTAINED IN THE "DIGEST" ARE ALSO APPLICABLE TO ANY UNINSPECTED VESSEL, INCLUDING PLEASURE BOATS. THE "FISHERMAN'S DIGEST" HAS TURNED OUT TO BE A VERY POPULAR BOOKLET, WITH REQUESTS FOR COPIES COMING FROM ALL LEVELS OF THE FISHING INDUSTRY, AS WELL AS MANY STATE AND FEDERAL AGENCIES. WE ARE PROUD OF THIS FIRST DISTRICT EFFORT AND BELIEVE IT WILL ASSIST IN REDUCING ACCIDENTS AT SEA.

WITH THE INTRODUCTION OF THE COMPUTER AND ADVANCED ELECTRONICS IN THE COAST GUARD'S TRADITIONAL SEARCH AND RESCUE ROLE, GREAT STRIDES HAVE BEEN MADE IN THE RAPID RECOVERY OF PERSONS AND VESSELS IN IMMEDIATE DISTRESS. FOR EXAMPLE, COAST GUARD GROUP BOSTON IS NOW USING A COMPUTERIZED RADIO DIRECTION FINDING SYSTEM. THE TRANSPORTATION SYSTEMS CENTER IN CAMBRIDGE HELPED DEVELOP THE SYSTEM AS PART OF A PROJECT FOR THE COAST GUARD OFFICE OF RESEARCH AND

DEVELOPMENT. THIS SYSTEM QUICKLY PROVIDES A POSITION AND A GRAPHIC DISPLAY OF A VESSEL TRANSMITTING ON THE DISTRESS FREQUENCY.

I WOULD LIKE TO ADDRESS THE COAST GUARD'S LONG STANDING POLICY OF NON INTERFERENCE WITH COMMERCIAL ENTERPRISE. IN THE CASE OF NON-EMERGENCY SEARCH AND RESCUE, THE POLICY IS: THAT WHEN COMMERCIAL SERVICE IS PRESENT AND CAPABLE OF TIMELY RESPONSE, AND WHERE THERE ARE NO LIVES AT STAKE, WE WILL HAND OFF TO QUALIFIED COMMERCIAL SALVERS. HOWEVER, WE WILL CONTINUE TO MONITOR THE CASE AND STAND READY TO LEND ASSISTANCE IF NECESSARY. IN RECENT MONTHS, BASED UPON OUR SOLICITATION, SOME COMMERCIAL TOWING AND SALVAGE FIRMS HAVE INDICATED THEIR AVAILABILITY TO RENDER ASSISTANCE TO VESSELS IN NON-EMERGENCY SEARCH AND RESCUE SITUATIONS. TO USE THESE COMMERCIAL OPERATORS, WE HAVE INITIATED PROCEDURES TO MAINTAIN A CURRENT LISTING OF DESIGNATED QUALIFIED BOAT OPERATORS INVOLVED WITH TOWING AND SALVAGE OPERATIONS WITHIN THE FIRST COAST GUARD DISTRICT. COMMERCIAL CONCERNS OR INDIVIDUALS WHO ARE INTERESTED IN HAVING THEIR VESSELS PLACED ON THE LIST HAVE SUBMITTED INFORMATION TO OUR SEARCH AND RESCUE OFFICE LISTING THEIR AREAS OF NORMAL OPERATIONS AND THE MAXIMUM TOWING AND SALVAGE CAPABILITIES OF THEIR VESSELS. THE COAST GUARD HAS IN THE PAST AND WILL CONTINUE IN THE FUTURE TO PURSUE ITS TRADITIONAL SEARCH AND RESCUE ROLE INVOLVING INCIDENTS WHERE THERE IS A THREAT TO LIFE AND PROPERTY AT SEA. IF, FOR EXAMPLE, WHEN A DELAY TO PROVIDE COMMERCIAL SERVICE WOULD ENDANGER OR WORSEN THE SITUATION, THE COAST GUARD WILL PROVIDE THE ASSISTANCE. CHANGING WEATHER CONDITIONS, STRONG CURRENTS, AND DANGEROUS SHOALS IN NEW ENGLAND WATERS CAN CREATE REAL EMERGENCIES VERY RAPIDLY. WE KEEP THIS IN MIND WHEN DECIDING OUR SAR RESPONSE.

NOW I WOULD LIKE TO DIRECT MY REMARKS TO CONCERNS ABOUT THE EFFECTIVENESS OF OUR LAW ENFORCEMENT PROGRAM. MARITIME NARCOTICS SMUGGLING HAS INFLUENCED FIRST COAST GUARD DISTRICT OPERATION OVER THE PAST SEVERAL YEARS. OUR RUGGED AND OFTEN REMOTE COAST LINE HAS HISTORICALLY MADE THE AREA A VERY TEMPTING TARGET FOR DRUG SMUGGLERS, SIMILAR TO THE DAYS OF PROHIBITION. IN MARCH 1982, FEDERAL AGENCIES UNDERTOOK A COORDINATED EFFORT TO DISRUPT TRADITIONAL MARITIME SMUGGLING ROUTES INTO THE SOUTHEASTERN UNITED STATES. THE SOUTH FLORIDA TASK FORCE, AS THIS GROUP CAME TO BE KNOWN, WAS EXTREMELY SUCCESSFUL. AS A RESULT, SMUGGLING ACTIVITIES WERE REDIRECTED INTO NEW ENGLAND WATERS. THIS TREND IS VIVIDLY REFLECTED IN DRUG VESSEL SEIZURE STATISTICS. FOR EXAMPLE IN 1981, THREE VESSELS WERE SEIZED IN NEW ENGLAND WATERS AND 44,000 POUNDS OF MARIJUANA WAS INTERDICTED. THIS FIGURE JUMPED TO EIGHT VESSELS AND 360,000 POUNDS OF MARIJUANA IN 1982. IN 1983, FEDERAL, STATE AND LOCAL LAW ENFORCEMENT AGENCIES SEIZED 11 VESSELS WITH CLOSE TO 400,000 POUNDS OF MARIJUANA.

I FEEL THE INCREASES IN SEIZURES HERE IN NEW ENGLAND ARE ATTRIBUTABLE TO BOTH THE GROWING LEVEL OF SMUGGLING ACTIVITY AND THE COAST GUARD'S GREATLY INCREASED LAW ENFORCEMENT EFFORTS. IN 1983, FIRST DISTRICT PATROL BOATS, ALONG WITH OUR MULTI-MISSION UTILITY BOATS CONDUCTED OVER 19,500 HOURS OF LAW ENFORCEMENT PATROLS IN OUR COASTAL WATERS. OUR SEVEN HIGH AND MEDIUM ENDURANCE CUTTERS LOGGED ALMOST 14,000 HOURS OF LAW ENFORCEMENT PATROLS IN THE NORTH ATLANTIC AND THE CARIBBEAN. THE INTRODUCTION OF THE HU-25 FALCON JET AIRCRAFT TO OUR INVENTORY AT AIR STATION CAPE COD LAST MARCH HAS GREATLY INCREASED OUR LAW ENFORCEMENT CAPABILITY BOTH IN THE DRUG AND THE FISHERIES AREAS.

THE CORNERSTONE OF THE COAST GUARD'S LAW EFFORT HERE IN NEW ENGLAND HAS BEEN AN AROUND-~~THE~~-CLOCK RANDOM BOARDING PROGRAM. LAST YEAR WE BOARDED OVER 3,200 VESSELS IN COASTAL WATERS. OUR BOARDING OFFICERS WERE RESPONSIBLE FOR FIVE OF THE 11 SEIZURES IN 1983, AND 290,000 POUNDS OF THE 396,000 POUNDS OF MARIJUANA INTERDICTED.

MOST BOATERS AND COMMERCIAL VESSEL OPERATORS RECOGNIZE THE INCREASING DRUG PROBLEM AND COOPERATE FULLY DURING THE BOARDINGS. OCCASIONALLY PEOPLE FEEL THAT BOARDINGS ARE UNNECESSARILY DISRUPTIVE AND INTRUSIVE. I AM VERY CONSCIOUS OF THE FACT THAT THE VAST MAJORITY OF THE VESSELS WE BOARDED LAST YEAR WERE LEGITIMATE WATERWAY USERS AND HAVE EVERY RIGHT TO EXPECT COURTEOUS AND PROFESSIONAL BEHAVIOR BY OUR BOARDING OFFICERS. THERE IS EVIDENCE THAT OUR RANDOM BOARDINGS ARE DISRUPTING DRUG SMUGGLERS. THE RISK OF BEING BOARDED HAS MORE THAT OFFSET THE TEMPTATION OTHERWISE LEGITIMATE OPERATORS MAY HAVE TO ENGAGE IN DRUG TRAFFICKING. INTELLIGENCE REPORTS INDICATE THE WORD ON THE WATERFRONT IS THAT THE EASY DAYS OF FAST MONEY FROM DRUG SMUGGLING, WITH LITTLE CHANCE OF GETTING CAUGHT, ARE OVER. MORE RECENTLY, WE HAVE SEEN SMUGGLERS RESORT TO ELABORATE CONCEALMENT TECHNIQUES IN AN ATTEMPT TO AVOID DISCOVERY OF THEIR CONTRABAND WITH A SUBSTANTIAL REDUCTION IN CARGO CAPACITY. AS LONG AS OUR BOARDINGS CONTINUE TO HAVE THESE POSITIVE EFFECTS I INTEND TO CONTINUE THE PROGRAM.

PERHAPS THE MOST HEARTENING ASPECT OF THE NARCOTICS INTERDICTION EFFORTS HAS BEEN THE UNPRECEDENTED LEVEL OF COOPERATION, HERE IN NEW ENGLAND, BETWEEN THE VARIOUS FEDERAL, STATE AND LOCAL LAW ENFORCEMENT JURISDICTIONS. THE DECEMBER 1983 COAST GUARD SEIZURE OF THE HAITIAN FREIGHTER ADINA LOITERING 200 MILES EAST OF CAPE COD WITH 25 TONS OF MARIJUANA WAS A PRIME EXAMPLE. FEDERAL DRUG

ENFORCEMENT AGENCY, U. S. CUSTOMS, THE MASSACHUSETTS STATE POLICE, THE MAINE STATE POLICE AND THE COAST GUARD WORKED JOINTLY THROUGHOUT THE CASE.

OUR INTERDICTION RATE IS STEADILY IMPROVING. OUR PRESENT ESTIMATE IS THAT WE ARE STOPPING APPROXIMATELY 30% OF THE DRUGS COMING INTO NEW ENGLAND BY SHIP. MR. ROBERT STUTMAN, SPECIAL AGENT IN CHARGE, BOSTON DISTRICT DRUG ENFORCEMENT AGENCY, RECENTLY TESTIFIED BEFORE THE SENATE FOREIGN RELATIONS COMMITTEE THAT THE STREET PRICE OF COLUMBIAN MARIJUANA HAS INCREASED FROM \$35-\$45/OZ TO \$65-\$75/OZ IN EASTERN MASSACHUSETTS. I CAN'T SAY THAT WE HAVE WON THE WAR AGAINST DRUGS, BUT WE ARE ON THE OFFENSIVE.

IN THE FIRST COAST GUARD DISTRICT WE MAINTAIN IN EXCESS OF 3,000 AIDS TO NAVIGATION FOR THE SAFETY OF MARINERS TRANSITTING NEW ENGLAND WATERWAYS. WE ARE DOING A TRADITIONALLY FINE JOB PROVIDING A RELIABLE, EFFECTIVE AND EFFICIENT SYSTEM OF AIDS AT REASONABLE COST. A MAINTENANCE FORCE CONSISTING OF FIVE CUTTERS AND FIVE SHORE UNITS IS RESPONSIBLE TO ENSURE THE PROPER OPERATION OF THESE AIDS THROUGH A PROGRAM OF REGULAR SERVICING AND TIMELY RESPONSE TO REPORTED DISCREPANCIES. MORE EXTENSIVE REPAIRS ARE ACCOMPLISHED BY CONTRACT OR BY OUR INDUSTRIAL BASES. WE ALSO OVERSEE THE OPERATION AND MAINTENANCE OF OVER 1,000 PRIVATE AIDS TO ENSURE COMPATIBILITY WITH THE FEDERAL SYSTEM.

IN ORDER TO COMBAT AN AGING, DETERIORATING SYSTEM OF UNMANNED LIGHTHOUSES, WE HAVE ENBARKED ON AN AGGRESSIVE PROGRAM USING COAST GUARD PERSONNEL AND VESSEL RESOURCES. TO DATE, 13 RENOVATION PROJECTS HAVE BEEN COMPLETED WITH FIVE MORE SCHEDULED THIS YEAR. ONE OF THE PROJECTS, THE DUXBURY PIER LIGHT PROJECT IN DUXBURY BAY, WAS PARTICULARLY SATISFYING. ORIGINAL PLANS WERE TO DEMOLISH

THIS STRUCTURE AND REPLACE IT WITH A LOW MAINTENANCE FIBERGLASS TOWER. INSTEAD, THROUGH A COOPERATIVE EFFORT BETWEEN THE COAST GUARD AND A LOCAL CITIZEN'S VOLUNTEER GROUP CALLED THE "PROJECT BUG LIGHT COMMITTEE," THIS STRUCTURE WAS SAVED AND WILL BE COMPLETELY RENOVATED. THIS EFFORT STANDS AS A MODEL FOR COMMUNITY INVOLVEMENT AND DEMONSTRATES WHAT CAN BE ACCOMPLISHED BY CITIZENS AND GOVERNMENT WORKING TOGETHER.

WE CONTINUE TO REFINE OUR METHOD OF ANALYSIS AND MANAGEMENT OF WATERWAYS, ADDING OR CHANGING AIDS WHEN INDICATED BY CHANGING MARINER NEEDS AND DISCONTINUING AIDS WHOSE USEFULNESS NO LONGER EXISTS. OUR AIDS TO NAVIGATION UNITS, EACH WITH SIGNIFICANT ASSIGNED WORK LOADS, CONTINUE TO BE FULLY UTILIZED THROUGH THEIR FREQUENT PARTICIPATION IN SEARCH AND RESCUE, DOMESTIC ICE-BREAKING, LAW ENFORCEMENT, AND MAINTENANCE AND REPAIR ASSIGNMENTS.

ON OCTOBER 1, 1983, THE MARINE POLLUTION CONVENTION KNOWN AS MARPOL CAME INTO EFFECT. THE INTERNATIONAL GOAL OF THIS CONVENTION IS TO REDUCE THE AMOUNT OF OIL THAT IS DISCHARGED ROUTINELY FROM SHIPS INTO THE OCEAN. MARPOL IS THE CONTINUATION OF WORK DONE AT THE INTERNATIONAL LEVEL TO REDUCE POLLUTION. MARPOL, IN ITS OWN RIGHT, IS A BREAK-THROUGH. FOR THE FIRST TIME WE HAVE A TRULY INTERNATIONAL ENFORCEMENT MECHANISM TO APPREHEND THOSE DISCHARGING OIL ILLEGALLY ANYWHERE ON THE HIGH SEAS. AS THE U. S. GOVERNMENT'S PRIMARY MARITIME ENFORCEMENT AGENCY, THE COAST GUARD HAS THE AUTHORITY AND RESPONSIBILITY TO ENSURE THAT U. S. FLAG AND FOREIGN SHIPS COMPLY WITH THE NEW EQUIPMENT AND OPERATIONAL PROCEDURES. UNDER MARPOL, IF ONE OF OUR AIRCRAFT OR SHIPS DETECTS AN OCEAN OIL SPILL, THE SUSPECT VESSEL CAN BE INSPECTED AT ITS NEXT PORT OF CALL. IF THAT DESTINATION HAPPENS TO BE A U. S. PORT, A TEAM FROM THE MARINE SAFETY OFFICE WILL CONDUCT A MARPOL INSPECTION. IF THE VESSEL

IS NOT HEADED TO A U. S. PORT, THE CASE WILL BE FORWARDED TO ITS FLAG STATE FOR FURTHER ENFORCEMENT ACTION. OUR SURVEILLANCE AND DETECTION REQUIREMENTS UNDER MARPOLE ARE A COST EFFECTIVE ADDITION TO THE DUTIES ROUTINELY PERFORMED BY OUR AIR AND SEA FORCES OPERATING IN THE COASTAL ZONE AND ON THE HIGH SEAS.

LAST JULY, VESSEL DOCUMENTATION ACTIVITIES WITHIN THE FIRST DISTRICT WERE CONSOLIDATED UNDER ONE REGIONAL OFFICE LOCATED AT THE MARINE SAFETY OFFICE IN BOSTON. WE DID THIS TO SAVE MONEY. BUT BEFORE WE COULD REDUCE COSTS, REGULATIONS HAD TO BE CHANGED, AND A COMPUTERIZED PROCESSING SYSTEM FOR DOCUMENTS HAD TO BE BROUGHT ON LINE. OUR GOAL IS TO REDUCE THE NUMBER OF DOCUMENTATION OFFICERS FROM TEN TO SEVEN BEFORE FY-85.

REGULATIONS HAVE BEEN PROMULGATED THAT PERMIT MOST DOCUMENT TRANSACTIONS TO BE DONE BY MAIL. THE REGIONAL DOCUMENTATION OFFICE IS NOW AUTOMATING THE PROCESSING OF APPLICATIONS AND ISSUANCES OF VESSEL DOCUMENTS IN AN EFFORT TO REDUCE PROCESSING TIME. AT OUR BOSTON VESSEL DOCUMENTATION OFFICE, THE PROCESSING BACKLOG FOR COMMERCIAL VESSEL DOCUMENTS IS ESSENTIALLY ZERO. I AM HAPPY TO REPORT THAT SINCE WE COMPLETED THE LOADING OF CURRENT VESSEL FILES INTO OUR COMPUTER DATABASE TWO MONTHS AGO, THE TIME FRAME TO PROCESS A RECREATION VESSEL'S DOCUMENT HAS BEEN DECLINING STEADILY. WE EXPECT THIS TREND TO CONTINUE UNTIL WE MEET OUR STATED OBJECTIVE OF ZERO BACKLOG FOR ALL VESSELS.

THIS CONCLUDES MY PREPARED TESTIMONY, MR. CHAIRMAN. I WILL BE HAPPY TO ANSWER ANY QUESTIONS YOU OR MEMBERS OF YOUR COMMITTEE MAY HAVE.