

STATEMENT  
OF  
GARRETT E. BROWN, JR.  
ACTING DEPUTY MARITIME ADMINISTRATOR  
ON  
BEHALF OF  
THE  
DEPARTMENT OF TRANSPORTATION  
BEFORE THE  
HOUSE COMMITTEE ON FOREIGN AFFAIRS

ON  
HOW THE MARITIME ADMINISTRATION  
COULD ASSIST IN DEVELOPING AND COORDINATING  
SECURITY MEASURES FOR CRUISE SHIPS AND CARGO VESSELS

OCTOBER 23, 1985

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ADMINISTRATOR, DEPARTMENT OF TRANSPORTATION, BEFORE THE HOUSE  
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OCTOBER 23, 1985

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE ON MERCHANT MARINE. MY NAME IS GARRETT E. BROWN, JR., AND I AM THE ACTING DEPUTY MARITIME ADMINISTRATOR OF THE MARITIME ADMINISTRATION. I AM ACCOMPANIED THIS MORNING BY ROBERT J. PATTON JR., THE ACTING CHIEF COUNSEL AND WILLIAM W. KINKEAD, DIRECTOR OF THE OFFICE OF POLICY AND PLANS, OF THE MARITIME ADMINISTRATION.

I AM PLEASED TO APPEAR TODAY TO PRESENT THE VIEWS OF THE MARITIME ADMINISTRATION ON HOW IT COULD ASSIST IN DEVELOPING AND COORDINATING SECURITY MEASURES FOR CRUISE SHIPS AND CARGO VESSELS.

MR. CHAIRMAN, IN THE SPRING OF 1985, BECAUSE OF CONCERN ABOUT MARITIME PIRACY AND TERRORISM, THE MARITIME ADMINISTRATION INVITED AGENCIES THAT HAD DIRECT OR INDIRECT INTERESTS IN THE PROBLEM TO MEET FOR A PRELIMINARY DISCUSSION OF POSSIBLE COURSES OF ACTION. PARTICIPANTS IN THE MEETING INCLUDED THE U.S. COAST GUARD, THE FEDERAL BUREAU OF INVESTIGATION, THE DEPARTMENT OF STATE, REPRESENTATIVES OF

THE OFFICE OF THE CHIEF OF NAVAL OPERATIONS, AND THE FEDERAL EMERGENCY MANAGEMENT AGENCY. ADDITIONAL MEETINGS WERE HELD IN 1985, 1984, AND THIS YEAR.

THE WORKING GROUP CONCLUDED THAT SHIPS CAN TAKE USEFUL MEASURES TO STRENGTHEN SECURITY AGAINST PIRACY AND TERRORISM. SEVERAL LISTS OF SUCH MEASURES HAVE BEEN DRAWN UP. ONE OF THE FIRST WAS PUBLISHED BY THE SWEDISH SHIPOWNERS ASSOCIATION. THE MILITARY SEALIFT COMMAND HAS ISSUED AN EXCELLENT SET OF INSTRUCTIONS TO SHIPS UNDER MSC CONTROL. THE MARITIME ADMINISTRATION, ON THE RECOMMENDATION OF THE WORKING GROUP, PUBLISHED A BROCHURE WHICH LISTS MEASURES THAT A PRUDENT MASTER SHOULD TAKE WHEN OPERATING IN AREAS WHERE THE THREAT OF PIRACY OR TERRORISM EXISTS.

PIRACY AND TERRORISM MUST BE DEALT WITH INTERNATIONALLY. THE DEPARTMENT OF STATE AND THE COAST GUARD ARE REPRESENTING U.S. INTERESTS IN INTERNATIONAL FORUMS CONCERNING THIS SUBJECT.

MR. CHAIRMAN, PIRACY OF COURSE DIFFERS FROM TERRORISM. THE MOTIVATION FOR PIRACY IS ECONOMIC GAIN. MODERN PIRATES - LIKE OLD TIME PIRATES - ARE MARITIME THIEVES. THERE ARE RECOGNIZED THREAT AREAS, MAINLY THE SINGAPORE STRAIT AND SEVERAL LOCATIONS ON THE WEST COAST OF AFRICA. ONLY SHIPS TRADING IN THOSE AREAS - AND A FEW OTHERS - ARE EXPOSED TO PIRATE ATTACKS.

TERRORISTS, OR THOSE ACTING FOR POLITICAL RATHER THAN ECONOMIC GAIN, ARE NOT AS PREDICTABLE. EVERY SHIP MUST BE CONSIDERED A POTENTIAL TARGET FOR TERRORIST ATTACK. THEREFORE, TO BE EFFECTIVE, OVERALL SECURITY FOR SHIP AND PORT OPERATIONS HAS TO BE STRENGTHENED. WE BELIEVE THAT SECURITY ON U.S. FLAG CARGO SHIPS WITH AMERICAN CITIZEN CREWS IS GENERALLY GOOD. BUT MOST OF THE SHIPS CALLING AT U.S. PORTS ARE NOT U.S. FLAG AND THE POSSIBILITY CANNOT BE LIGHTLY DISMISSED THAT A CARGO SHIP MIGHT BE TAKEN HOSTAGE. ON THE OTHER HAND, CARGO SHIPS - EVEN SUPERTANKERS - ARE NOT VERY GLAMOUROUS TARGETS AND PUBLICITY-SEEKING TERRORISTS ARE MORE LIKELY TO FOCUS ON A PASSENGER SHIP, AS EVENTS HAVE SHOWN. THE MAIN CONCERN WITH RESPECT TO SECURITY MEASURES AND MARITIME TERRORISM IS THEREFORE SAFETY ON PASSENGER SHIPS.

AT THE PRESENT TIME, THERE ARE ONLY TWO LARGE U.S. FLAG CRUISE SHIPS AND THEY ARE OPERATING IN THE HAWAIIAN SERVICE. THERE ARE ALSO SMALLER COASTWISE TRADING U.S.-FLAG PASSENGER VESSELS. HOWEVER, AMERICAN PASSENGERS ARE MOST LIKELY TO BE EXPOSED TO POSSIBLE TERRORISTS ACTION ON THE LARGER NUMBER OF FOREIGN-FLAG CRUISE SHIPS AROUND THE WORLD. THE GENERAL SECURITY PROBLEM HAS TWO PARTS.

THE FIRST PART IS SECURITY FOR U.S. CITIZENS WHO ARE PASSENGERS ON FOREIGN-FLAG SHIPS OPERATING OUT OF NON-U.S. PORTS. THE ACHILLE LAURO IS NOW THE CLASSIC EXAMPLE. SECURITY

ON THOSE SHIPS RESTS WITH THE FLAG STATE AND THE SHIP OPERATOR. INTERNATIONAL COOPERATION TO STRENGTHEN SECURITY MEASURES ON SHIPS CAN BE PURSUED THROUGH DIPLOMATIC CHANNELS AND IN INTERNATIONAL ORGANIZATIONS, SUCH AS THE INTERNATIONAL MARITIME ORGANIZATION. SECURITY MEASURES COULD INCLUDE PHYSICAL SECURITY - SCREENING PASSENGERS AND BAGGAGE, CONTROLLING ACCESS TO SHIPS, AND SO FORTH - AND EFFECTIVE INTERNATIONAL INTELLIGENCE COLLECTION AND INTERCHANGE AMONG THE NATIONS CONCERNED.

THE SECOND PART OF THE PROBLEM IS SECURITY ON SHIPS SAILING FROM U.S. PORTS. NEARLY ALL CRUISE SHIPS OPERATING FROM U.S. PORTS ARE FOREIGN-FLAG SHIPS, AND SECURITY ON BOARD IS THEREFORE THE RESPONSIBILITY OF THE FLAG STATE. MANY OF THE FLAG STATES ARE VERY SERIOUS ABOUT SHIPBOARD SECURITY AND WOULD COOPERATE WHOLEHEARTEDLY WITH U.S. EFFORTS DIRECTED TO STRENGTHENING OVERALL SECURITY ARRANGEMENTS. AGAIN, PROBABLE COUNTERMEASURES INCLUDE THE SAME ONES I HAVE ALREADY MENTIONED: SCREENING PASSENGERS AND BAGGAGE, CONTROLLING VISITORS' ACCESS TO SHIPS, SCREENING SUPPLIES AND STORES PUT ABROAD.

MR. CHAIRMAN. I MERELY SKETCH THE PROBLEMS AS WE SEE THEM. THE MARITIME ADMINISTRATION IS CHARGED WITH PROMOTING THE U.S. MERCHANT MARINE WITHIN THE SCOPE OF ITS STATUTORY

AUTHORITY. IT IS NOT, HOWEVER, A LAW ENFORCEMENT AGENCY. WE HAVE MADE AVAILABLE AND WILL CONTINUE TO MAKE AVAILABLE TO THOSE FEDERAL AGENCIES WITH MORE DIRECT RESPONSIBILITY THE AGENCY'S EXPERTISE REGARDING THE MERCHANT MARINE. IN PARTICULAR, THE MARITIME ADMINISTRATION WILL SUPPORT THE DEPARTMENT OF STATE, COAST GUARD AND LAW ENFORCEMENT AGENCIES IN THEIR CONTINUING CONSIDERATION OF DEVELOPING AND COORDINATING SECURITY MEASURES FOR CRUISE SHIPS AND CARGO VESSELS.

MR. CHAIRMAN. THAT CONCLUDES MY PREPARED STATEMENT. I WILL BE PLEASED TO ANSWER ANY QUESTIONS THAT YOU OR THE MEMBERS OF THE COMMITTEE MAY HAVE. THANK YOU.