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THE WHITE HOUSE

WASHINGTON

October 5, 1989

NATIONAL SECURITY DIRECTIVE 28

MEMORANDUM FOR THE VICE PRESIDENT  
 THE SECRETARY OF STATE  
 THE SECRETARY OF THE TREASURY  
 THE SECRETARY OF DEFENSE  
 THE ATTORNEY GENERAL  
 THE SECRETARY OF AGRICULTURE  
 THE SECRETARY OF COMMERCE  
 THE SECRETARY OF TRANSPORTATION  
 DIRECTOR OF THE OFFICE OF MANAGEMENT AND BUDGET  
 UNITED STATES TRADE REPRESENTATIVE  
 THE CHIEF OF STAFF TO THE PRESIDENT  
 ASSISTANT TO THE PRESIDENT FOR NATIONAL  
 SECURITY AFFAIRS  
 DIRECTOR OF CENTRAL INTELLIGENCE  
 CHAIRMAN OF THE JOINT CHIEFS OF STAFF  
 DIRECTOR OF FEDERAL EMERGENCY MANAGEMENT AGENCY

SUBJECT: National Security Directive on Sealift (U)

Sealift is essential both to executing this country's forward defense strategy and to maintaining a wartime economy. The United States' national sealift objective is to ensure that sufficient military and civil maritime resources will be available to meet defense deployment, and essential economic requirements in support of our national security strategy. The broad purpose of this directive is to ensure that the US maintains the capability to meet sealift requirements in the event of crisis or war. Toward this end, the following policy guidelines are established:

1. The US-owned commercial ocean carrier industry, to the extent it is capable, will be relied upon to provide sealift in peace, crisis, and war. This capability will be augmented during crisis and war by reserve fleets comprised of ships with national defense features that are not available in sufficient numbers or types in the active US-owned commercial industry. The Department of Transportation is responsible for determining whether adequate manpower is available to support the operation of reserve ships during a crisis. In peacetime, the Department of Defense will

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operate the minimum number of sealift ships, including reserve ships, needed to meet the Joint Chiefs of Staff's exercise requirements and shipping requirements that cannot be accommodated by US-flag commercial ocean carriers. (U)

2. We must be prepared to respond unilaterally to security threats in geographic areas not covered by alliance commitments. Sufficient US-owned sealift resources must be available to meet requirements for such unilateral response. (U)

3. In addition to the US flag fleet we will continue to rely on U.S.-owned (Effective US Controlled (EUSC)) and allied shipping resources to meet strategic commitments to our established alliances. The Department of Transportation is responsible for ensuring that the appropriate legal and procedural mechanisms necessary for exerting effective control over EUSC ships are in place. The Department of Transportation shall also continue to seek commitment of sealift resources from NATO allies to meet alliance requirements through the NATO Planning Board on Ocean Shipping. The Departments of State and Defense shall examine the extent to which formal agreements with other maritime nations should be negotiated to provide additional sealift for strategic commitments. (S)

4. The Department of Defense will determine the requirements for sealift of deploying forces, follow-on supply and sustainment, shipbuilding and ship repair. In coordination with the Department of Defense, the Department of Transportation will determine the capacity of our merchant marine industries to meet these requirements and to provide the sealift required to support essential industrial activity during wartime. Both Departments will promote the incorporation of national defense features in new and existing ships. (U)

5. The Departments of State and Transportation, the Special Trade Representative, and other appropriate agencies shall ensure that international agreements and federal policies governing use of foreign flag carriers protect our national security interests and do not place US industry at an unfair competitive disadvantage in world markets. During peacetime, federal agencies shall promote, through efficient application of laws and regulations, the readiness of the US merchant marine and supporting industries to respond to critical national security requirements. US government policies and programs shall provide for an environment which fosters the competitiveness and industrial preparedness of all industries including the maritime industry. (U)

6. Development and implementation of specific sealift and supporting programs will be made with full consideration of the costs and benefits involved. New programs to enhance our ability to meet national security sealift requirements shall compete for resources with other national security programs. (U)

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Progress towards implementation of this policy will be overseen by the Policy Coordinating Committee (PCC) on Emergency Preparedness and Mobilization. Issues associated with implementation of this policy may be resolved through this structure. (U)

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