COMMANDER, UNITED STATES PACIFIC COMMAND

STRATEGY FOR REGIONAL MARITIME SECURITY

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Secure waterways are vital to the peace and prosperity of the entire Asia-Pacific region. These waters provide for trade and transit of vital economic resources on which the growing world economies depend. The seas, and the resources that flow through them, must be both shared and protected.

Transnational threats today pose a significant risk to the security of the maritime environment. These threats include terrorism, trafficking in humans and drugs, movement of illicit cargo, and piracy. All may take advantage of weakly controlled or ungoverned sea space. The Regional Maritime Security Initiative (RMSI) will require national and international coordination to build consensus and take the necessary actions to counter transnational threats in the maritime domain.

The common goal of RMSI is to develop a partnership of willing nations to enhance capabilities and leverage capacities through unity of effort to identify, monitor, and intercept transnational maritime threats consistent with existing international and domestic laws. This cooperative effort will maximize the application of available resources so that each participating nation has timely information and the capabilities needed to act against maritime threats in its own territorial seas. The ultimate decision to participate in maritime security activities, including information sharing with other states or acting against a threat, remains voluntary and sovereign for each participating nation.

The objective is to increase situational awareness by sharing information, to build responsive decision-making architectures, to enhance maritime security capacities, and encourage voluntary cooperation so that nations can take action to enforce domestic and international law. These combined actions will provide a clear picture of the maritime environment, contribute to the security of international and territorial waters and create an environment hostile to terrorists and other transnational threats.

THOMAS B. FARGO
Admiral, U.S. Navy

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EXECUTIVE SUMMARY

The Regional Maritime Security Initiative (RMSI) is designed to deny the use of the maritime domain by those who pose a threat to the Asia-Pacific region's maritime security, including transnational terrorists and criminals. Participating nations will utilize a cross-discipline, interagency approach to facilitate the development of regional maritime security capacities and conduct activities to establish and maintain a secure maritime environment. Implementation of this initiative will be accomplished by coordinating activities that support the following common elements of maritime security:

- **Increased situational awareness and information sharing,** fused information shared among governments that will facilitate border security and cue effective responses to maritime threats,

- **Responsive decision-making architectures** that will use standardized procedures to support timely responses and cooperation against emerging threats,

- **Enhanced maritime interception capacity** that will facilitate each nation taking effective action, as it deems appropriate, and

- **Agency, ministerial and international cooperation**, under existing international and domestic laws, that is essential to synchronize all elements of regional capability.

RMSI is a long-term approach to counter transnational threats including terrorism, maritime piracy, illegal trafficking (i.e., narcotics, weapons, human, and illicit cargo), and other criminal activities in the maritime domain.

Participating nations are developing the cooperative framework necessary to bring about effective information sharing. This effort is in progress, via multiple avenues, including regional conferences and consultations as well as an established open dialogue with willing nations. Efforts are being taken to gain a comprehensive understanding of existing technologies that can be leveraged to support maritime security activities. As the dialogue continues and the cooperative framework develops, actions necessary to build responsive decision-making architectures with increased maritime security capacities will be identified and taken.

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THE MARITIME SITUATION

Maritime Geography

Secure waterways are vital to peace and prosperity in the Asia-Pacific region. Territorial and international waters provide avenues for trade, communication, and access to energy and other vital natural resources. One-third of the world's shipping and half of the global oil pass through Asian-Pacific waters, making security in these waterways critical for the global economy. The waterways, like the resources that flow through them, must be shared and protected.

RMSI activities will be undertaken with the countries that border the maritime approaches into and through the Pacific and Indian Ocean regions. These areas are shown in Figure 1.

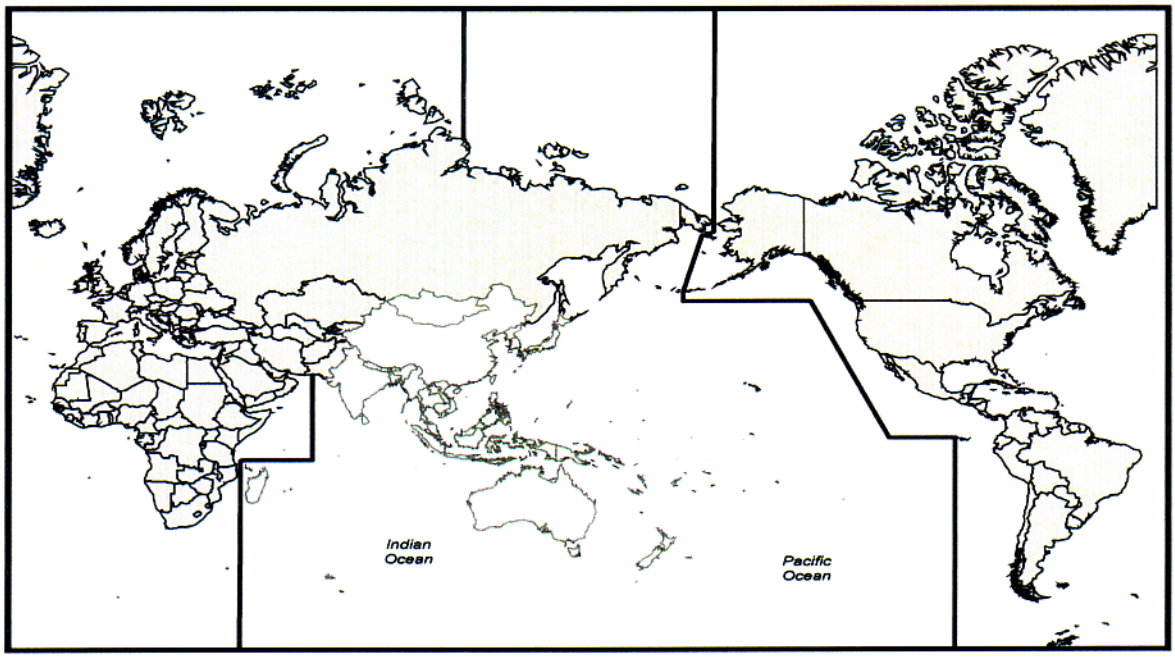

Figure 1. PACIFIC AND INDIAN OCEAN REGIONS

Maritime Threats

"Maritime Threats" include terrorist and other illicit transnational maritime activities in and around the Pacific region. These threats exploit the maritime environment, which permits ease and anonymity of movement. Illicit maritime activities include, but are not limited to, piracy, banditry, and illicit trafficking (narcotics, weapons, human, and cargo). While illicit organizational structures and methods vary widely, manipulation and exploitation of the maritime environment is a grave threat to peace and prosperity in the Asia-Pacific region.

One-third of all reported piracy attacks worldwide take place in the Asia-Pacific region and the number of incidents is increasing. The increasing lethality and boldness of the perpetrators is evident by attacks made on larger vessels using more sophisticated tactics. Transnational maritime security threats can overwhelm any single nation's interdiction capabilities. If left unchecked, threat groups and individuals will use the maritime domain for continued criminal activities and to facilitate terrorist operations that may threaten national or regional stability.

The nature of maritime threats will change in the future as a result of increased maritime security activities. Terrorist and criminal tactics, strategies, centers of gravity, critical capabilities and the nature of networks and safe havens will evolve as terrorists and transnational criminals are pressured, deterred and disrupted. We must continue to identify these changes and adapt maritime security activities to the evolving threat or we risk increased illicit exploitation of the maritime domain.

Interaction with Regional Governments

RMSI will foster an atmosphere of trust, develop a spirit of cooperation, and ensure long-term unity of effort among willing nations. The development of trust and cooperation will be an integral part of the planning process that supports both national interests and contributes to security in the maritime domain. The cooperative planning effort will lead to the synchronization of maritime security activities and will result in an enhanced ability to dissuade, deter and disrupt transnational criminal activities. Interaction with regional governments will recognize existing bi-lateral and multi-lateral arrangements, seek to develop additional arrangements that are identified to support enhanced regional maritime security and further develop responsive regional relationships by leveraging on interaction with international organizations.

Interaction with International Organizations

International organizations and discussion forums provide critical support to forming regional consensus, confidence building and developing cooperative multilateral agreements and arrangements for maritime security. While not limited to, these include the:

- Association of Southeast Asian Nations (ASEAN)
- ASEAN Regional Forum (ARF)
- ASEAN Security Community (ASC)
- Asia Pacific Economic Cooperation (APEC)
- Council for Security Cooperation in the Asia Pacific (CSCAP)
- International Maritime Bureau (IMB)
- North Pacific Heads of Coast Guard Agencies
- United Nations International Maritime Organization (IMO)

- Western Pacific Naval Symposium (WPNS)

Interaction with the Private Sector

A primary target of maritime threats is commercial shipping. Successful trade depends on the laws of supply and demand and minimizing costs. The potential negative economic impact of terrorist or transnational criminal activities that disrupt supply chains cannot be understated. Conversely, if the effect of increased security measures is to slow trade, then costs increase and a negative economic impact is realized. The private sector has a vested interest in both secure and free trade thus involvement of the private sector in maritime security activities is a key element of success. An objective of RMSI is to develop seamless partnerships between governments and the private sector to balance maritime safety and security with free trade.

Maritime Security as a Cooperative Effort

Asia-Pacific nations are confronted with increasing transnational threats that exploit the maritime environment. Due to the ease of anonymity of movement in the maritime domain and the existence of thousands of miles of uninhabited or ungoverned coastlines, no nation alone can provide for its own security. Therefore, a committed long-term national and international cross-discipline effort is necessary to build regional capacities that counter these increasing threats. A cooperative maritime security effort will empower each willing nation against maritime threats in its own territorial seas and will further safety and security in the maritime domain.

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STRATEGIC INTENT

A cooperative regional maritime security strategy will focus, synchronize and align maritime security activities of willing nations. Efforts will dissuade, deter and disrupt state and transnational actors use of the maritime domain to support illicit activities that threaten the economic and security foundations on which the world depends.

Cooperative efforts will concentrate on the following common elements of maritime security:

- **Increased situational awareness and information sharing,** fused information shared among governments that will facilitate border security and cue effective responses to maritime threats,

- **Responsive decision-making architectures** that will use standardized procedures to support timely responses and cooperation against emerging threats,

- **Enhanced maritime interception capacity** that will facilitate each nation taking effective action, as it deems appropriate, and

- **Agency, ministerial and international cooperation**, under existing international and domestic laws, that is essential to synchronize all elements of regional capability.

Maritime Security Concept

The maritime security spectrum encompasses the full range of law enforcement and military activities aimed at monitoring maritime traffic, identifying and preventing illegitimate activities, and, if necessary, resolving crises in the maritime environment. While some agencies, ministries, and organizations will only have responsibilities or duties in a specific area, success will require the coordinated efforts of all government and law enforcement agencies involved in maritime security efforts. Figure 2 (page 10) presents a visualization of this spectrum, but is not intended to be all-inclusive.

Key principles of the maritime security spectrum are:

- Nations are responsible for maritime security within their respective territorial waters.

- Security in the international maritime domain requires effective agency, ministerial and international cooperation to achieve synchronization of all elements of regional capability.

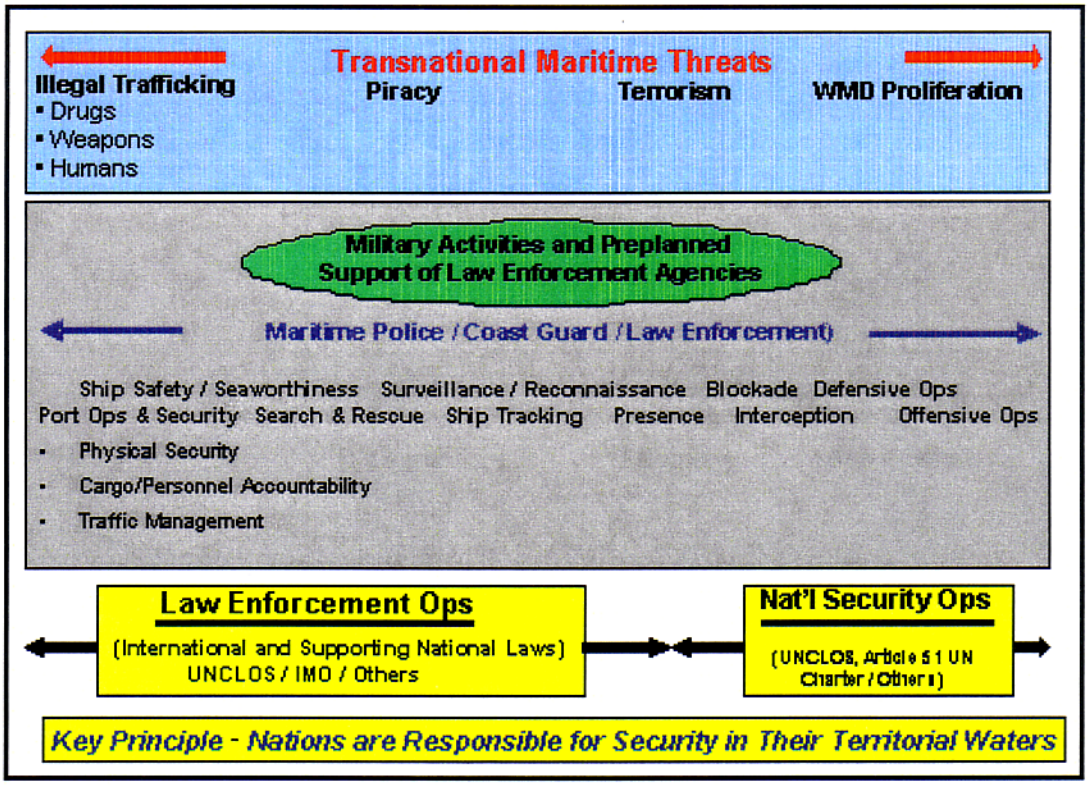

Figure 2. MARITIME SECURITY SPECTRUM

RMSI is a long-term effort requiring alignment of national priorities, allocation of resources, and participation in activities supporting maritime security with willing nations. These activities include:

- Setting common maritime security goals.
- Strengthening and / or developing cooperative relationships to deter and dissuade terrorist and transnational criminal activities.
- Sharing information and developing mutual technical capabilities to enhance situational awareness.
- Providing resources and leveraging law enforcement and military capabilities in support of maritime security activities.

Common Elements of Maritime Security

Graphical relationships of the common elements of maritime security are shown in Figure 3 and discussed in greater detail in the following paragraphs.

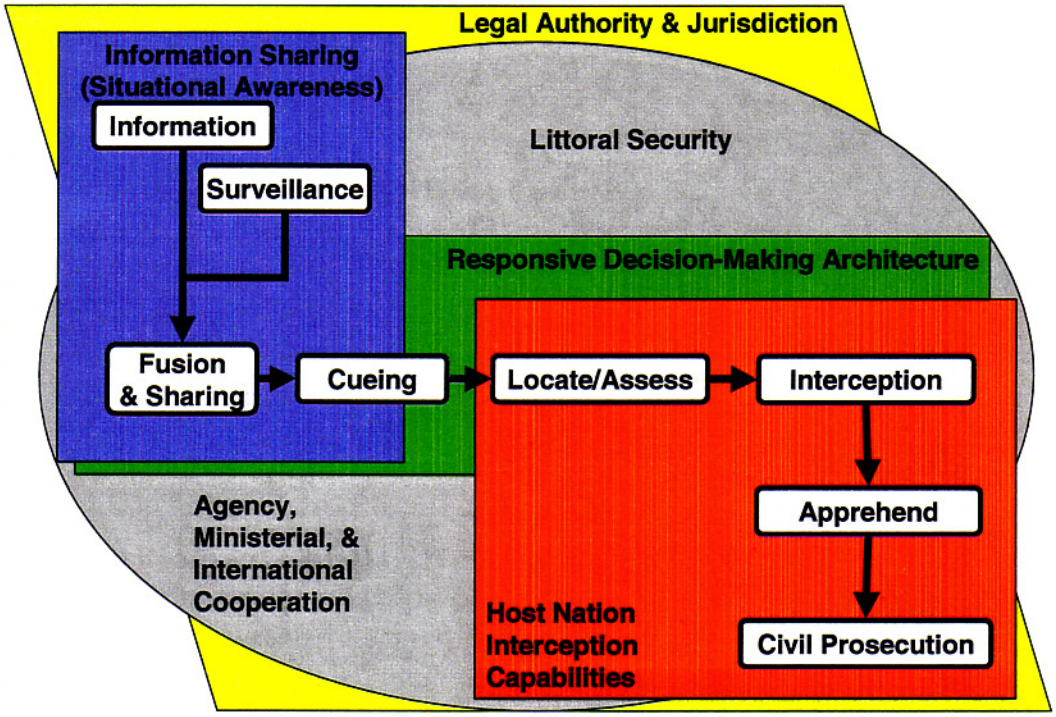

Figure 3. MARITIME SECURITY OPERATIONAL MODEL

Increased situational awareness and information sharing. Fused information, creating situational awareness among governments, will facilitate maritime security and enable effective responses to transnational threats. This includes sharing sensors and information to create a common interagency and international fused picture of seaborne traffic to support cueing of responses to suspected threats. Situational awareness of the maritime environment requires the establishment of procedures, processes and standards to fuse information, and the means to share the information with partner nations and all agencies and organizations having a vested interest in a secure maritime domain.

There are many existing programs and services, port vessel traffic control for example, with an emphasis on maritime security and safety. These programs and services are developed to a varying degree throughout the region and, in some areas, are technologically limited or non-existent. In most instances, these services focus on a limited geographic area and are not linked or networked to similar facilities in neighboring geographic areas.

In addition, there are programs of a much broader scope like the Marine Electronic Highway, a United Nations International Maritime

Organization initiative that is intended to enhance regional and international cooperation and collaboration in maritime safety, security, and marine environment protection.

RMSI efforts, through existing international, diplomatic and political channels, will gain an understanding of and leverage the existing and developing programs and technologies that can contribute to the development of a clear picture of the maritime environment. This will be facilitated through continued dialogue between regional nations, working level meetings, technology projects and capacity building activities and exercises.

Responsive decision-making architectures. A maritime security decision-making architecture will use standardized procedures to support timely responses and cooperation against emerging threats. Bilateral and multilateral agreements and memorandums of understanding will be considered to provide the legal authorities required to conduct time sensitive cross-jurisdictional maritime security operations.

Maritime security operations are complex with layers of legal issues, including authorities to take desired actions. Multinational and inter-ministerial clarity for legal authorities is fundamental for effective maritime security planning and execution.

RMSI will support the development of responsive decision-making architectures and regional maritime security capacity through an agency, ministerial and international unity of effort that:

- Facilitates the efforts of willing nations to secure their own territorial seas and further contributes to the security of international seas,

- Empowers each willing nation with the information and capabilities needed to act against maritime threats and

- Encourages the development and contribution of appropriate maritime surveillance and interception capabilities among willing nations.

Enhanced maritime interception capacities. Once the decision has been made to take action against a known or suspected transnational threat, security forces must have the ability to do so. These forces must be flexible and capable of responding to a wide variety of illicit and threatening activities.

An initial step to enhancing maritime security capacities is to understand existing capacities and identify areas to leverage existing technologies and implement improvements. RMSI will engage

appropriate fora to gain the requisite understanding of existing maritime security capacities and will do this through activities that include, but are not limited to:

- Policy development and confidence building activities,
- Working level meetings,
- Specific project development, and
- Capacity building activities, training, and exercises.

Through these activities, areas for maritime security capacity improvement will be identified and appropriate action will be decided to implement the improvements.

Agency, ministerial and international cooperation. It is essential to synchronize and apply appropriate national and international measures against transnational threats to maritime security. RMSI will develop cooperative arrangements among willing nations of varying capacities to monitor, identify and intercept suspect vessels and transnational threats in territorial and international waters, *consistent with international and domestic law.* Maritime security efforts will result in the development of supporting bilateral and multilateral arrangements and gaining the cooperation of willing nations. RMSI will leverage appropriate elements of national and international resources and capabilities and will complement ongoing cooperative security activities including, but not limited to:

- Bilateral and Multilateral Exercises
- Container Security Initiative (CSI)
- Counterdrug (CD) Operations
- Customs-Trade Partnership Against Terrorism (C-TPAT)
- International Port Security Program (IPSP)
- International Ship and Port Facility Security (ISPS) Code
- Proliferation Security Initiative (PSI)
- Maritime Domain Awareness (MDA)
- Multinational Planning Augmentation Team (MPAT)
- Regional Cooperation Agreement on Anti-Piracy (RECAAP)
- Secure Trade in the APEC Region (STAR)

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CONCLUSION

RMSI principles and activities will be consistent with domestic authority and international law. RMSI provides a strategic framework to organize a sustained regional security effort against transnational threats. By enhancing bilateral and multilateral relationships, seams can be closed between authority, jurisdiction and the capability to secure the maritime environment against transnational threats.

RMSI will focus on work with nations who voluntarily agree to monitor, identify and intercept suspected vessels and transnational threats in territorial and international waters. This initiative will expand maritime security capabilities, inspire the development of bilateral and multilateral agreements as necessary and increase the number of willing nations participating in maritime security activities.

RMSI is being discussed within the U.S. Government and with friends and allies in the region. We will continue to explore existing technologies and best practices relevant to maritime security. There are already significant efforts and activities ongoing throughout the region that can be leveraged.

We have laid out the initial RMSI strategic framework. As this initiative matures, we welcome ideas to further develop and enhance the collective effort to achieve victory over transnational threats in the maritime domain.