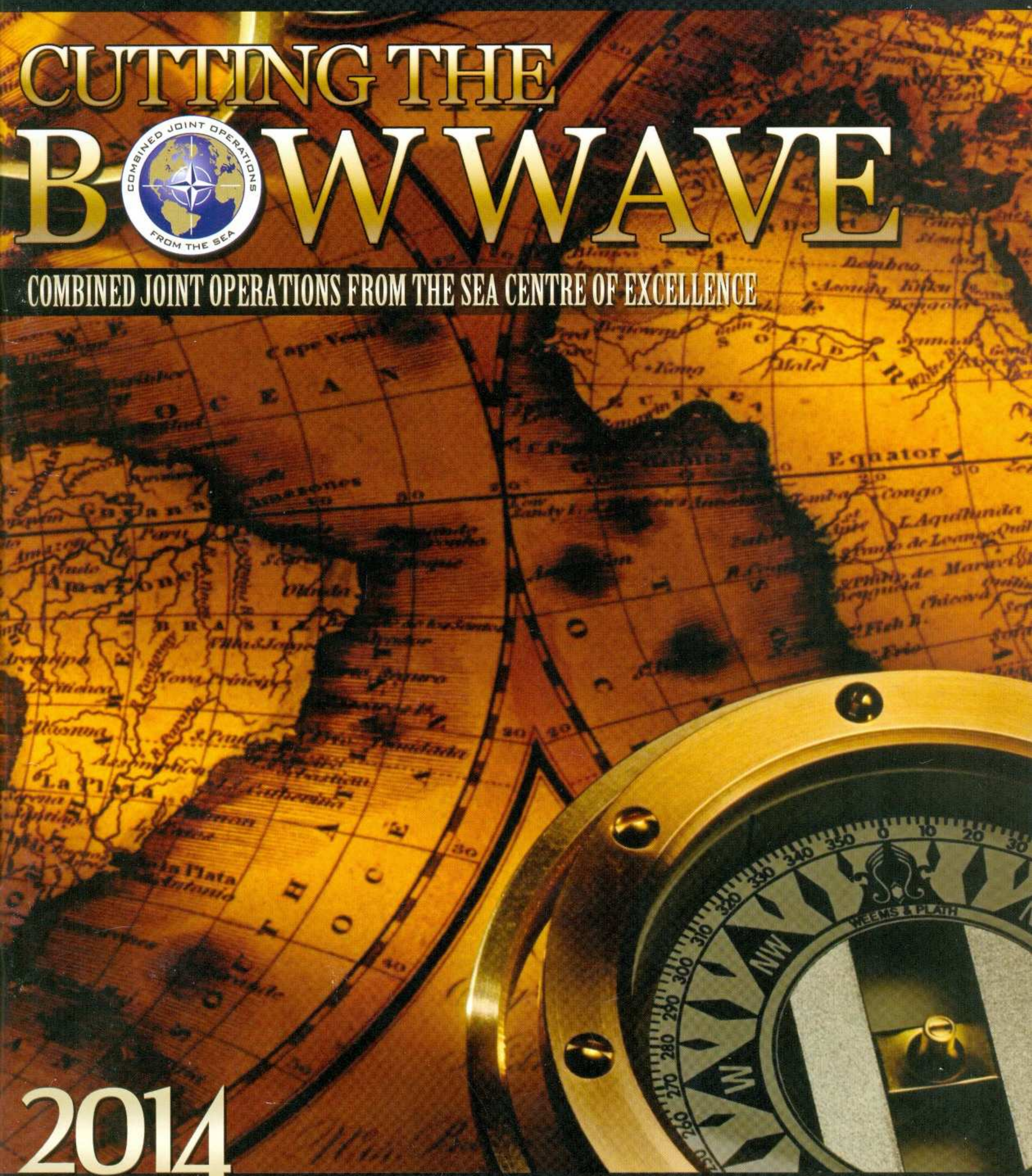# CUTTING THE BOW WAVE

COMBINED JOINT OPERATIONS FROM THE SEA CENTRE OF EXCELLENCE

2014

INTERAGENCY COOPERATION FOR MARITIME SECURITY

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As we become more interdependent in the realities, needs and requirements of our economies, it is clear that availability and continuity in supply and demand is in the best interest of all nations. Considering the heavy burden and critical role of the maritime environment in this process, the sustainability of energy and trade is only possible by providing maritime security through international cooperation and keeping the sea lines of communication open. In this equation, maritime security is the common denominator of energy, trade, security and other maritime activities in the 21st century. In addition, the classical challenges, maritime boundaries and national interests, inherited from the 20th century, requires a multinational approach for potential solutions. Under these circumstances, formulating the problems of both centuries, by multinational and multi-agency parameters will be pivotal to start change, declaration of intent and mutual understanding of the agencies involved.

The organization to facilitate this initiative should be neutral, conform to international law, consider the interests of all parties, and work in scientific, transparent, patient and decisive method. Many International Organizations such as UN have made political level recommendations to safeguard the continuity of energy and trade. These policies are being implemented by nations through their national regulations. The cultural, systematic and language differences between the organizations and countries are also causing varied interpretations and implementations. A platform with a common understanding is needed to provide unity of doctrine and terminology in our fight against risks which are threatening maritime security. The solution lies in interagency cooperation. The idea of interagency cooperation is not new, but we are still struggling to formalize how to make it happen.

Maritime Security Related Global Initiatives with Interagency Cooperation

Piracy, armed robbery, WMD, maritime terrorism, smuggling and organized crime can be listed as some of the major risks in the context of regional and international security threats to the continuity of energy and trade. When maritime claims are included, defence and security issues get mixed and it becomes more difficult to decide which legal principles should be in force in such multi-faceted issues. In this complex structure, there are a number of security focused initiatives started by Unitied Nations-International Maritime Organization (UN-IMO), NATO, the European Union, regional bodies and some maritime nations. These initiatives/coordination mechanisms (or frameworks by their very nature) deal with interagency cooperation, in order to achieve effective use of maritme stakeholders' capabilities.

UN-IMO, the UN agency in the maritime domain for the safety and security, is getting more involved in maritime security via multinational approaches. These multilateral agreements include, the International Convention for the Safety of Life at Sea (SOLAS Convention) and in particular, the provisions of Chapter XI-2, and the International Ship and Port Facility Security Code (ISPS Code), Automatic Identification System (AIS), Global Maritime Distress and Safety System (GMDSS), Long-Range Identification and Tracking (LRIT), The Convention for the Suppression of Unlawful Acts against the Safety of Maritime Navigation (SUA), Djibouti Code of Conduct, and the Best Management Practice guidance. IMO is playing a critical role to orchestrate the efforts of international maritime community.

NATO's approach to interagency cooperation became clear following the 2008 Bucharest Summit1 with their development of the Comprehensive Approach Action Plan. The plan outlines how political, military and civilian instruments can contribute in a concerted effort, based on a shared sense of responsibility, transparency, and determination and taking into account their respective strengths, mandates and their decision-making autonomy. This is becoming increasingly more important as NATO operations shift from platform based to network operations. The Comprehensive Approach is a key enabler in most of NATO's current maritime security lines of work including: the Alliance Maritime Strategy (AMS), Mariritime Security Operations (MSO) and Maritime Sitauational Awareness (MSA) Concepts and Future Maritime Information Services (FMIS). Strong law enforcement involvement, information sharing and interagency cooperation are essential to these programs aimed at ensuring maritime security.

The European Union is also providing robust structures to establish an integrated, horizontal and cross-sector maritime policy, encompassing all aspects of our relationship with the seas and oceans. Some of these groups are the European Maritime Safety Agency (EMSA), European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union (FRONTEX), the European Defence Agency (EDA), the European Fisheries Control Agency (EFCA), and the Common Information Sharing Environment (CISE).

There are also other international initiatives that contributed to maritime security; Proliferation Security Initiative (PSI), Container Security Initiative (CSI) Global Initiative to Combat Nuclear Terrorism (GICNT) and a Contact Group on Piracy off the Coast of Somalia (CGPCS), MARLO (Maritime Liaison Office), Maritime Security Centre – Horn of Africa (MSCHOA), Shared Awareness and Deconfliction (SHADE).

The common point in these initiatives is the significant maritime aspect as well as the political, military, social, economic, legal and technical considerations. These are complex problems which involve: flag state responsibilities, ownership of the cargo, nationality of the crews, coastal state regulations, and port state regulations. When we add maritime law issues to this equation, we are looking at a structure of multi-national, multi agency nature with multiple regulations. Knowledge management within such a structure requires a different mind set. It should be based on understanding of different cultures and disciplines but interconnected on a common platform. The focus of this platform is to fight the challenges against safe and secure navigation in order to provide the continuity of energy and trade. Under this structure/working environment, the maritime security stakeholders from the political, military, social, economic, legal and technical partners will be able to cooperate and share information to better manage the maritime environment.

National approachs to Interagency Cooperation for Maritime Security

Canada

The 2004 National Security Policy directed the establishment of Marine Security Operations Centres (MSOCs) as a way of strengthening marine security for Canadians and allies. Three MSOCs are in operation and though still in development, they presently collect and analyze vast amounts of information from the marine environment in order to identify security threats. The ongoing project implementation of these centres is led by the Department of National Defence (DND) for two coastal centres and by the Royal Canadian Mounted Police (RCMP) for the centre covering the Great Lakes and St-Lawrence Seaway. With staff representing DND, the RCMP, the Canada Border Services Agency, Transport Canada, the Department of Fisheries and Oceans (DFO) and the Canadian Coast Guard (CCG) the MSOCs are a unique example of multi-agency integration. Departmental mandates, lines of authority and communications structures are maintained by each agency within the MSOCs, while the unique information systems and expertise of each are combined to enhance the MSOCs' capacity to monitor Canadian territorial waters, and detect and assess security threats.

UK

In 2010, the government sought to provide "strengthened strategic oversight" by establishing the Maritime Security and Oversight Group (MSOG). The membership was comprised of "key representatives of core departments, agencies and the Cabinet Office, and is the senior-level decision making group for maritime issues." The MoD described the role of the group as providing "strategic oversight and direction of all cross-cutting maritime security issues and programmes, including aspects of maritime surveillance [and] is responsible for the Maritime Security vision, strategic objectives and risks, reviewing them as circumstances require, and allocating priorities in order to use a framework to drive and coordinate day-to-day policy on cross government programmes of work."

The 2010 SDSR acknowledged that no single department or body had the capacity or capability to deliver what is required to monitor the maritime environment and counter threats the UK faces both in territorial waters and internationally. The National Maritime Information Centre (NMIC) was established in Northwood on 1 April 2011 "to ensure information was disseminated, analysed and acted upon in a coordinated manner." NMIC brings together government departments and agencies with the responsibility for maritime safety, security and environment in one place and is accountable to the Home Office. Its intention is to develop a single picture of maritime activity similar to that used by air traffic controllers so that threats and risks can be recognised and countered as early as possible.

MARSEC COE Multinational Maritime Security Interagency Doctrine - MMSID

In December 2012, the Multinational Maritime Security Centre of Excellence (MARSEC COE) initiated a project called "Multinational Maritime Security Interagency Doctrine - MMSID." This doctrine will involve the political, military, social, economic, legal and technical aspects of maritime security and consider national, regional and international level multi-agency characteristics and requirements. It will consist of three main parts: identifying the maritime risk areas, the means to deal with those risks and the generic governance structure to facilitate the interagency cooperation at national and international level. MARSEC COE is engaged with a broad spectrum of partners in this development, to include: academy, national/international organizations, COEs, private sector, military and civilian government agencies. Their contributions and support will be vital to capture the fundamentals of multinational interagency cooperation.

During the first Maritime Security Workshop organized by MARSEC COE in Marmaris, 14-16 November 2012, the requirements were identified. During the second Maritime Security Workshop in Istanbul, 7-9 October 2013, MARSEC COE began its development of the "Multi National Maritime Security Interagency Doctrine". As the doctrine matures, it may provide a platform for the maritime security stakeholders from national and international agencies/organizations to interact and develop a new culture to work together. The critical point during development is not a "case-by-case" cooperation, but a "systematic- interconnected governance structure".

Maritime Situational Awareness (MSA)

MSA is a major part of the MMSID and has very similar characteristics that require an international approach to achieve the required level of situational awareness in the maritime environment. There are a number of existing MSA initiatives around the world: **V-RMTC (Trans-Regional Maritime Network (T-RMN)), ReCAAP, OBSH-OMEGA, MARSUR, SUCBAS, MSSIS, CISE, OASIS, SISTRAM**, etc. These different MSA systems are designed for different purposes, capabilities and standards; therefore, causing information exchange and interoperability problems. The solution requires multinational cooperation that will provide a framework of working together and supportting each other towards the common goal of a safe and secure maritime environment.

The Way Ahead

The above listed examples in Maritime Secuirty and MSA related initiatives, albeit not the only ones, demonstrates the variety of organizations involved and the different goals and objectives for their specific area of concerns. Interagency collaboration is not just the key, but the only way to achieve effective maritime security. All these organizations should work in harmony to support and complement each other's work in a global solution. If this cooperation could be structured effectively, it may not require extra effort to support parallel activities, not to mention the benefits in awareness and access to information that would be available.

Working together is not an objective or a priority for individual organizations. They are focused on daily operations and sometimes completely miss the opportunity to benefit from another organization's work. The result is ineffective use of limited resources or deficiencies in core capabilities for maritime security. There are a number of best practices and successful models at the national or regional level but barriers which prevent interaction are still significant. Cooperation is a process - an evolution in the way of doing business. It will require training and education for military and civilian personnel, to include leadership and will be paramount to prepare the human factor and shape the environment.

MSSID is one of our many activities to accomplish this goal. We invite all the like-minded subject matter experts, nations and national/international organizations to joins us at the 3rd MARSEC COE Maritime Security Workshop, 21-23 October 2014. This workshop will be a milestone in our doctrine development. Our goals during this workshop are to finalize the scope and content of MMSID and determine the doctrine writing responsibilities among the volunteer participants. The finalized MSSID concept will be tested during MARSEC COE Multinational Exercise – 2015. It will comprise both TTX and LIVEX and will be conducted in the Eastern Mediterranean in the fall 2015. The IPC will be conducted on 24 October 2014, the MPC in March 2015 and the FPC in June/July 201511.

As our motto *"Working together for Maritime Security"* suggests, we will do everything in our capacity to promote and enhance martime security in our region and in the world.

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