

The National Strategy  
for  
Maritime Security

*September 2005*

The safety and economic security of the United States depends upon the secure use of the world's oceans. Since the attacks of September 11, 2001, the Federal government has reviewed and strengthened all of its strategies to combat the evolving threat in the War on Terrorism. Various departments have each carried out maritime security strategies which have provided an effective layer of security since 2001. In December 2004, the President directed the Secretaries of the Department of Defense and Homeland Security to lead the Federal effort to develop a comprehensive National Strategy for Maritime Security, to better integrate and synchronize the existing Department-level strategies and ensure their effective and efficient implementation.

Maritime security is best achieved by blending public and private maritime security activities on a global scale into an integrated effort that addresses all maritime threats. The new National Strategy for Maritime Security aligns all Federal government maritime security programs and initiatives into a comprehensive and cohesive national effort involving appropriate Federal, State, local, and private sector entities.

In addition to this Strategy, the Departments have developed eight supporting plans to address the specific threats and challenges of the maritime environment. While the plans address different aspects of maritime security, they are mutually linked and reinforce each other. The supporting plans include:

- National Plan to Achieve Domain Awareness
- Global Maritime Intelligence Integration Plan
- Interim Maritime Operational Threat Response Plan
- International Outreach and Coordination Strategy
- Maritime Infrastructure Recovery Plan
- Maritime Transportation System Security Plan
- Maritime Commerce Security Plan
- Domestic Outreach Plan

Development of these plans was guided by the security principles outlined in this National Strategy for Maritime Security. These plans will be updated on a periodic basis in response to changes in the maritime threat, the world environment, and national security policies.

Together, the National Strategy for Maritime Security and its eight supporting plans present a comprehensive national effort to promote global economic stability and protect legitimate activities while preventing hostile or illegal acts within the maritime domain.

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## Section I

# Introduction – Maritime Security

*“In this century, countries benefit from healthy, prosperous, confident partners. Weak and troubled nations export their ills -- problems like economic instability and illegal immigration and crime and terrorism. America and others ... understand that healthy and prosperous nations export and import goods and services that help to stabilize regions and add security to every nation.”*

President George W. Bush  
November 20, 2004

The safety and economic security of the United States depend in substantial part upon the secure use of the world’s oceans. The United States has a vital national interest in maritime security. We must be prepared to stop terrorists and rogue states before they can threaten or use weapons of mass destruction or engage in other attacks against the United States and our allies and friends. Toward that end, the United States must take full advantage of strengthened alliances and other international cooperative arrangements, innovations in the use of law enforcement personnel and military forces, advances in technology, and strengthened intelligence collection, analysis, and dissemination.

Salt water covers more than two-thirds of the Earth’s surface. These waters are a single, great ocean, an immense maritime domain<sup>1</sup> that affects life everywhere. Although its four principal geographical divisions – Atlantic, Arctic, Indian, and Pacific – have different names, this continuous body of water is the Earth’s greatest defining geographic feature.

The oceans, much of which are global commons under no State’s jurisdiction, offer all nations, even landlocked States, a network of sea-lanes or highways that is of enormous importance to their security and prosperity. They are likewise a source of food, mineral resources, and recreation, and they support commerce among nations. They also act as both a barrier to and a conduit for threats to the security of people everywhere. Like all other countries, the United States is highly dependent on the oceans for its security and the welfare of its people and economy.

In today’s economy, the oceans have increased importance, allowing all countries to participate in the global marketplace. More than 80 percent of the world’s trade travels by water and forges a global maritime link. About half the world’s trade by value, and

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<sup>1</sup> The maritime domain is defined as all areas and things of, on, under, relating to, adjacent to, or bordering on a sea, ocean, or other navigable waterway, including all maritime-related activities, infrastructure, people, cargo, and vessels and other conveyances. Note: The maritime domain for the United States includes the Great Lakes and all navigable inland waterways such as the Mississippi River and the Intra-Coastal Waterway.

90 percent of the general cargo, are transported in containers. Shipping is the heart of the global economy, but it is vulnerable to attack in two key areas. Spread across Asia, North America, and Europe are 30 megaports/cities that constitute the world's primary, interdependent trading web. Through a handful of international straits and canals pass 75 percent of the world's maritime trade and half its daily oil consumption. International commerce is at risk in the major trading hubs as well as at a handful of strategic chokepoints.

The infrastructure and systems that span the maritime domain, owned largely by the private sector, have increasingly become both targets of and potential conveyances for dangerous and illicit activities. Moreover, much of what occurs in the maritime domain with respect to vessel movements, activities, cargoes, intentions, or ownership is often difficult to discern. The oceans are increasingly threatened by illegal exploitation of living marine resources and increased competition over nonliving marine resources. Although the global economy continues to increase the value of the oceans' role as highways for commerce and providers of resources, technology and the forces of globalization have lessened their role as barriers. Thus, this continuous domain serves as a vast, ready, and largely unsecured medium for an array of threats by nations, terrorists, and criminals.

Defeating this array of threats to maritime security – including the threat or use of weapons of mass destruction (WMD)<sup>2</sup> – requires a common understanding and a joint effort for action on a global scale. Because the economic well-being of people in the United States and across the globe depends heavily upon the trade and commerce that traverses the oceans, maritime security must be a top priority. Maritime security is required to ensure freedom of the seas; facilitate freedom of navigation and commerce; advance prosperity and freedom; and protect the resources of the ocean. Nations have a common interest in achieving two complementary objectives: to facilitate the vibrant maritime commerce that underpins economic security, and to protect against ocean-related terrorist, hostile, criminal, and dangerous acts. Since all nations benefit from this collective security, all nations must share in the responsibility for maintaining maritime security by countering the threats in this domain.

A strong world economy enhances our national security by advancing prosperity and freedom in the rest of the world. Economic growth supported by free trade and free markets creates new jobs and higher incomes. It allows people to lift their lives out of poverty, spurs economic and legal reform, and the fight against corruption, and it reinforces the habits of liberty. We will promote economic growth and economic freedom beyond America's shores.

Ignite a New Era of Global Economic Growth through Free Markets and Free Trade

Goal VI of the *National Security Strategy of the United States*

<sup>2</sup> The term "weapon of mass destruction" (WMD) is defined in 18 U.S. Code § 2332a(c) as including any destructive device as defined in [18 U.S. Code] section 921...; any weapon that is designed or intended to cause death or serious bodily injury through the release, dissemination, or impact of toxic or poisonous chemicals, or their precursors; any weapon involving a biological agent, toxin, or vector (as those terms are defined in [18 U.S. Code] section 178...); or any weapon that is designed to release radiation or radioactivity at a level dangerous to human life.

## Section II

# Threats to Maritime Security

*“America, in this new century, again faces new threats. Instead of massed armies, we face stateless networks; we face killers who hide in our own cities. We must confront deadly technologies. To inflict great harm on our country, America’s enemies need to be only right once. Our intelligence and law enforcement professionals in our government must be right every single time.”*

President George W. Bush  
December 17, 2004

Complexity and ambiguity are hallmarks of today’s security environment, especially in the maritime domain. In addition to the potential for major combat operations at sea, terrorism has significantly increased the nature of the nonmilitary, transnational, and asymmetric threats in the maritime domain that the United States and its allies and strategic partners must be prepared to counter. Unlike traditional military scenarios in which adversaries and theaters of action are clearly defined, these nonmilitary, transnational threats often demand more than purely military undertakings to be defeated.

Unprecedented advances in telecommunications and dramatic improvements in international commercial logistics have combined to increase both the range and effects of terrorist activities, providing the physical means to transcend even the most secure borders and to move rapidly across great distances. Adversaries that take advantage of such transnational capabilities have the potential to cause serious damage to global, political, and economic security. The maritime domain in particular presents not only a medium by which these threats can move, but offers a broad array of potential targets that fit the terrorists’ operational objectives of achieving mass casualties and inflicting catastrophic economic harm. While the variety of actors threatening the maritime domain continues to grow in number and capability, they can be broadly grouped as nation-states, terrorists, and transnational criminals and pirates. Defeating the threat of the widely dispersed terrorist networks that present an immediate danger to U.S. national security interests at home and abroad remains our foremost objective.

### **Nation-State Threats**

The prospect of major regional conflicts erupting, escalating, and drawing in major powers should not be discounted. Nonetheless, in the absence of inter-state conflict, individual state actions represent a more significant challenge to global security. Some states provide safe havens for criminals and terrorists, who use these countries as bases of operations to export illicit activities into the maritime domain and into other areas of the globe. The probability of a hostile state using a WMD is expected to increase during the next decade.<sup>3</sup> An alternative danger is that a foreign state will provide critical advanced

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<sup>3</sup> Mapping the Global Future, National Intelligence Council, Washington, DC: December 2004.

conventional weaponry, WMD components, delivery systems and related materials, technologies, and weapons expertise to another rogue state or a terrorist organization that is willing to conduct WMD attacks. WMD issues are of the greatest concern since the maritime domain is the likely venue by which WMD will be brought into the United States.

## **Terrorist Threats**

Non-state terrorist groups that exploit open borders challenge the sovereignty of nations and have an increasingly damaging effect on international affairs. With advanced telecommunications, they can coordinate their actions among dispersed cells while remaining in the shadows. Successful attacks in the maritime domain provide opportunities to cause significant disruption to regional and global economies. Today's terrorists are increasing their effectiveness and reach by establishing links with other like-minded organizations around the globe. Some terrorist groups have used shipping as a means of conveyance for positioning their agents, logistical support, and generating revenue. Terrorists have also taken advantage of criminal smuggling networks to circumvent border security measures.

Terrorists have indicated a strong desire to use WMD.<sup>4</sup> This prospect creates a more complex and perilous security situation, further aggravated by countries that are unable to account for or adequately secure their stockpiles of such weapons and associated materials. This circumstance, coupled with increased access to the technology needed to build and employ those weapons, increases the possibility that a terrorist attack involving WMD could occur. Similarly, bioterrorism appears particularly suited to use by smaller but sophisticated groups because this tactic is exceedingly difficult to detect in comparison to other mass-effects weapons.

Terrorists can also develop effective attack capabilities relatively quickly using a variety of platforms, including explosives-laden suicide boats<sup>5</sup> and light aircraft; merchant and cruise ships as kinetic weapons to ram another vessel, warship, port facility, or offshore platform; commercial vessels as launch platforms for missile attacks; underwater swimmers to infiltrate ports; and unmanned underwater explosive delivery vehicles. Mines are also an effective weapon because they are low-cost, readily available, easily deployed, difficult to counter, and require minimal training. Terrorists can also take advantage of a vessel's legitimate cargo, such as chemicals, petroleum, or liquefied natural gas, as the explosive component of an attack. Vessels can be used to transport powerful conventional explosives or WMD for detonation in a port or alongside an offshore facility.

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<sup>4</sup> The *National Security Strategy of the United States of America*, p. 15.

<sup>5</sup> This maritime mode of terrorist attack has been established, tested, and repeated. The terrorist group al-Qaida in October 2000 successfully attacked *USS Cole* in Yemen with an explosives-laden suicide small boat and 2 years later attacked the French oil tanker *M/V Limburg*.

The U.S. economy and national security are fully dependent upon information technology and the information infrastructure.<sup>6</sup> Terrorists might attempt cyber attacks to disrupt critical information networks, or attempt to cause physical damage to information systems that are integral to the operation of marine transportation and commerce systems. Tools and methodologies for attacking information systems are becoming widely available, and the technical abilities and sophistication of terrorists groups bent on causing havoc or disruption is increasing.

However, the nature and motivations of these new adversaries, their determination to obtain destructive powers hitherto available only to the world's strongest states, and the greater likelihood that they will use weapons of mass destruction against us, make today's security environment more complex and dangerous.

Prevent Our Enemies from Threatening Us, Our Allies, and Our Friends  
with Weapons of Mass Destruction  
Goal V of the *National Security Strategy of the United States*

## **Transnational Criminal and Piracy Threats**

The continued growth in legitimate international commerce in the maritime domain has been accompanied by growth in the use of the maritime domain for criminal purposes. The smuggling of people, drugs, weapons, and other contraband, as well as piracy and armed robbery against vessels, pose a threat to maritime security. Piracy and incidents of maritime crime tend to be concentrated in areas of heavy commercial maritime activity, especially where there is significant political and economic instability, or in regions with little or no maritime law enforcement capacity. Today's pirates and criminals are usually well organized and well equipped with advanced communications, weapons, and high-speed craft. The capabilities to board and commandeer large underway vessels – demonstrated in numerous piracy incidents – could also be employed to facilitate terrorist acts.

Just as the world's oceans are avenues for a nation's overseas commerce, they are also the highways for the import or export of illegal commodities. Maritime drug trafficking<sup>7</sup> generates vast amounts of money for international organized crime syndicates and terrorist organizations. Laundered through the international financial system, this money provides a huge source of virtually untraceable funds. These monetary assets can then be used to bribe government officials, bypass established financial controls, and fund additional illegal activities, including arms trafficking, migrant smuggling, and terrorist operations. Further, these activities can ensure a steady supply of weapons and cash for terrorist operatives, as well as the means for their clandestine movement.

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<sup>6</sup> The *National Strategy to Secure Cyberspace* is part of our overall effort to protect the Nation. It is an implementing component of the *National Strategy for Homeland Security* and is complemented by a *National Strategy for the Physical Protection of Critical Infrastructures and Key Assets*.

<sup>7</sup> The *National Drug Control Strategy* outlines U.S. goals in this area.



## **Environmental Destruction**

Intentional acts that result in environmental disasters can have far-reaching, negative effects on the economic viability and political stability of a region. Additionally, in recent years, competition for declining marine resources has resulted in a number of violent confrontations as some of the world's fishers resort to unlawful activity. These incidents underscore the high stakes for the entire world as diminishing resources, such as fish stocks, put increasing pressure on maritime nations to undertake more aggressive actions. These actions continue to have the potential to cause conflict and regional instability. Similarly, massive pollution of the oceans, whether caused by terrorists or individuals who undertake intentional acts in wanton disregard for the consequences, could result in significant damage to ecosystems and undermine the national and economic security of the nations that depend on them.

## **Illegal Seaborne Immigration**

International migration is a long-standing issue that will remain a major challenge to regional stability, and it will be one of the most important factors affecting maritime security through the next 10 years. Transnational migration, spurred by a decline of social well-being or internal political unrest, has become common over the past decades. It will continue to drive the movement of many people, with the potential to upset regional stability because of the strain migrants and refugees place on fragile economies and political systems. In some countries the collapse of political and social order prompts maritime mass migrations, such as the ones the United States has experienced from Cuba and Haiti. The humanitarian and enforcement efforts entailed by the management of such migrations require a significant commitment of security resources.

The potential for terrorists to take advantage of human smuggling networks in attempts to circumvent border security measures cannot be ignored. As security in our ports of entry, at land-border crossings, and at airports continues to tighten, criminals and terrorists will likely consider our relatively undefended coastlines to be less risky alternatives for unlawful entry into the United States.

## Section III Strategic Objectives

*"It is the policy of the United States to take all necessary and appropriate actions, consistent with U.S. law, treaties and other international agreements to which the United States is a party, and customary international law as determined for the United States by the President, to enhance the security of and protect U.S. interests in the Maritime Domain..."*

Presidential Directive  
Maritime Security Policy  
December 21, 2004

Today's transnational threats have the potential to inflict great harm on many nations. Thus, the security of the maritime domain requires comprehensive and cohesive efforts among the United States and many cooperating nations to protect the common interest in global maritime security. This Strategy describes how the United States Government will promote an international maritime security effort that will effectively and efficiently enhance the security of the maritime domain while preserving the freedom of the domain for legitimate pursuits.<sup>8</sup>

This approach does not negate the United States' inherent right to self-defense or its right to act to protect its essential national security interests. **Defending against enemies is the first and most fundamental commitment of the United States Government. Preeminent among our national security priorities is to take all necessary steps to prevent WMD from entering the country and to avert an attack on the homeland.** This course of action must be undertaken while respecting the constitutional principles upon which the United States was founded.

Three broad principles provide overarching guidance to this Strategy. First, *preserving the freedom of the seas* is a top national priority. The right of vessels to travel freely in international waters, engage in innocent and transit passage, and have access to ports is an essential element of national security. The free, continuing, unthreatened intercourse of nations is an essential global freedom and helps ensure the smooth operation of the world's economy.

Second, the United States Government must *facilitate and defend commerce* to ensure this uninterrupted flow of shipping. The United States is a major trading nation, and its economy, environment, and social fabric are inextricably linked with the oceans and their

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<sup>8</sup> The *National Strategy for Maritime Security* is guided by the objectives and goals contained in the *National Security Strategy* and the *National Strategy for Homeland Security*. This Strategy also draws upon the *National Strategy for Combating Terrorism*, the *National Strategy to Combat Weapons of Mass Destruction*, the *National Strategy for the Physical Protection of Critical Infrastructure and Key Assets*, the *National Defense Strategy*, the *National Military Strategy*, and the *National Drug Control Strategy*.

resources. The adoption of a just-in-time delivery approach to shipping by most industries, rather than stockpiling or maintaining operating reserves of energy, raw materials, and key components, means that a disruption or slowing of the flow of almost any item can have widespread implications for the overall market, as well as upon the national economy.

Third, the United States Government must *facilitate the movement of desirable goods and people across our borders, while screening out dangerous people and material*. There need not be an inherent conflict between the demand for security and the need for facilitating the travel and trade essential to continued economic growth. This Strategy redefines our fundamental task as one of good border management rather than one that pits security against economic well-being. Accomplishing that goal is more manageable to the extent that screening can occur before goods and people arrive at our physical borders.

In keeping with these guiding principles, the deep-seated values enshrined in the U.S. Constitution, and applicable domestic and international law, the following objectives will guide the Nation's maritime security activities:

- Prevent Terrorist Attacks and Criminal or Hostile Acts
- Protect Maritime-Related Population Centers and Critical Infrastructures
- Minimize Damage and Expedite Recovery
- Safeguard the Ocean and Its Resources

This Strategy does not alter existing authorities or responsibilities of the department and agency heads, including their authorities to carry out operational activities or to provide or receive information. It does not impair or otherwise affect the authority of the Secretary of Defense over the Department of Defense, including the chain of command for military forces from the President and Commander-in-Chief, to the Secretary of Defense, to the commander of military forces, or military command and control procedures.

## **Prevent Terrorist Attacks and Criminal or Hostile Acts**

**Detect, deter, interdict, and defeat terrorist attacks, criminal acts, or hostile acts in the maritime domain, and prevent its unlawful exploitation for those purposes.**

The United States will prevent potential adversaries from attacking the maritime domain or committing unlawful acts there by monitoring and patrolling its maritime borders, maritime approaches, and exclusive economic zones, as well as high seas areas of national interest, and by stopping such activities at any stage of development or deployment. The United States will work to detect adversaries before they strike; to deny them safe haven in which to operate unobstructed; to block their freedom of movement between locations; to stop them from entering the United States; to identify, disrupt, and dismantle their financial infrastructure; and to take decisive action to eliminate the threat they pose. As part of this undertaking, the *National Strategy to Combat Weapons of*

*Mass Destruction* and related presidential directives address the most serious of these threats, and outline plans and policies to execute timely, effective interdiction efforts against the proliferation of WMD, their delivery systems, and related materials, technologies, and expertise.

The basis for effective prevention<sup>9</sup> measures – operations and security programs – is awareness and threat knowledge, along with credible deterrent and interdiction capabilities. Without effective awareness of activities within the maritime domain, crucial opportunities for prevention or an early response can be lost. Awareness grants time and distance to detect, deter, interdict, and defeat adversaries – whether they are planning an operation, or are en route to attack or commit an unlawful act.

Forces must be trained, equipped, and prepared to detect, deter, interdict, and defeat terrorists throughout the maritime domain. Some terrorist groups, however, commit terrorist acts without regard to their own personal risk. They will never be easily deterred. No amount of credible deterrent capability can guarantee that attacks by such groups will be prevented. If terrorists cannot be deterred by the layered maritime security, then they must be interdicted and defeated, preferably overseas.

## **Protect Maritime-Related Population Centers and Critical Infrastructure**

**Protect maritime-related population centers, critical infrastructure, key resources, transportation systems, borders, harbors, ports, and coastal approaches in the maritime domain.**

The United States depends on networks of critical infrastructure<sup>10</sup> – both physical networks such as the marine transportation system, and cyber networks such as interlinked computer operations systems. The ports, waterways, and shores of the maritime domain are lined with military facilities, nuclear power plants, locks, oil refineries, levees, passenger terminals, fuel tanks, pipelines, chemical plants, tunnels, cargo terminals, and bridges. Ports in particular have inherent security vulnerabilities: they are sprawling, easily accessible by water and land, close to crowded metropolitan areas, and interwoven with complex transportation networks. Port facilities, along with the ships and barges that transit port waterways, are especially vulnerable to tampering, theft, and unauthorized persons gaining entry to collect information and commit unlawful or hostile acts.

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<sup>9</sup> The *National Response Plan* defines prevention as actions taken to avoid an incident or to intervene to stop an incident from occurring. It involves applying intelligence to a range of activities that may include such countermeasures as deterrence operations, improved security operations, and specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators.

<sup>10</sup> The USA PATRIOT Act of 2001, 42 U.S.C. § 519 c(e), defines critical infrastructure as those “systems and assets, whether physical or virtual, so vital to the United States that the incapacity or destruction of such systems and assets would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters.”

The critical infrastructure and key resources of the maritime domain constitute a vital part of the complex systems necessary for public well-being, as well as economic and national security. They are essential for the free movement of passengers and goods throughout the world. Some physical and cyber assets, as well as associated infrastructure, also function as defense critical infrastructure, the availability of which must be constantly assured for national security operations worldwide. Beyond the immediate casualties, the consequences of an attack on one node of a critical infrastructure may include disruption of entire systems, significant damage to the economy, or the inability to project military forces. Protection of infrastructure networks must address individual elements, interconnecting systems, and their interdependencies.

Protection of critical infrastructure and key resources is a shared responsibility of the public and private sectors. The Department of Homeland Security is the lead agency for the overall national effort to enhance the protection of critical infrastructure and key resources. Since it is impossible to protect all infrastructure and resources constantly, all levels of government and the private sector must collectively improve their defenses by conducting prudent risk management assessments to identify facilities that require physical or procedural security upgrades or those that are not likely targets.

The Federal Government has three primary responsibilities in regard to this national effort: (1) to produce and distribute timely and accurate threat advisory and alert information and appropriate protective measures to State, local, and tribal governments and the private sector via a dedicated homeland security information network; (2) provide guidance and standards for reducing vulnerabilities; and (3) provide active, layered, and scalable security presence to protect from and deter attacks.

Since private industry owns and operates the vast majority of the nation's critical infrastructure and key resources, owners and operators remain the first line of defense for their own facilities. They are responsible for increasing physical security and reducing the vulnerabilities of their property by conducting routine risk management planning, as well as investing in protective measures – e.g., staff authentication and credentialing, access control, and physical security of their fixed sites and cargoes – as a necessary business function.

As security measures at ports of entry, land-border crossings, and airports become more robust, criminals and terrorists will increasingly consider the lengthy U.S. coastline with its miles of uninhabited areas as a less risky alternative for unlawful entry into the United States. The United States must therefore patrol, monitor, and exert unambiguous control over its maritime borders and maritime approaches. At-sea presence reassures U.S. citizens, deters adversaries and lawbreakers, provides better mobile surveillance coverage, adds to warning time, allows seizing the initiative to influence events at a distance, and facilitates the capability to surprise and engage adversaries well before they can cause harm to the United States.

## **Minimize Damage and Expedite Recovery**

### **Minimize damage and expedite recovery from attacks within the maritime domain.**

The United States must be prepared to minimize damage and expedite recovery<sup>11</sup> from a terrorist attack or other Incident of National Significance<sup>12</sup> that may occur in the maritime domain. Our experience dealing with the catastrophic effects of Hurricane Katrina reinforces this key point. The response to such incidents is implemented through the comprehensive National Incident Management System, governed by the *National Response Plan*, which coordinates public and private sector efforts and brings to bear all required assets, including defense support of civil authorities.

The public and private sectors must be ready to detect and rapidly identify WMD agents; react without endangering first responders; treat the injured; contain and minimize damage; rapidly reconstitute operations; and mitigate long-term hazards through effective decontamination measures. These actions will preserve life, property, the environment, and social, economic, and political structures, as well as restore order and essential services for those who live and work within the maritime domain.

A terrorist attack or similarly disruptive Incident of National Significance involving the marine transportation system can cause a severe ripple effect on other modes of transportation, as well as have adverse economic or national security effects. From the onset of a maritime incident, Federal, State, local, and tribal authorities require the capability to assess the human and economic consequences in affected areas rapidly, and to calculate the effects that may radiate outward to affect other regional, national, or global interests. These entities must also develop and implement contingency procedures to ensure continuity of operations, essential public services, and the resumption or redirection of maritime commercial activities, including the prioritized movement of cargoes to mitigate the larger economic, social, and possibly national security effects of the incident. Recovery of critical infrastructure, resumption of the marine transportation system, and restoration of communities within the affected area must all occur simultaneously and expeditiously.

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<sup>11</sup> Recovery is defined by the *National Response Plan* as the development, coordination, and execution of service- and site-restoration plans for impacted communities and the reconstitution of government operations and services.

<sup>12</sup> An Incident of National Significance is based on the criteria established in Homeland Security Presidential Directive-5, Management of Domestic Incidents, February 2003.

## **Safeguard the Ocean and Its Resources**

### **Safeguard the ocean and its resources from unlawful exploitation and intentional critical damage.**

The unlawful or hostile exploitation of the maritime domain also requires attention. The vulnerability is not just within U.S. territorial seas and internal waters. In the future, the United States can anticipate increased foreign fishing vessel incursions into its exclusive economic zones, which may have serious economic consequences for the United States. Protecting our living marine resources from unlawful or hostile damage has become a matter of national concern. Potential consequences of such damage include conflict and regional instability among nations over the control of marine resources to the detriment of all. The United States and other nations have a substantial economic and security interest in preserving the health and productive capacity of the oceans. We will continue to project a U.S. presence by monitoring and patrolling the United States' exclusive economic zones and certain high seas areas of national interest.

Assisting regional partners to maintain the maritime sovereignty of their territorial seas and internal waters is a longstanding objective of the United States and contributes directly to the partners' economic development as well as their ability to combat unlawful or hostile exploitation by a variety of threats. For example, as a result of our active discussions with African partners, the United States is now appropriating funding for the implementation of border and coastal security initiatives along the lines of the former Africa Coastal Security (ACS) Program. Preventing unlawful or hostile exploitation of the maritime domain requires that nations collectively improve their capability to monitor activity throughout the domain, establish responsive decision-making architectures, enhance maritime interdiction capacity, develop effective policing protocols, and build intergovernmental cooperation. The United States, in cooperation with its allies, will lead an international effort to improve monitoring and enforcement capabilities through enhanced cooperation at the bilateral, regional, and global level.