



**MARINE CONSERVATION AND
MARITIME SECURITY COALITION (MCMSC)
PACIFIC ISLANDS MARITIME
SECURITY WORKSHOP**

Auckland, New Zealand
September 5 - 6, 2019

Acknowledgement

This workshop would not have been successful without the involvement of the Pacific Island partners providing their innovative strategies and subject matter expertise. The Cape Rodney/Okakari Point Marine Reserve, New Zealand's first marine reserve, established in 1975 and staff from the Leigh Marine Laboratory, the marine research facility for the University of Auckland, provided an ideal environment for the excursion and deep dive discussions. An afternoon visit to the New Zealand Customs Service, multi-agency Integrated Targeting and Operations Centre (ITOC) in downtown Auckland delivered valuable examples of information sharing and national coordination by demonstrating how local operations identify and respond to risks at the New Zealand border.



View of Goat Island from above the Cape Rodney-Okakari Point Marine Reserve

This Report summarizes the Marine Conservation and Maritime Security Coalition (MCMSC) Pacific Islands Maritime Security Workshop delivered by the National Maritime Intelligence-Integration Office. Workshop participants adhered to a variation of the Chatham House Rule for the purpose of exploring ideas from across the maritime community. Accordingly, the material published herein does not represent official government views by Workshop participants. This report is an unclassified record made available to all.

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The Director of National Intelligence, in cooperation with the Navy and U.S. Coast Guard, created NMIO in 2009 to advance governmental collaboration and unity of effort as outlined in the 9/11 Commission Report, the Intelligence Reform and Terrorism Prevention Act of 2004, and the National Strategy for Maritime Security. NMIO facilitates information sharing and collaboration across the Global Maritime Community of Interest, which consist of U.S. federal, state, local, tribal, and territorial governments; maritime industry; academia; and our international partners. Learn more about NMIO online at <http://nmio.ise.ov/index.html>.



The Waitt Foundation vision is to restore our oceans to full productivity. Our objective is to assist the growth of sustainable Blue Economies through Marine partnerships.



A coalition of NGO's, academic institutions, foundations, and other organizations working together to assist committed governments in developing and implementing sustainable marine spatial plans to protect the environment and improve the economy at the same time.



Since 1969, ELI has played a pivotal role in shaping the fields of environmental law, policy, and management, domestically and abroad. We are an internationally recognized, non-partisan research and education center working to strengthen environmental protection by improving law and governance worldwide.

Executive Summary

Led by the National Maritime Intelligence Integration Office (NMIO) and the Waitt Foundation, the Marine Conservation and Maritime Security Coalition (MCMSC) establishes a sustainable, long-term partnership between the maritime security and ocean conservation communities. This Coalition provides an enduring and flexible platform for addressing the maritime information needs of partners within the Global Maritime Community of Interest (GMCOI).

On September 5-6, 2019, in Auckland, New Zealand, MCMSC leveraged its public-private partnership agreement to deliver joint workshops with the Blue Prosperity Coalition. The September 3-4 Blue Prosperity Workshop Series: Drafting Legislation to Support Marine Spatial Planning supported improving ecosystem health and growth of the blue economy. This effort was followed by the September 5-6 MCMSC Pacific Islands Maritime Security Workshop designed to prioritize marine conservation and maritime security (MC/MS) challenges and mitigation measures.

This report focuses on the latter workshop which was attended by 40 government, NGO and other participants from 13 ocean and coastal states, the United States, Australia, and New Zealand. Also attending were various local, regional and stakeholders with backgrounds in law enforcement,

conservation, and maritime domain awareness (MDA).¹

A **Marine Conservation and Maritime Security Workshop Survey** set the stage for the facilitated workshop to address several overarching MC/MS issues:

- Combatting Illegal, Unreported, and Unregulated (IUU) Fishing
- Combatting Trafficking (both drug and human)
- Marine Scientific Research (MSR) Vessel activity.

Through a series of structured exercises, participants identified underlying capability gaps and policy barriers. These concepts were captured as **Challenge Categories** specific to the Federated States of Micronesia (FSM) and Palau.

FSM and Palauan representatives validated these Challenge Categories and concluded the workshop with a round of brainstorming to generate **Mitigation Measures**.

Participants highlighted the limitations of effective MC/MS across the following themes: personnel and resources, information sharing, policy, training, collaboration, legal, and technology. This workshop reports on participant findings to form the basis for future MCMSC public-private partnership projects.

Workshop Summary of Challenge Categories	
Combatting Illegal, Unreported, and Unregulated (IUU) Fishing	
Federated States of Micronesia	Palau
Enforcement Capabilities	International Enforcement
Coordination Between Agencies / Partners	Information Sharing
Vessel Registry Gaps and Licensing Information	Capacity / Resources
Lack of Public Awareness and Support	
Evidentiary and Reporting Requirements	
Combatting Trafficking	
Boarding / Inspection Capacity	Lack of Local Knowledge
Data Sharing Regulations	Lack of Indicators of Trafficking
Lack of Resources	Limited Ability to Detect Narcotics
	Limited Information Sharing
Marine Scientific Research (MSR) Vessel Activity	
(Scenario not evaluated)	Lack of Regional Info-Sharing
	Lack of Mechanisms to Compel Data Sharing
	Lack of MSR Vessel Observers
	Legislative Gaps for Research Permitting
	Lack of Persistent Detection Capabilities

¹ Marine Conservation and Maritime Security Coalition (MCMSC) Pacific Islands Maritime Security Workshop Participants List.

Background

The MCMSC is a partnership between the marine conservation and maritime security communities, led by the Waitt Foundation and NMIO. This partnership recognizes the global need for marine conservation as a priority in the United Nations 2030 Agenda for Sustainable Development. “Conserve and sustainably use the oceans, seas and marine resources for sustainable development.”²

In response to this priority, governments are now developing an international legally binding instrument under the United Nations Convention on the Law of the Sea on the conservation and sustainable use of marine biological diversity of areas beyond national jurisdiction to protect the high seas (General Assembly resolution 72/249).³

“...Experts agree that **30% of the ocean** must be strongly protected in no-take Marine Protected Areas to maximize fisheries yield and safeguard marine resources...”

– Blue Prosperity Coalition

Experts from Pew Charitable Trusts state, “The high seas treaty comes in as an opportunity to put conservation at the focus of the discussion of how [global stakeholders] manage the high seas.”⁴ Some nations have recently committed to protecting 20–30% of the ocean at various global summits. Their commitments include specific targets for “blue prosperity” led by the Waitt Foundation. Governmental, scientific, and philanthropic groups support policies to designate Marine Protected Areas (MPAs) as a way to restrict human activity in targeted settings. This form of protection combats risks to natural or cultural resources. Local, state, territorial, native, regional, national, or international authorities have supported MPAs to protect such marine resources.

MPA designation follows an established sequence of public policy steps: proposal/announcement, legal designation and implementation. Ideally, following these steps, each MPA will be actively managed and monitored, pursuant to an ongoing set of demonstrable and enforceable rules.”⁵ The report, “Co-operation between large-scale MPAs: successful experiences from the Pacific Ocean⁶,” states “Large Scale Marine Protected Areas” (LSMPAs), of which many are remote islands in the Pacific, “...face much larger and more complex monitoring challenges due to the enormous geographical size and remoteness of the areas.” Further, “...The great value of resources in many LSMPAs increases the need for surveillance and enforcement of vast and remote areas of the ocean—a condition that presents a number of hurdles.”

In addition to conservation and sustainability themes, experts point out the Pacific region also faces uncertainty from non-traditional threats such as political instability, piracy, terrorism, transnational crime and natural disasters and competition for influence. These emerging themes contribute to concerns across the region’s geographical boundaries, including health, economic development, natural disasters, climate change and illegal fishing.⁷

The MCMSC decided to undertake a process with the following series of iterative steps: 1) bring experts from the MC/MS communities together in forums to identify *gaps* and *barriers* and potential *mitigation measures*; 2) build on expert findings to distinguish policy and capabilities approaches and elicit public (U.S. and international partner) and private (NGOs, Intergovernmental Organizations (IGOs), etc.) commitments for resourcing and implementation; and, 3) develop these approaches into commitments to execute focused projects that serve as a starting point for further discussions with the focus country governments to mutually address intersecting blue prosperity and maritime security challenges in the Pacific Islands.

² United Nations Sustainable Development Goal 14, Conserve and sustainably use the oceans, seas and marine resources for sustainable development, <https://sustainabledevelopment.un.org/sdg14>, 2020.

³ Proceedings of the Intergovernmental Conference under the UN Convention on the Law of Sea on the conservation and sustainable use of marine biological diversity of areas beyond national jurisdiction, <https://www.un.org/bbnj/>, 2020.

⁴ Pew Charitable Trusts, A Chartbook: Mapping Governance on the High Seas, 2016.

⁵ Friends of Ocean Action Impact Report, The Business Case for Marine Protection and Conservation, 2019, http://www3.weforum.org/docs/WEF_Business_case_for_marine_protection.pdf.

⁶ Co-operation between large-scale MPAs: successful experiences from the Pacific Ocean, 2016.

⁷ *Maintaining the U.S. Edge in the Freely Associated States*, D. Grossman and M. S. Chase RAND, East Asia Forum, Sep 2019.

Methodology

In advance of the workshop, representatives from the Governments of Federal States of Micronesia (FSM), Palau, and the Republic of the Marshall Islands (RMI) received the Marine Conservation and Maritime Security Workshop Survey,⁸ to identify priority marine conservation and maritime security challenges.

The survey revealed IUU fishing, trafficking (both drug and human), and MSR vessel activity as the priority challenges for the focus countries at the workshop.⁹ NMIO then worked with the U.S. National Defense University (NDU) to develop scenarios and structured exercises based on these priorities.

The workshop facilitated two study groups, “Palau” and “Federated States of Micronesia.” Each group addressed scenarios designed for focused discussion about regional and sectoral conditions. Stakeholder expertise in each group built a body of challenge categories related to the following conditions in each geographic location: suspicious vessels in/beyond the exclusive economic zone (EEZ), offshore and onshore narcotics discovery, In addition, the Palau group examined a scenario involving an uncooperative MSR vessel.

Each group used structured exercises to generate a list of potential *gaps* and *barriers*. By relying on the FSM and Palauan representatives to validate these *gaps* and *barriers*, participants organized their ideas into categories and then narrowed their ideas to selected *focus categories*, upon which to concentrate more closely. These *focus categories* were the basis of developing potential *mitigation measures*, with an emphasis on “quantity over quality.” The exercise encouraged creativity and participants understood that discussion about the mitigation measures was not limited to only those ideas that might be the most practical, but, rather on measures that might spark additional thoughts.

Prompts for the activities included People (culture, training, stakeholders), Technology (tools, resources, equipment), Policy (laws, regulations, procedures), and Wildcard categories. FSM and Palauan representatives also narrowed the *mitigation measures* to support further analysis of Cost, Impact, and Feasibility of Achievement.



Palau, Cook Islands workshop participants

⁸ Marine Conservation and Maritime Security Workshop Surveys, facilitated by US Embassies located in the focus countries, the U.S.-FSM and U.S.-Palau MDA Working Groups, and Australian Maritime Security Advisors (MSAs) embedded in the focus countries’ maritime Agencies.

⁹ Other priorities nominated as challenges include the following: search and rescue, illegal dumping, Vietnamese blue boats, coral reef preservation, water contamination and overfishing.

Workshop Detail – Federated States of Micronesia

FSM is comprised of four states (Yap, Chuuk, Pohnpei, and Kosrae) and encompasses 607 islands found over one million square miles of the western Pacific Ocean.¹⁰

FSM showcased its commitment to protect its ocean resources by expanding MPAs out to 24 nautical miles around each island prohibiting commercial fishing, therein protecting an additional 184,948 square kilometers of its ocean waters. Additionally, FSM gains support from the United States Coast Guard (USCG) and the Australia Pacific Patrol Boat Program. FSM in its 30-year partnership with Australia will receive two Guardian-class patrol boats, the first in early-2022 and the second in mid-2022¹¹.

The US Integrated Country Strategy¹² includes a mission objective to enhance FSM engagement with bilateral donors, multinational organizations, the United Nations and NGO's and to strengthen law enforcement cooperation between the US and the FSM, including in the maritime domain.

National security interests in the Indo-Pacific region relate to thwarting transnational crime (including trafficking and money laundering) and porous border security. The FSM island states—strategically located between Hawaii, Guam and the Philippines—are vulnerable to the threat of inimical third parties who will try to exploit the nation for criminal purposes.

The Blue Prosperity Coalition sessions on 3-4 September featured a session on “Enforcement & Compliance; Evidence, Offenses, and Penalties,”¹³ noting its relevance to the key benefits of marine spatial planning:

Key Benefits of Marine Spatial Planning

1. Growth of blue economy
2. Reduction of user conflict
3. Improved ecosystem health
4. Regulatory certainty
5. Sustainable development

- The Waitt Institute

Related to reduction of user conflict, participants pointed out several enforcement and compliance topics that carried over to the maritime security specific workshop.

Workshop participants guided by scenarios and supporting exercises, shared knowledge related to the MC/MS challenges and gaps.

Further development of these themes helped to prioritize FSM key challenges in response to the scenarios:



FSM Representatives and Facilitator

Scenario 1: Combatting IUU Fishing (blue boats, vessel lights seen from shore, no information on vessel/purpose)	Challenge Categories
	Enforcement Capabilities
	Coordination Between Agencies / Partners
	Vessel Registry Gaps and Licensing Information
	Lack of Public Awareness and Support
	Evidentiary and Reporting Requirements
Scenario 2: Combatting Trafficking (narcotics wash ashore)	Challenge Categories
	Boarding / Inspection Capacity
	Data Sharing Regulations
	Lack of Resources
	Boarding / Inspection Capacity

The priority areas for consideration by the MCMSC are:

- Enforcement Capabilities
- Coordination Between Agencies/Partners
- Addressing Resource Gaps

Appendix A expands on the scenario based exercises and outlines mitigation measures to be used to draw out projects at the MCMSC summit event in 2020.

¹⁰ The Nature Conservancy Marine Spatial Planning, Pohnpei Project.

¹¹ U.S. Coast Guard, FSM Conduct Bilateral Engagement, 2019.

¹² US State Department Integrated Country Strategy Federated States of Micronesia, August 16, 2018.

¹³ Blue Prosperity Workshop Series: Drafting Legislation to Support Marine Spatial Planning, 2019.

Workshop Detail – Palau

In 1994, Palau founders wrote into their constitution the need for “conservation of a beautiful, healthful, and resourceful natural environment.”

The Palau National Marine Sanctuary (PNMS) is a vast MPA established to preserve this natural environment. Surrounding much of the Pacific Island nation of Palau, PNMS was created on January 1, 2020, encompassing 80% of Palau’s national waters and prohibiting extractive activities such as fishing and mining.¹⁴

A 2018 US State Department Integrated Country Strategy Report describes the long-standing relationship between the United States and Palau. This report outlines the current challenges Palau faces to counter the effects of drug trafficking, organized crime and risk of increased violence. The report urges attention to these destabilizing conditions in Palau and the region.¹⁵

MDA is key to mitigating illicit activities which threaten Palau’s security. IUU fishing and human trafficking are illicit activities having a direct socioeconomic impact on the region because of risks to Palau’s prominent commercial fishing sector. The absence of monitoring illicit activities complicates global marine conservation efforts, including measures to protect coral reefs and to prevent overfishing. Increased cooperation in regional maritime bodies is a way to protect marine resources and safeguard the commercial interest of fishing vessels in the region. The roles of monitoring and reporting remain an important development in the region.

The Blue Prosperity Coalition joint workshop featured a session on “Sustainable Funding Mechanisms for Ocean Management.”¹⁶ This session underscored that “to a limited degree, Palau’s Protected Areas Network Fund, made funds available for monitoring and enforcement.”

Informed by these factors, the workshop’s scenario exercises provided an opportunity for participants to speak to and share knowledge related to the challenges and gaps. Further development of these themes helped to prioritize Palauan key challenges in response the scenarios:

Scenario 1: Combatting IUU Fishing (blue boats, vessel lights seen from shore, no information on vessel/purpose)	Challenge Categories
	International Enforcement
	Information Sharing
	Capacity/Resources
	Lack of Public Awareness and Support
	Evidentiary and Reporting Requirements

Scenario 2: Combatting Trafficking (narcotics wash ashore, human rights violation, prostitution)	Challenge Categories
	Lack of Local Knowledge
	Lack of Indicators of Trafficking
	Limited Ability to Detect Narcotics
	Limited Information Sharing

Scenario 3: MSR Vessel Activity (Vessel not authorized, does not share intent of research, does not allow boarding)	Challenge Categories
	Lack of Regional Info-Sharing
	Lack of Mechanisms to Compel Data Sharing
	Lack of MSR Vessel Observers
	Legislative Gaps for Research Permitting
	Lack of Persistent Detection Capabilities

The priority areas for consideration by the MCMSC are:

- International Enforcement
- Information Sharing
- Capacity/Resources
- Limited Ability to Detect Narcotics
- Lack of MSR Vessel Observers

Appendix B expands on the scenario based exercises and outlines mitigation measures to be used to draw out projects at the MCMSC summit event in 2020.

¹⁴ Palau National Marine Sanctuary Goes Into Effect; Pacific island nation has created one of the world’s largest areas of protected ocean, Pew Charitable Trusts, January 1, 2020.

¹⁵ US State Department, Integrated Country Strategy (ICS) Palau, 2018.

¹⁶ Blue Prosperity Workshop Series: Drafting Legislation to Support Marine Spatial Planning, 2019.

Appendix A – Scenario Detail and Mitigation Measures – FSM

This section elaborates on the FSM scenarios a) IUU fishing and b) Trafficking and resultant challenge categories identified within overarching priority challenges such enforcement capabilities, coordination between agencies/partners, and lack in resources. The material found below provides recommendations to mitigate identified challenges.

Scenario 1: IUU Fishing

The scenario was broken into several sections to promote discussion of information needs and decision making at multiple points. Over the course of the IUU fishing scenario, a fleet of unflagged “blue boats” conducts illegal fishing of beche-de-mer (sea cucumber) in the northern waters of Pohnpei. A “mother ship” is believed to be operating further out to sea. Enforcement actions are launched against both the blue boats and the mother ship, boarding several vessels and taking a number of Vietnamese nationals into custody.

<p>How do we know the activity is taking place?</p> <ul style="list-style-type: none"> • Visual identification of the easily recognizable “blue boats” • Citizens on shore noticing lights on the water at night. • If vessels are close to shore to collect beche-de-mer locals may see them • Community campaigns have been launched regarding blue boats, highlighting their illegality and negative impacts, so that they are immediately recognized and reported • Tip from another vessel • Occasionally from aerial surveillance • Tip from USCG 	<p>Who gets contacted?</p> <ul style="list-style-type: none"> • Enforcement personnel – the FSM National Police’s Maritime Wing • Attorney General (AG) / Department of Justice (DOJ) <ul style="list-style-type: none"> - Decision authority to call off the interdiction activity • Other authorities <ul style="list-style-type: none"> - If the boat is licensed, FSM will have a crew list. • Flag states or suspected origin state. For example, Vietnam. However, when FSM contacts on issue there's no response • FSM often shares information with USCG
<p>How do we know if it is illicit?</p> <ul style="list-style-type: none"> • Visual identification of “blue boats”, as they are unlicensed • If it is non-transmitting on VMS within the EEZ 	<p>How is the incident resolved?</p> <ul style="list-style-type: none"> • FSM will use national resources to respond to an incident regardless of location • There are authorized officers, and municipal officers at each state, but the patrol boats of the FSM Maritime Wing are stationed only in Pohnpei • When a patrol boat takes over, a boarding team goes aboard with a checklist • FSM vessels have recently been outfitted with better communications capabilities

IUU Fishing Policy and Capabilities Mitigation Measures

- Support expansion of the Pacific Islands Foreign Fisheries Agency (FFA) compliance unit in taking on a Pacific-wide approach, in addition to a country specific approach, including a system to share information about cross-border illegal activities
- Place cell towers on outer islands to increase expanded communications coverage
- Explore additional capabilities for detection, including aerial surveillance balloons, drones, radar, and AIS receivers.
- Ensure legislation allows for the revocation of vessel registrations of repeat offenders
- Take advantage of the multilateral subsidiary agreement under FFA to use assets from neighboring countries
- Develop a counter-IUU fishing Memorandum of Understanding (MOU) with FSM’s immediate neighbors (RMI, Palau, Papua New Guinea (PNG), U.S., etc.) to coordinate and prioritize the notification of suspected IUU fishing activity crossing between EEZs
- Work with partners to develop standardized targeting packages & standard operating procedures (SOPs) to promote interoperability and cooperation
- Implement a country-wide approach to share information about cross-border illegal activities

Scenario 2: Trafficking

Scenario vignettes were used to explore different aspects of maritime trafficking issues. In the first, the boarding of a disabled vessel near Yap to render aid prompts the discovery of five women being trafficked to nearby Tomil Harbor to be used as sex slaves by crews of foreign vessels. In the second, large quantities of cocaine wash up on the shores of several islands in Chuuk state, presumably having broken free from a net holding a shipment dropped off by one ship and intended to be picked up by another. While not encompassing another vignette, the discussion was also steered to a consideration of the differences in trafficking challenges between port environments and the open ocean.

<p>How do we know the activity is taking place? How do we know it is illicit?</p> <ul style="list-style-type: none"> Foreign migrants from Southeast Asian countries report working in conditions indicative of human trafficking on Asian fishing vessels in FSM or its territorial waters¹⁷ Law enforcement and judicial understanding of trafficking remained low and overall protection services were insufficient. The government lacked procedures to proactively identify trafficking victims¹⁸ Local prostitution in Pohnpei is observed 	<p>Who gets contacted?</p> <ul style="list-style-type: none"> The FSM DOJ has designated a full-time assistant AG to prosecute all human trafficking cases the US DOJ investigates trafficking¹⁹ FSM may ask the U.S. for investigative assistance <p>How is the incident resolved?</p> <ul style="list-style-type: none"> The FSM DOJ has prioritized interdiction and prosecution efforts to address "...taxi drivers ferrying minors for sexual exploitation..."²⁰
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Trafficking Policy and Capabilities Mitigation Measures

- Conduct a review of regulations and determine whether they inhibit the ability to share information required to cooperate with external investigative partners
- Set up transnational crime unit to help build relationships with external partners whose resources can be leveraged.
- Explore assistance from international partners such as the U.S. Federal Bureau of Investigation (FBI) and Fish and Wildlife Service attachés
- Look at U.S. Lacey Act and similar legislation to explore options for cases against international parties
- Determine which skills can be standardized between various types of enforcement personnel to reduce separate training costs
- Determine which procedures can be standardized through SOPs and best practices developed within FSM and with external partners, as well as what information will be treated as confidential

¹⁷ US Department of State - 2019 Trafficking in Persons Report: Micronesia, <https://www.state.gov/reports/2019-trafficking-in-persons-report-2/micronesia/> (2019)

¹⁸ Ibid.

¹⁹ Ibid.

²⁰ FSM court sentences cabbie in sex trafficking case; <https://www.pncguam.com/fsm-court-sentences-cabbie-in-sex-trafficking-case/> (Mar 2019)

Appendix B – Scenario Detail and Mitigation Measures – Palau

This section elaborates on the Palauan scenarios a) IUU fishing, b) Trafficking, and c) Uncooperative MSR Vessel resultant challenge categories identified within overarching priority challenges such as international enforcement, information sharing, capacity/resources, limited ability to detect narcotics, and lack of MSR observers. The material found below provides recommendations to mitigate identified challenges.

Scenario 1: IUU Fishing

The scenario was broken into several sections to promote discussion of information needs and decision making at multiple points. Over the course of the IUU fishing scenario, a fleet of unflagged “blue boats” conducts illegal fishing of beche-de-mer (sea cucumber) off Ngardmau. A “mother ship” is believed to be operating further out to sea. Enforcement actions are launched against both the blue boats and the mother ship, boarding several vessels and taking a number of Vietnamese nationals into custody.

<p>How do we know the activity is taking place?</p> <ul style="list-style-type: none"> • Reports from local fishers, game wardens, recreational fishers. • In Palau, you can see reefs from villages. Often if people on land see lights, they report it 	<p>How is the incident resolved?</p> <ul style="list-style-type: none"> • For an estimated 80% of incidents there is no restitution. Although vessels are flagged, the foreign government may not even respond to Palau’s request for restitution • Marine Law Enforcement may perform administrative seizure of gear as compensation and leave the vessel enough fuel to go home, but cannot seize the vessel itself. Workshop participants from other nations noted that seizing vessels is often not worth the cost as it results in a responsibility to feed the crew and seized vessels often have to be burned anyway.
<p>How do we know if it is illicit?</p> <ul style="list-style-type: none"> • Most Palauan boats look like each other, and Palau has only a handful of known fishing boats, so non-local boats stand out • Additionally, all transshipment in the Palauan EEZ is illegal 	<ul style="list-style-type: none"> • While blacklisting fishing companies involved is a powerful deterrent, in Palauan waters most IUU fishing is conducted by small groups and individuals that do not readily lend themselves to this action • Crews of blue boats can aggressively oppose boardings, including throwing projectiles. Palau noted an experience with intentionally ‘live’ electrical wires on a wet deck to oppose a boarding • Palau has never had a major court case with a fishing company. Cases with companies with large fleets usually settle out of court • A fishing company will distance itself from captain and his crew, and they are the ones who carry all the risk
<p>Who gets contacted?</p> <ul style="list-style-type: none"> • Palau has state Protected Area Network (PAN) rangers. They have no arrest jurisdiction or sworn law enforcement officer authority but can investigate initial reports out to 12nm • Beyond 12nm Palau’s Marine Law Enforcement has authority • Marine Law Enforcement would contact the Palauan AG office for IUU fishing cases 	

IUU Fishing Policy and Capabilities Mitigation Measures

- Work with international partners to pressure offending/origin nations to curb illicit activity. Include those that provide security assistance to origin countries and ask them to make assistance conditional on improvement in their cooperation to combat the illicit activity
- Press for partner implementation of the Niue Treaty Multilateral Subsidiary Agreement; explore options for expansion to additional signatories outside of the Pacific Islands Forum
- Explore options for Biodiversity Beyond National Jurisdiction (BBNJ) negotiations at the UN to enhance enforcement on the high seas

IUU Fishing Policy and Capabilities Mitigation Measures (con't)

- Explore partnering agreement through the Maritime Safety and Security Information System (MSSIS) or Trans-Regional Maritime Network (T-RMN)
- Ensure laws allow law enforcement data to be shared with international organizations and NGOs while balancing protection for law enforcement sources
- Allocate more resources to track illicit financial flows and beneficial ownership related to IUU fishing
- Work with partners to ensure analytic products, intel assessments, and modus operandi are also shared
- Exchange vessel and illicit activity detection algorithms and best practices in their development with partners

Scenario 2: Trafficking

Scenario vignettes were used to explore different aspects of maritime trafficking issues. In the first, the boarding of a disabled vessel to render aid prompts the discovery of five women being trafficked to the nearby port of Malakal to be used as sex slaves by crews of foreign vessels. In the second, large quantities of cocaine wash up on the shore of Peleliu, presumably having broken free from a net holding a shipment dropped off by one ship and intended to be picked up by another. While not encompassing another vignette, the discussion was also steered to a consideration of the differences in trafficking challenges between port environments and the open ocean.

<p>How can you identify a cargo vessel involved in human trafficking without boarding it?</p> <ul style="list-style-type: none"> • A vessel cutting corners in one area may be more likely to be engaged in other illicit activity, and that visible infraction may provide a pretext for a closer look. For example, an oil slick is an environmental basis for intervention. Multi-sector situations tend to be handled well in Palau; everything ends up in the Office of the AG • Fiji engaged The People's Republic of China (PRC) government to report violations by PRC companies, which maintains its own offenders list. It is unknown whether this list can be used to flag or screen potential violators in advance • It is really hard to identify potential trafficking-at-sea absent a tip off or intelligence 	<p>How do authorities respond?</p> <ul style="list-style-type: none"> • Coordination between National, state, and local authorities is important so that they don't interfere with each other's work • It is important to engage the public about the issues. Cocaine washed ashore has been taken for use as washing powder instead of reported. Also, those moving from small communities to larger ones (the Cook Islands noted its own open migration to Australia and New Zealand) requires educating people on the dangers of drugs they may encounter • The Malaysian government has a downloadable app that includes a see something/say something reporting option that they think has been successful for reporting illicit at-sea or in-port activity
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Trafficking Policy and Capabilities Mitigation Measures

- Look at satellite, radar, and acoustic options to identify and track non-AIS transmitting ships
- Explore ability to detect drug bale transponders (suggestion of Hawkeye 360)
- Explore better coordination with INTERPOL and Pacific Transnational Crime Coordination Centre (PTCCC)
- Work more closely with the Regional Support Office of the Bali Process
- Develop and implement clear policy directing better coordination and cooperation between agencies for various types of trafficking
- Ensure different threat-focused agencies and fora (e.g. counter-drugs and counter-IUU fishing) are sharing information about trafficking networks between each other
- Explore options for increasing information sharing with Australian and New Zealand agencies involved in combatting trafficking
- Increase information pooling/crowd-sourcing of the effectiveness of drug detection tools and technologies
- Develop a Pacific Islands Vessel of Interest (VOI) list for non-IUU fishing activity, explore collaboration between Pacific Transnational Crime Network (PTCN)/PTCCC and FFA

Scenario 3: Uncooperative Marine Scientific Research (MSR) Vessel

A separate scenario vignette was used to explore an area of concern for Palau: misrepresentation of research vessel activity. In this scenario, a PRC-flagged research scientific research vessel has applied for and received permission to take water samples within the Palau EEZ. Upon arrival in the area, it is clear that the vessel is carrying more tools than expected, including a small submarine. It is moving in a pattern of transects consistent with conducting bathymetric studies and not consistent with the purposes originally expressed in the application.

Palau noted it has experienced vessels conducting apparent scientific research and/or hydrographic activities without prior notification or permission. Palau has not received any of the scientific or hydrographic data from previous vessels conducting operations in its waters but would like to if there were a way to acquire it.

Uncooperative MSR Vessel Policy and Capabilities Mitigation Measures

- Create a regionally shared list and/or vessel track monitoring of vessels likely engaged in scientific or hydrographic data collection. Explore potential for using existing mechanisms and information-sharing architecture to facilitate, for example the FFA
- Document incidents and raise awareness at Pacific Islands Forum Secretariat to try to induce a regional response/collective action
- Develop a regional program of special observers that could respond to requests. The Forum Fisheries Agency's program was noted as a potential model, as well as to determine other best practices including safety for the observers.
- Create a regional center or list of interested academics and language skills for countries to highlight MSR observer opportunities. Explore collaboration via the University of the South Pacific
- Create and install systems for remote monitoring (onboard and/or unmanned vessels)
- Explore legislation and permitting processes regulating MSR vessels within other nations' EEZs to identify options and models, such as requiring vessels to come to a Palauan port to submit to inspection, embark observers, or the living conditions for them onboard

Additional Takeaways:

This area captures additional ideas and feedback that arose in the course of our discussions:

Patrol Boats:

- New patrol boats with berths for female crew members are appreciated as they increase the pool of potential recruits
- Security cooperation coordination occurs between Japan, Australia, and the United States but can be improved and include non-governmental organizations like the Nippon Foundation, which also funds capability improvements.
- Regional programs boost efficiencies and sustainment through standardized parts and training, but this can be negatively impacted if different organizations and nations fund different patrol boat programs without coordination.
- Additional personnel might be a greater need but are harder to fund through traditional security cooperation channels than equipment.

Narcotics:

- Many nations reported finding drug bales and packages washed ashore on beaches or atolls, or suspected drug-carrying yachts abandoned and drifting in their waters. In these instances, it can be difficult for nations to determine jurisdictional authority for pick up and response, typically depending on the distance from the shore where the drugs were found.
- The Pacific Islands are still mainly a drug transit route, not a destination. Cocaine fetches the highest prices in the world in Australia and New Zealand; the drugs of most common usage in the PICs are methamphetamines.

Appendix C – Pre-Workshop Survey

MARINE CONSERVATION AND MARITIME SECURITY WORKSHOP SURVEY

1. What maritime security challenge is your nation's top priority? If you have multiple challenges, please rank order (as best you can) in priority.
(Examples: Illegal, Unreported, Unregulated (IUU) Fishing; sea level rise; drug trafficking; natural disasters; economic issues; etc.)
2. What marine conservation challenge is your nation's top priority? If you have multiple challenges, please rank order (as best you can) in priority.
(Examples: Overfishing, ocean acidification, sea level rise, deforestation, coral reef preservation, fresh water, invasive species, etc.)
3. Please list the stakeholders involved in responding to these marine conservation and maritime security challenges.
(Examples: Government agencies, non-governmental organizations, community associations, business groups, etc.)
4. What specific tools and resources does your nation use to help prevent and respond to each challenge?
5. What specific issues or problems does your nation face in more effectively addressing each challenge?
(Examples: Regulations prevention sharing of information, counter-productive incentives, lack of radar coverage in a specific area, etc.)
6. Would additional information or MDA capabilities help to better handle each challenge? If so, what would be useful and why?
7. What else is important to know about each challenge in the specific context of your nation?

Appendix D – Workshop Agenda

Day 1 – September 5th

9:00AM-2:30PM	Field Trip: Blue Prosperity Coalition Visit to The Cape Rodney/Okakari Point Marine Reserve
3:00PM-5:00PM	Field Trip: Integrated Targeting Operations Centre (ITOC)

Day 2 – September 6th

8:30AM-9:00AM	Welcome and Introductions <i>Dr. Kathryn Mengerink, Executive Director, Waitt Institute</i> <i>Honey Elias, Public-Private Partnerships, NMIO</i> <i>Scott Cheney-Peters, International Policy Advisor – Indo-Pacific, NMIO</i>
9:00AM-9:15AM	Break
9:15AM-12:00PM	<ul style="list-style-type: none"> Facilitated Exercise Breakouts – Marine Conservation and Maritime Security Scenario 1 Challenges and Gaps <i>Room 1: Team FSM – Facilitator: Tim Wilkie</i> <i>Room 2: Team Palau – Facilitator: Scott Cheney-Peters</i> Facilitated Exercise Breakouts – Marine Conservation and Maritime Security Approaches and Tools <i>Room 1: Team FSM – Facilitator: Tim Wilkie</i> <i>Room 2: Team Palau – Facilitator: Scott Cheney-Peters</i>
1:00PM-3:45PM	<ul style="list-style-type: none"> Facilitated Exercise Breakouts – Marine Conservation and Maritime Security Scenario 2 Challenges and Gaps <i>Room 1: Team FSM – Facilitator: Tim Wilkie</i> <i>Room 2: Team Palau – Facilitator: Scott Cheney-Peters</i> Facilitated Exercise Breakouts – Marine Conservation and Maritime Security Approaches and Tools <i>Room 1: Team FSM – Facilitator: Tim Wilkie</i> <i>Room 2: Team Palau – Facilitator: Scott Cheney-Peters</i>
3:45PM-4:00PM	Break
4:00PM-4:40PM	Plenary discussion <i>Scott Cheney-Peters, International Policy Advisor – Indo-Pacific, NMIO</i>
4:40PM-4:55PM	Participant Initiatives <i>Various</i>
4:55PM-5:00PM	Closing <i>Dr. Kathryn Mengerink, Executive Director, Waitt Institute</i> <i>Honey Elias, Public-Private Partnerships, NMIO</i> <i>Scott Cheney-Peters, International Policy Advisor – Indo-Pacific, NMIO</i>

Appendix E – Workshop Participants

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Participants of the Marine Conservation and Maritime Security Coalition Pacific Island Countries Maritime Security Workshop

Appendix F – Abbreviations/Acronyms

AG	Attorney General
AIS	Automatic Identification System
BBNJ	Biodiversity Beyond National Jurisdiction
DOJ	Department of Justice
EEZ	Exclusive Economic Zone
FFA	Forum Fisheries Agency
FBI	Federal Bureau of Investigation
FSM	Federated States of Micronesia
GMCOI	Global Maritime Community of Interest
IGO	Intergovernmental Organization
ITOC	Integrated Targeting and Operations Centre
IUU	Illegal, Unreported, and Unregulated
LSMPA	Large Scale Marine Protected Area
MDA	Maritime Domain Awareness
MC	Marine Conservation
MS	Maritime Security
MCMSC	Marine Conservation and Maritime Security Coalition
MCMSS	Marine Conservation and Maritime Security Summit
MSSIS	Maritime Safety and Security Information System
MOU	Memorandum of Understanding
MPA	Marine Protected Area
MSR	Marine Scientific Research
NMIO	National Maritime Intelligence-Integration Office
NDU	National Defense University
NGO	Non-Governmental Organization
PNG	Papua New Guinea
PNMS	Palau National Marine Sanctuary
PTCCC	Pacific Transnational Crime Coordination Centre
PTCN	Pacific Transnational Crime Network
RMI	Republic of the Marshall Islands
SOP	Standard Operating Procedure
T-RMN	Trans-Regional Maritime Network
U. S.	United States
USCG	United States Coast Guard
VOI	Vessel of Interest



Auckland, New Zealand

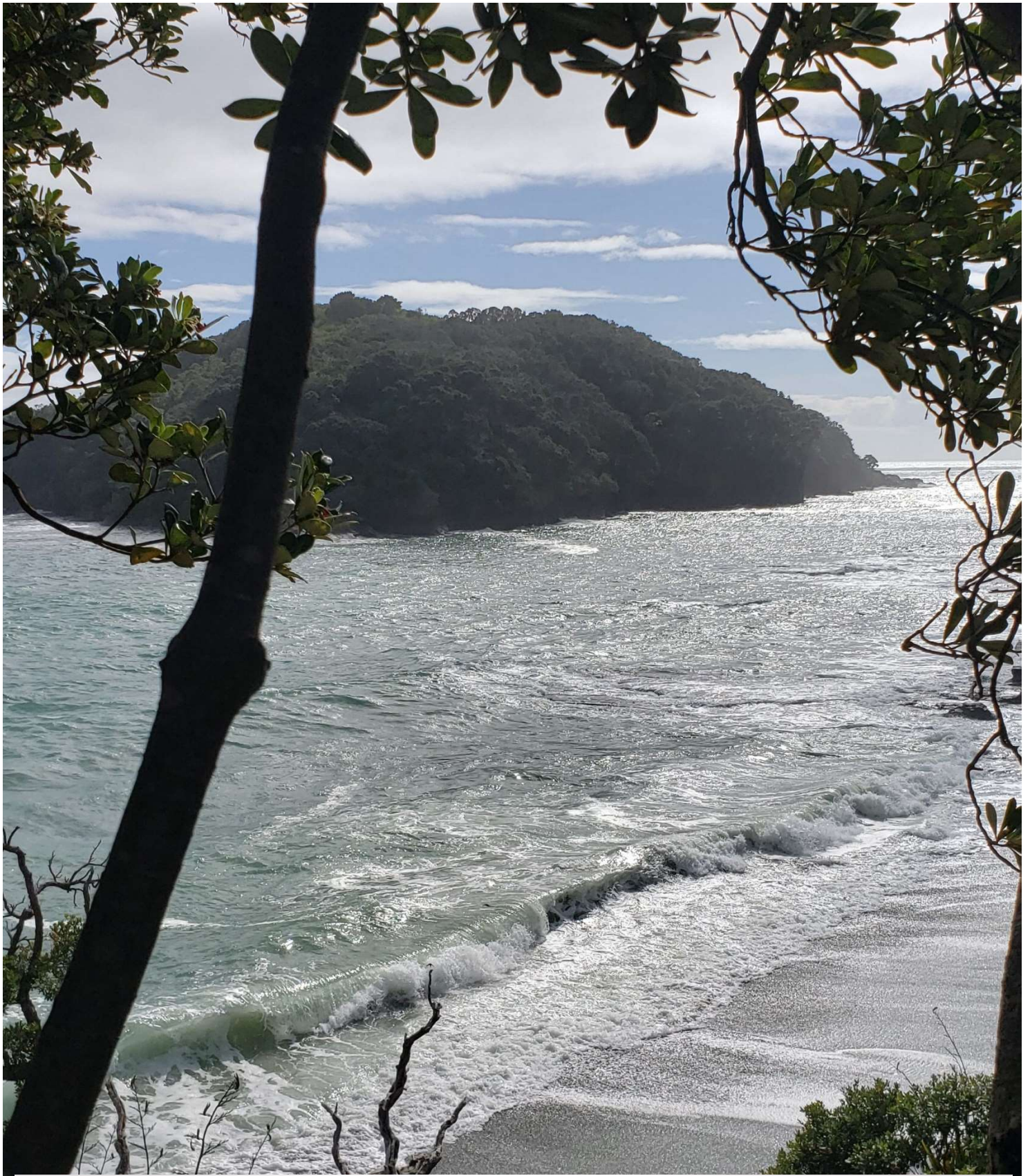


Maritime Public-Private Partnerships

Mission: Establish formal mechanisms and enduring agreements, “Public-Private Partnerships (P3)” and collaborative forums to facilitate public coordination, consultation, and engagement with key private maritime industry, academia, and non-governmental stakeholders. Initiatives will address identification of global power competition, maritime critical infrastructure, threats to sea lines of communication, bad actors in the maritime domain, the changing character of maritime conflict, and the overwhelming volume of maritime data as priorities.



*Participants of the Marine Conservation and Maritime Security Coalition Pacific Island Countries Maritime Security Workshop
(Names of participants are listed in Appendix E)*



Marine Conservation and Maritime Security Coalition (MCMSC) Pacific Islands Maritime Security Workshop