

Key Note Speech by EEAS Deputy Secretary General Maciej Popowski

[Julius-Leber-Kaserne, Berlin, 17 June 2015, 09.40-10.15]

Der Inspekteur der Marine, Herr Admiral Andreas Krause

Der Parlamentarischer Staatssekretär beim Bundesminister für Wirtschaft und
Energie, Herr Uwe Beckmeyer

Sehr geehrte Damen und Herren, Mitglieder des Deutschen Bundestages

Generals, Admirals,

Ladies and Gentlemen,

1. I have been asked to speak about the intention, genesis, development and implementation of the EU Maritime Security Strategy. I cannot think of a better place and time than the German National Maritime Conference for such a topic. I would like to thank the organisers warmly for this opportunity to share with you some considerations on the EU approach to maritime security and on the role of European navies in the implementation of the EUMSS.

2. In 2014, the European Union Member States endorsed the first ever EU Maritime Security Strategy and an associated Action Plan. If we look at the genesis of the EUMSS, it is fair to say that Operation Atalanta has put maritime security both on the European map and on the political agenda. It is also fair to say that many of you, who have been deployed to the Indian Ocean as part of

Operation Atalanta, have thus contributed to the favourable circumstances in 2013 and 2014 that allowed the EEAS, the Commission and the Member States to work together and to conclude both the Strategy and the Action Plan.

The EU approach to maritime security

3. The intention behind the EU Maritime Security Strategy and the EU's approach to maritime security can be explained in terms of the key characteristics of the strategy.

4. Firstly, the EU Maritime Security Strategy is an ***inter-agency strategy***. Europe has close to 400 civil and military agencies, organisations and departments that, in one way or another, are involved in or are responsible for maritime security. Bringing this diverse group of stakeholders into a single, integrated strategic framework and approach is one of the core objectives of the strategy.

5. Secondly, the EU Maritime Security Strategy and the Action Plan take a ***cross-sectoral approach*** to maritime security. The term "cross-sectoral" refers to actions or cooperation between and across (policy) sectors and instruments, both civil and military, at national and at EU-level. It is acknowledged that modern maritime risks and threats are multifaceted and can have implications across many (maritime) sectors involving different policies, strategies and instruments. In order to respond effectively to this type of risk or threat, the EU's response should mirror this multifaceted nature, hence the need to integrate policies, strategies and instruments into a single strategic cross-sectoral and civ-mil framework. The Action Plan contains over 130 actions that, with their combined potential effect, can alter the organisation of maritime security in Europe forever.

6. A third characteristic of the EUMSS is that it is a **partnership document**. Europe is built on cooperation and inclusiveness, which is why we put a premium on a multilateral approach. A cornerstone principle of the EU approach to maritime security is what we refer to as effective "**Maritime Multilateralism**". To address the main challenges in the global maritime domain, we will have to cooperate more and more extensively with partner nations and organisations in a cross-border, cross-sector and cross-cutting fashion. The EUMSS strengthens the EU's capacity for cooperation – our ability to work with international partners to address common challenges.

7. The **bottom-line** that we wish to achieve with the EUMSS is that we succeed in organising maritime security in Europe in such a way that we are able to safeguard European maritime security interests around the globe and protect European citizens, societies and the Union against a whole spectrum of maritime risks and threats. An additional requirement is that we organise ourselves in a cost-efficient manner. In other words: we cannot allow Europe's maritime flank to be exposed but we cannot afford a too costly system of maritime security. Better cooperation and coordination across sectors, including bridging the civ-mil divide is thus the name of the game.

The role of navies in the implementation of the EUMSS

8. If there is one thing that has come out of the development of the EU Maritime Security Strategy, then it is the realization that Europe needs its navies. That the cuts have been too deep and that, given the strategic maritime interests of Europe across the world, Europe may not need a "European navy" as a "European institution" but it certainly needs the naval capacity to act in the global maritime domain wherever and whenever that is required.

9. Embedding and 'anchoring' the navies in an essentially civilian cross-sectoral approach will be the central and crucial challenge. I would now like to take this opportunity to share some reflections on the way we **frame** the naval contribution to the cross-sectoral approach.

10. Navies are traditionally thought of as **institutions** or organisations, with **capabilities**, that is: ships, fire power and sensors. Europe however is moving away from an institutional approach to maritime security and is adopting a more functional approach.

11. This shift is caused by two facts. Firstly, as I already mentioned, we have close to 400 maritime security organisations in Europe. Secondly, the national organisation of maritime security differs enormously among EU Member States. There is no – nor should there be – single template for the organisation of maritime security.

12. A functional approach to maritime security allows maritime security stakeholders, irrespective of their form, civil or military nature, organisation and command and control structure, to improve coordination, cooperation and information sharing. This can be in a single sector or across sectors and involve one or more activities, irrespective of the institutions or organisations responsible for the execution of that activity.

13. The work carried out in the context of the European Coast Guard Functions is a testimony to the success of the functional approach. Representatives of different national Coast Guard organisations have identified a number of specific Coast Guard functions such as maritime safety, customs activities, border control or Search and Rescue, that are delivered by Coast Guard organisations, irrespective of their form, whether they are civilian or military or whether they fall under the Ministry of Transport or the Ministry of Defence.

14. Taking the work on the European Coast Guard Functions as a stepping stone, it would be useful, in my view, to see how this concept could be applied to navies and European naval power. We would thus have to ask ourselves: if we take a functional approach to navies and naval power, what specific "naval functions" we can identify that navies perform? Obviously, I am not the right person to provide an answer to this question but I do think that there is merit in putting the question forward.

15. It strikes me that a functional approach to maritime security and naval cooperation provides a fresh and constructive perspective on existing debates on strengthening 'internal' - 'external' security cooperation, and civil-military cooperation as it allows us to overcome traditional institutional boundaries.

16. A functional approach makes clear what role navies can play and what contribution they can make to the cross-sectoral approach, for example the ability to exert sea control, which is crucial to protect the global maritime network of trade routes, without limiting them to 'defence' or national security.

Concluding remarks

17. It is too early to tell whether the 21st century will go down in history as a maritime century. But we can say with certainty that Europe not only has global maritime interests but also has global maritime responsibilities. ***Europe needs capable, cost-effective and efficient navies that can cooperate along functional lines, not only among themselves but with the whole spectrum of civil and military stakeholders, public and private.***

18. Implementing the EU Maritime Security strategy will be a process of discovery and opportunity. The European navies can and should be on the ***opportunity side*** of this process. For this they need to be pro-active, engage in the debate and reflect with "fresh eyes and an open mind" on the role European navies can play and the contribution they can make to Europe's cross-sectoral approach to maritime security.

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