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The Third International Seapower Symposium

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THE THIRD INTERNATIONAL SEAPOWER SYMPOSIUM—A SUMMARY REPORT

The Third International Seapower Symposium convened at the Naval War College for the week of 15-19 October 1973. Thirty-nine countries sent senior representatives, including six attaches and eighteen CNO equivalents;* they were joined by Admiral Zumwalt for the full week. Nine navies sent their Naval War College director as a second delegate. Because of the theme chosen, internaval cooperation with emphasis on nonmilitary use of naval forces, the U.S. Coast Guard played an active role. Two flag officers represented the Commandant, and five other officers provided Coast Guard insights to the Regional Committees.

This series of Seapower Symposia was inaugurated at the Naval War College in November 1969, when 37 coun-

tries and 14 CNO's met to discuss a theme centered on challenges to maritime power, freedom of the seas, economic interdependence, and the maritime future. The Second Symposium took place in November of 1971 and was attended by 42 countries and 19 CNO's who focused on a concept for a Free World Frigate and on maritime cooperation. By the conclusion of the Second Symposium there was a consensus that these international meetings should continue on a biennial basis with the various regional groupings of the membership convening in Regional Symposia during the intervening years.

As a consequence, Regional Symposia were held in Venice in October 1972, and in The Hague during April 1973. The Venice Symposia addressed the civilian aspects of maritime power and stressed cooperative efforts for the resolution of mutual problems. Subse-

*See Appendix A for country listing.

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quently, five working groups were identified. Of these, three have become active discussion and liaison groups designed to improve regional cooperation in the areas of communications, search and rescue, and pollution control. The Hague Regional Symposium centered on the technical aspects of manmade obstructions to navigation (offshore artificial islands), environmental control, and the interrelationship between the merchant marine and the navy.

Because of this high degree of emphasis in the two Regional Symposia on the nonmilitary aspects of maritime power, the theme for the Third International Symposium was designed to examine the nonmilitary use of naval forces with emphasis on feasible projects for internaval and international cooperation. By way of background for the Symposium discussions, Naval War College faculty members developed a study paper which examined the existing international law in such areas as freedom of navigation, piracy, hijacking, civic actions, safety of life at sea, international treaty enforcement, maritime crime, and marine environmental protection.

This background paper summarized the existing international law, pointed out possible restraints or inhibitions which may arise from changes to the law, and suggested areas of cooperation to help resolve current problems or reduce costs. It was recognized that all navies have certain functions in common. In an era of restrictive manpower and reduced national military budgets, programs of mutual cooperation could result in savings which each country could then apply to other hardware or personnel purposes. Prior to the Third Symposium, this background report was mailed to all participants.

Each country invited was asked to contribute brief papers on leadership innovations in its navy, the role of the navy in its contemporary society, and to

suggest areas for naval cooperation. Primarily, these papers were intended to be used as supplemental information on actions being taken in various countries to come to grips with crucial problems of leadership and the justification for the continuing existence of a navy in today's world. The need to inform the public of the naval role and maritime mission has been identified as a crucial problem during all three Symposia.

Understandably, the emphasis on nonmilitary use of naval forces led to a full participation by the U.S. Coast Guard whose role was to develop the fine line between purely naval functions and those which could be performed by a navy or Coast Guard. Since many of the participating navies must perform Coast Guard-type functions, participation by our own Coast Guard proved highly beneficial.

The Symposium committees were organized so that each could discuss the problems of a specific region; South America, Northern Europe, the Mediterranean, Western Pacific, and the Indian Ocean areas. These committees, basing their work on the Symposium presentations of major speakers, sought to identify regional problems amenable to solution by internaval cooperation.*

A sixth committee made up primarily of directors of Naval War Colleges examined these problems and cooperative programs to determine their feasibility and interregional applicability. This method was chosen in the belief that the Naval War Colleges could and should serve as action offices to provide continuity and impetus to the various cooperative projects undertaken. Since almost all of the participating nations have Naval War Colleges of their own and have an officer enrolled in our Naval War College, the war college forum seemed to be an excellent medium to ensure the viability of the Symposium's attainments.

Major speakers included the Chief of Naval Operations who, as host, provided the keynote address and reviewed the present international maritime balance; Vice Admiral Benjamin F. Engle, U.S. Coast Guard, who outlined the roles and functions of a Coast Guard-type force with emphasis on the organization of our own U.S. Coast Guard; Vice Admiral William W. Behrens, U.S. Navy, from the National Oceanic and Atmospheric Administration, who provided a survey of the environmental and ecologic aspects of the oceanic world; Captain Joseph D'Emidio, U.S. Navy, from the Environmental Protection Division of the office of the Chief of Naval Operations, who discussed the existing laws and status of ecological and pollution control and Mr. Joseph Kasputys, Director of Policy and Plans from the Maritime Administration who discussed the evolving role of the merchant marine as a determinant of seapower. During an evening event, the Under Secretary of the Navy, Mr. J. William Middendorf, analyzed the imperatives for increased international maritime cooperation. On the fifth and final day, each committee provided a summary of its work and conclusions, observations or recommendations.

Overall, it was evident that there is a considerable amount of mutual benefit to be found in navy-to-navy cooperation and that similar Symposia should be continued as an ideal forum for CNO's and other senior key naval officials to meet face-to-face. In view of these two points it was agreed that the Fourth Symposia would be held in Newport in 1975 and that regional sessions should meet during the intervening years.

While the results of the Symposium's efforts are summarized below, certain highlights may be of particular interest and worth separate comment.*

A series of presentations were given by the Philippines, Bolivia, Argentina,

and Indonesia outlining justification for the future existence of navies. It was of interest to note that personnel problems common to large navies—leadership, human relations, attractiveness of naval service for at least one term let alone a career, and apportionment of adequate funds to personnel programs—are problems common to all navies. There was general recognition that the forthcoming law of the sea working sessions would point to territorial sea limits greater than 12 miles. This, in turn, may result in restraints on freedom of navigation which will be further compounded by ecological and pollution control restrictions; nations may find it costly and operationally inhibitive to maritime operations.

One interesting sidelight to this territorial seas issue was the thought that a series of different regional limits may well become the interim solution for the next decade. Countries with continental shelves would tend to proclaim narrower limits than those maritime nations who lack such shelves. One delegate put it neatly—"In justice, we must have enough water in which to catch fish or mine the bottom in order to equate to the value of your offshore oil production."

There seemed to be a consensus that Coast Guard type functions were more palatable in the public eye and that navies would have to accept these and other maritime functions such as oceanographic research, simply in order to acquire funds, manpower, and ships to keep alive. There was concern that the merchant marine may outstrip technologically research developments that navies hold dear and that the merchant marine could well be a serious competitor for personnel, ships, and money. Concern was also expressed that merchant marines are becoming increasingly more technically oriented and less professionally qualified as supertankers and huge cargo ships come more onto the scene. The risk of disaster increases

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amongst ships poorly manned and ill-equipped to provide damage control. As a consequence, more and more effort needs to be devoted to traffic control in vital waterways such as the English Channel, major port areas, and international straits. There was no question that the coastal collision of two supertankers would be both an ecological and strategic disaster since the sheer bulk of the cargo makes it strategically significant to a national economy, as well as a pollutant beyond the control of many coastal states. Yet there is little agreement on traffic control measures or the idea of a modest international budget to share the costs of vital navigation aids and control centers.

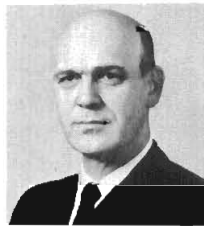
High interest was evident in better methods and cooperation in the area of search and rescue and towards the reporting and control of oceanic pollutants and contamination. While the sources of these problems are not usually naval in origin, it is likely that the solutions of these matters will fall to the navies, the best equipped and most readily available force.

The Special Study Group comprised of war college directors identified the teaching of ocean management as a major concern of all naval war colleges. There was a general feeling that navies have been late in coming to a full appreciation of the importance of ocean management. Having belatedly recognized its significance, they now have much to do to ensure that they obtained a corps of technically competent officers to fulfill ocean management functions and to serve as advisors to key decision makers. Ocean management was defined as "the judicious use of the oceans and their resources, the surface, the water column, the seabed and subsoil, within a legal framework, while maintaining the integrity of the environment in attempting to meet man's needs and desires."

There was a widespread feeling that two of the most productive areas of internaval cooperation continue to be the exchange of personnel and publications, and a greater frequency of at-sea, internaval training exercises. Surprisingly, there was also strong feeling that an unclassified and basic series of publications for internaval cooperation should be developed. The goal is to produce practical tactical doctrine and operating procedures below the sophistication level of the ATP's and for more widespread use. Such publications could be invaluable in times of search and rescue or other humanitarian operations, and could be useful in encouraging internavy training operations at sea. Hopefully, the Regional Symposia to be convened in 1974 will consider this question.

The final report of the Third International Seapower Symposium was published in January and distributed to all participants and CNO's. It contains a summary of the daily committee deliberations and, in a separate volume, reprints of all the major addresses. A limited number of spare copies are available from the Naval War College (Code 22).

BIOGRAPHIC SUMMARY



Captain Fiske is a member of the staff and faculty of the Naval War College. He participated in the first two International Seapower Symposia and served as Director for the Third Symposium. He has an extensive background in polar operations, naval aviation, logistics and joint planning, which he teaches in the Naval Staff Course, and is presently serving as the Permanent Coordinating Secretariat for the Conference of the Naval War Colleges of the Americas and as International Conferences Coordinator.

APPENDIX A

COUNTRIES PARTICIPATING

Argentina	Ireland
Australia	Italy
Belgium	Italy (COMNAVSOUTH)
Bolivia	Japan
Brazil	Korea
Canada	Lebanon
China	Netherlands
Colombia	New Zealand
Denmark	Norway
Ecuador	Philippines
Ethiopia	Spain
Finland	Sweden
France	Thailand
Germany	Tunisia
Greece	Turkey
Guatemala	United Kingdom
Haiti	Uruguay
India	Venezuela
Indonesia	Vietnam
Iran	

OTHER PARTICIPANTS

Commander in Chief South (Naples)
Commander Naval Forces South (Naples)
Commander in Chief Atlantic (Norfolk)
U.S. Coast Guard
Maritime Administration
National Oceanic and Atmospheric Administration
Office of the Chief of Naval Operations
Attaches

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APPENDIX B

SUMMARY OF PRINCIPAL COMMENTS, PROPOSALS AND RECOMMENDATIONS FOR AREAS OF NAVY-TO-NAVY COOPERATION

Eastern Pacific, Caribbean and South Atlantic Committee

... political support is fundamental ... cooperative efforts among navies of the western hemisphere should be limited to area where common agreement exists on a particular problem

... there is a need to develop more effective coordination for search and rescue procedures ... recommend explore feasibility of formalizing SAR procedure to ensure maximum joint use of existing assets for optimal effectiveness

... translate the full curriculum of the USCG four-week national SAR School and make available as a package course

... exchange meteorological, hydrographic and oceanographic technical personnel and training courses

... the Inter-American Defense Board and Inter-American Naval Conference are the vehicles to consider and adopt coordinated procedures, plans and policies with respect to military forces of this region

Western Pacific Committee

... a growing need for this region to investigate the concept of developing a small but effective multipurpose vessel. The Free World frigate concept remains valid.

Indian Ocean Committee

... proposes as an initial cooperative step the establishment of subregional Indian Ocean littoral groups to discuss

solutions of mutual problems leading to a semipermanent regional symposium to meet periodically

... the U.S. Navy should take the initiative in the Western Pacific to arrange for multinational naval exercises not necessarily restricted to countries bound by alliance

... some form of regional organization with international ties to provide coordinated SAR in the area for merchantmen, fishermen, and pleasure craft

... visits between senior naval officers should continue and resolution of navy-to-navy arrangements should be at regional heads of navies meetings

... highly recommends publication of little known local distress signals, navigation practices, etc., in international pilot publications

Mediterranean and Eastern Atlantic Committee

... recommend division of the Mediterranean Sea into zones of responsibility for pollution control and coordinated, uniform SAR ... strongly recommend establish national coordination centers with improved tracking and rescue vectoring capabilities

... expeditious development of pollution and SAR zones of responsibility in the Mediterranean would provide a model for improvement in national cooperation

... a uniform set of appropriate naval operating procedures is essential followed by multilateral exercises using these procedures

APPENDIX C

SUGGESTIONS PROPOSED BY TWO OR MORE REGIONAL COMMITTEES

...the rapid increase in financial costs of maintaining sea forces is a major problem confronting all nations

...establish necessary actions to monitor the marine environment
...and diminish pollution by oil spills and dumping of inorganic pollutants by naval units and naval industrial sites

...exchange technical information on marine pollution abatement techniques...and environmental control technology

...control pollution in naval areas of mutual concern

...review ship design to diminish the risk of accidental or deliberate pollution

...contribute to regulations for pollution control

...increase opportunities for at-sea and shore training exercises to include multinational exercises

...increase the exchange of training, technical, operational and logistic publication among navies as well as personnel at various education levels and training facilities

...governments of maritime nations should be acquainted with the difficulties that could arise from a shipjacking incident

...mine warfare exercises are needed and greater exchange of information on mine and minefield characteristics both in the open sea and riverine so as to maintain the state of the art in mine clearance

...cooperation is easier within alliance structure but cooperative programs and information should be shared

with non-alliance regional neighboring navies...training functions are the most productive areas for cooperative consideration

...there is a need for a common simplified tactical publication modelled on the ATP's but taking into account the specific needs of a regional oceanic area and including items of mutual concern such as safety at sea and SAR...these and other operating procedures do not require the sophistication of current NATO practices

...international support is needed for a forum similar to IMCO in which to examine maritime questions such as equipment standardization (e.g., submarine rescue hatches), regulatory standards, and communications

...naval war colleges should teach ocean management and the role of the navy in ocean management...war colleges should distribute and exchange ocean management information and faculty...Communist Bloc countries should be included...naval officers must be better prepared to understand the ocean environment as a system so they can cope with the changing maritime strategic situation and noncombatant use of naval forces

...future International Seapower Symposia should convene every two years...specific problems developed might well be tasked to regional symposia meeting in the intervening years...the results of regional symposia solutions or recommendations should be presented to the subsequent International Symposium

