

Evolving Stakeholder Roles in Southeast Asian Maritime Security

Workshop Report

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Executive Summary

On 21 June 2022, RSIS Maritime Security Programme delivered the “Evolving Roles of Maritime Security Stakeholders” workshop. The workshop created an important space for experts from both academia and practice to explore how stakeholders in Southeast Asia perceive maritime security, contribute to its provision and benefit from its maintenance.

Workshop participants discussed a significant transformation over the last twenty years, both in terms of the threats prioritised and the responses enacted. Mr Toh Keng Hoe (Independent Maritime Security Specialist) and Mr Martin Marini (Marine Consultant), for example, demonstrated the growing dangers of cyber-insecurity for shipping and ports respectively, while Lieutenant Commander Farizha bin Ibrahim (Senior Lecturer and Research Fellow, Maritime Research and Excellence Center, Universiti Pertahanan Nasional Malaysia) highlighted how new types of offshore petroleum facilities necessitate different forms of protection. Stakeholders are generally evolving to overcome challenges and fill important gaps. Captain Jay Tarriela (Adviser, Coast Guard Commandant on Maritime Security Affairs, Philippine Coast Guard) showed how Coast Guards are increasingly relied upon for constabulary roles, partially to deescalate tension, while Mr Jay Benson (Director, Stable Seas) provided insights into how non-government organisations leverage an array of instruments to focus on under-recognised security referents such as local communities. In some cases, these transforming roles have necessitated greater cooperation between stakeholders. Dr Asyura Salleh (Programme Support Officer, Global Maritime Crime Programme, United Nations Office on Drugs and Crime) discussed how international organisations increasingly provide the structures to do this work, while Dr Scott Edwards (Research Associate, Transnational Crime at Sea Project, University of Bristol) demonstrated how states are trying to fulfil this function domestically by harmonising their maritime security policies.

Together with the ongoing transformations, the workshop also revealed ongoing challenges for maritime security provision in the region. Mr Yann Le Goff (former Regional Police Attaché, and Regional Coordinator for Indo-Pacific Region, Embassy of France in Singapore) demonstrated the dangers of politicisation, particularly of law enforcement, while Commander Bagus Jatmiko (Doctoral Student, Naval Postgraduate School) highlighted how tensions between stakeholders arise when some - such as Navies - do not want to relinquish roles they perceive as theirs. Dr Asmiati Malik (Assistant Professor, Universitas Bakrie),

further demonstrated how tensions can even arise within stakeholder groups, with fishing industry actors perceiving threats differently based on their business size.

By scrutinising stakeholders individually, workshop participants ultimately uncovered an evolving governance landscape. Each stakeholder contributes essential understandings and tools, but these are not always well-reconciled. Dr Christian Bueger (Professor of International Relations, University of Copenhagen) noted that conversations such as those held during the workshop play an important role in overcoming this. Academics can contribute to understandings, identify what works and what does not, and engender reflexivity.

Workshop Overview

Over the last thirty years, the term ‘maritime security’ has entered the working lexicon of Southeast Asia’s international relations and foreign policy watchers. While rarely defined, maritime security is generally understood to have an omnibus usage encompassing a situation where people can use the seas to conduct legal activity while being safe from state, non-state and environmental threats. This broad usage dictates that the stakeholding communities involved in creating and benefiting from maritime security are similarly broad and exceptionally diverse. The web-like network of these stakeholders' activities, approaches and priorities is sufficiently complex that members of one community often have limited visibility regarding, and even less understanding of, each other's roles, contributions and concerns.

Recognizing that understanding the various stakeholding community’s roles in regional maritime security was an academic puzzle with real-world practical implications in Southeast Asia, the S. Rajaratnam School of International Studies convened a roundtable of experts to take stock of regional maritime security definitions. The roundtable-style workshop gathered 13 experts (2 from RSIS and 11 external) to discuss the evolving roles of stakeholders in Southeast Asia’s maritime security. Each expert answered the same set of questions from the perspective of a specific stakeholding community: What are the stakeholder’s interests in maritime security? What does the stakeholder perceive as the most significant threat? How does the stakeholder contribute to maritime security? What tools does the stakeholder use to protect itself and contribute to the maritime security environment? How has the stakeholder’s role evolved over the last twenty years? What additional context is necessary to understand the maritime security role of this stakeholder?

The experts’ findings are being published as a part of the IDSS Paper series.

1. John Bradford and Scott Edwards – Evolving Stakeholder Roles
2. Scott Edwards – State Roles
3. Bagus Jatmiko – Navy Roles
4. Jay Tarriela – Coast Guard Roles
5. Yan Le Goff – Law Enforcement Roles
6. Jay Benson – NGO Roles
7. Asyura Salleh – IO Roles
8. Asmiati Malik – Fishing Roles
9. Keng Hoe Toh – Shipping Industry Roles

- 10. Farizha bin Ibrahim – Seabed Extraction/Petroleum Roles
- 11. Martin Marini – Port Management Roles
- 12. Christian Bueger – Academic Roles
- 13. Scott Edwards and John Bradford – Increasing Complexity of Stakeholder Roles

Summary of Findings

- The introduction of the International Ship and Port Facility (ISPS) code and other post-9/11 rules and regulations has expanded the role of private industry in providing for maritime security.
- The international legal system assigns states as the stakeholders with the most significant roles regarding the provision of maritime security. Navies, coast guards, and law enforcement agencies are the arms of state power through which states flex this power.
- In Southeast Asia state maritime security is growing as states develop and are increasingly empowered by cooperation. This includes multilateral cooperation, most significantly via the tenants of the ASEAN Political-Security Community, and bilateral cooperation.
- Southeast Asian navies are directly involved in maritime security as a part of their constabulary roles. In many Southeast Asian states, navies represent the primary arm of state maritime security capacity, though they share that responsibility with coast guards and other law enforcement agencies.
- There is a growing divergence in many Southeast Asian states regarding the appropriateness of maintaining navies as the "Primus Inter Pares" or the first among equals in maritime security. In some nations, the navies have remained dominant, but in several Southeast Asian states, coast guards have become the primary agencies tasked with maintaining maritime security.
- Some Southeast Asian states are expanding the maritime security roles of their coast guards in order to be more economical and efficient in their provision of maritime security.
- Southeast Asian law enforcement agencies other than navies and coast guards tend to focus on illicit trafficking and other "amphibious crimes" that reach ashore and may focus less on criminal activity that takes place at sea, even when - as is in the case of sea robbery - the land component is often essential to the criminals' success.
- The maritime role of international organisations can be wide-ranging and can include the preservation of marine habitats, implementation of port and shipping regulations, and supporting other maritime security sectors in protecting sea lanes of communication.

- NGOs are becoming more important maritime security stakeholders seeking to fill governance and capacity gaps in an increasingly wide range of geographic and sectorial interests.
- The fishing, shipping and seabed extraction communities are all focused on maximizing profit and view security risk in terms of financial costs. However, the evolving nature of the maritime security system is increasingly pressuring them into roles as maritime security contributions, rather than simply beneficiaries.
- Ports similarly face a tension between acting as the guardians of land-sea gateways and facilitating the efficient movement of licit goods and trade. This is further complicated by a range of private-public ownership structures, meaning there is no one-size fits all means to address this tension.
- While industry communities have been most concerned with criminal threats in recent years, they must be increasingly concerned with the risks posed by geopolitical tensions.

Analytical Deductions

- The conceptual division of maritime security stakeholder communities between providers (states, navies, coast guards, law enforcement, etc.) and benefactors (shippers, seabed extractors, fishers, etc.) is decreasingly accurate as an increasingly complex risk environment demands greater cross-stakeholder cooperation.
- States continue to be responsible for the bulk of maritime governance, but other stakeholders are playing increasingly significant roles.
- The contemporary maritime security system is underpinned by an architecture of maritime security stakeholder communities. These typically reinforce each other, but their interests are not always harmonious. Threats manifest in the seams between the actors.
- While disputed maritime claims top state's maritime security concerns, states are also very concerned by criminal threats.
- Criminal threats are ranked as the most dangerous by most economic stakeholders, but geopolitical tensions are increasingly of concern.
- Grey-zone activities by states directly involve economic stakeholders while war risks increasingly factor into economic stakeholders' concerns.
- The importance of environmental protection is increasingly recognized by some stakeholders, while others continue to be focused on environmental exploitation. This is likely to become one area of increasing dissent between and even within stakeholder groups.
- Southeast Asian states have been seeking to optimise the most efficient and effective division of roles, responsibilities and resources between their navies and coast guards.
- Communication and coordination between maritime security stakeholding communities are improving, but remain areas in need of greater optimization. Transparency will become increasingly important to efficiently bring non-state stakeholders into maritime security decision-making and provision.

Participant Biographies

John Bradford is Senior Fellow in the Maritime Security Programme at the S. Rajaratnam School of International Studies (RSIS), Nanyang Technological University. Mr Bradford holds a Master of Science in Strategic Studies from RSIS (Gold Medal winner) and a Bachelor of Arts (Magna Cum Laude in Asian Studies) from Cornell University. He retired from the U.S. Navy with the rank of Commander. His U.S. Navy assignments included service as the Deputy Director of the 7th Fleet Maritime Headquarters, as Country Director for Japan in the Office of the Secretary of Defense-Policy, and as Commanding Officer of a ballistic missile defence-capable Aegis destroyer forward deployed to Japan. His research interests focus on Indo-Pacific maritime issues and security cooperation. His work can be found in publications such as *Contemporary Southeast Asia*, *Asia Policy*, *Asian Security*, *Asian Survey*, *Naval War College Review*, and *Naval Institute Proceedings*. He has also written book chapters, online articles, and monographs published by leading international think tanks.

Dr Scott Edwards is a research associate on the Transnational Organised Crime at Sea project at the University of Bristol's School of Sociology, Politics, and International Studies. His research interests include maritime security, inter-state cooperative mechanisms for countering maritime security issues, the international relations of Southeast Asia and the Indo-Pacific, Malaysian politics, and Indonesian politics.

Commander Bagus Jatmiko is an Indonesian naval officer who is currently pursuing his doctoral degree in information science at the Naval Postgraduate School (NPS) in California. His education background is sufficiently extensive that supports his perspective and articulation over current regional issues, particularly in the maritime domain, which are related to security and defence. His professional experience as a naval officer also provides first-hand knowledge of the maritime issue and all that entails complements his academic interpretation. In addition, his engagement with broader regional and international communities contributes to his holistic point of view on various perceived problems. His areas of interest include maritime security and defence and regional studies issues. He is currently expanding his expertise through his study and research interest in information and command and control system, information operation, and narrative warfare.

Commodore (select) Jay Tristan Tarriela is an officer in the Philippine Coast Guard. He recently completed his PhD at the National Graduate Institute for Policy Studies (GRIPS) under the GRIPS Global Governance (G-cube) Program in Tokyo as a Japan International Cooperation Agency (JICA) ASEAN Public Policy Leadership scholar. He is also an active commissioned officer of the Philippine Coast Guard (PCG) with the rank of Coast Guard Captain. At present, he is the Deputy Chief of Coast Guard Staff for Human Resource Management (CG-1) and at the same time the Adviser to the Commandant on Maritime Security Affairs. He attended numerous military and coast guard training, locally and abroad. He holds a graduate degree from the Philippine Merchant Marine Academy Graduate School and a Master of Policy Studies from GRIPS and the Japan Coast Guard Academy, where he was part of the first batch of the Maritime Safety and Security Program launched jointly by both institutions in 2016. Dr Tarriela was chosen as an inaugural cohort of the 2021 Pacific Forum US-Philippines' Next Generation Leaders' Initiative. Further, he was selected as a fellow of the 2021 East-West Center US-Philippines Alliance Fellowship in Washington, DC, USA. Dr Tarriela has written opinion-editorial articles published by *The Diplomat*, *The National Interest*, *Analyzing War*, and other leading publications.

Mr Yann Le Goff started his career with the French National Police in 2004 after graduating from the Senior Officers Police Academy. He was with the Urban Police as Head of Criminal Investigations Department for several Paris districts till 2009. He was then assigned to the Directorate of Internal Intelligence as Deputy Head of Operational Units and became the Head of this unit in 2010. He became the Deputy Advisor for the Minister of Interior for the police force in 2014 and then as Advisor from 2017. In this role, he worked closely with the Minister of Interior, especially during the various terrorist attacks in Paris. From 1998 to 1999, he was assigned to the Paris Fire Brigade for his French National Service and then as a reservist from 1999 to 2014. As of September 2017, he took on the appointment as Regional Police Attaché for Australia Brunei, Malaysia, Indonesia, Philippines, Singapore and Timor Leste based at French Embassy in Singapore. He is promoted as the Regional Head of the Regional Police Attaché offices of Asia-Pacific. In September 2021, Yann joined the CMA-CGM Group to open the APAC Regional Security Officer posting in their regional office in Singapore.

Jay Benson is the Director of Research for Stable Seas. He also serves as a research consultant on maritime security issues for organizations such as the UNODC's Global Maritime Crime Programme, the Royal United Services Institute, and Expertise France. Jay previously served as Stable Seas Indo-Pacific Project Manager, leading research and stakeholder engagement on maritime security across the region. Jay is particularly interested in the empirical study of maritime security issues, maritime enforcement capacity, maritime cooperation, and the use of the maritime domain by violent non state actors. Prior to joining Stable Seas, he worked leading research initiatives on intrastate conflict and peacekeeping, and has previous experience with the Project on Terrorism and Insurgency Research, the Pardee Center for International Futures, and the Department of State.

Dr Asyura Salleh is a Programme Support Office at the Global Maritime Crime Programme at the United Nations Office on Drugs and Crime, where she oversees regional engagement projects and studies designed to counter maritime crime. She is also an Adjunct non-Resident Vasey Research Fellow for the Pacific Forum and the Special Advisor on Maritime Security for the Yokosuka Council on Asia Pacific Affairs (YCAPS), and Co-Founder of the Global Awareness & Impact Alliance (GAIA). Her previous policy experience lies in her work for the non-government organisation Stable Seas and the Brunei Prime Minister's Office. Dr Asyura has a research interest in maritime security in the Asia Pacific, with a focus on transnational maritime crime and maritime governance. Dr. Asyura gained a Masters in War Studies from King's College London and earned a doctorate in International Relations from the S. Rajaratnam School of International Studies Singapore.

Dr Asmiati Malik is an Assistant Professor for International Political Economy at the Universitas Bakrie Indonesia, with a focus on energy and fishery policy governance. She also works as Advisor for the Deputy Chief Staff of Economy of the Executive Office of the President of the Republic of Indonesia. Asmiati started her research career at the Centre of Research Hasanuddin University as a research assistant. Asmiati obtained a double undergraduate degree in International Relations at Hasanuddin University and Computer Science at the Muslim University of Indonesia. She then obtained a double master degree in International Studies Economic Management at the University of Birmingham and Business Management at Oxford Brookes University. She obtained her doctorate program at the University of Birmingham, majoring in International Political Economy. Asmiati also currently works as a senior researcher at Asia Scenarios in Jakarta. Her work has been

published in various media including *Asian Correspondence*, *The Jakarta Post*, *National Geographic*, and *Nikkei*.

Mr Keng Hoe Toh is a passionate observer of geopolitics and maritime security. He spends his days as a Director with NCS. Prior to that, he was engaging the merchant marine sector on digitalisation as a Business Development Director with Inmarsat, the mobile satellite company. He was the General Manager of a Singapore-based Artificial Intelligence & Robotics startup and Product Line Manager with Thales where he led the team in developing the next-generation maritime security software. He began his career with the Republic of Singapore Navy where he spent 18 years. Some of his key achievements while in uniform include participating in the 2004 tsunami relief operation, two tours in the Arabian Gulf and numerous operations in Singapore and the region.

Lieutenant Commander Farizha bin Ibrahim is a Royal Malaysian Navy officer and is currently seconded as a Senior Lecturer and Research Fellow at Maritime Research and Excellence Center (MAREC) at Universiti Pertahanan Nasional Malaysia (UPNM). He is pursuing his doctoral degree in Maritime Technology at UPNM and has a sufficient background in defence-related fields. His master's degree was in defence technology and certified as Professional Technologist in maritime technology field by Malaysian Board of Technologist (MBOT). As a naval officer, he has specializations in ocean navigation, multi-dimensional warfare, and geo-politics, and he has held various appointments and command onboard ships and ashore. He also has precious experience in participating in bilateral and multilateral exercises in this region and qualified as United Nations Staff Officer for any peacekeeping mission. In addition, his vast experience in naval operations in this region is portrayed through his involvement in developing and revisiting multiple naval doctrine, references, and operation orders during serving Royal Malaysian Navy. He was also given the responsibility to become on-scene commander in important operations such as Search and Rescue for USS *John S. McCain* crew members in 2017. His experience, education background and professional qualifications provide a holistic point of view on maritime issues.

Mr Martin Marini was general counsel of the Maritime and Port Authority (MPA) of Singapore from 2005 until he retired on 1 Jan 2020. Martin was part of the MPA management team working collaboratively with maritime domain stakeholder agencies and

organisations in Singapore, regionally, and at international bodies such as the IMO and the ILO. He is now a consultant with the MPA Academy, and concurrently with the Singapore Organisation of Seamen, one of Singapore's 2 national seafarer trade unions under the NTUC umbrella. After graduating in 1984, he was a civil servant between 1984 to 1991, worked in industry until 1995, and was in private legal practice for 10 years until joining MPA in 2005. He is admitted to the Singapore bar and as a solicitor in England & Wales.

Dr Christian Bueger is Professor of International Relations at the Department of Political Science, University of Copenhagen. He is also an honorary professor of the University of Seychelles, a research fellow at the University of Stellenbosch and one of the directors of the SafeSeas network. Previously he was professor of international relations at Cardiff University and held visiting fellowships at the National University of Singapore (2015 & 2018), University College London (2015) and the University of Copenhagen (2013 & 2014). He was a Leverhulme Fellow at the Greenwich Maritime Institute, London (2011) and a research fellow at the Institute for Development and Peace, Duisburg, Germany (2010). Professor Bueger is the author, co-author and editor of several books and over 120 articles on global governance, international practice theory, the politics of expertise, maritime security, and blue crime. In his current grant-funded projects he is studying regional responses to blue crime in the Indo-Pacific (TOCAS), maritime security governance in Ghana (AMARIS), the protection of submarine data cables (DACANE) and ocean infrastructures (OCINFRA). His research has been funded, among others, by the UK's Economic and Social Research Council (ESRC), the British Academy, the Leverhulme Trust Fund, the Danish Ministry of Foreign Affairs (DANIDA) and the Velux Foundation. In 2013 he was recipient of an ESRC future research leader award. He holds a PhD in Political and Social Sciences from the European University Institute, Florence, Italy (2010) and graduated as a Diplom-Politologe from the Goethe University Frankfurt am Main. Actively combining research with practical work he regularly acts as a consultant and speaker at conferences on international policy, maritime security and ocean governance. His research has featured in different media, including, Al Jazeera, ITV, The Guardian, Africa Renewal, Veja or The New Internationalist.

