

Delegation of the Russian Federation

CONFIDENCE- AND SECURITY-BUILDING MEASURES IN THE NAVAL AREA

Food-for-thought paper distributed at working session II of the 2008 OSCE Annual Security Review Conference

In recent years there has been a considerable increase in the influence of naval forces on strategic and regional stability. These forces, with their highly effective strike potential, are capable of decisively influencing the success of any military operation, including those on land. In the interest of maintaining international stability and security in the OSCE region, it is extremely important to ensure predictability in the actions of the naval forces of the participating States and to apply to these forces the transparency and confidence- and security-building measures (CSBM) regime.

In this connection, we are proposing fairly simple measures that would encompass the largest-scale planned naval activities conducted within the limited area of waters around Europe. These measures include an exchange of information on the composition and major weapon systems of naval forces, prior notification of certain planned naval activities, the observation of those activities, an exchange of annual calendars and military contacts through naval channels. This proposal is fully in line with the Madrid mandate, which obliges participating States to develop and strengthen a CSBM regime embracing not only all continental Europe but also the adjacent seas, oceans and airspace.

We do not believe that present-day naval activities are fuelling tension in the OSCE region, but we are convinced that security and stability on the European continent would become even more firmly rooted if they were to be strengthened by transparency- and confidence-building measures in the naval area and if the current CSBM regime were to be completed in a logical manner.

PROPOSAL FOR A DRAFT DECISION OF THE OSCE FORUM FOR SECURITY CO-OPERATION

Confidence- and security-building measures in the naval area

The participating States,

Recognizing their great responsibility to their peoples for strengthening security in the Euro-Atlantic region,

Reaffirming their commitment to the further development of the process of co-operation in the politico-military sphere with a view to strengthening mutual confidence,

Recognizing that naval forces cannot remain outside the framework of the general arms control process, whose purpose is to consolidate security and preserve peace,

Accepting the need to extend confidence- and security-building measures (CSBMs) to cover naval forces and their activities,

Decide as follows:

I. Prior notification of certain naval activities

1. Participating States will give notification in writing through diplomatic channels in a form agreed as to its contents to all other participating States not less than 42 days prior to the start of a naval activity subject to notification in waters adjacent to the OSCE region.
2. Notification will be given regarding each of the below-listed kinds of naval activities conducted as a single activity in waters adjacent to the OSCE region at or above the levels defined below:
 - 2.1 Participation of naval formations of participating States in the same exercise activity conducted under a single operational command independently or in combination with any possible air or ground components.
 - 2.1.1 This naval activity will be subject to notification whenever it involves at any time during the activity:
 - At least 20 combat vessels, each having a displacement of 1,500 tons or more, including support ships and vessels, or
 - At least ten combat vessels, each with a displacement of more than 5,000 tons, or
 - At least 80 naval combat aircraft, including carrier-based aircraft.

2.2 Participation of naval formations of participating States in a naval relocation in waters adjacent to the OSCE region whenever it involves at any time during the activity:

- At least ten combat vessels, each with a displacement of 1,500 tons or more, or
- At least five combat vessels, each with a displacement of 500 tons or more, or
- At least 30 naval combat aircraft

to the territory of another participating State for participation in an exercise activity subject to notification or for the purpose of concentration.

3. Notification will be given in writing of each military activity subject to notification in the following agreed form:

4. **(A) General information**

- 4.1 The designation and purpose of the naval activity;
- 4.2 The names of the States involved in the naval activity and the composition of the forces;
- 4.3 The level of command organizing and supervising the naval activity;
- 4.4 The starting and ending dates of the naval activity.

5. **(B) Information on different types of naval activities subject to notification**

- 5.1 Participation of naval forces of participating States in the same exercise activity conducted under a single operational command independently or in combination with any possible air or ground components;
- 5.2 Total quantitative composition of the forces taking part in the naval activity and quantitative composition of the forces from each participating State involved, if applicable, including the number of combat aircraft;
- 5.3 Envisaged number of sorties by aircraft and the purpose of these missions;
- 5.4 The level of command organizing and supervising the air force participation in the exercise activity.

6. **(C) Envisaged area and time-frame of the activity**

- 6.1 The area in which the naval activity is to be conducted, delimited by geographic features together with geographic co-ordinates, as appropriate;
- 6.2 Starting and ending dates of each phase (relocation, deployment, active exercise, return) of the naval activity.

7. **(D) Other information**

7.1 Changes, if any, in relation to information provided in the annual calendar regarding the activity;

7.2 Relationship of the naval activity to other activities subject to notification.

II. Observation of certain naval activities

1. Participating States will invite observers from all other participating States to the following naval activities subject to notification in waters adjacent to the OSCE region.

1.1 Participation of naval formations of participating States in the same exercise activity conducted under a single operational command independently or in combination with any other military components.

2. The above-mentioned activities will be subject to observation whenever the number of forces engaged reaches or exceeds 30 combat vessels, each with a displacement of 1,500 tons or more, including support ships and vessels, or 20 combat vessels, each with a displacement of 5,000 tons or more, or 100 naval combat aircraft, including carrier-based aircraft.

3. The inviting State will send invitations to all other participating States in writing through diplomatic channels at the same time as the notification.

4. The inviting State may delegate some of its responsibilities as host to another participating State engaged in the naval activity of the inviting State. In such cases, the inviting State will specify the allocation of responsibilities in its invitation to observe the activity.

5. Each participating State may send up to two observers to a naval activity to be observed. The invited State will bear the transport costs involved in the travel of its representatives to and from the assembly point mentioned in the invitation.

6. The invited State may itself decide whether to send military or civilian observers, including personnel accredited in the inviting State. Military observers will normally wear their uniforms and insignia while performing their tasks.

7. Replies indicating whether or not the invitation is accepted will be provided in writing no later than 21 days after the invitation has been sent. Participating States, having received an invitation, will indicate the names and ranks of their observers in their reply to the invitation. If no reply to the invitation is given on time, it will be assumed that no observers will be sent.

8. Together with the invitation, the inviting State will make available the general observation programme, including the following information:

8.1 The date, time and point for the assembly of the observers;

- 8.2 The planned duration of the observation programme;
 - 8.3 The languages that will be used during the programme;
 - 8.4 Board, lodging and transport arrangements;
 - 8.5 Possible permission by the inviting State to use special equipment that the observers may bring with them;
 - 8.6 Arrangements for providing the observers with special clothing required because of the weather or prevailing environmental conditions.
9. The observers may make requests with regard to the observation programme. As far as possible, the inviting State will meet these requests.
10. The inviting State will so set the duration of the observation as to enable the observers to observe the naval activity subject to notification from the time the agreed thresholds for observation are met or exceeded until, for the last time during the activity, the thresholds for observation are no longer met.
11. The inviting State will provide for the transport of the observers to and from the area of the activity subject to notification. This transport will be provided either from the capital city or from another suitable location announced in the invitation, in order that the observers may be on site before the start of the observation programme.
12. The observers will be accorded equal rights and equal opportunities to carry out their functions. The observers will be granted, during their mission, the privileges and immunities accorded to diplomatic agents in the Vienna Convention on Diplomatic Relations.
13. Participating States will ensure that official personnel and forces taking part in an observed military activity, as well as other armed personnel located in the area of the military activity, are properly informed regarding the presence, status and functions of observers.
14. With the appropriate support of the observers, participating States must ensure that no actions are taken that might interfere with the activities or threaten the safety of the observers.
15. The inviting State will not be required to permit the observation of restricted locations, installations or defence sites.
16. In order to allow the observers to confirm that the military activity subject to notification is non-threatening in character and that it is being carried out in conformity with the appropriate provisions of the notification, the host State will:
- 16.1 Give a briefing at the start of the observation programme on the purpose, initial situation, the phases of the activity and possible changes in the naval activity in comparison with the notification, and will provide the observers with an observation programme including a daily schedule;
 - 16.2 Provide the observers with a map depicting the area of the naval activity subject to notification and the initial situation in that area;

- 16.3 Provide the observers with appropriate observation equipment; in addition, the observers will be permitted to use their own binoculars, maps, photo and video cameras, dictaphones and hand-held passive night-vision devices. The above-mentioned equipment will be subject to examination and approval by the inviting State. The inviting State may limit the use of certain equipment in restricted locations, installations or defence sites;
- 16.4 Make possible an overflight, preferably by means of a helicopter, of the naval activity area, where this is feasible, taking proper account of the safety of the observers. Where it is carried out, this overflight must allow the observers to observe from the air the location of the forces participating in the activity subject to notification in order to help them gain a general impression of its scope and scale. At least one observer from each participating State represented in the observation must be given the opportunity to take part in an overflight. The helicopters and/or aircraft may be provided by the inviting State or by another participating State at the request of and in agreement with the inviting State;
- 16.5 Conduct for the benefit of the observers daily briefings during the observation programme, using maps depicting the various stages of the naval operation and their development, and inform the observers of their geographic location. In the event that the naval activity is conducted in conjunction with other military components, the briefings will be given by representatives of all the participating branches of the armed forces;
- 16.6 Provide opportunities to observe directly the forces of the State(s) involved in the naval activity to enable the observers to gain an impression regarding the course of the entire activity; to this end, the observers will be given the opportunity to observe the units (ships) and support units of all participating formations and, wherever possible, to visit the units (ships) and speak to the members of their crews. Commanders and other senior personnel of the participating formations and also of the visited units will inform the observers of their mission and disposition of their respective units (ships);
- 16.7 Accompany the observers in the area of the military activity. The observers will follow the instructions given by the inviting State in accordance with the provisions set out in this document;
- 16.8 Provide the observers with the appropriate means of transport to enable them to move about in the area of the military activity;
- 16.9 Provide the observers with opportunities for timely communication with their embassies or other official missions and consular posts. The inviting State is not obliged to bear the costs for the use by the observers of communication facilities;
- 16.10 Provide and pay for board and lodging at civilian or military facilities at a suitable place, and also, where necessary, make available urgent medical care;
- 16.11 Enable the observers, at the end of each observation, to assemble together and to meet officials of the inviting State at a final briefing to discuss the course of the observed

activity. Where States other than the inviting State have been engaged in the activity, military representatives of those States will also be invited to take part in this discussion.

17. Participating States are encouraged to permit media representatives from all participating States to be present at observed naval activities in accordance with the accreditation procedures established by the inviting State. In such instances, media representatives from all participating States will be treated without discrimination and will be accorded access to those facets of the activity open to media representatives.

18. The presence of media representatives must not be allowed to interfere with the observers in the performance of their duties nor to disrupt the course of the military activity.

III. Annual calendars

1. Each participating State will exchange, with all other participating States, an annual calendar of its naval activities subject to prior notification to take place in waters adjacent to the OSCE region and forecast for the subsequent calendar year. The participating State (States) which is (are) to carry out the naval activity subject to prior notification will include this activity in its (their) annual calendar. It will be transmitted annually for the next year in writing through diplomatic channels not later than 15 November.

2. If a participating State does not forecast any naval activity subject to prior notification, it will inform all other participating States to this effect in the same manner as prescribed for the exchange of annual calendars.

3. Each participating State will provide information on events having to do with the above-mentioned activities in chronological order, and will also provide information on each event in accordance with the following model:

3.1 Type of activity and its designation;

3.2 General characteristics and purpose of the naval activity;

3.3 States involved in the naval activity;

3.4 Area of the naval activity, indicated by geographic co-ordinates and, where appropriate, geographic features;

3.5 Planned duration of the naval activity, with an indication of its envisaged starting and ending dates;

3.6 Envisaged quantitative composition of the forces involved in the naval activity. For activities involving more than one State, the inviting State will provide such information on each State involved;

3.7 Branches of armed forces involved in the naval activity;

- 3.8 Designation of the direct operational command under which this naval activity will take place;
- 3.9 Any additional information that the participating State planning the naval activity considers relevant.
4. Should changes regarding the naval activity events listed in the annual calendar prove necessary, they will be communicated to all other participating States no later than in the appropriate notification.
5. Should a participating State cancel a naval activity included in its annual calendar or reduce it to a level below notification thresholds, that State will immediately inform the other participating States of these changes.
6. Information on naval activities subject to prior notification not included in an annual calendar will be communicated to all participating States as soon as possible, in accordance with the model provided in the annual calendar.

IV. Contacts

Visits to naval bases

1. Each participating State with naval forces will arrange visits, at its discretion, for representatives of all other participating States to one of its peacetime naval bases at which naval forces are located. These visits will provide an opportunity for the visitors to view activity at the naval base so that they may gain an impression regarding the tasks and functions performed there.
2. No single participating State will be obliged to arrange more than one such visit during any five-year period. Prior indicators given by participating States of forthcoming schedules for such visits for the subsequent years may be discussed among participating States.
3. As a rule, up to two visitors from each participating State will be invited.
4. Invitations will be sent out to all participating States 42 or more days before the visit. The invitation will indicate the preliminary programme, including: the place, date and time of assembly; the planned duration; the languages to be used; the board, lodging and transport arrangements; the technical equipment permitted for use during the visit; and any other information that may be deemed useful.
5. When the naval base to be visited is located on the territory of another participating State, the invitations will be issued by the participating States on whose territory the naval base is located. In such cases, the responsibilities as host delegated by this State to the participating State arranging the visit will be specified in the invitation.
6. The invited State may decide whether to send military or civilian visitors, including personnel accredited in the host State. Military visitors will normally wear their uniforms and insignia during the visit.

7. Replies indicating whether or not the invitation is accepted will be issued no later than 21 days after the invitation has been sent. The participating States accepting the invitation will indicate in their replies the names and titles (ranks) of the persons to carry out the visits. If no reply to the invitation is given on time, it will be assumed that no visitors will be sent.

8. The visit to the naval base will last for a minimum of 12 hours. In the course of the visit, the visitors will be given briefings on the purpose and functions of the naval base and on its current activities. The visitors will have the opportunity to meet with commanders and non-commissioned personnel, including commanders and non-commissioned personnel of support and rear-guard units located at the naval base. They will be provided with the opportunity to view the types of combat vessels located at the naval base as indicated in the programme.

9. At the end of the visit, the host State will provide an opportunity for the visitors to gather together and to meet with officials of the host State and with senior commanders of the naval base in order to discuss the way the visit was carried out.

10. The host State will determine the visit programme and the access to be granted to visitors to the naval base facilities. The visitors will follow the instructions given by the inviting State in accordance with the provisions set forth in this document.

11. Visitors will be provided with appropriate lodgings at a site suitable for conducting the visit.

12. The invited State will bear the costs of transport for the travel of its representatives to and from the assembly point indicated in the invitation.

13. Participating States will co-operate appropriately with visitors to ensure that no actions are undertaken that might jeopardize the security of the visitors.

14. The host State will provide and pay for board and lodging at civilian and military facilities at a suitable place, and also, where necessary, make available urgent medical care.

Contacts through military channels

15. For the purpose of further improving their mutual relations with a view to strengthening confidence and security, participating States will in an appropriate manner expand and facilitate:

- Exchanges and visits between high-ranking military representatives;
- Exchanges of visits by naval vessels to ports of participating States;
- Contacts between relevant military institutions;
- Exchanges between command-level commanders and officers (to the brigade or equivalent level);

- Exchanges and contacts between scientists and experts in the field of naval investigations and in related areas;
- Sporting and cultural events involving representatives of their naval forces.

V. Zone of application

Confidence- and security-building measures in the naval area will be extended to the ocean and sea areas adjacent to the OSCE region and limited in the east by the meridian 60 degrees east longitude, in the north by the parallel 80 degrees north latitude, in the west by the meridian 40 degrees west longitude, and in the south by the parallel 20 degrees north latitude, including the waters of the Mediterranean Sea and the Black Sea.