

Caribbean
Community
(CARICOM)

Next Generation Nuclear Security: Meeting the Global Challenge

*Defining a Next
Generation Nuclear
Security Initiative:*

Where Do We
Go From Here?

Submission from the
Caribbean Community (CARICOM)

April 12, 2010

Washington, DC
April 12, 2010



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Issue of Global Nuclear Security of fundamental Importance to Caribbean Regional Security

- *The members states of the Caribbean Community (CARICOM) are in unanimity that the threats posed by nuclear weapons are so grave that they risk jeopardizing the collective cultural, political and economic and environmental viability of the international system as a whole.*
- *It is for this reason that CARICOM members have held to the view that a key priority for the international community must be the complete prohibition of the proliferation of such weapons and the elimination of existing arsenals.*
- *The commitment of CARICOM to nuclear disarmament and non-proliferation is embodied in the participation of all its members in the Treaty of Tlatelolco.*

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Issue of Global Nuclear Security of fundamental Importance to Caribbean Regional Security

- *On February 14, 1967 the Treaty of Tlatelolco opened for signature and has been signed and ratified by all nations in the region. This agreement by Latin America and Caribbean nations has successfully kept the region free of nuclear weapons.*
- *The Treaty was drafted five years after the Cuban missiles crisis and was widely seen as a trailblazer for nuclear non-proliferation, with the global Treaty on the Non-Proliferation of Nuclear Weapons (NPT) opening for signature a year later, in 1968. Four more nuclear-weapon-free zones (NWFZ) have followed, with the Pelindaba Treaty in Africa, the Rarotonga Treaty in the South Pacific, the Bangkok Treaty in Southeast Asia and the Treaty of Semipalatinsk in Central Asia in 2006.*

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Transit of Nuclear Waste an Issue of Primary Importance for CARICOM Member States

- *Over the last 20 years, CARICOM has treated as priority the issue of the transshipment of nuclear waste through the waters of the Caribbean.*
- *During this period, this issue has been raised continuously by several CARICOM member states, on behalf of the organization, in the United Nations First Committee on Disarmament and International Security.*
- *Of major concern is the use, by industrialized countries, of the region's waters to transport highly toxic and nuclear wastes, despite continuous calls by CARICOM members for the cessation of these practices.*
- *The region remains concerned that vessels transporting these hazardous materials could be vulnerable to terrorists attacks which would pose significant challenges for the Caribbean states.*

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Nuclear-Free Caribbean a major CARICOM goal

- *The CARICOM Secretariat and member states have long reiterated the key goal of a nuclear-free Caribbean.*
- *Therefore, the Community welcomes the statement in the 2010 United States Nuclear Review Posture Report which enunciates that “The long-term goal of U.S. policy is the complete elimination of nuclear weapons.”*
- *The Community believes that this policy thrust, along with a revitalization of, and a more robust adherence to, the Nuclear Non-Proliferation Treaty (NPT), will imbue the process with a new momentum that will serve to increase the stakeholder effect of both nuclear and non-nuclear weapon states (NNWS) and allow for the adoption of other measures which will serve to strengthen the non-proliferation regime.*

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Importance of NPT to CARICOM

- *NNWS and particularly small states such as those that constitute the Caribbean Community, view global and regional arms control agreements as being of vital importance in setting needed parameters that attend to the security priorities of NNWS*
- *The enforcement of rules-based regimes, like the NPT, which emphasize the adherence to and implementation of treaty obligations, underpinned by strong verification mechanisms, will allow NNWS to fully invest in the non-proliferation process and will also serve to build necessary confidence*
- *CARICOM, however, remains concerned about the size of nuclear arsenals and believes that there is a clear need for NWS to undertake more concerted and sustained action to reduce all types of nuclear warheads and delivery systems*

Regional Perception of Nuclear Threat must be Transformed

- *While regional government leaders and operational personnel in the Caribbean possess an awareness and appreciation of the threat of nuclear weapons, regional populations – including opinion leaders – do not assess the current risk as meriting significant concern or action.*
- *There is a clear need for significant outreach to local publics to educate populations about existing threats which, in turn, would serve to engender greater public support for non-proliferation in particular and measures to combat terrorism in general.*
- *During the run-up to the hosting of Cricket World Cup in 2007 by the CARICOM states, the region spent nearly \$20 million primarily on preventing a possible chemical, biological, radiological or nuclear attack – a move which did not receive significant public support.*

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Regional Perception of Nuclear Threat must be Transformed

- *Notwithstanding the loss of nearly **\$1 billion in tourism revenue** by the CARICOM states and the Dominican Republic after the terrorist attacks on the United States on September 11, 2001, there remains a fundamental disconnect among regional publics regarding the impact that any terrorist attack, or specifically a nuclear terrorist attack, would have on the socio-economic reality of these states.*
- *This disconnect is also manifest in the inability to identify threats in key security domains, such as the **maritime environment**.*
- *While the terrorist attacks in Mumbai, India, which resulted in the deaths of 179 persons, serve to underscore the vulnerability of Caribbean ports, facilities and public establishments to a terrorist attack emanating from a pleasure craft or small vessel, this still remains a **very remote and improbable scenario** for most persons in the region.*

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Visible, Sustained Leadership Essential to changing Threat Perception

- *The implementation process, so far, relating to the global implementation of United Nations Security Council Resolution 1540 is instructive for any initiative aimed at improving global nuclear security.*
- *Getting the needed “buy-in” from both governments as well as other publics remains a formidable challenge and is typified by:*
 - *Lack of awareness or designation of the issue of proliferation as a pertinent and consequential priority within existing bureaucracies*
 - *Minimal familiarity within governments (including foreign ministries) of treaties and other instruments that pertain to non-proliferation*
 - *An assessment of existing risks as being minimal to non-existent*
 - *Appropriation of minimal or no resources to prevent proliferation*

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Visible, Sustained Leadership Essential to changing Threat Perception

- *It is highly improbable, given the current threat perception within the developing world, as well as given the myriad of challenges facing those governments, that engagement on non-proliferation will increase markedly without the occurrence of a catastrophic terrorist event. For there to be any real momentum, this issue will have to be **led and indeed driven** by countries with a real and prevailing stake in preventing proliferation.*
- *Broad frameworks which mandate global action on nuclear proliferation or WMD, such as UNSCR 1540, must be infused with realistic assistance structures to encourage compliance rather than provide countries with excuses for the non-implementation of these important obligations.*

Visible, Sustained Leadership Essential to changing Threat Perception

- *In order for nuclear proliferation to be seen as an urgent and immediate issue, it must be given consistent primacy.*
- **Orchestrating a series of events**, as was done in the past week with the announcement of the **2010 Nuclear Posture Review Report**, the **signing of the new START Treaty** and this week's **Nuclear Security Summit** serve to put the issue back on the radar, but must be buttressed by sustained engagement, primarily by the permanent members of the UN Security Council, both bi-laterally and multi-laterally.
- Efforts must be made to consistently place the issue of nuclear proliferation into **popular discourse** rather than having **periodic highlights around specific high-profile initiatives** as typifies this week's Nuclear Security Summit.

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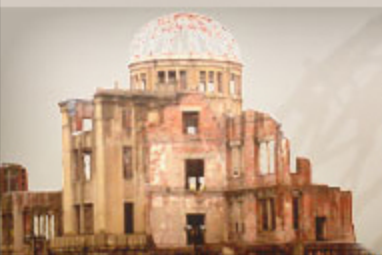
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In Order to Change Public Perception, Facts must be Effectively Communicated

- *With the recognition of governments and elites in the developing world of the phenomenon of asymmetric warfare, there has also been an appreciation that this development could result in the use of nuclear devices by terrorist groups and other non-state actors. While there is an intellectual recognition of this, there is the need for continued global leadership to underscore key realities, including those below, that will clearly convey urgency:*
 - *In the past 20 years, there have been at least 25 instances of nuclear explosive materials being lost or stolen*
 - *There is enough highly enriched uranium (HEU) in the world today to build more than 100,000 bombs*
 - *A hundred pounds of HEU could fit in a shoebox*
 - *Nine countries have more than 23,000 nuclear weapons and, with the U.S. and Russia maintaining thousands of nuclear weapons on hair-trigger alert, an accidental or unauthorized launch is not an impossibility*



Existing Environment/Geography must be considered in advancing non-proliferation

- *Just as North Korea's maritime environment posed a challenge for the international community before and certainly in the aftermath of its October 2006 nuclear test, a different but related reality also obtains for regions such as the Caribbean. This reality is also further compounded by the proximity of the region to the U.S.*
- *Therefore, given the urgent need to buttress maritime security within the Caribbean and similar regions, in order to prevent the export, re-export, import, transit or transshipment of nuclear materials, significant emphasis will have to be placed on:*
 - *Enacting and strengthening strategic trade control laws and regulations*
 - *Instituting licensing regimes that will prevent shipments of strategic goods to suspect end-users*
 - *Providing needed equipment, technical assistance and training to assist operational personnel in detecting and interdicting radiological/nuclear materials*

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The Cooperative Security Approach: Combating Proliferation in the Caribbean

- *Former US Secretary of Defence William Perry along with the current US Under-secretary of Defence for Acquisition Ashton Carter in their book “A New Concept of Cooperative Security,” made the point that approaching nuclear and other security priorities from a multilateral and cooperative standpoint could yield significant benefits for states, particularly in relation to containing the costs of funding the necessary security architecture required by a given agreement or mandate.*
- *This concept is at the very core of CARICOM’s UNSCR 1540 implementation program, which is a region-wide multilateral initiative aimed at assisting all CARICOM member states in successfully meeting their obligations under the resolution.*
- *With CARICOM states facing similar challenges of extremely limited resources and technical capacity, undertaking the implementation process cooperatively has been an **essential exercise** – not an **elective** one.*

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Benefits of a Cooperative Approach to Combating Proliferation in the Caribbean

- *The benefits of engaging the UNSCR 1540 process cooperatively has enabled CARICOM states to:*
 - *Develop a unitary process to enact domestic export control legislation through the development of a regional Reference Legal Framework, or model legislation, to ensure that CARICOM members meet their obligations to prevent any illicit trade in strategic goods within the region*
 - *Approach the issues of improving maritime and port security cooperatively within the region, with the view to harmonizing customs control procedures and systems*
 - *Provide needed training to operational personnel to enable these security practitioners to effectively utilize techniques and approaches including automated risk profiling, databases and watch lists to identify suspect transfers and end-users*

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