

CONTACT GROUP
ON PIRACY OFF THE COAST OF SOMALIA

مجموعة الاتصال الخاصة بالقرصنة قبالة السواحل الصومالية • Groupe de contact sur la piraterie au large de la Somalie
Grupo de Contacto sobre la Piratería frente a costas de Somalia • 打擊海上盜劫聯絡小組
Контактная группа по борьбе с пиратством у берегов Сомали



Maritime Security

Build the Future Together

#MASE Programme
For a Safe and Secure
Maritime Domain



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Foreword.

HE Hamada Madi,
Secretary General of the Indian Ocean Commission

HE Ms Marjaana Sall,
Ambassador of the European Union



The Indian Ocean Commission and the European Union have made maritime security issues a key focus of their partnership for regional development. And for good reason: without security, there is no development.

From 2005 onwards, the emergence and subsequent increase in piracy in the Western Indian Ocean disrupted merchant shipping traffic. The negative impact of this phenomenon, for trade, safety at sea and political and social stability, went far beyond the region alone.

In response to this security challenge, the European Union has played the role of a trusted partner, committed to supporting the strengthening of the maritime security capacities of States and organisations in Eastern and Southern Africa and the Indian Ocean (ESA-IO). The October 2010 Ministerial Meeting in Mauritius, with the participation of the then senior political leaders, including the High Representative of the European Union for Foreign Affairs and Security Policy, was the starting point for a regional movement for maritime security.

Because an effective and confident partnership is also based on shared interests, the European Union and the regional organisations of ESA-IO, on behalf of their Member States, have agreed to implement the strategy and action plan of the October 2010 Ministerial Meeting. This has resulted in the launch of the regional programme to promote maritime security, better known by its acronym MASE.

The MASE programme is an ambitious, adapted and coherent response to regional maritime security issues. While it was designed primarily to meet the security challenge posed by piracy off the coast of Somalia, it stands out for its holistic approach that takes into account all maritime risks and threats.

There is no doubt that national and regional maritime security capabilities have improved in terms of information exchange, action at sea, training and equipment, as well as in the fight against illicit trafficking and the modernization of legal frameworks.

One of the main achievements of this partnership between the European Union and the ESA-IO region remains the signing of two Regional Maritime Security Agreements at the Ministerial Conference on Maritime Security in April 2018 in Mauritius. By signing these Regional Agreements, Comoros, Djibouti, Madagascar, Mauritius and Seychelles set up a mechanism for the exchange of maritime information, with a dedicated Regional Centre in Madagascar, as well as a mechanism for the coordination of actions at sea with a Centre based in Seychelles. As proof of the added value of this dynamic, Kenya and France also signed these Agreements on the sidelines of the International Conference on the Blue Economy in Nairobi in November 2018.

The June 2019 Ministerial Conference on Maritime Security in the Western Indian Ocean is a useful opportunity to broaden and sustain political commitment to this collective action that has been part of regional development for a decade.

This special magazine is a testament to this. The contributions of decision-makers and officials of States and regional and international organizations that we invite you to read are a clear indication of the willingness and need to secure the Western Indian Ocean in a sustainable manner.

Because beyond the security issue alone, it is economic growth and social development that are at stake. For us. And for generations to come.

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Mauritius, a strong commitment to Maritime Security.

Hon. Pravind Kumar JUGNAUTH,
Prime minister of the Republic of Mauritius

Maritime security in the Indian Ocean is of paramount importance to the region. It concerns not only the security and safety of vessels carrying goods but also people crossing our waters in pleasure craft.

To promote maritime security, we must deepen the legal, institutional and technical aspects of the fight against drug trafficking and piracy and strengthen cooperation between administrations, States, Security Forces and Regional Organisations.

The Mauritian Government is aware of the crucial issue of maritime security and safety in our region. Many actions have been taken in this regard.

Mauritius has increased its surveillance fleet in its Exclusive Economic Eone as well as in its coastal areas. We have also taken steps to improve synergy between Government Agencies including the Anti-Drug and Smuggling Unit (ADSU), the National Coast Guard (NCG) and the Mauritius Revenue Authority (MRA).

We have addressed various issues related to maritime safety and security within the National Port Security Committee by involving all stakeholders in the pursuit of the objective. The signing of the Regional Agreements on Maritime Information Exchange and Coordinated Actions at Sea, formulated under

“ Mauritius has increased its surveillance fleet in its Exclusive Economic Eone as well as in its coastal areas. ”





the EU-funded Maritime Security Programme (MASE) in April 2018 in Mauritius, has contributed to promoting maritime security in the region.

The validation in 2011 of Mauritius and Seychelles' request by the United Nations' Commission on the Limits of the Continental Shelf to extend their continental shelf and jointly administer a 396,000 km² area of the Mascarene Plateau marked a historic milestone in the resolution of cross-border disputes and maritime delimitation on a global scale. Bilateral treaties were subsequently signed to establish a single legal and institutional framework.

As far as our fight against the drug scourge is concerned, a Committee was set up in September 2015 and recommended a holistic and integrated approach to formulate a "National Drug Control Master Plan". This strategic plan is ready and is currently being reviewed by the National Drugs Secretariat.

A National Observatory on Drugs (NDO) has been established to monitor and evaluate the dangerous drug situation in the country. A High-Level Drugs and HIV Council has been established to oversee the implementation of the National Drug Control Masterplan.

Cooperation at the regional level in relation to training has been improved. ADSU Officers have had the privilege of attending trainings and workshops organized by the US government and organisations such as the Southern African Regional Police Chief Council Organisation (SARPPCO), the United Nations Office on Drugs and Crime (UNODC), the African Union, the Southern African Development Community (SADC) and INTERPOL.

We all want to establish a safe and secure maritime domain. Today, the fight against crime at sea is an objective that unites us all and strengthens the spirit of partnership in our region.

“ The fight against crime at sea is an objective that unites us all and strengthens the spirit of partnership in our region.”

Seychelles at the forefront of maritime security.

HE Vincent Mériton,

Vice-President of the Republic of Seychelles and
President of the Indian Ocean Commission Council of Ministers

Seychelles entered the fight against on maritime insecurity at full speed as a result of news headlines. That was in February 2009. On a hot summer's day, a British retired couple boarded their yacht, the Lynn Rival, from Mahe heading northwest. Some 60 nautical miles from the coast, the cruise turns into a nightmare. The British couple was stopped by Somali pirates who took possession of the yacht and decided to hold the couple hostage for ransom. A month later, a cargo ship was attacked in our territorial waters. These two incidents were the first in a series of blackouts leading to hostage-taking, including Seychellois, and a slowdown in economic activity, particularly in the crucial sectors of tourism and the tuna industry.

The threat having spread to our coasts and to face such challenges, our small nation of 95,000 people has chosen to take action. Our government's motto expresses well the determination and sense of responsibility displayed at the highest level of the State: « we do not manage the problem, we solve it! »

The legal and operational arsenal has thus been modernised to meet the security, economic and social challenges posed by piracy but also to be able to fight effectively and sustainably against all maritime crimes and threats. This is the purpose of the National Maritime Security Plan, which was adopted in 2010 in line with the Eastern and Southern Africa and Indian Ocean (ESA-IO) Regional Strategy and Action Plan on Maritime Security at the 2nd Ministerial Meeting held in Mauritius on 7 October 2010.



“ For the time being, it remains essential to maintain the collective effort as regional capacities are strengthened. ”

Seychelles quickly benefited from the support of the international forces and organizations present in the area, including UNODC, to build a dedicated detention centre. Security and military assistance agreements have been signed with the United States, EUNAVFOR Atalanta, several European, Middle Eastern and Asian states to address the risk of piracy. At the same time, the Seychelles authorities have strengthened the capacity of the coastguard by providing it with training, courses and equipment. Achievement came fast: more than 100 suspected Somali pirates were intercepted by the Seychelles Coast Guard.

However, we had to go further and it was at the regional level that Seychelles was able to spearhead the mobilization and be a committed actor in the fight against piracy and other maritime crimes. It is in particular within the framework and with the Indian Ocean Commission (IOC) that the role of Seychelles has been affirmed and recognized. IOC has also chosen to set up an Anti-Piracy Unit in Seychelles in 2012 at the beginning of the activities of the European Union-funded Regional Maritime Security Programme (MASE). This choice allowed the anti-piracy experts of the region to collaborate very directly with representatives of the main missions and organizations involved in the same fight and thus to set up joint actions.

Aware of its responsibility and concerned to anchor its action in a sustainable collective dynamic, the Government of Seychelles chaired the Contact Group on Piracy off the Coast of Somalia (CGPCS) from 2016 to 2018, which deepened the political and operational commitment of its members in cooperation actions. In 2018, Seychelles also signed two regional maritime security agreements for the establishment of a mechanism for the exchange of maritime information with a Regional Centre based in Madagascar and a mechanism for the coordination of joint actions at sea. The latter is led by a Regional Coordination of Operations Centre (RCOC) based in Seychelles.

The Seychelles Regional Centre aims to organise and carry out joint actions at sea by the seven signatory countries of the MASE Agreements (Comoros, Madagascar, Mauritius, Djibouti, Kenya, France and Seychelles). The equipment installed there facilitates partnership work with the Regional Centre in Madagascar and with other National and Regional Maritime Security Centres.

In view of our national strategy, which makes the blue economy the new horizon for our economic and social development, Seychelles is committed to taking concrete action for regional maritime security. We firmly believe that the regional mechanisms put in place will facilitate cooperation between our States and provide the necessary means to intervene at sea in a concerted manner. In this regard, I invite interested States and organisations to join this regional initiative initiated by the IOC with the support of the European Union. I also welcome the signature on 2 May 2019 by IOC and the European Union of the new funding agreement for the Port Security and Safety at Sea Programme. This new five-year support from the European Union will contribute substantially to strengthening national and regional capacities to secure our ocean spaces, which in turn will stimulate trade, growth and social progress.

For the time being, it remains essential to maintain the collective effort as regional capacities are strengthened. The suspected pirates arrested on 23 April 2019 by the

Spanish flagship ESPS Navarra after a two-day pursuit race in the waters of the Indian Ocean and then transferred to the Seychelles two days later by the crew, show that the danger of a resurgence of maritime piracy is still present.

It should be noted that this transfer of pirates is the application of an agreement between the European Union and Seychelles since 2009, by which more than 170 suspects of acts of piracy have been transferred. About 100 suspects were convicted and sentenced. About twenty cases were investigated, leading to convictions in two thirds of cases. About 100 suspects were convicted and sentenced. I therefore welcome the extension of the mandate of the EUNAVFOR Atalanta mission until 2020 and the strong interest of development partners in maritime security issues that determine our progress towards sustainable development.

The fight against crime in all its forms is a collective endeavour and we should all continue our efforts together.



The EU and the international community should remain present.

M. Neven Mimica,

EU Commissioner for International Cooperation and Development.

In 2014, the European Union adopted a Maritime Strategy. How does this strategy translate into the European Union's external policy?

The EU Maritime Security Strategy promotes a holistic approach to security, bringing together different civilian and military elements, such as traditional diplomacy, development and the deployment of military naval assets, in particular the European Union Naval Force ATALANTA operation in Somalia, running for 10 years now).

At the same time, it promotes cooperation at sea and maritime multilateralism. For instance, cooperation with the UN and regional organisations such as the Indian Ocean Commission.

The Strategy's action plan also provides implementing measures for an EU response to global maritime security, which covers issues such as freedom of navigation, protection of maritime infrastructures and information sharing. These are all preconditions to maritime security and have an impact on the daily lives of citizens in the Indian Ocean region. Progress in these areas results into enhanced resilience of communities in the region. These priorities are also in line with the EU foreign and security policy objectives of the EU Global Strategy.

What are the main issues and challenges for the European Union and the Eastern and Southern African States that you see in the Western Indian Ocean?

Main challenge in the Indian Ocean is to continue supporting the development of the maritime capacities of coastal states, in close cooperation with international partners. The EU and the international community should remain present in the region. We want our partners to see the EU as a natural partner to support them with the development of local capacities, for instance



“ We want our partners to see the EU as a natural partner to support them with the development of local capacities. ”

providing training to law enforcement agents or coast guards, and the protection infrastructure, such as ports. Another equally important aspect is to protect freedom of navigation in the high seas, in line with the United Nations Convention on the Law of the Sea.

Beyond maritime security, other important challenges in the region are related to climate change and natural resources management, including water management. The impact of climate change is already being felt dramatically in a number of countries of the Western Indian Ocean (Comoros, Mozambique and Madagascar mainly). The EU is committed to help these countries

the high seas. The efforts to keep our oceans safe and secure from piracy, armed robbery, trafficking of arms, drugs and people must be collective, international. These are the challenges to maritime security in every single region. The EU understands that the oceans, and in particular the Indian Ocean, are not only a shared space but also a shared responsibility.

This is why the EU has invested in a military naval operation, running for over 10 years now. Sustaining the progress made so far means that we need to support our partners in the Indian Ocean in building their own capacities. This is what the EU is doing through EUCAP Somalia or the new EU funded project on port security, implemented by our partners, the United Nations Office on Drugs and Crime – UNODC, the International Criminal Police Organization - INTERPOL – and the International Maritime Organisation - IMO.

Beyond the EUNAVFOR Atalanta naval mission deployed in the region, what are the European Union's actions for maritime security in the Western Indian Ocean?

Operation ATALANTA can be taken as an example. Lessons learned from that success story are still valid today and continue to inspire our collective efforts to suppress any act of piracy in the Western Indian Ocean. The fight against piracy in the Horn of Africa shows us that only together we, the International Community, can make a difference. Yet, the fight against these challenges requires more than naval operations. They call for transnational responses.

Let me give you some other examples. In the last decade, the EU has supported different initiatives in the Western Indian Ocean to reinforce national and regional capacities in areas as diverse as maritime surveillance, maritime law enforcement, the judiciary, or port security.

On maritime surveillance, for instance, the EU project Critical Maritime Routes Indian Ocean (CRIMARIO) has just delivered to the region an innovative platform to facilitate the exchange of maritime information: IORIS. In addition to serving national maritime authorities, IORIS is also the working tool of the Regional Maritime Information Sharing Centre, set up in Madagascar with the support of the EU Maritime Security Programme (MASE). The centre is one of the foundations

“ This is why the EU has invested in a military naval operation, running for over 10 years now.”

adapt to climate change and environmental degradation on land and at sea. This is also linked to Ocean Governance, which is a key concern which we share with a number of these countries and with the Indian Ocean Commission.

What are the motivation of the European Union to intervene in in the field of maritime security in the Western Indian Ocean Basin?

90% of the world's trade is seaborne and 80% of goods entering the EU transit the Indian Ocean. The EU wants to promote freedom of navigation and the rule of law in

of the maritime security architecture of the Western Indian Ocean, along with the Regional Coordination and Operational Centre, set up in the Seychelles, also with the support of the EU MASE programme. By collecting, analysing and sharing information and coordinating regional responses these two centers will substantially improve the capacities of coastal states to collectively monitor and respond to maritime challenges.

The European Union funds several regional programmes in the field of sustainable fisheries, port security and maritime infrastructure from the 11th EDF resources. Does this mean that European support is more generally part of a global dynamic to promote the blue economy?

The EU has been an active player at international level and a pioneer for the promotion of the blue economy, back in 2007. We have taken up global leadership on oceans since 2016 when the European Commission and the EU's High Representative set out a joint agenda for the future of our oceans. We proposed 50 actions structured around 3 objectives:

- To improve the way the oceans are managed at international level.
- To better use the oceans' resources and reduce human pressure.
- And to strengthen ocean research and availability of data to improve policy-making, drive innovation and facilitate a sustainable blue economy.

Over the last 2 years, €590 million have been committed under EU development policy to promote better ocean governance with non-EU countries. Thanks to our policy, 14 countries have successfully reformed their control and management systems to fight illegal fishing. We have also positioned ourselves as a global frontrunner in the fight against marine pollution, in particular from single use plastics and lost fishing gear. The EU has earmarked €28 million for the ECOFISH programme supporting sustainable management and development of fisheries for food security and economic growth, while addressing climate change resilience and conservation of marine biodiversity.

When it comes to fishing, Indian Ocean countries are important partners for the EU, and this is clearly reflected in the principles of our Fisheries Partnership Agreements (SFPAs) in the region and in particular with Mauritius and Seychelles. These Agreements

“ The EU has been an active player at international level and a pioneer for the promotion of the blue economy, back in 2007. ”

foster scientific cooperation between the EU and its partners, promote transparency and sustainability to better manage fishing resources and encourage governance of fishing activities, also contributing to the sustainable development of local fishing industries. Furthermore, in recent years the cooperation under the sectoral support programs of fisheries partnership agreements has also focused on the blue economy.

The Agreement with Mauritius is indeed the first one that has included a specific budget of 135 000 EUR per year (2017-2021) earmarked to the development of maritime policy and ocean economy. It focuses on areas such as aquaculture, sustainable development of the oceans, maritime spatial planning, marine energy and environment. This area of bilateral cooperation under the fisheries partnership agreements is at its initial stage and the Commission intends to further strengthen the synergies of such activities with other regional initiatives, and possibly reflect this model in other agreements.

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Madagascar, a regional player in maritime security.

Major General Léon J. R. Rakotonirina,
Minister of National Defence of the Republic of Madagascar

The strategic importance of the security of our maritime areas cannot be underestimated. To realize the full potential of the blue economy and address today's threats and vulnerabilities, a comprehensive and integrated approach is needed, and above all, the pooling of resources and the pooling of capacities.

The Republic of Madagascar has felt the impact of maritime piracy on its economy very strongly. According to the World Bank study published in April 2013, maritime piracy generated an annual increase of about \$20 million in shipping costs. This awareness has led us to fully engage in

the process of combating maritime threats and has resulted in our willingness to host the Regional Maritime Information Fusion Centre, the RMIFC based in Antananarivo.

Madagascar's vision is to make the sea an engine of economic growth and sustainable development as our region is full of fisheries and mineral resources whose potential has not yet been fully exploited for the benefit of coastal States. Madagascar through its Government under the aegis of HEM Andry Rajoelina, President of the Malagasy Republic, intends to pursue his commitments in concert with the regional States to combat maritime threats and to play a leading role in

efforts to build the regional maritime safety and security architecture, of which the two Regional Centres will be the pillars.

The regional maritime safety architecture of our region must be built not only on a sound and transparent basis but also in such a way that the contribution of each State is recognised and valued. It must build on the existing system, including national centres. This construction also calls on us to review and improve our national maritime governance through the implementation of the national maritime safety and security strategy, which is intended to be realistic and adapted to the current security context.



“ The sea is our common good but above all it is an area of freedom and it is in our interest to protect and secure it. ”

The sea is our common good but above all it is an area of freedom and it is in our interest to protect and secure it. When I say maritime security, I am thinking first of all of maritime routes' security, and therefore of the maritime transport of goods and people. But beyond ensuring the fluidity and freedom of this global movement, I also mean the security of States facing the expansion of illicit trafficking encouraged by the lack of means of intervention at sea and of a permanent maritime surveillance system. Maritime crime is by definition multifaceted and varied. Moreover, its transnational nature, as a vehicle for the financing of terrorism and other maritime crimes, is a greater threat than piracy alone.

Thus, in the light of the launch of the first regional mission - and I would remind you that it is likely to lead to judicial action - each State in our region should gradually strengthen its legislative and regulatory mechanisms. The challenge is to link domestic law with relevant international conventions. This phase calls for another, but this time it must be carried out at the regional level for, among other things, the harmonization of penalties and sanctions.

It would also be necessary to initiate immediately the rapprochement between those who operate at sea, i.e. the National Navy or the Coast Guard and the judicial authorities. This decompartmentalization raises hopes for a better perspective on the application and implementation of the judicial response. This link between operational action and the way it is conducted must take into account the needs of judicial action to enable it to be completed and carried out under the right conditions.

Today, the region has all the tools at its disposal to move forward together in the same direction with the support of our partners and this conference offers us this opportunity. I would like to take this opportunity to thank the Republic of Mauritius for its willingness to mobilize the entire regional and international community through an event that could be held annually.

I would also like to thank the Indian Ocean Commission and the European Union for their efforts and unwavering support in making maritime security a unifying theme. The Republic of Madagascar is fully aware of the challenges and is determined to play its part in ensuring the long-term security of the ocean we share because this is one of the paths to our economic and social development.

“ Today, the region has all the tools at its disposal to move forward together in the same direction with the support of our partners and this conference offers us this opportunity. ”



The Contact Group on Piracy Off the Coast of Somalia (CGPCS).

The Indian Ocean is crossed by major shipping routes. The development of piracy in the mid-2000s has disrupted activities in this area. The consequences of piracy have been significant for shipping companies transiting the area and, consequently, for national economies beyond the Eastern and Southern Africa and Indian Ocean region alone.

The Contact Group on Piracy off the Coast of Somalia (CGPCS) was established on 14 January 2009 by the adoption of the UN Security Council Resolution 1851 (2008). The objective of the CGPCS is to facilitate dialogue and coordination of actions between States and organizations to reduce and eliminate piracy off the Somali coast. The members of the CGPCS - some sixty States and organizations - meet in plenary session at least once a year.

The CGPCS has quickly established itself as a useful and relevant multidisciplinary and international forum for measuring the state of the piracy threat, creating synergies in response to the risk, and learning about ongoing activities and challenges. CGPCS members remain vigilant: the continued and drastic decline in the number of piracy attacks in the Western Indian Ocean must not lead to a relaxation of efforts. The incidents noted in the last two years demonstrate the need to maintain political commitment and presence on the ground to eradicate piracy in a sustainable way, which goes hand in hand with appropriate solutions on land.

The chair of the CGPCS is held alternately by the members of the Group for a renewable period of two years. Following the Republic of Seychelles, the first Western Indian Ocean

“ The objective of the CGPCS is to facilitate dialogue and coordination of actions between States and organizations to reduce and eliminate piracy off the Somali coast. ”

Did you know?

Piracy, an old security issue

It is an internationally recognized crime. The first in history. Because it disrupts "the freedom of the high seas" based on the right of States to trade freely, maritime piracy has, since the 17th century, been a matter of concern for both States and economic actors. Pirates are thus considered "enemies of mankind", according to the formula established by the Dutch lawyer Hugo Grotius, author in 1609 of *Mare Liberum*.



State to assume this responsibility, it is the Republic of Mauritius, on behalf of the Indian Ocean Commission, which has held the chairmanship of the CGPCS since 1 January 2018.

In view of the rise in other maritime crimes and threats and their links with networks created by piracy, consideration has been given to the future of this ad hoc Group, which also has an advisory role for the United Nations Security Council.

The CGPCS benefits from the contribution of related thematic groups whose representatives report on their activities during the plenary sessions. These include the Maritime Security Coordination Committee (MSCC) for Somalia, the Law Enforcement Task Force supported by UNODC, the Virtual Legal Forum co-chaired by Portugal and Mauritius, and the UN Trust Fund which supports initiatives against piracy.

This return to history shows how much maritime piracy has been - and still is - a political, security and economic challenge for States. In doing so, international law, first enacted in the 1958 Geneva Convention on the High Seas and then in the 1982 United Nations Convention on the Law of the Sea in Montego Bay, formally recognizes piracy as a crime. However, the definition adopted excludes the maritime sovereignty zones of States where most acts of piracy occur.

The International Maritime Bureau (IMB) is thus proposing a definition of "acts of piracy and armed robbery" that is more in line with modern piracy. It refers to "any collision or attempted collision of a ship with the intent to commit theft or any crime and with the intent and ability to use force whether the ship is alongside, at anchor or at sea".



Piracy has opened the door to other maritime crimes and threats.

Hon. Nando Bodha,

Minister of Foreign Affairs, Regional Integration and International Trade of the Republic of Mauritius and
Chair of the Contact Group on Piracy off the Coast of Somalia.

The Republic of Mauritius chairs the Contact Group on Piracy Off the Coast of Somalia (CGPCS). How has the Western Indian Ocean region been affected?

First, I would like to point out that the States of our region have not been the only ones affected by maritime piracy. The emergence of piracy off the coast of Somalia has caught our States off guard. The world's major powers, which have a clear interest in our ocean with world-class maritime routes, have quickly mobilized to contain this threat to trade. The intensification of piracy and the gradual expansion of the pirates' area of operation

have unbalanced regional and even global trade. The figures speak for themselves: Somali piracy is estimated by the World Bank to have cost the world economy \$18 billion annually between 2009 and 2013. There is the loss of income for the productive sectors, the increase in insurance premiums for shipowners, the additional fuel costs to avoid threat zones, the impact on sectors such as tourism, among others. The figures have dropped considerably, but still \$1.7 billion was spent in 2016 on military surveillance in the area and an additional \$720 million on private protection boarding. The bill to secure regional trade remains high!

To what extent has your country, and more broadly the Indian Ocean islands, been affected by maritime piracy?

According to a 2013 World Bank report, Somali piracy cost the Mauritian economy nearly \$29 million in 2012 alone. For our small island economy, which is largely dependent on the outside world, this is considerable! Even if this impact has been mitigated thanks to solid and resilient economic diversification, it is proof of the scale of the phenomenon and the concrete risk that piracy represents for our development. I must also say that Seychelles has suffered particularly, and very directly,

“ The intensification of piracy and the gradual expansion of the pirates' area of operation have unbalanced regional and even global trade. ”



“ In Mauritius, we have adopted legislation allowing the transfer, trial and detention of persons suspected of piracy. ”

from piracy with hostages and attacks right into its territorial waters. It is also tourism and the tuna industry, two pillars of the Seychelles economy, which have been severely affected. But Seychelles, like Mauritius, has shown a strong political will to fight this scourge in a sustainable way. Our countries have thus assumed their responsibilities by deciding to take concrete actions at both national and regional levels through the Indian Ocean Commission.

What is the response of the Republic of Mauritius?

Cooperation is essential. Our countries do not have enough means of monitoring and intervention. In response to this situation, Mauritius, the Indian Ocean Commission and the European Union organized in 2010 a Ministerial Conference on Piracy, which produced a regional strategy and action plan to complement international mobilization through, among others, European and international missions - EUNAVFOR Atalanta and EUCAPNESTOR, NATO and the Combined Maritime Force which exchange information on the state of piracy within the framework of SHADE. The regional response has focused around the Regional Programme for the Promotion of Maritime Security (MASE), which commits regional organizations in Eastern and Southern Africa thanks to the support of the European funding.

It is worth recalling that Mauritius is also a Party to the “Code of Conduct for the Repression of Piracy and Armed Robbery against Ships in the Western Indian Ocean and Gulf of Aden” (Djibouti Code of Conduct), developed by the International Maritime Organization and adopted by 20 countries in the Western Indian Ocean and Gulf of Aden region. Signatories have undertaken, inter alia, to notify and share relevant information through a system of national contact points and information exchange centres; to prohibit ships suspected of piracy or armed robbery against other vessels accessing their ports; and to ensure that any individual committing or attempting to commit an act of piracy or armed robbery against ships is arrested and brought to justice. On 26 July 2018, Mauritius became the fifteenth country to sign the Jeddah amendment to the Djibouti Code of Conduct.

In addition to these regional actions, States have also assumed their responsibilities by improving their legal framework and strengthening national monitoring and response capacities. In Mauritius, we have adopted legislation allowing the transfer, trial and detention of persons suspected of piracy. A dozen suspected Somali pirates have been tried or imprisoned in Mauritius in 2013. These prisoners were repatriated in September 2016 after serving their sentences.

How does the CGPCS contribute to the security of maritime spaces?

As its name suggests, it is a contact group created by a UN Security Council resolution. Despite the fact that its mandate does not allow it to act directly, the CGPCS is a most necessary forum for dialogue that brings together some sixty States and organizations fighting against maritime piracy. For our States, the CGPCS is a useful body since it makes it possible to understand the state of the threat, the evolution of risks and therefore to adapt responses, mobilize resources more effectively and create synergies. I was able to assess the relevance of the CGPCS in a very concrete way during a strategic meeting I chaired in Copenhagen last May.

The representative of EUNAVFOR Atalanta gave us an assessment of piracy based on information collected under SHADE. Very recently, two attacks were attributable to piracy and since the end of last year almost 30 cases have been recorded involving drug seizures at sea. Clearly, piracy has not been suppressed, it has only been repressed. Members of the CGPCS are aware of this and would like us to continue to focus on piracy while paying more attention to crimes and threats related to piracy.

As Chair of the CGPCS, what is your priority?

It is a mark of trust and confidence on the part of the members of the CGPCS that the chairmanship of the CGPCS has been entrusted to the Republic of Mauritius on behalf of the Indian Ocean Commission. Our Chairmanship is based on a partnership approach because it is not only the voice of Mauritius that we represent, but also that of all IOC Member States and beyond. I see the Chair of the CGPCS as an opportunity to advocate for continued strengthening of cooperation and better coordination of the 32 or so initiatives taking place in the region.

Can we say that the CGPCS is at a crossroads?

After ten years, yes, it is. It is a question of agreeing on what the members of the Group want for the future. Questions, which I believe to be legitimate and relevant, need to be asked: Should the United Nations be asked to review its mandate? Should its mandate therefore be extended to other maritime crimes and threats? Should the Group be empowered so that it becomes a recognized entity of the United Nations system capable of further mobilizing States and international and regional organizations? What about

the means? Maritime piracy off the coast of Somalia is certainly contained. The risk has decreased. But I remain convinced that any relaxation would give way to a revival of the phenomenon. There is no doubt that maritime piracy has opened the door to other crimes, such as coal trafficking or the increase in illicit financial flows. It is therefore not only a phenomenon that we must combat, but a whole system that has been established and that has its roots in the political instability that prevails in some parts of our region. This is what we discussed in Copenhagen and which will be on the agenda of the June 2019 plenary session in Mauritius.

“ Nevertheless, it seems to me appropriate that the chairmanship of the CGPCS should remain in the hands of a state or organisation in the region because we are the first to be affected. ”

The Republic of Mauritius will hand over the presidency of the CGPCS next January. Do we know which State or organization will take over?

I can't disclose anything because consultations are ongoing. Nevertheless, it seems to me appropriate that the chairmanship of the CGPCS should remain in the hands of a state or organisation in the region because we are the first to be affected. This is a way of demonstrating our determination to actively contribute to the security of maritime routes with the support of international partners. This is an interest we share, since it is ultimately about trade, growth and social progress.



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Countering Piracy off the Coast of Somalia - the Story of the Counter Piracy Trust Fund.

Ms Rosemary DiCarlo,

United Nations Under-Secretary-General for Political and Peacebuilding Affairs and
Chair of the Counter Piracy Trust Fund

Piracy off the coast of Somalia hardly makes global headlines anymore. That was not the case in 2010, when the United Nations Secretary-General established the Trust Fund to Support Initiatives of States Countering Piracy off the Coast of Somalia. The aim was twofold: to help defray expenses associated with the prosecution of suspected pirates and to support the objectives of the Contact Group on Piracy off the Coast of Somalia's (CGPCS) to combat piracy in all its aspects. Nearly a decade later, it is clear that the Trust Fund has helped substantially curb this plague.

Since its inception, the Trust Fund has supported over 80 counter piracy projects. Among the entities to have implemented these projects figure the United Nations Assistance Mission in Somalia (UNSOM),

the United Nations Office on Drugs and Crime (UNODC), the United Nations Development Programme (UNDP), the Food and Agricultural Organization of the United Nations (FAO), the International Maritime Organization (IMO), the International Criminal Police Organization (INTERPOL), and the Division for Ocean Affairs and the Law of the Sea of the United Nations Office of Legal Affairs (DOALOS/OLA).

The Trust Fund, managed by a Board of 11 Member States and international organizations, has prioritized prosecution, transfer and repatriation of convicted pirates as well as capacity building of maritime law enforcement authorities in Somalia and the region. This includes support to the investigation and/or prosecution of suspected pirates, imprisonment of convicted pirates,

“ In 2010, the United Nations Secretary-General established the Trust Fund to Support Initiatives of States Countering Piracy off the Coast of Somalia. ”

national legal capacity-building, such as in the field of detention and imprisonment, and mutual legal assistance among and between States in the region.

One of the most noteworthy mechanisms under the Trust Fund is the "Expedited Facility" - a unique, fast-track mechanism that covers short-term prosecution-related expenses, or any other activities deemed urgent. Since its establishment in 2010, the Expedited Facility, managed by UNODC, has supported fair and efficient piracy trials, prisoner transfers and repatriation of pirates. The mechanism has also been used to ensure that prisons detaining pirates are secure for prisoners and staff and meet international human rights standards.

The Trust Fund has also backed a range of other activities that help tackle piracy by building capacity and strengthening the legal framework. The work of the Law Enforcement Task Force (LETF) on assets derived from

piracy activities, the rehabilitation of youth at risk of piracy as well as capacity building of Somali legislators and technical officials regarding the rights and obligations under the United Nations Convention on the Law of the Sea in maritime zones, including in relation to the repression of piracy, are cases in point. Through support to INTERPOL's Hostage Debriefing Initiative, the Trust Fund has also provided funding for investigations and gathering of intelligence on Somali piracy.

With its support of the Trust Fund, the international community has made tangible contributions to countering and deterring piracy off the coast of Somalia. But the problem has not been fully eradicated. Therefore, long-lasting solutions that address the root causes of piracy should continue to be at the core of international efforts.



Achieving maritime security in Kenya through collaboration.

Amb. Raychelle Omamo,
Cabinet Secretary for Defense of the Republic of Kenya

It is widely acknowledged that attaining maritime security is a major challenge for many states in the Western Indian Ocean Region noting their large maritime zones of jurisdiction, richness of resources and vulnerability to maritime crimes such as piracy, illegal unreported and unregulated fishing, drug trafficking, human trafficking and maritime terrorism. Maritime Security is therefore a very important area of concern for Kenya. Maritime security in view of the complex nature of maritime crimes can thus only be achieved against a background of collective security through collaboration to address the shared challenges at both national and regional levels.

The Republic of Kenya is responsive to the maritime security challenges that it faces and has taken various steps to enhance maritime domain awareness, build capacity to combat crime and has further developed relevant legal frameworks that ensure its compliance with the country's various international obligations. It is through the adoption of an enabling legal framework that has led to the establishment of a multi-agency capability that allows intervention measures cutting across institutional mandates. The joint forums under the leadership of a national focal point is aimed at addressing the overlaps in agencies mandates and enhanced information sharing and sharing of resources for maritime security

in activities such as joint patrols and joint boarding of vessels. A major milestone in this regard has seen the establishment of the Kenya Coast Guard Service, a multi-agency law enforcement agency for combating all maritime crimes.

To enable timely action for incidences, Kenya has established a multi - agency National Maritime Information Sharing Centre known as the Joint Operations Centre (JOC) in addition to hosting a Regional Maritime Rescue Coordination Centre (RMRCC). This will allow a common approach to risk assessment that enables access by relevant departments to a coherent maritime domain



picture. The Centres imply that security actors engage in joint projects and interact on an everyday basis. In turn, this has provided the preconditions for a more sustained security interaction in the form of a maritime security community.

Kenya is also taking the lead in supporting and implementing the UN 2030 Agenda for Sustainable Development (2030 Agenda), aimed at fostering sustainable use of blue economy domain. In 2018, Kenya hosted a Global Conference on a Sustainable Blue Economy. The Conference brought together 16,320 participants from 184 Countries under the theme 'Blue Economy and the 2030 Agenda on Sustainable Development'. 7 Heads of States, 84 Ministers, Heads of International Organizations and other high level dignitaries graced the conference. The key areas of focus during the conference and notable commitments included but not limited to: smart shipping, sustainable energy, climate action, maritime security, safety and regulatory enforcement employment, job creation and poverty eradication, sustainable fisheries, sustainable use of the oceans, seas, lakes and rivers. These areas focused on an all-inclusive Blue Economy for economic development and poverty eradication where societal groups including women and youth are engaged.



In line with SDG 2, 8, 9 and 14, the State Department for Fisheries and Aquaculture, now upgraded to include the Blue Economy is on the forefront of undertaking projects consistent with its commitment under the FAO Port State Measures Agreement (PSMA).

Kenya is committed to working with the International community in ensuring collaboration in dealing with piracy and

other maritime crimes. This is in line with the Country's commitment and continued collaboration to achieve the objective of the Contact Group on Piracy off the Coast of Somalia (CGPCS).

We take this opportunity to thank all entities that have contributed to our success thus far and look forward to engagements that are more fruitful.

“ To enable timely action for incidences, Kenya has established a multi - agency National Maritime Information Sharing Centre known as the Joint Operations Centre (JOC). ”

COMESA

fully engaged in strengthening regional capacity to disrupt illicit financial networks in the ESA-IO region.

HE, Ms Chileshe Mpundu Kapwepwe,
Secretary General of the COMESA



Fostering economic integration and development of our Member States are among our key priorities in COMESA. A prerequisite for sustainable development, the question of peace and security is fully integrated in our organization's strategy, which is in line with the 2050 Africa's Integrated Maritime Strategy driven by the African Union.

Our commitment in the Security spectrum goes beyond inland interventions to cover the vast maritime domain. Our actions aim at improving and enhancing COMESA's capacity for governance, conflict prevention, conflict management, security enforcement with impactful interventions.

Studies done on Maritime Security have revealed the drivers of most maritime crimes to be rooted on land. Therefore, if no follow-up actions are done on land, it will not only hamper actions to address the problems at sea, but also, be a major obstacle to prevent our member states from exploiting their fullest economic potentials.

Follow the money...

COMESA's actions in the maritime domain are mainly focused on addressing the financial issues, specifically Money Laundering (ML) related to maritime piracy and other transnational maritime crimes. These transnational organized maritime crimes are most often motivated by money, which ends up laundered to cloud its illegality through complex sequences of banking transfers or commercial transactions. The money is then returned to circulation without raising the suspicion of law enforcement agencies.

As one of the key actors in the implementation of the Maritime Security (MASE) programme, COMESA is responsible of one component which aims at building and/or strengthening the regional capacity to disrupt illicit financial networks from maritime and financial crimes of some ESA-IO countries, beneficiaries of this regional programme, which is funded by the European Union.

COMESA has developed a multi-faceted approach targeting the whole anti-money laundering chain to ensure effective deterrence. This aims to tighten the loop against money laundering, preventing criminals from legally making use of the laundered money .

Our organization has invested extensively on enhancing the analytical capacity of Financial Intelligence Units (FIU) of the ESA-IO countries. Considered as the “nerve center” to combat anti-money laundering financing of terrorism in any country, FIUs are among our main targets to counter effectively this land-based problem with maritime consequences. COMESA has trained FIU Analysts from Comoros, Djibouti, Ethiopia, Eritrea, Kenya, Madagascar, Mauritius, Seychelles and Somalia. In addition to trainings, COMESA supported the FIUs of Madagascar and Djibouti by providing analytical tools (ICT hardware, software, amongst others). Similar support for Comoros is underway. Furthermore, the Kenya Financial Reporting Center (FRC) and Mauritius FIU benefited from additional licenses of 2 analytical software to enhance, on one hand, the accuracy of analysis and, on the other hand, increase the number of analysts working on examining reports and information. These initiatives were accompanied by broad sensitization campaigns target at reporting entities such as banks and insurance agencies as well as designated non-financial banks and professions such as casinos to encourage a wide transmission of suspicious transaction reports (STRs) to the FIU for analysis. COMESA has recently extended the MASE support beyond the the ten beneficiary countries to also cover Burundi and Zambia. Partnership with key stakeholders to address effectively AML/CFT.

Developing information sharing mechanisms both domestically and internationally are part of COMESA's mandate to address the issue of money laundering. Organized transnational crimes are more and more sophisticated and criminals make use of latest technologies to reach their objectives. It is of



“ COMESA's actions in the maritime domain are mainly focused on addressing the financial issues, specifically Money Laundering related to maritime piracy and other transnational maritime crimes. ”

upmost importance that the response to such crimes are technology driven. For instance, Madagascar recently benefited from the installation and creation of a Centralised Numeric Platform dedicated to AML/CFT stakeholders. This integrated system facilitates inter-agency secured sharing of complex data, a better integration of various assembly processes and also provide a complete set of data service for effective decision making.

Also, COMESA supported FIUs, none member of the Egmont Group, towards attaining the Egmont standards. So far, out of the ten countries supported by COMESA MASE, only the FIUs of Mauritius, Seychelles and Tanzania belong to Egmont. The FIUs of Ethiopia, Kenya and Madagascar have been receiving this support. After various actions supported by COMESA to assist Ethiopia in its registration and initiatives to address deficiencies, the country is expected to be admitted during upcoming 26th Egmont Plenary, scheduled for the Hague in July 2019.

Similarly, Madagascar will soon be able to re-apply for membership after review and translation of the law in English. It is important to highlight that membership to the Egmont Group is a big achievement. The beneficiaries have access to accurate information through a secured platform for improved analysis. They also take advantage of capacity building programmes ensuring that FIUs are aligned with international standards and pass the regular stringent reviews.

Furthermore, the implementation of AML/CFT efforts, which is guided by Financial

Action Task Force (FATF), the international standard setters are customized to the needs of each country. COMESA has developed a strategy to encourage and assist countries to join FATF-Styled regional bodies (FSRB's) to ensure that their members remain compliant to FATF. For instance, COMESA supported Madagascar to join the Eastern and Southern Africa Anti-money Laundering Group (ESAAMG) and Comoros to join the Western African Group (GIABA).

Another line of action has been to support countries to complete mutual evaluation exercises. These assess the compliance of a country's AML/CFT laws, procedures and processes vis-a-vis international standards and thus lead to the improvement of these laws. Such support has been provided to Madagascar in 2017 and Seychelles in 2018. COMESA also assisted in drafting guidelines for sectors to clarify relevant law and thus overcome implementation bottlenecks and ensure that suspicious transactions are comprehensively and swiftly reported. This has been done for Tanzania for its Designated Non-Financial Businesses and Professions (DNFBPs) sector.

Finally, in the project of enhancing capacity of Law Enforcement Agencies (LEAs) including judiciary and police, COMESA has partnered with INTERPOL, which provides technical support. This project which targets 6 countries) provided investigative trainings to over 160 law enforcement personnel and 45 officials. In addition, COMESA trained other law enforcement agencies on financial investigation and asset recovery and the programme in collaboration with the International Center for Asset Recovery.

“ Organized transnational crimes are more and more sophisticated and criminals make use of latest technologies to reach their objectives. It is of upmost importance that the response to such crimes are technology driven. ”

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ISWAN's Piracy programme: a humanitarian support to seafarers and families affected by piracy.

M. Chirag Bahri,
ISWAN Regional Director, South Asia

Piracy and armed robbery threaten seafarers and the maritime industry today, particularly off Somalia, in the Gulf of Guinea and in the South China Sea. The international community has been successful in driving down rates of capture of ships and seafarers in the Indian Ocean, and piracy rates are down to levels seen in the 1990s. But there is continued pirate activity, notably off the coast of West Africa and in South East Asia. Some of this is very violent, and a worrying trend is seafarers being taken off ships to be held for ransom ashore.

The ISWAN's (International Seafarers' Welfare and Assistance Network) Maritime Piracy Humanitarian Response Programme, was established in 2011 as a pan-industry alliance of shipowners, unions, managers, manning agents, insurers and welfare associations, formed to address the three phases of 'pre-, during and post incident'. It aimed to implement a model of assisting seafarers and their families with the humanitarian aspects of a traumatic incident caused by a piracy attack, armed robbery or being taken hostage. We continue to offer



“ A worrying trend is seafarers being taken off ships to be held for ransom ashore. ”

the following support to seafarers and their families affected by piracy:

- 'Good practice' guides for use by shipping companies, manning agents and welfare associations to support both seafarers and seafarers' families
- Pre-departure piracy awareness training for seafarers
- Access to an international network of trained first responders with appropriate skills within partner and associated organisations through SeafarerHelp, ISWAN's free, 24-hour, multilingual helpline
- Relief funds for seafarers and their families affected by piracy

The programme has been developed on fact finding, with the team had met with large number of seafarers affected by incidents of piracy worldwide. The information gathered is produced in format of guidance for shipping companies, training modules for seafarers and for welfare responders. During the captivity ordeal, the families, may start to lose trust in the company as they fear for the safety of their kin due to prolonged negotiations and uncertainty of release. This is attributed to no or very little information that can be offered to the families, it thus leads to increase in stress and anxiety among the family members. The programme works closely during such period with shipping

company and maritime administration to provide the important and crucial support to the families and standby them in every moment. Sometimes, the families may have very basic but important query such as "is my kin alive, whether he is provided with food, how is he treated by pirates" etc.

The programme due to its vast experience, provides humanitarian support to these families which helps in keeping them calm and re-assure them that safety and security of their loved ones is a major concern for all stakeholders. Once a seafarer returns, he would expect emotional, social and financial support which helps in coming out of his ordeal easily.

While it is promoted that seafarer should undergo psychological assessment along with various other physical health check-ups, it is advised to him to spend quality time with his family. Once he becomes confident to re-join shipping and is fit, the programme works with stakeholders to ensure that his certifications and other documents, which may have expired while in captivity, are assisted with renewal, offered placement on-board ship or facilitated with skill training or other necessary interventions through CGPCS Piracy Survivor Family Fund (PSFF) to be able to support his family. This helps him to regain his dignity and move ahead in his life, leaving behind the horrific incident.



About Chirag Bahri

Chirag Bahri, ISWAN's Regional Director for South Asia, a former seafarer and survivor of Somali piracy, while utilising his own personal ordeal, organised counselling sessions and other medical and rehabilitation assistance for families during captivity period and for Seafarers when they had returned home. He along with other team of ISWAN worked closely with various maritime administrations, maritime stakeholders including shipping industry, maritime unions and welfare

responders to promote pre departure training for seafarers which helped in improving coping mechanisms and sensitised them on human behaviour during crisis period.

Mr Bahri was also bestowed with Dr Dierk Lindemann Welfare Personality of the Year award by Honourable Secretary General of International Maritime Organisation (IMO) in London during an event hosted by ISWAN in June 2015 for his unparalleled contributions towards promoting welfare of seafarers.



The Western Indian Ocean in the Indo-Pacific era: Maritime Security for Whom?

A/Prof. Kate Sullivan de Estrada,
University of Oxford

The Western Indian Ocean today represents a paradox. Following the sharp rise in incidents of piracy from 2005 to 2011, the region saw an upsurge in maritime security governance, albeit of an informal, networked and overlapping variety. At the same time, the region continued to face a range of significant threats to maritime security, some of which have grown rather than diminished. In some ways, the Western Indian Ocean is less secure after the advent of counter-piracy operations than before.

Key to an understanding of growing insecurity in the Western Indian Ocean is the emerging strategic scenario captured by the term 'Indo-Pacific'. The idea of the Indo-Pacific recognises the increasing connectivity of the Indian and Pacific Oceans and their centrality to global trade and the supply of energy. It is also a response to maritime disputes in the East and South China Seas, threats to freedom of navigation, growing Chinese dominance in the region, and a rising India. Even while Beijing rejects the term Indo-Pacific for its implicit logic of containment, China's own Maritime Silk Road nonetheless readily embraces the interlinkage of these two strategic maritime domains. Through the Indo-Pacific construct, the Indian Ocean has been elevated to one half of an emerging theatre of power transition and a site for strategic competition.

This is part of the reason why the threat of piracy off the coast of Somalia to shipping and

international trade elicited such a robust international response. Where prior to the emergence of the piracy problem only a handful of Western ships were present in the Western Indian Ocean, piracy emerged as a pivotal issue around which a network of naval powers could project influence without directly inciting tensions. Multinational naval operations and independent national naval deployments worked cooperatively to target a very specific security problem. These networks of cooperation have been celebrated as egalitarian and non-hierarchical, and as setting new benchmarks for international military cooperation. However, naval deployments in the region have emerged as both symptomatic and catalytic of growing geopolitical competition in the Western Indian Ocean and the broader Indo-Pacific.

Asian navies, comparatively unburdened by the budgetary constraints of their Western counterparts, have sought to assert themselves strategically in and around the Gulf of Aden. Building on their counter-piracy operations, China and Japan now have military bases in Djibouti. India has secured access to the Omani port of Duqm for military logistical



use, a French base on Reunion Island for refuelling purposes, and now seeks access to France's base in Djibouti. China and India are vying for influence across the region, courting small island states in particular. Beijing's many commercial initiatives are creating a greater strategic footprint in the region, while New Delhi seeks to leverage historical relationships and project India as a benign regional collaborator.

“ The ratcheting up of geopolitical competition in the Western Indian Ocean demonstrates how the induction of narrowly focused maritime security strategies such as those to combat piracy can serve to obfuscate the multiple interests of major actors. ”

Given the proximity of piracy-affected waters to the Persian Gulf, home to a significant percentage of the world's oil reserves and production capacity, the increased naval presence in the region has brought with it perceptions that choke points and sea lines of communication are newly vulnerable. The United States is particularly concerned about China's presence in the region and about curbs on US maneuverability between different strategic theatres. An April 2019 SIPRI report conducts a wide survey of the growing number of security engagements in the region and argues that these promote militarization both on land and at sea.

The ratcheting up of geopolitical competition in the Western Indian Ocean demonstrates how the induction of narrowly focused maritime security strategies such as those to combat piracy can serve to obfuscate the multiple interests of major actors. In addition, the problem of piracy has been over-

publicized, to the neglect of other pressing maritime security challenges in the region, or even to their detriment. Even while multilateral organisations and informal groupings have laboured impressively to devise and deliver holistic solutions to the piracy problem in Somalia, the naval deployments themselves focussed primarily on deterring or capturing pirates. Since 2013, successive reports to the United Nations Security Council on the situation in Somalia have underscored how the criminal networks that originally supported piracy have turned to other forms of organised crime. Their principal organizers, financiers and facilitators remain mostly at large and the conditions on land that in part enabled the rise of piracy persist. Maritime crime in the Indian Ocean is on the rise, with the east African coast playing an increasingly significant role in the global heroin trade, feeding a system of criminal governance in littoral states. Human trafficking, illegal fishing and the smuggling of weapons and drugs are industries worth millions. Climate change and the degradation of the maritime environment are key background threats. In order to solve these problems, security solutions based on interdiction, arrest and prosecution are not enough. A comprehensive approach must focus on sustainable economic growth, food security, employment, political stability and rapid and effective responses to natural disasters.

As the network of naval powers who have done most to curb piracy attacks wind down or reorient their activities, what can be done differently? Successor maritime governance structures need to break free of the grand strategic calculations that bring more, not less security to the region. Bottom-up maritime security governance holds the greatest promise in this regard. Maritime security governance structures devised by local stakeholders familiar with regional challenges can deliver local ownership not simply of policy solutions and their implementation. They can also diagnose what the most pressing maritime threats are, measured by their detrimental impact on human security rather than on commercial shipping interests or the fate of international trade.

Bottom-up solutions to maritime security in the region face the challenges of insufficient funding, the need for technology and, to some extent, historical legacies of distrust in the region. However, in the context of increasing strategic competition in the Indian Ocean,

regionally-embedded and regionally-driven solutions to maritime security challenges can not only fill the gap when international navies leave or reorient their activities, but help avoid dependency on external actors and the taking of sides in what some are predicting will be a new Cold War in the Indian Ocean. Two examples demonstrate how bottom-up governance structures are already re-imagining and re-defining maritime security in the wake of the great power stewardship of the agenda. The Djibouti Code of Conduct, which from 2009 has sought to facilitate cooperation on the repression of piracy and armed robbery against ships, revised its aims in 2017 under the Jeddah Amendment to incorporate a far wider array of maritime security threats and foregrounded the centrality of the Blue Economy.

The Programme to Promote Regional Maritime Security (MASE), with the support of international agencies, has developed a holistic approach to piracy and other maritime threats and crimes by supporting Somali communities on the coast and inland, developing and strengthening effective and accountable prosecution pathways, and targeting regional money laundering networks. MASE also entails provision for an information fusion centre in Madagascar and an operations coordination centre in the Seychelles as a means to identify threats and respond to them. An expanding partnership of countries in the region are aligning their maritime security strategies with the core aims and purpose of these regional centres, with seven states already signed on to the regional agreements that formalise interoperability.

These agreements for the first time promise a regionally-led, legally-binding blueprint for maritime security governance in the Western Indian Ocean.

The great power naval deployments that have characterized the military response to piracy off the coast of Somalia have not foregrounded the interests of the millions who live and die in the region. It is those within the region who must live with risks and threats that exist around the edges of the high-profile problem of piracy, and who most keenly feel the vulnerabilities of geopolitical tensions in their region. It is the countries and peoples of the Western Indian Ocean who are best placed to both define what maritime security means, and for whom.

“ An expanding partnership of countries in the region are aligning their maritime security strategies with the core aims and purpose of these regional centres, with seven states already signed on to the regional agreements that formalise interoperability. ”



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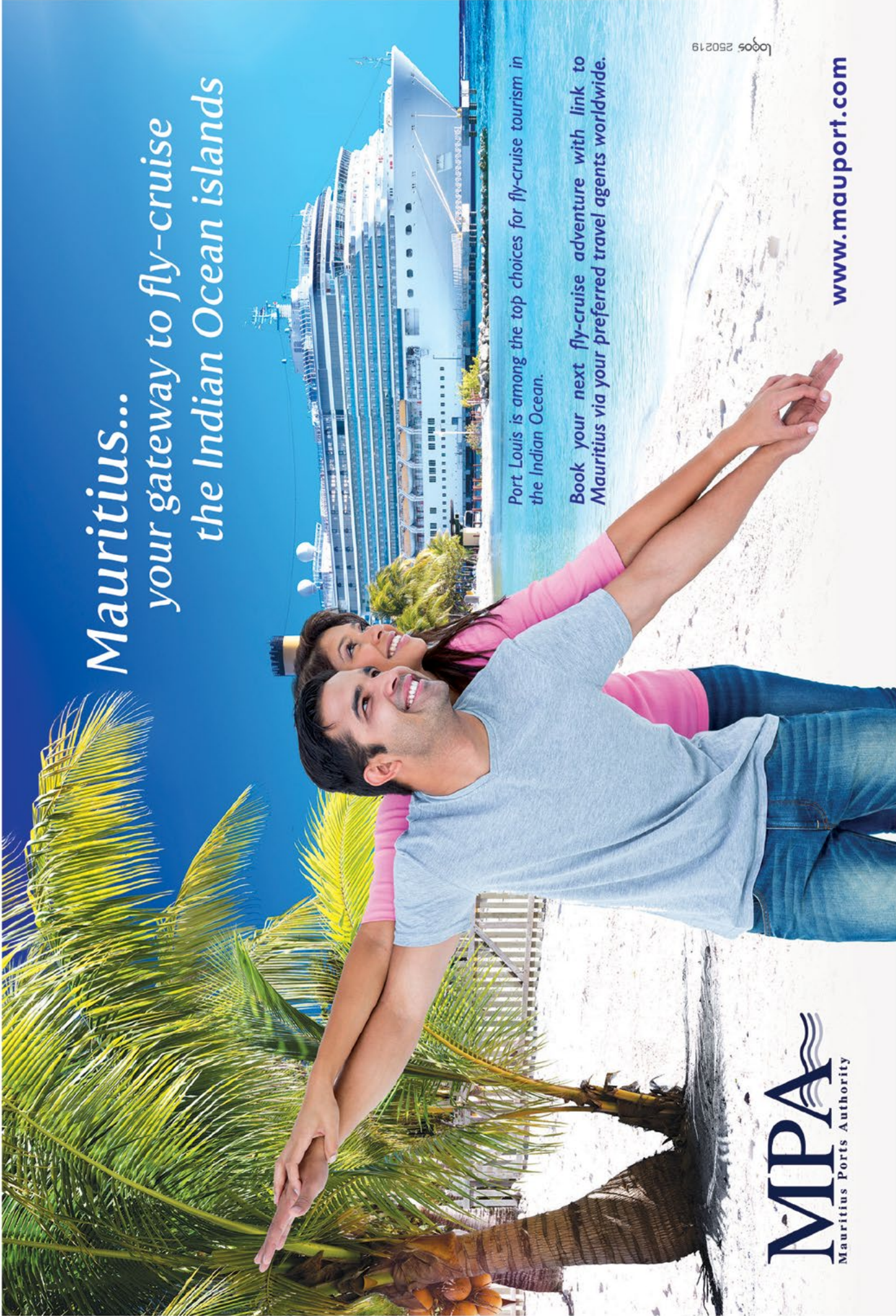
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EU NAVFOR Atalanta: 10 Years for a safe maritime domain in the Indian Ocean.

Vice Admiral Antonio Martorell Lacave,
Operation Commander European Union Naval Force Somalia



In December 2018, the EU Naval Force (EU NAVFOR) celebrated the tenth anniversary of the launch of Operation ATALANTA, the European Union's counter-piracy operation in the Western Indian Ocean. Since EU NAVFOR's inception in 2008, the prevalence and impact of Somali piracy has declined substantially. At the height of Somali piracy in 2011, pirates were the scourge of international shipping, and ships' crews feared for their lives while transiting the region. That year, Somali pirates held as many as 736 people and 32 ships hostage in the high-risk area of the Horn of Africa, but by 2016 those numbers had both dropped to zero. Today, while the shipping industry must still take necessary precautions, the efforts of EU NAVFOR, NATO, the Combined Maritime Forces (CMF), Independent Deployers and regional states have ensured that the risk of attacks in the high-risk area is far lower.

However, while the cooperation between EU and military forces and the shipping industry has so far successfully controlled Somali piracy, piracy itself has by no means been eliminated; it has only been suppressed.

The most recent confirmed piracy attack occurred in April this year, some 270 nautical miles into the Somali Basin. Forces from EU NAVFOR performed a successful interception of a seized Dhow used as a mothership, freed 23 hostages and apprehended 5 suspected pirates. The latest incident is just but one in a series of events witnessed over the last 24 months in this area and it demonstrates that pirates in the High-Risk Area still have the intent, opportunity and capability to strike, even far from the Somali shoreline.

Since 2008, ATALANTA has focused its efforts on protecting vessels of the World Food Program (WFP), the African Union Mission in Somalia (AMISOM) and other vulnerable vessels. The operation also works diligently to avoid, prevent and suppress violent acts related to piracy and armed robbery at sea. Through the monitoring of fishing activities off the coast of Somalia, EU NAVFOR provides data through the European Commission (Directorate-General for Maritime Affairs & Fisheries) to the UN's Indian Ocean Tuna Commission (IOTC), thereby increasing awareness of fishing fleets activities.

Practising the Integrated Approach

Through local maritime capacity-building in support of security and development (CBSD), EU NAVFOR has contributed to the training and education of African military and law enforcement forces and their legal and judicial systems, from Djibouti to the Seychelles to Madagascar. In addition to the two CSDP missions also located in Somalia (EUCAP Somalia and EUTM-Somalia), Operation ATALANTA today is mandated to support European Commission (Directorate-General for International Cooperation & Development) programmes promoting maritime security (MASE) and Critical Maritime Routes in the Indian Ocean (CRIMARIO).

Consequently, the operation remains committed to contributing to the training and sharing of expertise and best practices with regional military and law enforcement forces, from Djibouti to the Seychelles to Madagascar. In this regard, the action taken by regional states to increase maritime capabilities, intensify the sharing of information and enabling the prosecution of suspected pirates have been critical factors for the success and complement military activities at the high seas. EU NAVFOR has detained and transferred some 169 suspected pirates since the catch-and-release policy ended in 2011, which represents 1 in 8 of all those imprisoned internationally. This 'legal finish' proved a powerful deterrent effect, which still forms one of the most important building blocks in what has informally been termed the 'ATALANTA acquis'.

EU NAVFOR achieved unparalleled levels of civil-military and international cooperation at the operational level through the Shared Awareness and Deconfliction (SHADE) mechanism, which consequently contributes with military expertise in international diplomatic fora such as the CGPCS. At the same time, by working closely with the commercial shipping industry – and specifically the major international shipping



trade associations – EU NAVFOR has added its weight to adhering to higher standards in vessel security, and in providing the necessary response when vessels are pirated. EU NAVFOR is a supporting Military Organisation to the Best Management Practice industry handbook, which advises commercial shipping on precautions and practices when transiting the High Risk Area. It should however be taken into account that the continued presence naval forces such as EU NAVFOR Operation ATALANTA is integral to the high levels of self protection measure implemented by the commercial shipping industry.

Relocation of the Operational Headquarters

On 29 March, as a consequence of the decision from the UK to leave the European Union, Operation Atalanta moved its Operation Headquarters (OHQ) from Northwood, UK, to Rota, Spain with the Maritime Security Centre – Horn of Africa now being located in Brest, France. Additionally, the operation transferred command from Major General Charlie Stickland, UK Royal Marines, to Rear Admiral Antonio Martorell Lacave, Spanish Navy. However, these changes did not affect or hinder operational outputs or continuity.

“ Since EU NAVFOR’s inception in 2008, the prevalence and impact of Somali piracy has declined substantially. ”

How is the United Nations Office on Drugs and Crime supporting Member States in the Indian Ocean to strength their Peace and Security Architecture?

Dr. Amado Philip de Andrés,
UNODC Regional Representative for Eastern Africa

Dr. Shanaka Jayasekara,
UNODC Programme Coordinator, Indian Ocean Region

As noted by the Indian Ocean Commission (IOC), “piracy has been suppressed but not eradicated in the Western Indian Ocean” and there has been an “increase in cross-border maritime security issues at sea, including illicit traffic or environmental crimes, and the use of funds derived from illicit activities to propagate piracy and other maritime and transnational crimes” (IOC Declaration on 29 April 2018). Against this backdrop, the United Nations Office on Drugs and Crime (UNODC) plays

a significant role in strengthening maritime security in the Indian Ocean region by supporting littoral States in East Africa to combat maritime crime. More specifically, the UNODC Global Maritime Crime Programme (GMCP) collaborates with countries including Kenya, Tanzania, Mozambique, Seychelles, Mauritius, Madagascar, Comoros and Somalia to provide strategic level and practical support for the entire criminal justice chain, from maritime law enforcement to judiciaries and through to prisons.

Amado Philip de Andrés, UNODC, and Hamada Madi, IOC Secretary General.



“ The ONUDC plays a significant role in strengthening maritime security in the Indian Ocean region by supporting littoral States in East Africa to combat maritime crime.”

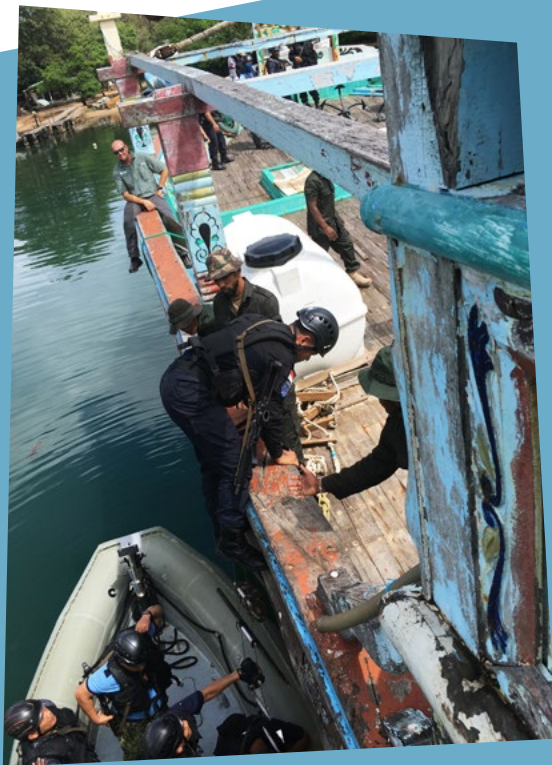
UNODC supports regional cooperation, which is manifested through the establishment of the Indian Ocean Forum on Maritime Crime (IOFMC) and the Southern Route Partnership (SRP). The IOFMC focuses on promoting cooperative responses to maritime crime at both strategic and operational levels. A significant aspect of this cooperation is the Prosecutors' Network, which brings together Senior Prosecutors from the littoral Member States of the Indian Ocean with the purpose of sharing knowledge, legislation and case law, as well as establishing cooperative strategies for the prosecution of maritime crimes. Also, underneath the banner of the IOFMC, UNODC created and supports the Law Enforcement Task Force (LETF), which consists of officials from seven countries and three organizations that investigate piracy. Through the LETF, significant steps have been made towards combining global efforts for the prosecution of pirate leaders and financiers. The SRP targets the trafficking of Afghan heroin from the Makran Coast in Pakistan and Iran into East Africa via the Swahili Coast and is comprised of drug enforcement officials from East Africa and Asia who coordinate operational activities to address drug trafficking.

In addition to the SRP, UNODC supports the Trilateral Planning Cell (TPC) to combat heroin trafficking on the Southern route. The TPC was established by Deputy Interior Ministers from Mozambique, Tanzania and South Africa, who meet regularly via the Ministerial Troika forum to provide strategic direction to the TPC. Consisting of law enforcement officers from drug enforcement agencies in the three countries, the TPC will improve information-sharing with a view to enhancing joint counter-narcotics trafficking operations.

UNODC also conducts capacity building through workshops and training sessions on areas including Visit, Board, Search and Seizure (VBSS); and Maritime Domain Awareness (MDA). These training sessions include both theoretical and practical exercises to ensure that maritime law enforcement officers gain a holistic understanding of the situation and can apply their newly-acquired knowledge. Whereas the VBSS trainings include exercises on aspects of maritime law enforcement such as boarding procedures, and ladder climbing and body searching techniques; MDA trainings focus on enhancing the effectiveness of surveillance for instance through database

systems, terrestrial radars and thermal and satellite imaging. UNODC also assists Member States in identifying "maritime zones of interest", i.e. target areas within which significant amounts of maritime criminal activity is believed to occur. By supporting Member States to conduct surveillance at sea, share information and conduct coordinated operations within maritime zones of interest, UNODC is supporting the implementation of the Memorandum of Understanding between UNODC and the Indian Ocean Commission signed in Port Louis on 28 April 2018 as well as the IOC Declaration signed on 29 April 2018 (items 13, 14 and 19.)

In light of all the tools referred to above, UNODC is strengthening the Peace and Security Architecture in the region while supporting Member States to implement the 2030 Agenda by conducting work on submarine (undersea) data cables –directly related to SDG 16. Following an expert meeting to map public international law concerning submarine cables, UNODC received a set of recommendations to take national, regional and international-level action to protect this form of critical infrastructure.



Training in Sri Lanka (November 2018)



Training in Seychelles (December 2018)

Where human mobility and maritime security meet.

M. Charles Kwenin,

Regional Director for the Southern African Region, International Organisation for Migration

The ocean has long been the basis of prosperity and security for many countries in the Indian Ocean Region; a stable and secure ocean has been the foundation of the massive expansion of trade, communication and wealth across the region interlinked to the increased movement of people and goods. Human mobility is often overlooked in the context of maritime security; it is frequently framed in an enforcement context as a negative issue, while migration is desirable and its benefits should be maximized, and migrant's rights protected.

With over 258 million international migrants, migration is an economic enabler which

can boost trade, business and ultimately economic growth. Subsequently, the international community is forging enhanced global cooperation for stronger governance of migration with the adoption of a Global Compact for safe, regular and orderly migration in 2018.

The International Organization for Migration (IOM) works with States and partners to manage migration for the benefit of all. IOM recognizes that there are unique migration related challenges that need to be addressed in a maritime context, which include maritime migration data, border management and cooperation.



“ IOM recognizes that there are unique migration related challenges that need to be addressed in a maritime context, which include maritime migration data, border management and cooperation. ”

Migration and data in the maritime context

To date there has been limited data, information or studies available on the migration dynamics; notably; flows, characteristics and trends in a maritime context in the West Indian Ocean Region. While some research is available on movements across land borders including those towards Europe or Southern Africa, there are no available studies on movements within island states or between ports and along coastal routes. Nevertheless, anecdotal information suggests that there are incidents of both smuggling and trafficking of persons which may also be linked to other forms of transnational organized crime.

While information is generally lacking about maritime routes, very little is also known about the modalities, networks, modus operandi of these networks, or profile of migrants or the provisions at national level to intercept smugglers and develop immigration intelligence. Moreover, while existing research has emphasized the increasing association between smuggling and organized crime, it has yet to ascertain the magnitude of this threat or its rapidly changing nature. The lack of data and the ability to analyse it significantly impacts negatively upon States Immigration agencies' ability to generate meaningful intelligence and strategic responses including within the maritime domains. There is an evident need to improve data capture and undertake further analysis of how this information and intelligence can be best used for comprehensive operational and policy responses.

Strengthening border management

In countries with vast maritime territories and extensive maritime borders, seaports are regarded as particularly vulnerable to transnational crime threats due to the huge amount of incoming traffic that they need to control. These threats include piracy, arms smuggling, human and drugs trafficking, smuggling of persons, illegal fishing, and other illegal acts which fit into the category of transnational organized crime. Border control remains central for the purposes of combating transnational crime, and averting security threats. It is recognized that border management in ports and maritime areas is comparatively weak when compared to airports and land borders. This is largely because sea harbours are generally designed

to process large volumes of containerized or bulk cargos rather than passengers; while for other ports, the focus is on facilitating the movement of tourists who travel with ships rather than on security controls. Improved border management can facilitate the movement of goods and people ensuring the movement of bona fide travellers and restricting the movement of male fide travellers.

Cooperation

Countries within the Western Indian Ocean Region have been adversely affected by transnational organized crime in a contemporary climate which facilitates the unchallenged movement of goods, people and finances across international borders. The cross-border nature of these crimes poses a unique challenge to domestic regimes and requires stronger cooperation by States and cooperating partners. Besides, it was recognised during the outcomes of the Ministerial Conference on Maritime Security in the Western Indian Ocean held in April

2018 in Mauritius, that further coordination mechanisms are required within and between countries, through the two regional centres in Madagascar and Seychelles to be able to effectively generate and share information obtained on maritime risk and profile of transnational organized threat assessment. IOM recognizes that the key to a collaborative approach require the engagement of a wide range of actors, each with their discrete areas of speciality.

As the UN Migration Agency, IOM is increasingly and consistently supporting States to address migration challenges in maritime contexts, including through cooperation with organisations like the Indian Ocean Commission. By supporting the establishment of a Migration Dialogue for Indian Ocean Commission countries, IOM wishes to contribute to foster inter-state dialogue and intra-regional cooperation for common understanding and policy coherence on migration-related issues, including maritime security.



France in the southern zone of the Indian Ocean: an action in the service of maritime security.

Captain Henri Levet,

Commander of the French Armed Forces for the Southern Indian Ocean

France, with its civilian-military capacities in Reunion, Mayotte or from the metropolis is a major contributor to maritime security in the southern Indian Ocean.

This contribution is made possible due to a strong presence of its army and a coordinated action of all its services under the local authority of the government delegate for

the action of the State at sea, the Reunion Commissioner assisted by the Maritime Zone Commander.

The current priorities of France are countering illicit activities at sea, the preservation of natural resources and the management of maritime incidents.



“ France is exercising increased vigilance on the commercial maritime routes of the area, particularly around Reunion and in the Mozambique Channel.”

Combating illicit trafficking

The western Indian Ocean is the scene of heavy heroin and cannabis trafficking from the north to the south, and ultimately towards the Mascarene Basin. As part of the international coalition (TF 150) or as an opportunity during their missions, naval vessels intercepted 1.4 tons of heroin and 13.4 tons of hashish in the Indian Ocean in 2018. This action helped to limit the risk of spread to the different States in the area. In addition, the many international exercises and training actions proposed by the FAZSOI (French Armed Forces for Southern Indian Ocean) are privileged opportunities for the navies and coastguards of the region to be better prepared for this type of mission.

The second priority is the fight against human trafficking at sea. The smuggling networks, particularly active in the Indian Ocean, have no hesitation in organizing long and dangerous journeys at the risk of migrants' lives. The recent arrivals from Sri Lanka to Reunion are a perfect illustration. The action of France in partnership with the States concerned aims to lead to the dismantling of these channels.

Preserving the environment and natural resources

The preservation of fisheries resources and the fight against illegal fishing, unreported and unregulated (IUU) is a regional priority issue. France's effort is mainly focused on two maritime areas covering its exclusive economic zones (EEZs):

- *maritime space around Scattered islands*, in cooperation or coordination with the States members of the Indian Ocean Commission (IOC - participation of the Maritime Patrol Officer in line with the Regional Plan for Fisheries Surveillance - PRSP). France is particularly targeting areas of the Mozambique Channel where fishing effort grows, and Asian pressure is increasing;

- *maritime space around the French Southern and Antarctic Lands*, in cooperation with Australia. The regular missions of the Navy's vessels and the surveillance efforts implemented by the Directorate of Maritime Affairs deter IUU fishing in French EEZs.

In 2018, French assets carried out 10 fisheries police operations in the maritime zone, resulting in the control of 23 vessels and the seizure of 65 T of fish and 201 kg of sea cucumbers.

In addition, the protection of the environment is also a priority, as illustrated by the establishment by France of its two first overseas marine natural parks (Mayotte and the Glorieuses Islands) in the Indian Ocean, complementing the marine areas of the national nature reserve belonging to the French Southern and Antarctic Lands (French: *Terres australes et antarctiques françaises*, TAAF).

Finally, France is exercising increased vigilance on the commercial maritime routes of the area, particularly around Reunion and in the Mozambique Channel. In this regard and as a member of the European Union, France, through its Regional Operational Centre for Surveillance and Rescue (CROSS) in Réunion, benefits from the services of the European Maritime Safety Agency (EMSA), particularly the *CleanSeaNet* programs for the fight against illegal pollution and Copernicus for general surveillance of the area.

Management of maritime incidents

With nearly 400 maritime incidents handled in 2018 in its area of responsibility, France conducts its role in helping people in distress at sea and assisting vessels that get into difficulties. These missions attributed to the Reunion CROSS operate within a strengthened regional cooperative framework with the States responsible for neighboring areas (Mauritius, Madagascar, South Africa, Australia).

Maritime Security (MASE) programme, a regional step forward

As part of the European Union's MASE program, the creation of the Regional Maritime Information Fusion Centre in 2016 in Madagascar and the Regional Centre for Operational Coordination in Seychelles 2017 represent major regional achievements.

During the International Conference on the Blue Economy held in Nairobi on November 28, 2018, France signed these agreements thus demonstrating its long-term commitment to maritime security in the Western Indian Ocean.

Addressing maritime security challenges through regional cooperation - The Jeddah Amendment to the Djibouti Code Of Conduct 2017.

M. Kiruja Micheni,

Programme Officer, Djibouti Code of Conduct
 Technical Cooperation Division - International Maritime Organization.

It is now more than a decade since the Code of Conduct concerning the Repression of Piracy and Armed Robbery against Ships in the Western Indian Ocean and the Gulf of Aden, also referred to as the Djibouti Code of Conduct, was adopted on 29 January, 2009. Before that, piracy and armed robbery at sea, emanating off the coast of Somalia, had become a serious threat to global shipping, with far reaching consequences for regional economies. With the support of international partners, the region rallied their efforts through the Djibouti Code of Conduct to contain the threat.

“Since the end of 2012 there have been no successful piracy attacks on shipping in the Indian Ocean and the Gulf of Aden despite

reports of continuing suspicious activity that suggests that piracy is not yet over”
 Kitack Lim, IMO Secretary-General

Despite the success in combating piracy and armed robbery at sea, threats and priorities have continued to evolve. It was therefore necessary to take additional measures to repress transnational organized crime in the maritime domain, maritime terrorism, illegal, unregulated and unreported (IUU) fishing, and other illegal activities at sea. If left unopposed, they could further hamper shipping and the growth of ocean economies. Countries in the region have sought to work together in order to find long-term, sustainable solutions to the broad range of transnational maritime crimes in the region.

The Jeddah Amendment to the Djibouti Code of Conduct 2017

The adoption of the Jeddah Amendment in 2017, represents a comprehensive approach to dealing with broader maritime crimes and their root causes, and sets a strong foundation for sustainable development of the maritime sector; ensuring sustainable economic growth, food security, employment, prosperity and stability in countries surrounding the Western Indian Ocean and the Gulf of Aden.

The implementation of the Jeddah Amendment requires a whole of Government approach, as well as commitment, to implement programmes that will lead to enhanced Maritime Domain Awareness (MDA), the effective understanding of what happens at sea, and the building of response capability.





Participants of the DCoC High-Level meeting held in Jeddah, Saudi Arabia from 23 – 25 April, 2019. Member States resolved in enhancing regional cooperation in information sharing through strengthening of national capacities.

Implementation Highlights of DCoC

Capacity building

IMO has been supporting training activities to support implementation of the Djibouti Code of Conduct since 2010. Over the last eight years, IMO has spent nearly US\$ 2m from the Djibouti Code of Conduct Trust Fund set aside for delivering regional training, partnering with other international and regional partners including the Djibouti Regional Training Centre (DRTC), Saudi Arabia's Mohammed Bin Nayef Academy for Marine Science and Security Studies, NATO, East African Standby Force (EASF), US AFRICOM, UNODC, US Coast Guard, Canadian Coast Guard, British Peace Support Team (Africa), and others - facilitating more than 80 training courses, which have benefited more than 1,670 trainees from the region.

Technical assistance programme to Somalia
IMO has provided sustained technical assistance to the Federal Government of Somalia (FGS) since 2012. This has included assistance in reviewing and developing a new Maritime Code, to replace the outdated Somalia Maritime Code (1959), and assistance in establishing a national maritime administration for the country.

Enhancing Maritime

Domain Awareness (MDA)

Enhancing Maritime Domain Awareness (MDA) is a key component when it comes to strengthening maritime security in the region, and by extension, ensuring the success of implementing the provisions of the Jeddah

amendment. Effective information sharing is a key part of this.

Specific project activities for information sharing have aimed at providing a more holistic approach to combating DCoC transnational maritime crimes by addressing the three components of MDA; maritime situational awareness, maritime threat awareness and maritime response capability.

Kenya: integration of existing systems

into Joint Maritime Centre

In Kenya, with financial and in-kind contributions from the Government of Denmark and the United Kingdom respectively, have helped support the development of Kenya's National Maritime Information Sharing Centre, which will bring existing and new systems for maritime information together. Best practices on maritime information sharing at national level were shared by the United Kingdom's National Maritime Information Centre (NMIC), a cross-government body which provides maritime support and awareness to lead agencies working in maritime safety and security; and from the Maritime Security Centre – Horn of Africa (MSCHOA), located in France, which monitors vessels transiting the Horn of Africa.

Seychelles: integrated maritime surveillance software platform

In the Seychelles, IMO has coordinated a project, funded contributions from the

Government of Denmark, to develop and implement an integrated maritime surveillance software platform. This platform is intended to supplement the integration of existing and planned maritime tracking data and information systems, supporting a whole of government approach and integrating relevant agencies, including the Seychelles Coast Guard (SCG), Seychelles Air Force (SAF), Seychelles Search and Rescue Centre (SSRC), and Seychelles Fishing Authority (SFA), among others.

Developing national capabilities

Developing national capability is the foundation for stronger regional cooperation and this is paramount for the continued success of the Jeddah Amendment to the Code, and for the safeguarding of the seas in the region.

Each of the signatory States have made a commitment to effective implementation, through establishing their own national organization to promote inter-agency cooperation, and though developing the relevant legal frameworks and national capability.

As part of the organization's support for the implementation of the Jeddah Amendment to the Code, IMO has built strong partnerships with a range of implementing partners, fondly referred to as the Friends of DCoC, for the benefit of the region. These include: the United Nations Office on Drugs and Crime (UNODC), the International Criminal Police Organization (INTERPOL), the European Union; United States Africa Command (US AFRICOM), Canadian Coast Guard, the One Earth Future Foundation's Stable Seas project, the Institute for Security Studies, the SafeSeas network, the International Committee of the Red Cross (ICRC), Mohammed Bin Nayef Academy of Marine Science and Security Studies (Saudi Arabia), Djibouti Regional Training Centre, British Peace Support Team (Africa), NATO Maritime Interdiction Operations Training Centre (NMIOTC, Greece), among others.

IMO thanks them, most sincerely, for their support, and call on their continued efforts to assist the region to achieve its overall objective - a safe and secure maritime environment.

Maritime security is an enabler for development – it is a means to an end, it is not an end in and of itself.

The MASE programme, an original approach.

Dr Patrick Ferras,
Observatory of the Horn of Africa



1. Saudi Arabia, United Arab Emirates,
Kuwait, Bahrain, Oman, Qatar.

In the Horn of Africa, the establishment of a new regional entity and Ethiopia's decision to establish a naval force are two important events that went virtually unnoticed in early 2019. However, they will have a significant impact on existing structures, on ongoing programmes and in fact on the appropriation of maritime security by African actors.

The announcement of a new economic and security organisation, on the still hot ashes of the Gulf Cooperation Council, was made on 12 December 2018. Egypt, Djibouti, Jordan, Saudi Arabia, Yemen, Somalia and Sudan are members of the Red Sea and Gulf of Aden Organisation. The first Red Wave¹ exercise was conducted in January 2019 and its goal was to "train together" to ensure safe navigation in the area. Economic cooperation is also an objective of this organisation.

A few weeks later, the Ethiopian Prime Minister signed a Defence Cooperation Treaty with France. One of the highlights is to receive advice on how to establish a national navy. While the ambition seems admissible, it is particularly surprising from a landlocked, relatively poor State that will have to solve the problem of the naval base to which it is attached in the short term.

These two facts underline the preponderance of national interests rather than the search for regional coherence. It is worth noting that the establishment of an Ethiopian navy will take a long time and require significant investment. As for the Saudis' ability to "manage" a coalition of such diverse countries with underdeveloped navies (except Egypt), it seems to correspond to display rather than military reality and competence.

Born from a global reflection, the Maritime Security Programme (MASE) is ambitious. Launched at the Ministerial Meeting for Eastern and Southern Africa and the Indian Ocean (ESA-IO) in Mauritius in October 2010, it is based on original European funding. Conceived from the outset as a response to the fight against piracy, the envelope allocated was intra-regional.

The coordination of the MASE programme is carried out by the Intergovernmental Authority on Development (IGAD) in close collaboration with other regional organisations responsible for the implementation of activities. Other technical partners of the programme are the United Nations Office on Drugs and Crime (UNODC), INTERPOL and the Food and Agriculture Organization of the United Nations (FAO). The MASE countries involve four regional organizations: IGAD, the Common Market for Eastern and Southern Africa (COMESA), the Indian Ocean Commission (IOC) and the East African Community (EAC). The regional programme operates as "result areas (5)" allocated to each region.

IOC is responsible for implementing Outcomes 4 and 5, which relate to national and regional capacities for action at sea. Two agreements were signed at the April 2018 ministerial meeting and at the Conference on the Sustainable Blue Economy in Kenya in November 2018. They will enable the implementation of a regional maritime safety mechanism, through the operationalization of two regional centres, the first for the exchange of information and the second for the coordination of operations within the scope of State action at sea.

“ The MASE programme offers encouraging prospects in the ability of regional economic organisations to unite around a common objective. ”

The main objective for 2019 and 2020 is to carry out joint actions at sea so that the system put in place is sustainable and perennial and gradually allows for taking over from foreign navies.

At a time when some international actors (China, Japan, Great Britain, Australia) are showing interest in MASE, both stakeholder States and other regional actors should show increasing interest in this regional mechanism. Adding an ambiguous Regional Economic Community or constituting a national navy seems to us to be an approach that is not very consistent with the principle of African solutions to African problems. The dynamic displayed by the originality of the structure of the MASE programme through four international organisations and major European funding should not hide the difficulties of working together. However, maritime security in the Indian Ocean can only be achieved through regional investments (mutualisation, consultation) and strong cooperation to avoid duplication of expenditure and programmes. The MASE programme offers encouraging prospects in the ability of regional economic organisations to unite around a common objective.



INTERPOL's engagement in the maritime security architecture.

M. Timothy King,

Assistant Director, Maritime Security, INTERPOL General Secretariat

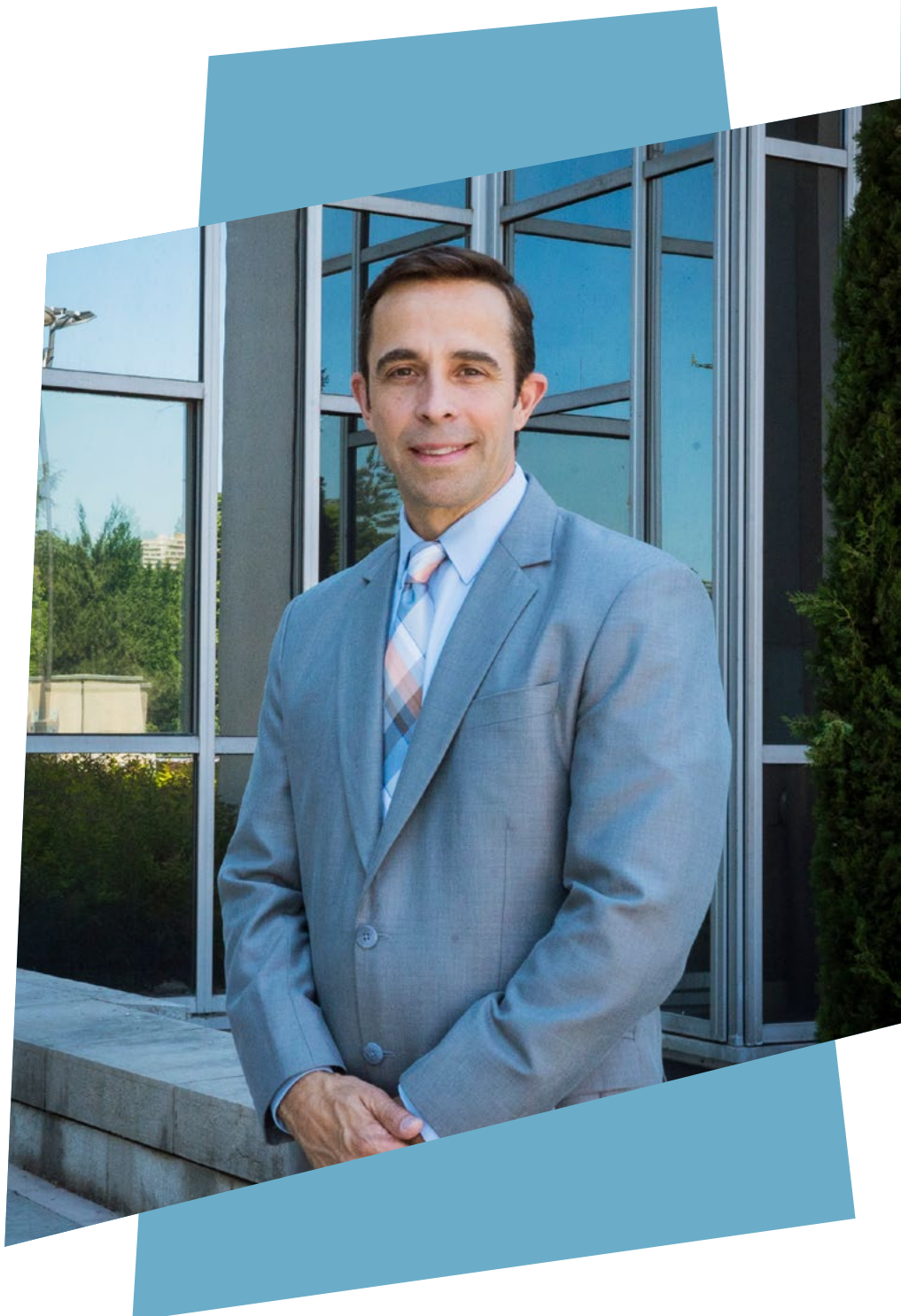
INTERPOL is dedicated to fighting the wide range of transnational threats to the maritime environment including piracy, terrorism, trafficking in illicit goods and weapons of mass destruction, pollution and excessive and unregulated use of marine resources.

We work to bolster the maritime security architecture in three ways: by facilitating the exchange of information, strengthening first responder and law enforcement capabilities, and building international and cross-sector coalitions.

Firstly we maintain a Global Maritime Security Database in order to collect, store and analyse information on incidents of maritime crimes. By sharing data across borders and sectors, we can support investigations across multiple jurisdictions, ultimately leading to the arrest of suspected criminals. INTERPOL's system of colour-coded Notices is also an internationally recognized and vital tool in facilitating data exchange in this area.

Furthermore, we help strengthen first responder and law enforcement capabilities by providing training, equipment and mentoring to member countries worldwide. We run a number of projects with this aim, as described below.

Finally, we focus on building coalitions. In the field of maritime security, international and cross-sector partnerships are vital. We work with strategically identified international organizations and other partners on a national, regional and international level to enhance cooperation among all stakeholders – from military to police and prosecutors – to combat criminal maritime activities.



Specific projects targeting maritime security

Sponsored by the European Union, the MASE programme works to enhance maritime security in East and Southern African through a series of projects. INTERPOL's dedicated Maritime Security unit plays a critical role in implementing these projects.

financial flows linked to piracy activities, by strengthening existing financial intelligence units, as well as providing training for local law enforcement agencies involved in anti-money laundering and counter-terrorism financing activities. Post-training evaluations illustrate the extent of INTERPOL's impact, especially in Kenya and Ethiopia, where COMESA Project trainees handled high-profile financial crime cases which were brought to prosecution and obtained successful conviction. More generally, beneficiary countries saw an unprecedented increase in the detection of financial crimes. Additionally, as a result of INTERPOL investigative support and mentoring, a large number of multimillion transnational maritime crime cases resulted in successful prosecutions.

Project with East African Community (EAC), also part of the MASE programme, covers eight selected countries in East and Southern African and the Indian Ocean. These countries are Burundi, Kenya, Mauritius, Rwanda, Somalia, Seychelles, Tanzania and Uganda. The project focuses on developing forensic and investigative capacities in the region. INTERPOL delivers both training courses and equipment essential to maritime crime-related investigations and prosecution.

INTERPOL is also a key maritime security player in other critical geographical areas, and supports projects in Western Africa and Southeast Asia. Through Project AGWE, sponsored by the US Department of State, INTERPOL assists countries in the Gulf of Guinea in investigating maritime-related crime and building criminal cases with a view to prosecution. Funded by the Government of Canada, Project MAST targets four Southeast Asian countries – Indonesia, Malaysia, Philippines and Vietnam. Using INTERPOL's policing capabilities, the project aims to strengthen investigative resources and specialized forensic capabilities, and enhance maritime law enforcement cooperation in the region.

INTERPOL is pleased to collaborate with our partners in the maritime security domain and leverage our law enforcement expertise toward combating maritime crime. Moreover, through a wide-ranging platform of stakeholder engagement and global partnerships, INTERPOL is confident that tangible and sustainable progress can be achieved toward mitigating maritime crimes that pose a threat to our beneficiary countries.

“ We maintain a Global Maritime Security Database in order to collect, store and analyse information on incidents of maritime crimes.”

The European Union and African regional organizations identified INTERPOL as a project partner as a result of the Organization's longstanding presence on the African continent, its network of National Central Bureaus and Regional Bureaus, and its extensive experience in the delivery of capacity building and trainings programmes in Africa, particularly within the field of maritime security. Past examples of such projects include CRIMLEA (capacity building for selected countries bordering the western Indian Ocean) and EVEXI (which focused on gathering intelligence and forensic evidence in East Africa).

Run under the umbrella of the MASE Programme, Project COMESA supports six beneficiary countries – Djibouti, Ethiopia, Kenya, Mauritius, Seychelles, Tanzania – in tackling more effectively maritime piracy and related crimes, notably money laundering and terrorism financing. INTERPOL achieves this by enhancing countries' capacity to track

A shared responsibility.

M. Raj Mohabeer,

IOC Officer in Charge for Maritime Security,
Economic Space and Regional Infrastructure

Of all that is said about maritime security, there is a value, a principle, that is at the heart of the process: responsibility.

Ensuring safety and security at sea is a responsibility of the coastal and island States of our Western Indian Ocean region, but also of States and supranational entities that have a commercial and/or strategic interest in it. The MASE programme funded by the European Union, two components of which are implemented by the Indian Ocean Commission on information exchange and coordination of actions at sea, has proven to be an appropriate, realistic and effective response to maritime security challenges in the region.

The signing of the Agreements on the Exchange and Sharing of Maritime Information and Coordination of Joint Actions at Sea by 7 countries of East Africa and the Indian Ocean marked an important step in the development of a maritime security architecture. It is important to underline the innovative and crucial nature of this step: until then, the region did not have adequate instruments to secure ocean spaces. This maritime security architecture established by the "MASE Agreements", in addition to regional initiatives such as the Djibouti Code of Conduct and its 2017 Jeddah Amendment, is a hybrid surveillance, control and intervention system based on the Asian and European models. In doing so, it capitalizes on best practices and complements Indian Ocean monitoring by focusing on the entire western half of this great ocean.



The dynamics initiated must now contribute to a better coordination of the thirty or so mechanisms and actions underway in the Western Indian Ocean. By acting within the framework of this new maritime security architecture, all regional and international actors benefit from a better coherence of initiatives, thus avoiding overlaps, duplication and compartmentalization of actions.

The States of Eastern and Southern Africa and the Indian Ocean and international actors therefore have a great responsibility today: to ensure the sustainability of this maritime security architecture, which contributes to peace and stability, economic growth and social well-being. This shared responsibility must be seen as a win-win pact because maritime insecurity in our region disrupts regional economies and, as we have seen with piracy off the Somali coast, an important part of the world economy. This regional architecture must be supported in its start-up and consolidation phase to achieve a level of "minimum regional capabilities" that will ensure its dissuasive nature and sustainability.

IOC has fully engaged with sister regional organizations in Eastern and Southern Africa and with the European Union in this area.



“ The signing of the Agreements on the Exchange and Sharing of Maritime Information and Coordination of Joint Actions at Sea by 7 countries of East Africa and the Indian Ocean marked an important step in the development of a maritime security architecture. ”

It was able to count on the involvement of many regional and international actors, including Interpol, UNODC and the armed forces (FAZSOI, EUNAVFOR Atalanta). In view of the determination of its Member States to secure ocean territories in a sustainable manner and their commitment to developing the blue/ocean economy, there is no doubt that IOC will continue to support national and regional dynamics in support of maritime security.

But it is also the responsibility of States to allocate the necessary resources to this security and development issue, just as it is the responsibility of States and organizations with an interest in the area to support them or to intervene in coordination with regional actors. In this regard, the African Union must take into account what is happening in the Western Indian Ocean and the concrete, direct and high-level commitment of States and organizations in Eastern and Southern Africa to the implementation of entire sections of the 2050 African Integrated Maritime Strategy. It would also be natural for our States and organizations to benefit from the support of Africa's only development bank, the African Development Bank, in consolidating the maritime security architecture since it is ultimately a question of economic and social development and a concrete contribution to several Sustainable Development Goals.

The actions undertaken since the beginning of the MASE programme and the political commitment reiterated at the Ministerial Conferences on the issue have set in motion a virtuous dynamic. This will only be sustainable if States, organizations and partners assume their responsibility and play the full cooperation card.



MASE Programme: a holistic response to maritime insecurity.

October 2010 in Mauritius: 22 States in the Eastern, Southern and Indian Ocean region adopted the very first regional strategy to tackle piracy. Two years later, regional organisations together with the European Union operationalised this strategy through the Regional Programme for the Promotion of Maritime Security (MASE) in Eastern and Southern Africa and the Indian Ocean (ESA-IO). This programme, funded by the European Union to the tune of 42 million euros, aims to strengthen regional maritime security capacities, both at sea and on land, both in the legal treatment of transnational crimes and threats and in the fight against illicit financial flows.

The emergence of Somali piracy has revealed the dependence of ESA-IO states on external security providers (European missions, including EUNAVFOR Atalanta, NATO, United States...) to which have been added private onboard security services for shipowners' needs.

The MASE programme is implemented by the four regional organisations of ESA-IO, namely the Intergovernmental Authority on

Development (IGAD), the Common Market for Eastern and Southern Africa (COMESA), the East African Community (EAC) and the Indian Ocean Commission (IOC). Favouring a global approach to address maritime safety issues, each regional organization is responsible for a result area (see graphic design). This division of responsibilities makes it possible to adopt a logic of related projects that can nevertheless record results independently.

The MASE programme has enabled the States of the region to:

- Strengthen the capacity of Somali authorities in maritime governance;
- Improve the livelihoods of Somali communities by creating economic opportunities as an alternative to piracy and other maritime crimes;
- Strengthen prison and legal capacity to handle piracy and maritime security cases;
- Improve the exchange of financial information and national means of monitoring and combating illicit and suspicious financial flows;
- Create a modern, responsive and effective regional maritime security architecture.

ESA-IO regional organisations are supported by key technical partners in the implementation of MASE programme activities (FAO, INTERPOL, UNODC) as well as by the collaboration of military actors such as EUNAVFOR Atalanta and FAZSOI.

“ This programme aims to strengthen regional maritime security capacities, both at sea and on land, both in the legal treatment of transnational crimes and threats and in the fight against illicit financial flows. ”





Maritime security coordination mechanisms are strengthened in Somalia and income-generating activities as an alternative to piracy are promoted

Implementation: IGAD, with technical support from FAO and in collaboration with the Somalia Maritime Security Coordination Committee

Result 1

Result 2



Legal frameworks and infrastructure for the arrest, transfer, trial and detention of pirates are developed and strengthened

Implementation: EAC, with technical support from UNODC and INTERPOL

#MASE Programme

Coordination: IGAD



Funding Partner:
European Union



Regional capacities to combat illicit financial networks originating from or fuelling transnational crime, including maritime crime, are strengthened

Implementation: COMESA, with technical support from INTERPOL

Result 3

Result 4

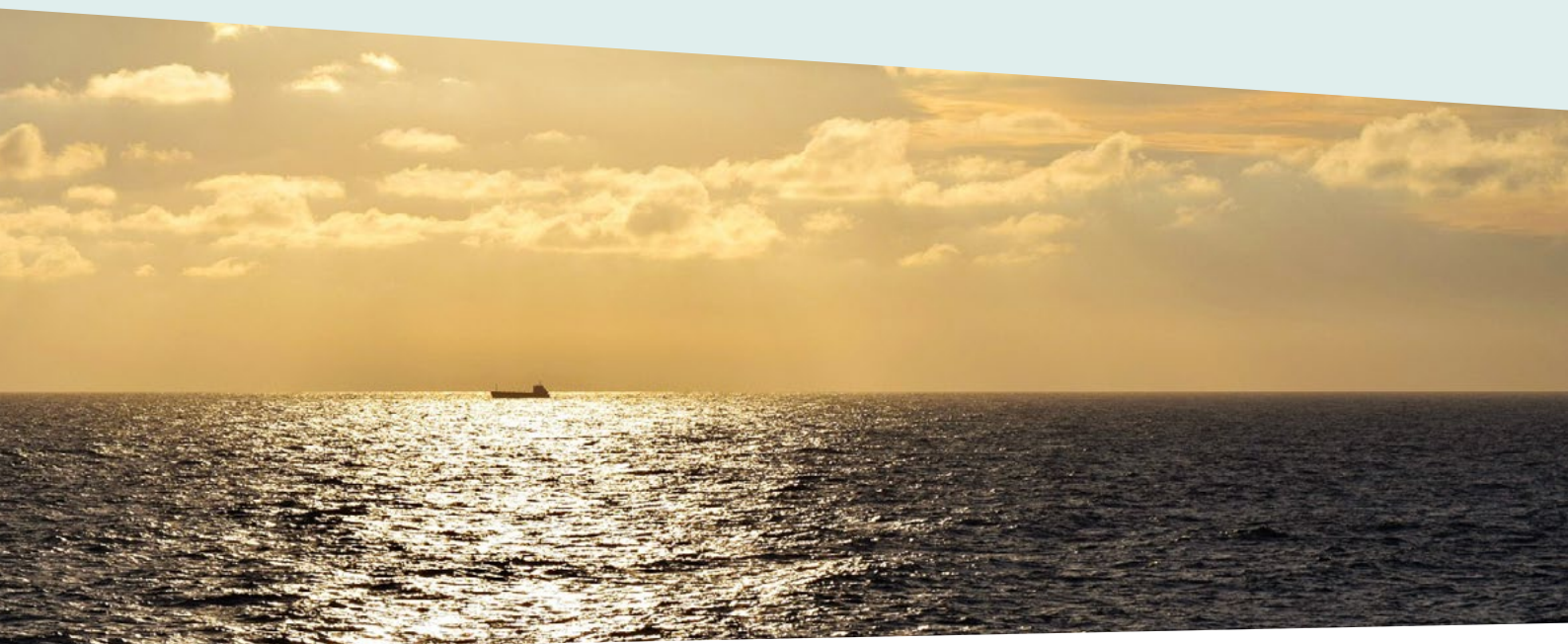


Regional and national capacities for action at sea, including the coordination of joint operations, are strengthened

The exchange, sharing and analysis of maritime information are strengthened

Result 5

Implementation: IOC, also through the Regional Maritime Information Fusion Centres of Madagascar (CRFIM) and Operational Coordination Centres (CRCO) in Seychelles. Technical support also from INTERPOL and UNODC on selected activities



MASE REGIONAL AGREEMENTS



2 Agreements led by the Indian Ocean Commission under the MASE Programme funded by the European Union

In April 2018 during the Ministerial Conference on Maritime Security in Mauritius



Union of Comoros – Djibouti – Madagascar –
Mauritius – Seychelles

In November 2018 during the Blue Economy Conference in Kenya



France - Kenya

The Regional Agreements signed by seven States in East Africa and the Indian Ocean establish an effective and appropriate regional maritime security architecture. This is based on a mechanism for the exchange and sharing of maritime information and a mechanism for the coordination of joint actions at sea. The operational implementation of these mechanisms is the responsibility of the Regional Maritime Information Fusion Centre based in Madagascar and the Regional Operational Coordination Centre based in Seychelles, both established by these Agreements.

RMIFC: REGIONAL MARITIME INFORMATION FUSION CENTRE BASED IN MADAGASCAR



Deepen Maritime Domain Awareness
by Parties



Monitor maritime activities in real time to
accelerate the planning and organization of
control operations at sea



Improve the capacity of Parties to appropriate
maritime information fusion knowledge and
technology



Promote the culture of maritime information
sharing and exchange in the ESA-IO region



Encourage and ensure the sharing and exchange
of marine information between RMIFC, national
and regional centres

RCOC: REGIONAL COORDINATION OF OPERATIONS CENTRE BASED IN SEYCHELLES



Promote cooperation and coordination to
conduct missions of regional interest in
accordance with the provisions of the agreement



Strengthen individual and institutional capacities
(training)



Organize joint and/or coordinated interventions
at sea or in the overlying space



Facilitate cooperation between States when
an international or regional maritime security
interest is affected in the area of operation



Promote cooperation with agencies
responsible for safety and security at sea



#MASE Programme

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