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HIGH REPRESENTATIVE
OF THE UNION FOR
FOREIGN AFFAIRS AND
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JOINT STAFF WORKING DOCUMENT

**Gulf of Guinea Action Plan 2015-2020
Fifth Implementation Report**

Gulf of Guinea Action Plan 2015-2020

Fifth Implementation Report for the year 2019

Summary

The Fifth Implementation Report of the Gulf of Guinea (GoG) Action Plan describes the progress registered in 2019, while the first, second and third and fourth reports covered 2015, 2016, 2017, and 2018 respectively. This report is based on information received from Member States, European Commission services, EEAS and EU Delegations.

The main section of the report concentrates on a descriptive analysis of the four strategic objectives of the EU's Gulf of Guinea Strategy and Action Plan, outlining the main results of the year, the main challenges, and making recommendations for future work. Information supplied by EU Member States along with a summary of ongoing projects are included in annex.

The EU and EU Member States continue to provide substantial support to improving maritime security in the Gulf of Guinea, with the Gulf of Guinea Strategy and Action Plan focusing on support to the Yaoundé Code of Conduct and the Yaoundé Architecture. Based on the integrated approach¹ attention has been directed to political and diplomatic engagement, development cooperation, economic cooperation, and enhancing security cooperation.

Political and diplomatic engagement has taken place through the work of the EU and EU Member States in their bilateral relations. In this respect, a special focus was given in 2019 to the G7++Friends of the Gulf of Guinea (FoGG) framework under the French/Ghanaian chair. Development cooperation moved forward with the effective rollout of around €80 million of on-going projects and programmes, focusing on improving information sharing, legal systems, education and training. Economic issues have been included in port and fisheries projects as well as through strengthened dialogue with the shipping industry. Security matters were largely addressed through the bilateral activities of EU Member States, whilst the EU made proposals for a new concept of Coordinated Maritime Presences (CMP) aimed at improving the coordination of EU Member States' maritime assets in the Gulf of Guinea. The links between maritime security, ocean governance, and the blue economy received increasing attention.

In 2019, it is widely accepted that whilst the number of incidents declined, the number of people kidnapped for ransom at sea increased. The International Maritime Bureau's (IMB) data showed incidents of piracy (actual and potential attacks) in the GoG falling by about 20%, but the number of people kidnapped for ransom at sea increasing by about 55%, and accounting for 90% of global cases.² The epicentre of the problem remains related to Nigeria, whose waters, according to the IMB, were the scene of a large number of kidnapping for ransom, accounting for between 40% (2019) and 50% (2018) of all those kidnapped. In this context, the shipping industry has continued to express its deep concern over persistent criminality in the waters of the Gulf of Guinea which limit the capacity of the industry to expand investment and thus contribute to the development of coastal States and communities.

¹ See the "Council Conclusions on an Integrated Approach to External Conflicts and Crises", 22 January 2018

² "*Piracy and Armed Robbery Against Ships*", Report for 1 January – 31 December 2018, and "*Piracy and Armed Robbery Against Ships*", Report for 1 January – 31 December 2019, ICC International Maritime Bureau

During 2019, some progress was made in setting up the Yaoundé Architecture, although the operational capacities of multinational, regional and interregional structures remain incomplete. Weaknesses in equipment, legal frameworks, and operational organisation have been identified, including work to establish the organisational structures for Zone A (based in Luanda) and Zone G (based in Praia). A meeting of the chief executives of ECOWAS, ECCAS, and GGC, held in May 2019 in Abuja, highlighted in particular financing requirements. The G7++FoGG carried out some important support missions to the different Yaoundé Architecture organisations, and the forum became more active during the year, notably through holding two meetings with the plenary session in November 2019 in Accra, and the establishment of a number of Virtual Working Groups.

Achieving the results foreseen by the Gulf of Guinea Strategy and Action Plan will still require sustained support, encouraging greater ownership in particular by coastal States and regional organisations. Nevertheless, the Strategy provides a sound basis for the EU's engagement with regional organisations and coastal States in support of the Yaoundé Code of Conduct.

1. Background

The Gulf of Guinea remains a region where Africa's and Europe's interests converge in preserving and improving stability and security. It is a vast and diverse region stretching from Senegal to Angola, covering approximately 6,000km of coastline, being an important shipping zone transporting oil and gas, as well as goods to and from central and southern Africa. On any one day, there are around 1,500 fishing vessels, tankers, and cargo ships navigating its waters. Keeping trade routes open, ensuring safe, secure and lawful use of maritime resources and contributing to stability in the Gulf of Guinea is of major importance.

In response to the challenges in the region, the EU's Strategy on the Gulf of Guinea was adopted at the Foreign Affairs Council (FAC) in March 2014, to be followed by the Gulf of Guinea Action Plan 2015-2020 adopted in March 2015. Within an overall objective to contribute to the sustainable development of West and Central African coastal States by promoting a well-governed, safe, and secure maritime sector, the strategy established four specific objectives. These four specific objectives are: (i) improving the common understanding of the scale of the threat, (ii) reinforcing institutions at regional and national level, (iii) supporting more prosperous and resilient economies in the region, and (iv) strengthening cooperation structures on maritime security. The Action Plan added 14 results along with 67 actions to give practical guidance on how to achieve the four strategic objectives. It should be noted that this Gulf of Guinea Strategy and Action Plan is in line with the EU Global Strategy, and the revised EU Maritime Security Strategy Action Plan adopted in June 2018, which seeks to enhance the EU's role as a global maritime security provider.

Both the Strategy and its Action Plan support the decisions taken by West and Central African Heads of State at their summit in Yaoundé in June 2013. At this summit, three key documents were agreed: (i) a "Declaration of the Heads of State and Government of Central and West African States on Maritime Safety and Security"³ which outlined the political commitment of

³[Declaration of the Heads of State and Government of Central and West African States on Maritime Safety and Security in their Common Maritime Domain, 25 June 2013](#)

the coastal States; (ii) a “Memorandum of Understanding on Maritime Safety and Security in Central and West Africa”⁴ between ECOWAS, ECCAS, and the GGC, which led to setting up the Yaoundé Architecture; and (iii) a “Code of Conduct concerning the repression of piracy, armed robbery against ships and illicit maritime activity in West and Central Africa”,⁵ better known as the Yaoundé Code of Conduct.

In these three documents, the 25 States of the region and their regional organisation set the political, strategic and organisational framework for addressing maritime insecurity in the Gulf of Guinea. The Yaoundé Code of Conduct outlined its aim to "promote regional maritime cooperation and a stable maritime environment, contribute to the peace, good order and continuing prosperity of [the] West and Central Africa". The Memorandum of Understanding led to the gradual establishment of the Yaoundé Architecture, including the Interregional Coordination Centre (ICC), which has been hosted by Cameroon since September 2014. A framework for two regional organisations (CRESMAO and CRESMAC), five zonal Multinational Maritime Coordination Centres (MMCC), and 19 national “Maritime Operations Centres” (MOC) was created (see Annex 3 for details). Although the Yaoundé Architecture has shown some progress since its creation, there is still much room for improvement which would allow the 19 coastal countries of the GoG and the regional organisations to act efficiently and effectively.

Since the adoption of the Yaoundé Code of Conduct, the most politically relevant event was the adoption of the Lomé Charter on Maritime Security, Safety and Development in Africa, at the African Union Extraordinary Summit held in Lomé, Togo, in October 2016.⁶ The Lomé Charter was considered a concrete deliverable of the 2050 African Integrated Maritime Strategy (AIMS),⁷ and after its entry into force, it provided a pan-African scope and legally binding framework. However, although signed by 35 countries the Lomé Charter remains to be ratified by more than a few countries.⁸

2. Main achievements under the Gulf of Guinea Action Plan in 2019

The EU Gulf of Guinea Action Plan, 2015-2020, covers four strategic objectives, fourteen result areas, and sixty-seven actions. It is expected to guide implementation of support to the Yaoundé Code of Conduct and Yaoundé Architecture by the Commission services, the EEAS, and EU Member States.

First Objective: Improved common understanding of the scale of the threat, and the need to address it among the countries in the region and the international community

Result 1: Bilateral dialogues with ECOWAS, ECCAS, GGC, African Union (AU), and National governments

⁴ [Memorandum of Understanding among ECOWAS, ECCAS, GGC on Maritime Safety and Security in Central and West Africa](#)

⁵ [Code of Conduct Concerning the Repression of Piracy, Armed Robbery against Ships, and Illicit Maritime Activity in West and Central Africa](#)

⁶ [Lomé Charter on Maritime Security, Safety and Development in Africa, 15th October 2016](#)

⁷ [2050 Africa's Integrated Maritime Strategy \(2050 Aim Strategy\), 2012](#)

⁸ As of end 2019 only Togo and Benin had ratified the Lomé Charter

Result 2: Regular reporting and analyses of risks with EU Member States and international partners

Result 3: Sharing of information on activities among all stakeholders involved

Achievements

During 2019, a number of different reporting organisations made regular reporting and analyses of the risks. Of particular note are the reports on incidents prepared by the International Chamber of Commerce - International Maritime Bureau (ICC-IMB), the Maritime Domain Awareness for Trade – Gulf of Guinea (MDAT-GoG), and the International Maritime Organisation (IMO).

The ICC-IMB issue quarterly, six-monthly, and annual reports on piracy and armed robbery against ships and did much over the course of 2019 to draw attention to the challenges in the GoG through their IMB Piracy Reporting Centre. ICC-IMB operating out of their centre in Kuala Lumpur also issue piracy alert reports based on information received from shipmasters. In their annual report for 2019, they drew attention to the unprecedented number of crews kidnapped in the Gulf of Guinea, despite the overall fall in incidents worldwide, reporting an increase in crew kidnapped of more than 50% from 78 in 2018 to 121 in 2019, which equates to over 90% of global kidnappings reported at sea. The press reports of ICC-IMB regularly hit the headlines and do much to keep the issue of the scale of the threat in the public domain. The data also show a concentration of incidents off the coast of Togo, Benin, Nigeria, and Cameroon, with Nigerian waters being the most difficult.

MDAT-GOG, which is a centre set up in June 2016 following a cooperation agreement between the French Navy (MICA-Center) and the Royal Navy (UKMTO) in support of the Yaoundé Process, issues weekly, monthly, bi-annual, and annual reports of incidents in the Gulf of Guinea. They operate a Voluntary Reporting Area in the Gulf of Guinea and encourage shipmasters to report to the 24/7 reporting centre in Brest on a daily basis including when entering and leaving the area, and in the case of any incidents. The MDAT-GOG is then in a position to alert local authorities and warn other vessels in real time to avoid danger zones and possible pirate groups.

The Inter-Regional Coordination Centre (ICC) based in Yaoundé also issues weekly and monthly reports on incidents in the Gulf of Guinea, drawing upon the reports of other organisations, in particular ICC-IMB and MDAT-GOG.

In addition, the International Maritime Organisation (IMO) reports annually on incidents of piracy and armed robbery against ships, and maintains a Piracy and Armed Robbery database within the IMO's Global Integrated Shipping Information System (GISIS).

The European Commission's DG for Mobility and Transport (DG MOVE) held three meetings of the EU's Stakeholders Advisory Group on Maritime Security (SAGMAS) and of the EU Maritime Security (MARSEC) Regulatory Committee in 2019 in which piracy/armed robbery in the GoG were discussed. DG MOVE also produces an in-house Piracy Bulletin, which in the three issues of 2019 regularly highlighted the increasing challenges in the GoG. The Office of Naval Intelligence (ONI) of the USA issues a monthly Worldwide Threat to Shipping (WTS) report which covers piracy incidents. In addition, the Joint War Committee (JWC), which brings together underwriting representatives from Lloyd's and the International Underwriting Association (IUA) of London, establishes Listed Areas for insurance purposes,

and has identified parts of the GoG waters of Togo, Benin and Nigeria as areas of high risk. The International Bargaining Forum (IBF), which brings together the International Transport Workers Federation (ITF) and the international maritime employers has also established a High Risk Area in the territorial waters, ports, and inland waters of Benin and Nigeria.

Turning to the issue of fisheries, IUU fishing remains one of the greatest threats to the sustainable use of fishery resources. Unfortunately, the dynamic, adaptable and clandestine nature of IUU fishing makes it impossible to estimate its impact in a straightforward way. However, rough calculations indicate that IUU fishing across the world's oceans weighs in at around 11–26 million tonnes of fish each year, representing an annual price tag of EUR 9–21 billion.⁹

During 2019, dialogues took place with regional and national organisations. The EU and some Member States maintained contacts with ECOWAS, ECCAS, and GGC, most noticeably as observers at the third annual meeting of the Chief Executives of the ICC, May 2019. This meeting reaffirmed the commitment of the three regional organisations and focused largely on the financial and personnel constraints of the ICC.

The main international forum for discussing the threats in the Gulf of Guinea is the G7++FoGG, which under the joint chair of France and Ghana, was particularly active in 2019. With the support of the Commission and the EEAS, a first meeting took place in July 2019 in Brussels, followed by a second meeting in November 2019 in Accra. During the first meeting, the challenges of arriving at a common understanding of the scale of the threat was underlined by differences of view over the number of incidents taking place in the waters of coastal States. Nevertheless, although there can be different views on the actual numbers, there was a consensus about the deterioration of the situation. In addition, the G7++FoGG meetings were an occasion to set up five Virtual Working Groups, which with one exception were able to report back to the plenary meeting in Accra (see fourth objective below for details). The G7++FoGG meeting was held back-to-back with a GoG Navy Chief of Staff Symposium, which amongst many matters led some participants to call for a careful appreciation of statistics on “incidents” since they could range from kidnapping for ransom, to simple robbery.

The Global Maritime Security Conference held in Abuja, October 2019, made an important contribution towards a better understanding of the threats in the region. This conference hosted by the Nigerian Government, brought together participants from over 80 countries to address major challenges in the region. Against the backdrop of an acknowledgement of the serious challenges, matters addressed in the conference included the institutional framework, the legal/policy/regulatory framework, the human and material resources needed, and implementation challenges. A series of recommendations were made, including a call for closer work with ECOWAS, ECCAS, and the ICC. The conference was an important signal that Nigeria, often at the centre of acts of piracy, was ready and willing to address the problems with renewed vigour. In particular, Nigeria used the occasion to provide information on its “Deep Blue” programme covering training, asset purchase, and a new command and control centre.

Contacts with the shipping industry continued in 2019, most noticeably through meetings held in February 2019 and October 2019. On both occasions, key discussions were held with

⁹ See: <http://www.fao.org/3/a-i6069e.pdf>

ECSA and other shipping organisations such as BIMCO, Intertanko, and OCIMF, providing an opportunity for them to share their evaluation of the situation and their perception of the increasing danger for seafarers. They highlighted the negative impact on coastal States' economic prosperity and the development of the blue economy, as well as the economic cost for companies, along with the human and psychological suffering for seafarers and their families. Following the meeting with the shipping industry in February 2019, a number of outreach discussions were held with coastal States, which provided an opportunity to discuss the increasing costs of piracy, encourage coastal States to take the matter more seriously, whilst confirming the EU's commitment to lend support in improving maritime security.

These exchanges were particularly important in encouraging the EU and EU Member States to think carefully about how they could better complement many of their on-going activities with a stronger “operational” response to maritime insecurity. At the same time, the importance of good region specific guidance for the shipping industry on preventive measures (such as citadels, vessel protection and warning systems) was underlined.

Challenges

The countries of the Gulf of Guinea continue to generally acknowledge the level of the threat in the region, including piracy and armed robbery (including kidnapping of seafarers), IUU fishing, smuggling of drugs and arms, as well as pollution. However, at an operational level maritime insecurity remains unevenly addressed by the countries and there has to date been no successful process of prosecution for piracy. There is also insufficient recognition of the link between maritime security and the fight against transnational crime on one hand and economic development and job creation on the other. It should also be acknowledged that although there are many sources of data, it is widely believed that under-reporting of piracy and armed robbery takes place. Motives vary, from protecting commercial interests or the confidentiality of hostage release negotiations.

Outside the area of piracy and armed robbery, information is much more limited, with a limited picture of IUU fishing, smuggling and trafficking of arms and drugs, and the level of pollution. There is also very limited research on the nature and magnitude of these activities. The fact that coastal States are affected differently – some more by piracy, others by IUU fishing, for example – creates different perspectives on the nature of the threat.

The sharing of information between all the actors in the region remains a challenge. The sharing of information between different services continues to remain a challenge, with information sometimes withheld because it is wrongly seen as confidential, or because of the risk of adversely affecting reputations. The increased rhythm of meetings in 2019 helped to improve information sharing, and the setting-up of the G7++FoGG Virtual Working Groups offers the prospects of improvements. Information made available through the structures of the Yaoundé Architecture could be more frequent and comprehensive.

Recommendations and priorities for the future

In the face of current challenges priorities for the future include encouraging increased reporting, in particular making use of MDAT-GOG in the first instance develop their capacities. MDAT-GOG can also provide more visibility providing reports on incidents so that it becomes better known.

Work here should be complemented by strengthening the reporting and threat assessment capacity of organisations of the Yaoundé Architecture. Indeed, the Annual meeting of Chief Executives of the ICC (ECOWAS, ECCAS, GGC) could be enhanced to provide improved political and strategic orientation to the work of the different organisations within the Yaoundé Architecture, including improvements in communication. It could also provide an effective forum for enhanced dialogue.

The work of the G7++FoGG should continue, along with the five new working groups, which can help in ensuring a better understanding of the threats in the region, by ensuring that key matters are addressed jointly by international actors and coastal States. It is also an important forum for enhanced dialogue and information exchange.

Continued communication between the shipping industry, international actors, and national governments should be deepened. The voice of the shipping industry could be enhanced, perhaps drawing in important local actors. At the same time the guidance from the shipping industry to ship captains could help improved reporting and responses to the challenges in the area.

The work on research in the area of the threat could be enhanced. A research/analytical agenda might be developed by some key actors in the area addressing in a more systematic manner the origins, modalities, and responses to piracy. It could also look at standardisation of incident reporting from different sources, as well as expand the information available on other threats beyond those of piracy and armed robbery at sea. Such work would enhance the threat assessments.

SUMMARY OBJECTIVE 1: A shared understanding of the threats was enhanced in 2019, particularly on issues related to piracy, with the more active involvement of key countries. Dialogues, sharing of information, reporting and analyses of risks continued during 2019, most noticeably through the G7++FoGG meetings, and the establishment of Virtual Working Groups. For the future, this work should continue with attention being paid to an enhanced role of the leadership of the Yaoundé Architecture, further G7++FoGG work, and strengthened dialogue with the shipping industry.

Second Objective: Reinforced multi-agency institutions at the regional and national levels

- Result 4: Capacity building of regional and national institutions
- Result 5: Improved information exchange and deployment of state-of-the-art Information and Communication Technologies (ICT)
- Result 6: Improved law enforcement and judicial cooperation (incl. customs, coast guards, maritime police and gendarmerie)
- Result 7: Improvements in transnational (zonal) cooperation

Achievements

The steady construction of the Yaoundé Architecture continued in 2019. Work proceeded in Zone E and F, following the MOUs agreed in 2018 on the setting up of Zone E (Cotonou), Zone F (Accra), and Zone G (Praia). However, important issues in setting up of Zone G

remain to be resolved, In addition, the ICC has still to replace its Executive Secretary who left his post in 2019, the CRESs are seen as understaffed, whilst the MOCs are for the most part not yet multi-agency structures allowing better coordination. At the operational level, effect still needs to be given to the MOU on Joint Maritime Operations and Patrols agreed for example in Zone E.

Against this background a number of support missions designed to strengthen the ICC (Jan-Feb, March-April), CRESMAO (June), and CRESMAC (September) were carried out with the support of the EU's GOGIN project along with input from France, UK and UNODC. This work looked in particular at the personnel and financial needs, and was presented in summary form to the G7++FoGG plenary in November 2019. Key observations called for improvements in the political and strategic guidance from regional organisations (ECOWAS, ECCAS, GGC), greater clarity in the functions of each of the different organisations of the Yaoundé Architecture, and the consequent staffing and financial needs. These elements all helped contribute to discussions at the Chief Executives' Meeting of the ICC, May 2019, which drew attention to key staffing and financing issues.

The EU financed programmes under implementation in 2019 (see Annex 3 for details), include training programmes and technical experts present in ICC, CRESMAO and CRESMAC. All of these projects and programmes have their own cooperation structures, bringing together different partners in the European Union and in GoG states. Of particular note is SWAIMS for West Africa (€29 million) and PASSMAR for Central Africa (€10 million) both of which effectively started in 2019. These two programmes complement on-going training, capacity building and legal reform activities carried out under GOGIN (€7.5 million).

The EU is also funding other initiatives, including PESCAO (€15m) to promote better fisheries policy at regional and national levels, including the fight against IUU fishing, and two programmes on ports being WeCAPS (€8.5m) programme on port safety and security; and IPCOEA (€1.9m) on improving port efficiency by bringing together all port procedures under a Single Window System.

On addressing drug trafficking, the SEACOP (€6m) programme seeks to build capacities and strengthen cooperation against maritime illicit trafficking on the trans-Atlantic cocaine route; and the CRIMJUST (€12m) aims to enhance the capacities of criminal justice institutions to tackle drug trafficking and transnational organised crime, including in West Africa. Training support has been given through the SEACOP programme in Senegal through the Unite Mixte de Controle de Conteneurs et des Navires (UMCC), which regularly implements controls on vessels arriving in port. In Ghana, the multi-agency team now includes an INTERPOL officer in their team, thereby improving access to INTERPOL's database. At the same time the Maritime Analysis and Operations Centre – Narcotics (MAOC-N) continues to support several Navy and Coast Guard deployments in the area.

In addition, practical cooperation also takes place with coastal States through the regular naval exercise in the region. In 2019 exercises of particular note were the Grand African NEMO (Naval Exercise in Maritime Operations) which took place Oct-Nov 2019 organised by the French Navy and involving naval assets of the region as well as invited countries, notably the US, Spain, and Denmark. In addition, France organised a smaller Megalops III exercise with Gabon in June 2019. In addition the "Corymbe" mission in 2019 had six slot times, eight ships, and 300 days in the Area of Operations. The US also organised the

Obangame Express exercise in March 2019 to which 33 nations were invited to participate, as well as the Junction Rain operation in April-May 2019 which focused on law enforcement operations rather than training exercises. There is also COPERNICUS providing satellite imagery, through EMSA, supporting training exercises organised by EU Member States or by UNODC. As an example, in December 2019 a first satellite supported exercise, conducted in cooperation between São Tomé and Príncipe, the Portuguese Navy and has been a first successful initiative.

To give more coherence to the training programmes in the area of maritime security the ICC and the UNODC (with support from Norway) carried out in 2019 as assessment of training available and training needs, including outlining a proposed Training Plan 2019-2022. Emphasis is placed on the development of regional training capacity through the Académie Régionale des Sciences et Techniques de la Mer – Institut de Sécurité Maritime Interrégional (ARSTM – ISMI), Abidjan, the Regional Maritime University (RMU), Accra; the Universidade de Cabo Verde (UCV), Mindelo, and the Kofi Annan International Peacekeeping Training Centre (KAIPTC), Accra.

In terms of information technology, GOGIN continued the development of the Yaoundé Architecture Regional information sharing (YARIS) during 2019, including first steps in the design of the system, along with the provision of hardware to the ICC, CRESs, and the MMCC in Zone D and Zone F. EMSA continued to provide satellite imagery in quasi-real time from the Copernicus earth observation system, to assist training programmes provided by Member States and UNODC, as well as specific surveillance operations. Other key equipment includes the installation of an AIS mobile station in Liberia, the selection of a company to provide radars along the Beninese coast, and the provision of radio communication equipment in Guinea that allows the interoperability of communication systems between the MOC, Navy and Air Force.

Over the course of 2019 a programme of legal assessments was carried out in Guinea, The Gambia, São Tomé and Príncipe, Sierra Leone, Liberia and Cabo Verde with the help of UNODC (assessments had earlier been carried out in Cameroon, Gabon, Nigeria, Togo, Benin, Ghana, Senegal and Côte d'Ivoire). These legal assessments in particular looked at the definitions of piracy, whether universal jurisdiction applied, and whether there had been any prosecutions. Different definitions of piracy apply, and only four countries have universal jurisdiction, whilst no country has completed any prosecution for piracy (although one case in Togo was ongoing as of end-2019). As part of the SWAIMS programme UNODC has assisted Nigeria, Ghana, Senegal, and The Gambia in drafting maritime crime legislation. A large programme of training for the region has accompanied this work. Evidently, much work needs to be done in this area if the ICC is to fulfil its role of harmonising legal frameworks and contributing to improving judicial capabilities.

Following an incident in Togolese waters in May 2019, which led to the detention of alleged pirates, CRESMAO, with the support of GOGIN, carried out an evaluation of the success, pointing out the importance of 24/7 surveillance by the MOC, fast communication, operational capabilities (notably fuel for law enforcement vessels), and early alert of the legal structures for prosecution. These capabilities are clearly not as widespread as they should be to organise a response at sea.

One important step forward in 2019 on legal matters was the Suppression of Piracy and Other Maritime Offences Act (SPOMA), approved in Nigeria in June 2019. This Act, for the first

time, created legal clarity in Nigeria for the prosecution of piracy and armed robbery at sea, including the application of universal jurisdiction. These changes in Nigeria appear to be part of a larger effort to improve maritime security, which includes raising awareness and the Deep Blue programme. In addition, Nigeria is very explicit about the shortage of law enforcement assets at sea, and therefore has adopted an approach of contracting private companies, which are staffed by Nigerian naval staff and provide security escort vessels to shipping companies in waters around Nigeria.

Challenges

The principal challenge remains the completion of the Yaoundé Architecture so it can effectively pursue the objectives agreed by the States of the region. Reinforcement of regional and national organisations of the Yaoundé Architecture face difficulties, including political and strategic leadership, staffing, finance, the involvement of host nations, and States of the region providing key staff.

The implementation of different EU supported initiatives makes the sharing of information and coordination between new and on-going EU-funded actions a crucial task to ensure synergies and delivery of results and impact. The large number of activities across many countries makes this a particularly difficult challenge.

The continued absence of a formal information sharing tool in the region (YARIS), which allows for both the monitoring of activities at sea, and the sharing of this information between the different organisations of the region (ICC, CRESs, MMCCs, MOCs) hampers the ability to have the information needed to respond to illegal actions at sea.

However, even if information is available, poor operational capabilities and weaknesses in the legal framework restrict the ability of coastal States to respond effectively to illegal maritime activities in the region. The fact that arrests are low and that there have been no successful prosecutions, despite the many instances of piracy in the region, speaks volumes as to the work that remains to be done.

Recommendations and priorities for the future

On the Yaoundé Architecture follow-up work to the support missions conducted in 2019 should be carried out with the aim of carefully delineating the roles and responsibilities of the different organisations in the region, thereby providing a clearer framework for the objectives, staffing, and financing of the different organisations. In this respect the regional organisations – ECOWAS, ECCAS, and the GGC – along with the ICC need to take a leading role, notably through the political and strategic guidance provided by the annual Chief Executives’ Meeting. The ICC should regularly update its action plan and make information more easily available on a revised and improved website.

On information sharing, the work on the YARIS system needs to be completed so that it can be rolled-out to the different organisations within the Yaoundé Architecture, taking into account that the financial and technical support to ensure its sustainability will be needed in the future. Similarly, information on EU financed projects could be improved through more regular and timely sharing of forward plans/mapping of project activities. The CMP concept will need to be incorporated into this work.

Work on improving the legal frameworks, on anti-piracy for instance, will need to continue, complemented by appropriate training. This work should include completing and updating legal mapping, and providing technical support to the drafting of legal texts. In addition, to ensure the success of all legal proceedings, investigative and evidence gathering procedures should be improved, especially the skills of the stakeholders at sea in the preservation of crime scenes and evidence gathering. Particular attention should be paid to the evolution of developments in Nigeria following the approval and rollout of its anti-piracy SPOMA legislation.

The orientations arising from the French and Ghanaian co-chairmanship of the G7++ FoGG and the establishment of the Virtual Working Groups on legal issues, and education and training should be able to contribute to reinforcing the work of regional and national organisations. In order to share a strategic vision and enhance coordination of activities, the structured policy dialogue between the EU and UNODC could be strengthened.

SUMMARY OBJECTIVE 2: In 2019, considerable work took place to reinforce multi-agency institutions at regional and national levels. Of note were the support missions to ICC and the CRESMs, legal assessments and mappings of anti-piracy and IUU fishing legislation, and an overview of training programmes and needs. Further work is needed under a strong policy/political steer from the Yaoundé Architecture organisations to follow-up on the support missions (in particular on clarifying roles and responsibilities of YA organisations), some country legal assessments, and training programmes. At the same time, the EU-funded projects started implementation in earnest, opening the path to reinforcing regional and national organisations. Exercises and operations by EU MS and international partners have proven their worth. Attention also needs to be given to the evolution of policy and actions in key coastal States, and improving the sharing of information between EU financed projects and programmes.

Third Objective: More prosperous and resilient economies and coastal communities

- Result 8: Improved governance of key industries (incl. fishing and extractive industries)
- Result 9: Support for infrastructure projects, including ports
- Result 10: Support to growth and employment in coastal areas
- Result 11: Facilitation of research to understand conducive causes, and support to youth and educational initiatives to mitigate criminality

Achievements

The EU and its Member States continued to provide support for the sustainable development of fisheries resources, maritime infrastructure, and other types of economic development in 2019. Of particular note is the EU-funded €15 million programme "Improved Regional Fisheries Governance in Western Africa" (PESCAO) which aims at enhancing the contribution of fisheries resources to sustainable development, food security, and poverty alleviation in West Africa. The specific objective is to improve regional fisheries governance in Western Africa through better coordination of national fisheries policies. The programme

supports ECOWAS in developing a regional fisheries strategy and facilitating cooperation with sub-regional fisheries organisations. It also supports sound management by building the capacities of competent national and regional Monitoring, Control, and Surveillance (MCS) authorities to deter IUU fishing. In this context, the the European Fisheries Control Agency (EFCA) provides technical assistance to the Sub-Regional Fisheries Commission (SRFC),¹⁰ and the Fisheries Committee for the West Central Gulf of Guinea (FCWC),¹¹ and their member countries. Finally, it also focuses on coordinated approaches for shared fisheries management.

The cooperation with EFCA in 2019 enabled the completion and presentation of a legal mapping in the countries of the FCWC and SRFC with regard to IUU fishing, including recommendations for improvement. EFCA also provided follow-up support to Cabo Verde and Togo. EFCA has also organised several regional and national training sessions for inspectors and Fisheries monitoring Centres (FMCs) staff, and supported three SRFC joint fisheries surveillance operations.

On IUU fishing, the European Commission continued in 2019 to engage with several GoG countries through bilateral dialogues under the EU IUU Regulation.¹² Under its system of evaluations, pre-identification (“yellow card”), identification (“red card”), and listing, the EU aims to meet its obligations in fighting IUU fishing in line with international obligations as one of the largest importers of fisheries products. In 2019, formal dialogues under the so-called “yellow-card” were ongoing with two West African countries and informal dialogues took place with former carded countries. An initial evaluation of another country in the region was also carried out.

The EU also maintained and renewed its existing network of bilateral Sustainable Fisheries Partnership Agreements (SFPAs). In 2019, seven countries were covered: two with active SFPAs being Liberia and Côte d’Ivoire, and five with renewed implementing protocols being Cabo Verde, Senegal, The Gambia, Guinea Bissau, and São Tomé and Príncipe. Implementing protocols do not exist with Gabon and Equatorial Guinea. The EU provides compensation so that EU long-distance fleets can access the EEZs of these countries amounting to €14.5m per year, and in addition provides sectoral support of €6.5m per year for the seven countries covered. The access agreements are publicly available,¹³ and the sectoral support has included fishery management, addressing the needs of women fishers, equipment to land fish, avoiding post-harvest losses, and the marketing of fishery projects.

The EU continued to provide support the Fishery Committee for the Eastern Central Atlantic (CECAF) whose objective is to promote the conservation, management and development of the marine living resources within its area of competence. The EU has funded several scientific activities, notably on demersal and small pelagic stocks, involving the participation of West African countries. In addition, the EU supported the feasibility of upgrading CECAF to a “fully fledged” Regional Fisheries Management Organisation, enabling a more effective management and decisional power.

¹⁰ The SRFC includes Cabo Verde, Gambia, Guinea, Guinea-Bissau, Mauritania, Senegal, and Sierra Leone.

¹¹ The FCWC includes Benin, Côte d’Ivoire, Ghana, Liberia, Nigeria and Togo.

¹² Council Regulation No 1005/2008 establishing a Community system to prevent, deter, and eliminate illegal, unreported and unregulated fishing.

¹³ See, for example, [Sustainable Fisheries Partnership Agreements](#)

The EU was also very active in another Regional Fisheries Management Organisation active in the region: the International Commission for Conservation of Atlantic Tunas (ICCAT) that is an inter-governmental fishery organization responsible for the conservation of tunas and tuna-like species in the Atlantic Ocean and its adjacent seas. The EU, which is a member of ICCAT, has funded scientific research contributing to the advice that forms the basis for many ICCAT decisions. It has also facilitated capacity building, notably (but not only) by supporting the participation of developing Parties to the ICCAT Commission's scientific meetings. Additionally, the EU has supported the finalisation of the ICCAT Online Management System to facilitate reporting by all parties, in particular developing Countries in ICCAT.

The new project “Improving port security in West and Central Africa” (WeCAPS) was launched in 2019. The project supports compliance with IMO’s International Ship and Port Facility Security Code (ISPS) covering port governance; improved ships, goods, and people safety and security; and promoting port sustainability. Following initial studies, the project covers seven pilot countries: Senegal, Côte d’Ivoire, Ghana, Togo, Nigeria, Cameroon, and Congo-Brazzaville, and is expected to include contacts with European partner ports in Marseille, Le Havre, and Antwerp.

Challenges

IUU fishing poses a serious threat to fish stocks, and also distorts competition and puts law respecting businesses and coastal communities at risk, bringing negative consequences in terms of livelihoods. Within the Gulf of Guinea, as with other areas IUU fishing depletes fish stocks; destroys marine habitats; distorts competition; puts honest fishers at an unfair disadvantage; and weakens coastal communities, particularly in developing countries. Further, IUU fishing activities are often associated with other illegal activities. While some countries have made substantial progress in the development of fisheries legislation, thorough implementation of this legislation will be essential to curb IUU fishing.

The work on Port Security under the WeCAPs programme has to delicately manage the fact that resource constraints limit its operations across seven of the nineteen coastal countries in the region. The future success of the programme will be shaped by the level of political support that can be mobilised for the different Ports that are to be supported. In addition, close collaboration between the WeCAPs activities and those under SWAIMS and PASSMAR will need to be maintained and enhanced.

Recommendations and priorities for the future

Sustainable and inclusive economic development in the Gulf of Guinea is crucial to improve livelihoods, strengthen resilience of vulnerable populations, and provide an alternative to illegal activities current in the region. By improving the prospects of coastal communities through job creation, youth empowerment through investment in education, private sector development and trade. The adoption of specific community development programs should be considered based on a better understanding of the communities at risk, actual or potential.

Further work could be carried out looking at how best to address the promotion of the Blue Economy, as well as the development of better Ocean Governance. Work in this area has the potential to add a positive narrative that complements the security dominant narrative that currently exists. Closer collaboration on these matters deserves to be explored with regional

organisations (ECOWAS, ECCAS), national, and local authorities, as well as through the G7++FoGG international forum. One element that might help here would be the promotion of the African Charter on Maritime Security and Safety and Development in Africa (Lomé Charter).

Against the background of specific interventions in the area of fisheries, and ports, wider investment programmes such as the “Europe-Africa Alliance for Jobs and Investments”, and the European External Investment Plan (EIP) will continue to mobilise public and private resources for investments as well as assist in building a conducive investment climate in the region. Regarding trade policy, the region has an opportunity to continue to capitalise on the Economic Partnership Agreements (EPAs) contributing through trade and investment, to growth, sustainable development, and job creation.

SUMMARY OBJECTIVE 3: In 2019 work has continued in the most noticeably in the areas of sustainable fisheries, and port development. This work should continue perhaps paying more attention to at risk coastal communities, building on the wider agenda promoting the Blue Economy and better Ocean Governance.

Fourth Objective: Strengthened cooperation structures with the region, and amongst EU Member States and international partners

Result 12: Encouragement of practical regional cooperation beyond declarations of intent

Result 13: Political dialogues and coordinated lobbying for implementation of the Code of Conduct

Result 14: Support to ECOWAS, ECCAS and GGC internal coordination with their Member States, with each other, and with external partners

Achievements

The main structure for cooperation with the region is the G7++Friends of the Gulf of Guinea (FoGG). Set up in 2013, the G7++FoGG has become the forum to strengthen cooperation between international actors on the one hand, and GoG coastal States, regional organisations, and the organisations of the Yaoundé Architecture on the one hand. In this respect, 2019 was a fruitful year in which the French-Ghanaian presidency organised two major meetings, one in July 2019 in Brussels, and the other in November 2019 in Accra. The meeting in July 2019 was noticeable for the setting up of five Virtual Working Groups (VWG). These groups covered Legal Issues (Cameroon), Finance (no chair), Maritime Domain Awareness (Ghana), Education and Training (Senegal), and the Blue Economy (Togo). With one exception – the group on Finance – these VWGs were able to work over the subsequent months and deliver reports to the G7++FoGG plenary session in Accra in November 2019. The setting up of these VWG has the potential to very much strengthen the cooperation with the region.

Political dialogue with regional organisations focused on follow-up to previous dialogues in 2018, notably with ECOWAS in November 2018. Other dialogues took place within the framework of the Chief Executives Meeting in May 2018 at which the EU and a number of EU Member States participated. These discussions however focused on the financial and human resources of the ICC, CRESSs, and MMCCs, which were seen as limiting the ability to

carry out their mandate. EU Delegations to Cameroon, Nigeria, Gabon, and Angola (where ICC, ECOWAS, ECCAS, and GGC headquarters are respectively situated) have a special role in reinforcing policy dialogue. In addition, those in the countries of the CRESs (Côte d'Ivoire and Congo-Brazzaville), and the MMCCs (Angola, Cameroon, Benin, Ghana, and Cabo Verde) also have an important role to play.

During 2019, the EU took an important step in terms of developing the Coordinated Maritime Presences (CMP) concept. This concept, which is designed to ensure greater effectiveness of EU Member States military assets already present in different maritime areas of interest, was discussed during an informal meeting of Ministers of Defence in August 2019. At this meeting, the then HRVP, Federica Mogherini, outlined that CMP could be an additional tool at the disposal of the European Union that would make use of the presence of national naval assets that would be provided on a voluntary basis. These assets would remain under national chains of command, but with EU MS agreeing to share information, awareness, and analysis. Cooperation with coastal States could also be enhanced. It was proposed that, although the concept was still at an initial stage, a first pilot case in the Gulf of Guinea could be advanced. It was stressed that the mechanism would be “very light” and would not substitute, but would complement other operations. Further discussions took place with EU MS throughout 2019 on the practical arrangements for the implementation of the CMP concept, including designating the Maritime Area of Interest, and setting up a Maritime Area of Interest Coordination Cell.

Challenges

Building on the work of the French/Ghanian presidency of the G7++FoGG, and in particular the establishment of the VWGs, will require some attention to ensure continuity of this work in the future. In a similar vein, ensuring that at least annual dialogues take place with ECOWAS and ECCAS is important to ensure that maritime security remains firmly on the political agenda.

Giving effect to the ambitions of the CMP concept presents a particular challenge. Notably, ensuring that EU MS are content with the coordination mechanism and that cooperation with coastal States can be enhanced. One area that will need to be developed would be any complementary technical assistance that might accompany the coordination mechanism of naval assets.

Recommendations and priorities for the future

Regular discussions within the G7++FoGG framework should take place, perhaps between the previous chair, the current chair, and the future chair, and also involving the participation of the chairs of the VWG. In this way, the overall sharing of information could be improved.

Special attention should be devoted to improving the work with and the appropriation by regional organisations (such as ECOWAS and ECCAS) of the Yaoundé Architecture, and in particular in putting discussions between the EU and these regional organisations on a more systematic basis.

Further discussions on the implementation of the CMP concept should continue with EU MS and with coastal States.

SUMMARY OBJECTIVE 4: The G7++FoGG structure gained some traction in 2019, notably with the setting up of the five Virtual Working Groups, laying a strong basis for improving cooperation structures. The prospects for piloting the CMP concept also opens the path to a more effective EU presence in the region which can be expected also to strengthen cooperation structures.

3. Conclusions and way forward

Protecting sea lines of communication remains a key priority in the Gulf of Guinea. This priority is part of other priorities such as tackling smuggling of drugs, arms, and people, as well as combating IUU fishing, and contributing to the prosperity of coastal communities. Kidnapping for ransom of seafarers, drug and arms seizures, and declining fish stocks all signal that the challenges in the Gulf of Guinea are very much present. The transnational nature of these challenges are a reminder of how important are the commitments to international collaboration made in the Yaoundé Code of Conduct. The EU's Strategy and Action Plan on the Gulf of Guinea therefore remains relevant to improving the EU's response.

A shared understanding of the threats was enhanced in 2019, particularly on issues related to piracy, with the more active involvement of key countries. Sharing of information, reporting and analyses of risks continued during 2019, most noticeably through the G7++FoGG meetings, and the establishment of Virtual Working Groups. For the future, this work should continue with attention being paid to an enhanced role of the leadership of the Yaoundé Architecture, further sharing of information through the G7++FoGG work, and strengthened dialogue with the shipping industry.

Turning to the issue of strengthening the Yaoundé Architecture, considerable work took place in 2019 to reinforce multi-agency institutions at regional and national levels. Of note were the support missions to ICC and the CRESMs, legal assessments and mappings of anti-piracy and IUU fishing legislation, and an overview of training programmes and needs. Further work is needed under a strong policy/political steer from the Yaoundé Architecture organisations to follow-up on the support missions (in particular on clarifying roles and responsibilities of YA organisations), the legal assessments, and the training programmes. Attention also needs to be given to the evolution of policy and actions in key coastal States, and improving the sharing of information between EU financed projects and programmes.

For coastal communities, work in 2019 has focused on the areas of sustainable fisheries, and port development. More attention could perhaps be paid to “at risk” coastal communities, building on the wider agenda promoting the Blue Economy and better Ocean Governance.

Cooperation structures were strengthened throughout 2019, notably through the G7++FoGG forum, especially with the setting up of the five Virtual Working Groups. At the same time, EU-funded projects started implementation in earnest, opening the path to strengthened cooperation on longer-term objectives. For shorter-term operational needs, exercises and operations have proven their worth, and the prospects of piloting of the CMP concept opens the path to a more effective EU presence in the region.

Taking into account the different timelines for the expected results, the implementation of the GoG Strategy and Action Plan can be considered broadly on track. However, meeting agreed objectives will need further sustained ownership from the countries of the GoG, the building of national capabilities to underpin regional cooperation and probably increasing EU political focus in the region.

ANNEX 1

LIST OF ABBREVIATIONS

ACP	African, Caribbean and Pacific Countries
AFIC	Africa-FRONTEX Intelligence Community
AFRICOM	Africa Command (US)
AIMS	African Integrated Maritime Strategy
AIS	Automatic Identification System
AP	Action Plan (<i>EU, following Strategy for the Gulf of Guinea</i>)
AU	African Union
C2	Command and Control
C4IR	Command, Control, Communications, Computers, Intelligence, and Reconnaissance
CECAF	Fisheries Committee for the Eastern Central Atlantic
CECLANT	Commandant l'arrondissement maritime Atlantique (French Navy)
CICL – Camões	Instituto da Cooperação e da Língua (Portuguese Development and Cooperation Agency)
CMC	Cellule Multinational de Coordination
CMP	Coordinated Maritime Presence
CMS	Copernicus Maritime Surveillance Service
CORYMBE	French mission to promote maritime security in the Gulf of Guinea
CRES	Regional Centre of Maritime Security Coordination (general term for CRESMAC or CRESMAO)
CRESMAC	Centre Régionale de Sécurité Régionale de l'Afrique Centrale/Regional Centre of Maritime Security Coordination for Central Africa
CRESMAO	Centre Régionale de Sécurité Maritime de l'Afrique de l'Ouest/Regional Centre of Maritime Security Coordination for West Africa
CRIMSON	Critical Maritime Routes Monitoring, Support and Evaluation Mechanism
CRP	Cocaine Route Programme
CSDP	Common Security and Defence Policy
DG	Directorate General of the European Commission
ECCAS	Economic Community of Central African States
ECOWAS	Economic Community of West African States
ECSA	European Community Shipowners' Associations
EDF	European Development Fund
EEAS	European External Action Service
EEZ	Exclusive Economic Zone
EFCA	European Fisheries Control Agency
EMSA	European Maritime Safety Agency
EU	European Union
EU MS	European Union Member States
EUNAVFOR	European Union Naval Force

EUTM	EU Military Training Mission
FAO	Food and Agriculture Organisation of the United Nations
FCWC	Fisheries Committee for the West Central Gulf of Guinea
FRONTEX	European Border and Coast Guard Agency
G7++FoGG	G7 Friends of Gulf of Guinea
GGC	Gulf of Guinea Commission
GoG	Gulf of Guinea
GOGIN	Gulf of Guinea Interregional Network
HQ	Headquarters
IBF	The International Bargaining Forum
ICC	Interregional Coordination Centre
ICCAT	International Commission for Conservation of Atlantic Tuna
IcSP	Instrument contributing to Stability and Peace
ILO	International Labour Organisation
IMO	International Maritime Organisation
IMSI	Interregional Maritime Security Institute
INTERPOL	International Criminal Police Organisation
IPCOEA	Improvement of Ports' Customs and Operations Efficiency in African Ports
ISMI	Institut de Sécurité Maritime Interrégional (Abidjan)
ISPS	International Ship and Port Facility Security Code
ISR	Intelligence, Surveillance, and Reconnaissance
ITF	International Transport Workers' Federation
IUU	Illegal, Unreported and Unregulated (fishing)
MAOC(N)	Maritime Analysis and Operations Centre (Narcotics)
MARE	Directorate General of the EU Commission for Maritime Affairs and Fisheries
MMCC	Multinational Maritime Coordination Centres
MCS	Monitoring, Control and Surveillance
MDA	Maritime Domain Awareness
MDAT-GoG	Maritime Domain Awareness for Trade Mechanism – Gulf of Guinea (France-UK)
MOC	Maritime Operation Centres
MOVE	Directorate General for Mobility and Transport
MOWCA	Maritime Organisation for West and Central Africa
NATO	North Atlantic Treaty Organisation
NEMO	Navy Exercise for Maritime Operations (France)
NEPAD	New Partnership for Africa's Development
NIP	National Indicative Programme
OBP	Oceans Beyond Piracy
OCIMF	Oil Companies International Maritime Forum
PAPMOD	Programme d'Appui au Plan de Modernisation des Douanes
PASSMAR	Programme d'Appui à la Stratégie de sûreté et de Sécurité Maritimes en Afrique Centrale
PESCAO	Amélioration de la Gouvernance régionale des pêches en Afrique de l'Ouest
PSD	Private Sector Development
RCBEE	Belgium Programme – Renforcement des capacités par le biais de Bourses, Etudes et Expertise
REC	Regional Economic Community
RFMOs	Regional Fisheries Management Organisations
RMU	Regional Maritime University (Accra)
SEACOP	Seaport Cooperation Programme
SFPAs	Sustainable Fisheries Partnership Agreements
SRFC	Sub-Regional Fisheries Commission
SWAIMS	Support to West Africa Integrated Maritime Security
TTW	Territorial Waters (0 – 12 nautical miles)
UNODC	United Nations Office on Drugs and Crime

VMS
WAPIS
WeCAPS

Vessel Monitoring System
West African Police Chiefs Information System
West and Central Africa Port Security

ANNEX 2

Fifth Implementation Report Gulf of Guinea Action Plan 2015-2020

Activities and cooperation

Objective 1: “**Improved common understanding of the scale of the threat, and the need to address it among the countries in the region and the international community**”

Belgium: Gaining a common understanding of the threat takes place through various actions. The Maritime Security Division of the Directorate-General Shipping monitors all maritime related incidents in the region on a daily basis. Based on the analysis of the Belgian Coordination Unit for Threat Analysis, recommendations are sent to Belgian flagged vessels in the area. The Maritime Security Division also shares its information with Belgian stakeholders such as shipping companies’ Company Security Officers, and other national authorities such as the military. Information also comes directly from captains and company security officers of the shipping companies. Information is also shared with and collected from other EU Member States, notably NL, DE, DK, UK as well as NO and IS; also with international partners such as NATO, IMO (NCAGS), MICA centre (FR), and some important private organisations including CSO Alliance and Lloyds List. Information is shared through participation in international meetings, (eg EU MARSEC). Through agreements to share information on incidents and the measures taken, we avoid duplication in research.

In terms of dialogue, Belgium has participated in the G7++FoGG meeting in Brussels (July 2019); and its Maritime Domain Awareness virtual working group. Also, participation in EU-Togo Political Dialogue Meeting (Nov 2019); work under the mixed (bilateral) commission Belgium-Angola which is expected to include regional security, including the GoG, where Belgium has contributed actively to the elaboration of reports that touch on security and defence cooperation with Angola. Information sharing also takes place with relevant experts/stakeholders including private sector, such as through regular situational updates with Port Autonome de Cotonou in Benin.

Denmark: In line with the “Priority Paper for the Danish Efforts to Combat Piracy and other types of Maritime Crime 2019-2022”, Denmark has posted a Maritime Military Advisor in Abuja and a Maritime Counsellor in Accra to help raise awareness of the scale of the threat to maritime security. In addition, around the “Position paper for a Multilateral Cooperation in the Gulf of Guinea” of June 2015, the Defence Ministries of FR, ES, PT, and DK continue to have regular meetings in order to share maritime security and safety information, identifying synergies between the navy deployments in the region and proposed cooperation actions with local navies.

Denmark also actively participated in G7++FoGG and all its virtual working groups with participants from government, private companies and regional organisations. Denmark has held discussions with the MMCC, Zone F in Accra, with participants from the Ghanaian maritime authorities and the shipping company MAERSK, in collaboration with the Danish Defence College. In addition, the Kofi Annan International Peacekeeping and Training

Centre (KAIPTC) in Accra has convened regional symposium meetings between key maritime stakeholders on conducting research into maritime insecurity in the region. Findings will contribute to the development of an “Advanced Maritime Security Course” at the KAIPTC aiming at training 60 plus maritime security experts as of end-2020. Denmark has also supported the EU-Delegation established local Maritime Security Working Group in Nigeria.

France: Active with the UK in setting up the MDAT-GoG reporting and alert system for the Gulf of Guinea, based in Brest. Welcomed visit by African authorities and the EEAS to Brest and CECLANT (Commandant l’arrondissement maritime Atlantique). The MICA Centre achieved full capacity in 2019, with the first yearly public report for 2019 released, including coverage of the GoG situation.

Co-presidency with Ghana of the G7++FoGG, including Brussels meeting in July and Accra plenary session in November 2019. Co-organisation with the Ghanaian Navy of the 4th Gulf of Guinea Chiefs of the Naval Staff Symposium, Accra, November 2019, to which international partners were invited including US, UK, CA, Brazil and Morocco as well as the EU. French participation in international meetings, such as the Global Maritime Security Conference, Abuja, Oct 2019. France also holds regular meetings with P3 partners and with the EU GoG Task Force, and shared operational planning with maritime actors on a more regular basis (quadripartite initiative: France, Denmark, Portugal, and Spain) to develop mutual understanding with maritime actors.

Portugal: Key features of Portugal’s engagement in the Gulf of Guinea include its longstanding defence cooperation programmes with GoG countries, such as Angola, Cabo Verde, Guinea-Bissau and São Tomé and Príncipe, that are all active in the region as a member of the Portuguese Language Speaking Countries (CPLP). Maritime security in the GoG was also one of the themes discussed, at a meeting in Lisbon of Directors of Military Intelligence Services from CPLP in 2019.

Portugal participated in the two G7++ FoGG 2019 meetings under the chairmanship of France and Ghana, including the participation of the Secretary of State for Defence at the plenary meeting in Accra, November 2019. The Portuguese Navy also participated at the Global Maritime Security Conference 2019 in Abuja, Nigeria; and co-organised an international seminar on maritime security in the Gulf of Guinea, in Luanda, in November 2019. During the first Inter-ministerial Commission between Portugal and Angola, in December 2019, maritime security in the GoG was discussed.

Objective 2: “Reinforced multi-agency institutions at the regional and national levels”
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Belgium: Capacity building work has focused on participation in naval exercises and training for the navies of some coastal States. For example, Belgium participated in the Grand African Nemo exercise. Belgian Defence contributed to the multinational program with a logistics support vessel for military operations at sea on which 10 officers and non-commissioned officers (NCO) from the Beninese Navy and 5 officers and NCOs from the Togolese Navy were able to participate in a navigation course at sea, as well as good tactical models of training. As part of the same program, Belgian Defence also provided in 2019 two 3-week training sessions of “boarding teams” on boarding and control technics at sea. Belgian

Defence also provided two 3-week training sessions for crews on military patrol vessels, which focused on navigation techniques and how to react to incidents at sea. The Belgian navy also participated in Exercise Obangame Express, with the deployment of different officers in command and control posts, in Benin and in Côte d'Ivoire.

For Angola, capacity building regarding port management is under discussion with the Port of Antwerp International (PAI), and trainings by the Egmont Institute on anti-corruption were provided to prosecutor's office and anti-money laundering unit. Regarding military cooperation, the Royal Belgium Military School has also prepared training to the Angolan military. A general framework agreement regarding defence cooperation is however required before Angolan military officials are allowed to participate.

Some attention has been paid to improving information and recommendations to ships, all possible means of communications are used. For São Tomé and Príncipe, the Belgian company SAIT-Zenitel concluded a contract many years ago to implement a Global Maritime Distress and Safety System (GMDSS) to improve maritime communication between ships and the port authorities, and although not fully functioning renewed attempts were made in 2019 to reactivate and improve this system.

Denmark: Denmark is implementing the new Gulf of Guinea Maritime Security Programme 2019-2021 which derives from the Danish Governments "Priority Paper for the Danish Efforts to Combat Piracy and other types of Maritime Crime 2019-2022" launched late 2018. This programme has four main elements: (i) strengthening national and regional maritime law response through UNODC by improving the legal framework and ability to investigate and prosecute maritime crime; (ii) supporting implementation of maritime strategies in Ghana and Nigeria; (iii) enhancing regional research and capacity development through the Kofi Annan International Peacekeeping Training Centre (KA IPTC) in Accra; and (iv) maritime operational planning and response to counter maritime crime including piracy by further developing the Yaoundé Architecture via the Interregional Coordination Centre (ICC) and capacity of navies and other law enforcement agencies with a focus on Ghana and Nigeria in training, boarding and gathering evidences.

In this framework, it has provided funds for equipping the MMCC Zone G (Cap Verde) with a HF/MF mast as part of the finalisation of the centre, implemented with the technical support of Germany (GIZ). Denmark has also carried out capacity building, training and collaborating activities with countries in the region and with partners (US, NL, FR). In particular, Denmark has conducted a Maritime Operational Planning Course with ICC, US Naval Forces Africa, with 23 students from 14 different West African coastal States passing the course. Ten West African instructors, students from previous courses, acted as instructors on the course. To date, nine African instructors and one course director have been trained. Denmark and ICC have started to draft the Standing Operational Procedures (SOP) for Maritime Operational Planning.

Much of Denmark's work is carried out in close collaboration with the UNODC, focusing on improving national legal frameworks and the ability to investigate and prosecute maritime crime as part of the UNODC "Global Maritime Crime Programme" (GMCP) and the EU-funded "Support to West African Integrated Maritime Strategies" programme (SWAIMS).

France: Support has been provided to the implementation of the Yaoundé Code of Conduct, notably through two support missions for ICC (an advisory mission in January and an expert

support mission in April). Significant efforts given to Zone D through Cameroonian navy support, granted by both EFG and CECLANT. Historical support of Togo and Benin in Zone E through important targeting of capacity building and equipment donations. The recently appointed Beninese “Préfet Maritime” was hosted by CECLANT for three days in Dec 2019, and increasing co-operation with Nigerian Navy is being undertaken.

France has also actively participated in EU project activities such as GOGIN, PESCAO, SWAIMS and coordination with international organisations such as UNODC. French experts present in the region have provided support for scoping missions for the WeCAPS project, dedicated to port security in West and Central Africa.

Capacity building support has been provided through support to the Institut Supérieur Maritime Interrégional (ISMI), Abidjan, and to the Regional Naval Academy, Tica. In 2019, ISMI trained around 300 people, and the Regional Naval Academy, 134 cadets in the trades of navigation, mechanics and maritime.

Regional and local exercises were organised by France, including GANO19, 3 African NEMO, MEGALOPS, PASSEX all led by French ships deployed in the GoG. These exercises, planned and coordinated with local and international actors, aimed to develop and reinforce the Yaoundé Architecture and local navies, including tactical and technical training for the benefit of local navies (82 teaching sessions/635 seamen trained, 19 embarking periods), and operational cooperation at sea (20 cooperation-at-sea missions, 51 cooperation-air-sea missions). The presence of detached French officers inside the region’s armed forces (12 navy officers) helped to identify training needs to better adapt the training programmes offered by France. France participated in the Obangame Express Senior Leaders Meeting in Lagos. Common operational patrols for a better awareness and control of national waters regarding IUU fishing has also taken place. Yearly FR Navy meetings with Nigerian Navy and Congolese Navy. Delivery of gasoline to African navies, and €150,000 of material donations dedicated to maritime security. Presence of detached French officers inside African armed forces (12 navy officers).

Portugal. On capacity building, Portugal has a number of bilateral agreements with Angola, Guinea-Bissau, Cabo Verde and São Tomé and Príncipe focusing on strengthening their navies and coast guards. Of particular note is the maritime operational capacity-building mission in São Tomé and Príncipe with the Portuguese Patrol Boat, Zaire, which is present all year. In addition, several projects have been developed in the fields of maritime safety and security, including SAR, Surveillance, C4IR, hydrography and marine cartography, naval readiness, maritime signalling and lighting. Portugal has a Trilateral Agreement for Cooperation in the Field of Defence between Cabo Verde, Portugal and Luxembourg, which has been developing cooperation activities on education and training, and maritime security for Cabo Verde armed forces. Portugal has lent its efforts to the process putting in place the Zone G MMCC in Praia. The Portuguese MoD organised an international seminar on maritime security in the Gulf of Guinea, held in November 2019, in Luanda, which addressed the exercise of coastal state authority at sea, challenges to maritime security, and future prospects for multinational cooperation in the Gulf of Guinea. Portugal is also a partner in the European Union SWAIMS Project where it is working on the procurement of Rigid Hull Inflatable Boats (RHIBS) for ECOWAS members.

Portugal has contributed to naval exercises in the region. One mission with a P-3C aircraft in the Obangame Express within the scope of US AFRICOM exercises, and the other in Junction

Rain, within the scope of Africa Maritime Law Enforcement Partnership (AMLEP). In the first mission, control and surveillance actions of the maritime activity were carried out, supporting the development of the capacities of the countries of the GoG, namely in boarding techniques, SAR operations, medical response, radio communication and information management techniques. In the second mission, the focus was on ISR and C2 missions with the aim of improving the detection of targets of interest and the transmission of information to coastal States for the development of their maritime security and law enforcement conduct capabilities. Portugal has also contributed to the Grand African NEMO exercises.

In this context attention can be drawn to the Mar Aberto Initiative with two Naval Missions in 2019, for a total of 150 days (1 frigate between Jan-Apr, and 1 Offshore Patrol Vessel between Oct-Dec); as well as port visits and cooperation activities with Angola, Cabo Verde, Cameroon, Gabon, Côte d'Ivoire, São Tomé and Príncipe, Nigeria, Togo, Guinea-Bissau and Senegal.

Objective 3: “More prosperous and resilient economies and coastal communities”

Belgium. Cooperation between the Port of Cotonou and the Port of Antwerp has been supported by Belgium. The Belgium financed studies to prepare Port development projects and the “PASport Project” has launched in 2019 to help the Port Autonome de Cotonou write its safety procedures manual through a cooperation contract with the Port of Antwerp International (PAI). Belgian ports are fully compliant with IMO ISPS code, so cooperation with other countries, including West African ports can help in sharing good practices. With São Tomé and Príncipe, the possibility of establishing contact between the “Instituto Marítimo e Portuario” and the Ostend Maritime Institute was discussed,

The PAI and the Angolan Ministry of Transport have held discussions on a MoU on training and capacity building. Belgium will explore with the Belgian Maritime Inspectorate the possibility of providing a Belgian certification/recognition for Angola-based training, since Angola cannot currently deliver a certification that complies with international standards. Through an audit by the Belgian Inspectorate of Angolan training facilities and programs, it might be possible to train Angolans locally who will be certified on international vessels.

Belgium has also taken various initiatives to increase transparency in extractive industries. Belgium supports with €2m the UNODC project to combat Wildlife and Forest Crime. With Angola, a dialogue between AWDC Antwerp World Diamond Centre (AWDC) and the Angolan Government has taken place and is in the process of concluding an MoU, which could result in a structured cooperation between the Angolan mining institutions and the AWDC. Belgium has continuously an open dialogue with Angolan officials on the Kimberly Process, regarding the fight against “blood diamonds”.

France as part of G7++ FoGG VWG 5 on the Blue Economy, provided conclusions for the sustainable development of the maritime economy and coastal communities. Support from the “Corymbe” units has been provided to national MOCs regarding the TTW and EEZ situation awareness as well as participation in PESCAO focused operations.

Denmark. The Danish Government is engaged in a bilateral Strategic Sector Cooperation (SSC) in Ghana entailing key maritime partners being the Danish Maritime Authority, Ghana Maritime Authority and the Ghana Ports and Harbours Authority. In 2019, the SSC has

worked on enhancing Ghana's compliance with IMO regulations, improving an IMO compliant e-Navigation platform including digital promulgation of Maritime Security Information (MSI). Furthermore, the SSC has ensured training of tugboat masters and sea pilots from the Port of Tema, Ghana. The training was conducted in simulators and at sea in Denmark.

Portugal: In order to highlight the importance of prosperous coastal communities, Portugal has co-produced and released the paper and electronic versions of the Bissau Port nautical chart based on a 2017 hydrographic survey. In addition, the Portuguese Navy Mar Aberto Initiative, also visited several schools in the region, where in addition to distributing school supplies they raised awareness of the importance of the sea for the countries and local communities including the activities of the navies and coast guards.

Objective 4: “Strengthened cooperation structures with the region and amongst EU Member States and international partners”:

Denmark. Actively participate in the G7++FoGG Working Groups.

France: Within the framework of the French/Ghana co-presidency of the G7++FoGG, France took a leading role in reviewing the capacity of regional organisations, and in launching the five Virtual Working Groups (VWG) dedicated to the most pressing issues of legal issues, sustainable financing, reliable information sharing, education and training, and sustainable economic development based on the Blue Economy. In addition, at the 4th Gulf of Guinea Chiefs of the Naval Staff Symposium organised by France, sharing of experience based on lessons learned from the arrest of pirates of the MT G DONA 1 by the Togolese Navy, was possible. In addition, during the Grand African NEMO 19, a VIP Day was deliberately linked to G7++FoGG meeting, as a practical and very powerful way to demonstrate to G7++FoGG key leaders the difficulties of seaborne action.

Portugal. Projects and activities contribute to strengthening the security and authority of the State at sea, within the framework of the Yaoundé Architecture. Of particular note was a Defence Cooperation Agreement with Côte d'Ivoire, which was signed, including maritime security. At the fifth Bilateral Summit between Portugal and Cabo Verde (April 2019), the Prime Ministers of both countries committed to the continued reinforcement of bilateral cooperation in the field of maritime security, underlining the progress made so far in the creation of the Multinational Maritime Coordination Centre (Zone G) in Cabo Verde. In addition, Portugal's commitment to improving São Tomé and Príncipe's maritime security and capacity-building was reaffirmed during the visit to Lisbon of São Tomé and Príncipe's Foreign Affairs Minister (Nov 2019) as well as the return visit of the Portuguese National Defence Minister (Dec 2019). Following these meetings, the continuation of the activities of the Portuguese navy's ship NRP Zaire throughout 2020 was assured to the national authorities. Portugal is also implementing the bilateral Agreements signed with São Tomé and Príncipe and Cabo Verde on the Joint Monitoring of Maritime Spaces under their respective sovereignty or jurisdiction, with naval and air assets.

ANNEX 3

EU FINANCED PROJECTS AND PROGRAMMES IN SUPPORT OF THE EU GULF OF GUINEA STRATEGY AND ACTION PLAN

Critical Maritime Routes Monitoring, Support and Evaluation Mechanism (CRIMSON) is an overarching €2 million project connecting and promoting understanding of all the components of the Critical Maritime Routes Programme currently implemented in the Gulf of Guinea and in the Indian Ocean. It provides coherence, visibility and communications, monitoring and evaluation, policy analysis and expert recommendations for projects covered under this umbrella programme.

The Gulf of Guinea Inter-Regional Network (GoGIN), launched in December 2016, is a €9.3 million project which aims to improve safety and maritime security in 19 countries of the region, mainly by supporting training and the establishment of a regional information sharing network – YARIS – which will help in the implementation of the Yaoundé code of Conduct. Denmark is co-financing the project with a contribution of €1.8 million.

Support to West Africa Integrated Maritime Security (SWAIMS) which started in 2019 with €29 million aims to support the implementation of the ECOWAS Integrated Maritime Strategy and improve maritime security and safety in the Gulf of Guinea, with particular attention to improving law enforcement and governance frameworks, capacity and implementation.

Support Programme to the Maritime Security Strategy in Central Africa (PASSMAR), which was launched in 2019 will provide €10 million of support from 2018 to 2023 to the Central Africa region by reinforcing the institutional, legal and operational framework for cross-border maritime cooperation including with the private sector and civil society.

Improved regional fisheries governance in western Africa (PESCAO), was launched in 2018 with a budget of €15 million aims to strengthen the regional approach to the sustainable use and management of fishery resources, including combating illegal, unreported and unregulated fishing (IUU fishing). Overall management is with ECOWAS working closely with the Fisheries Committee for the West Central Gulf of Guinea (FCWC) and the Sub-Regional Fisheries Commission (SRFC), with the support of the European Fisheries Control Agency (EFCA).

West and Central Africa Port Security (WeCAPS) which started in 2019, for €8.5 million aims to improve port security in targeted partner countries in West and Central Africa to address vulnerabilities related to port security through assistance to comply with the International Ship and Port Facility Security (ISPS) standards and through support to increase resilience and preparedness in the case of crises such as attacks or explosions.

Improvement of Ports' Customs and Operations Efficiency in African ports (IPCOEA), started in 2019 with a budget of €1.88 million with the objective of improving the efficiency of customs, goods clearance, and administrative processes in the ports of the ECOWAS region through the implementation of a Single Window System, providing all services in one space. At the moment the project covers Cabo Verde, Côte d'Ivoire, Gambia, Ghana, Guinea, Senegal, and Sierra Leone.

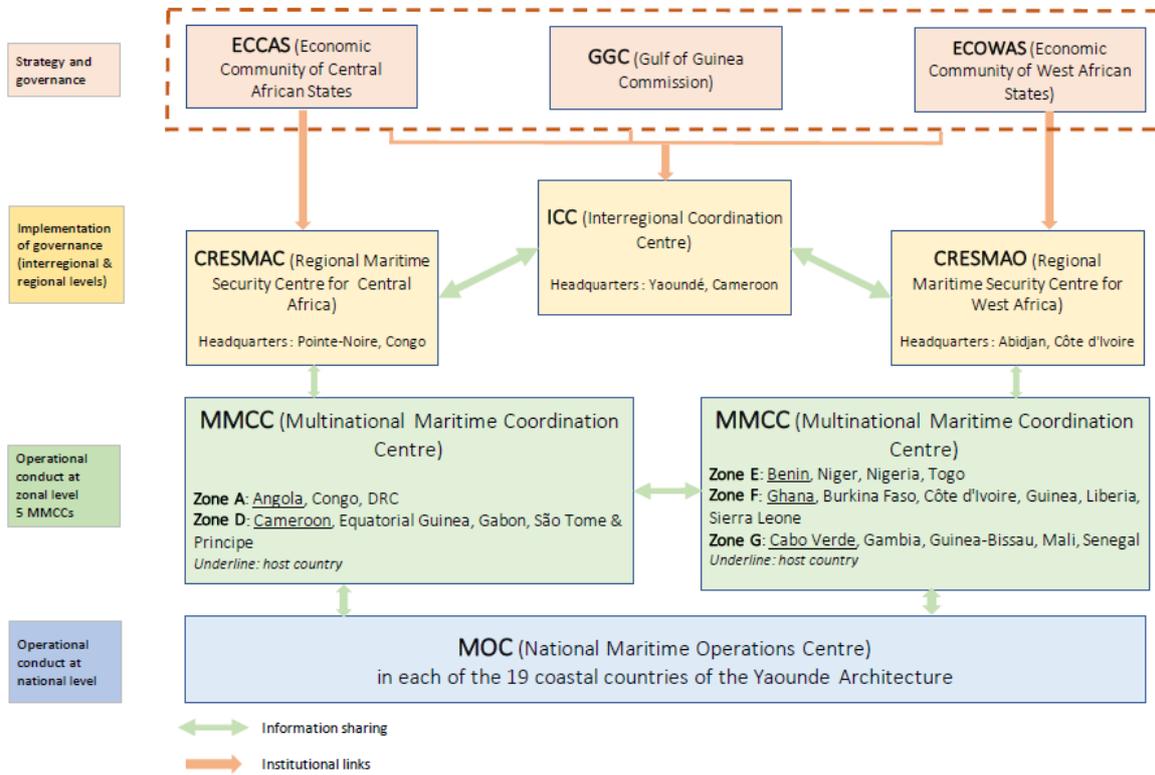
Seaport Cooperation Project (SEACOP), which started in 2015, for €6 million seeks to build capacities and strengthen cooperation against maritime illicit trafficking in countries and associated criminal networks on the trans-Atlantic cocaine route. The project aims to reinforce capacities in seaports by supporting the setup of Joint Maritime Control Units (JMCUs) in selected countries in West Africa, Latin America and the Caribbean. A further SEACOP programme is being prepared for 2021-2023.

Strengthening Criminal Investigation and criminal justice cooperation along drug trafficking routes (CRIMJUST), taking place from 2016, is a €12m project implemented by UNODC which aims to enhance the capacities and integrity of criminal justice institutions for regional and interregional cooperation to tackle drug trafficking and transnational organised crime in West Africa, among other regions.

ANNEX 4

THE YAOUNDE CODE OF CONDUCT ARCHITECTURE

Maritime safety and security architecture in the Gulf of Guinea (Yaoundé Architecture)



The Yaoundé Architecture

