adf

PIRACY
Maritime Forces Unite Against a Common Foe

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ON THE COVER:
Somali coastguardsmen patrol off the coast of the Republic of Somaliland in March 2011. As pirates make their way further out to sea, fighting them will require cooperation at several levels, including international naval operations, joint training and the use of best shipping practices.

AFP/GETTY IMAGES

VIEWPOINT

African security concerns historically have been inwardly focused, with nations on guard for land-based threats from rebel groups or neighboring armies. But on a continent with 30,490 kilometers of coastline and dozens of world-class ports, looking inward is not enough. Comprehensive security measures must include a robust capacity to combat maritime crime.

Threats and challenges go beyond the high-profile problems of Somali-based piracy in the Gulf of Aden and the Indian Ocean. Narcotics, weapons — even people — are now trafficked in large numbers off Africa's coasts. Illegal fishing continues to be a pervasive problem, and, according to one estimate, illegal catches are 40 percent higher than legal fishing catches in West Africa, costing the region hundreds of millions of dollars annually.

U.S. Africa Command is committed to helping African partner nations secure their maritime domains through cooperative efforts. Since 2007, Africa Partnership Station (APS), U.S. Naval Forces Africa's main maritime security cooperation program, has visited African ports to exchange information and deliver regional training on land and at sea. The U.S. Navy describes APS as a "floating university."

APS kicked off 2012 by deploying the USS Simpson, USS Fort McHenry and the HSV-2 Swift, and working with 19 African partner nations and partners from Europe, North America and South America. APS helped conduct combat lifesaver training in Cameroon and offered a 27-day ship visit aboard the Simpson for Sailors from Benin, Cameroon, Gabon, Nigeria, the Republic of the Congo and Togo.

APS vessels also have taken part in three major maritime exercises in 2012: Obangame Express in Nigeria, Saharan Express in Senegal, and Phoenix Express in the Mediterranean Sea. These exercises provide invaluable training in visit, board, search and seizure techniques; maritime domain awareness; and other essential tools for controlling illegal activity at sea.

APS' operational phase, the African Maritime Law Enforcement Partnership (AMLEP), helps African partner nations enforce the rule of law at sea through combined law enforcement patrols. African host nations have their boarding teams work hand in hand with a U.S. team, operating from a U.S. Navy or U.S. Coast Guard vessel. In March and April 2012, a six-member team composed of Cape Verde's Coast Guard and Maritime and Judicial Police joined eight members of a U.S. Coast Guard Law Enforcement Detachment and Sailors from the USS Simpson.

"It's been a demonstration of force," said Cape Verdean Coast Guard Sgt. Adjunct Elisangelo Baretto after participating in AMLEP. "The bad guys are going to start thinking twice before they attempt to transit our coastal waters."

The security, stability and prosperity of the African continent will require strong, cooperative arrangements to fight piracy and other crimes at sea. U.S. Africa Command stands ready to work with its African partner nations to help secure the coast — and the future — of the continent.

U.S. Africa Command Staff

A Senegalese Sailor stands guard on the fantail of the Guardio, a Cape Verdean Coast Guard ship, while conducting a visit, board, search and seizure exercise during Saharan Express 2012.

PETTY OFFICER 1ST CLASS BRIAN A. GOYAK/U.S. NAVY

COOPERATING *in the*
FIGHT AGAINST PIRACY

JEAN-PAUL ADAM/MINISTER FOR FOREIGN AFFAIRS, REPUBLIC OF THE SEYCHELLES

Minister Adam spoke at Chatham House on February 21, 2012, on his country's role in countering piracy. This is an edited version of his remarks.

Because the oceans are a shared legal space, it is clear that any response to piracy must involve intensive international and multilateral negotiations and discussions. From the outset, Seychelles has taken its role as a reliable partner in the fight against piracy very seriously. We have established meaningful partnerships through a number of bilateral and multilateral arrangements that are beginning to bear fruit.

Concerning prosecutions, Seychelles has indicated clearly its determination to end the impunity of criminal groups engaged in piracy. We have already demonstrated our ability to prosecute pirates successfully from vessels of a number of nationalities under our legislation.

The key bottleneck that remains is in the question of detention capacity. Seychelles has signed prisoner transfer agreements with the Transitional Federal Government of Somalia as well as the regional governments of Puntland and Somaliland. These transfers can completely revolutionize the response to piracy, as there is a clear complete cycle of justice from arrest to incarceration.

The question of piracy can also not be viewed without addressing the wider issue of stability in Somalia. Seychelles President James Michel has written to world leaders to propose innovative strategies to better engage in the establishment of law and order in Somalia and the resolution of the scourge of piracy. President Michel has outlined five key areas that require attention from the international community.

First, it is imperative that we widen the scope and strengthen the mandate of the peacekeeping force being operated by the African Union Mission in Somalia (AMISOM). We also recommend that consideration be given to have a maritime component of AMISOM. Somalia's borders do not end on its beaches.

Second, it is essential to displace the network of terrorist groups active in Somalia, particularly led by al-Shabaab, thereby reducing their ability to destabilize the political process.

Third, we must prioritize the further strengthening of areas of relative stability in Somalia. The building of prisons and other law enforcement infrastructure in such areas is very important, as it allows the international community to end the impunity currently enjoyed by pirates. Fourth, we must continue to invest in the strengthening of the capacity of regional states in the fight against piracy. Seychelles has led the way in establishing a model of prosecutions that can work for the whole region. We can do more with the right support. And so can many others.

AGENCE FRANCE-PRESSE

A police officer handcuffs a Somali piracy suspect after the Seychellois Coast Guard rescued six fishermen taken hostage by Somali pirates in 2010.

Finally, it is important that we strengthen intelligence-sharing networks, particularly with a view to targeting the financiers of piracy.

Piracy is an attack on human development at the most basic level, because it disrupts any attempt to spread prosperity beyond those that are benefitting from criminal activity. In stabilizing Somalia, we must work both on the sea and the land. We must strengthen the capacity of Somalia to be able to combat criminal activity, and thereafter make full use of its resources for its own development.

AGENCE FRANCE-PRESSE

SOUTH SUDAN

MAKES

ENGLISH
Official Language

ADF STAFF

The world's newest country has declared English to be its official language.

South Sudan announced at the end of 2011 that it will phase out Arabic and make English mandatory for teaching in primary and secondary schools, Reuters reported.

In addition to English and Arabic, the country has more than 60 native languages, with variations of Nuer and Dinka being the most common. South Sudanese diplomats announced in 2011 that Swahili also will be introduced to the country.

South Sudan also plans to join the Commonwealth, a group of 54 nations around the world, mostly former British colonies.

The major hurdle for the country will be teaching its citizens to read in any language. An estimated 85 percent of the population is illiterate, and the country has scarcely any written language of any kind. Many schools still have no textbooks, a BBC reporter observed during a visit in late 2011.

Learning English will be a task for everyone, including the country's leaders, who see it as a critical tool for developing the country, despite lingering resentment over England's colonial era.

"With English, we can become one nation," the news director of South Sudan Radio, Rehan Abdelnebi, told the BBC. "We can iron out our tribal differences and communicate with the rest of the world."

LIBYA'S

Stock Market Reopens

AGENCE FRANCE-PRESSE

Libya's Tripoli-based stock market opened in March 2012 for the first time since the fall of Moammar Gadhafi, with trading in 10 companies valued at $3.1 billion, its general manager said.

It is a modest but significant step for the North African nation, which is seeking to relaunch its economy after decades of dictatorship that stifled private companies and subjected banks to the whims of Gadhafi and his clan.

The exchange's chairman, Mohammed Fakroun, said trading would soon open to investors abroad. "Foreign investors will be able to own up to 10 percent of shares," Fakroun said, adding that the mechanics of that would be ironed out by the central bank.

Most of the shares being traded represent the financial sector, including private banks and insurance companies, although a cement company also made the cut in the country, which places reconstruction high on its agenda.

An Islamic fund and a real estate company would start trading in June 2012, Karoud added, with oil companies and telecommunications giants Al Madar and Libyana next in line.

AGENCE FRANCE-PRESSE

"Before February 17 there was no rule of law," General Manager Ahmed Karoud said in reference to the 2011 start date of the revolt that plunged the country into a civil conflict that ended with the toppling and killing of Gadhafi in October 2011. The Mediterranean state, he said, hopes to become the main financial link between Europe and the rest of Africa. Its stock market was modeled on Abu Dhabi's and has ambitions of expanding, he added.
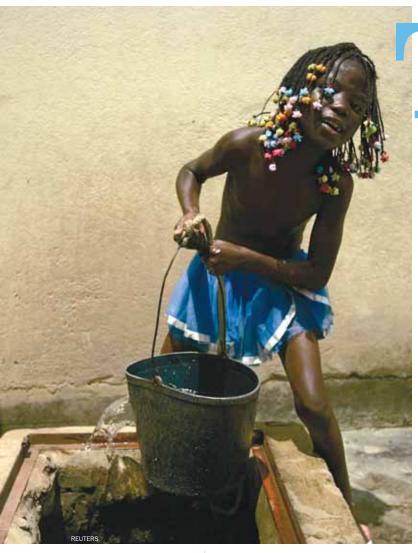
"We still don't have a government, but we have the capacity and infrastructure necessary to become the financial hub of North Africa," he said, predicting a new chapter of foreign investment, innovation and development.

Karoud said a pro-Gadhafi brigade seized the former stock market building in June 2011 simply because it took a fancy to its location. Employees had to remove documents and backups in their private cars, he said.

"This opening sends a sign to the world that Libya is now a stable country where the economy is kicking off again," he said, adding that investors can expect huge returns in the coming years.

All companies traded would enjoy a five-year tax break in a bid to boost trading, he said. The Libyan Stock Market is also opening a branch in the city of Benghazi and hopes to set up an electronic trading facility in the coming months.

"We are reopening the stock market with a new vision of technology to reach investors across the world and push the wheel of the economy forward," said information technology manager Ahmed Balras-Ali.

REUTERS

Solar
Panels
Turning
Dirty
WATER
CLEAN

LOUISE REDVERS/IPS AFRICA

The brightly painted old shipping container with solar panels on its roof and high-specification filtration devices inside looks out of place in this dusty Angolan village of Bom Jesus, 50 kilometers east of the capital, Luanda. But soon it will provide nearly 20,000 liters a day of clean, drinkable water to the area's 500 residents, who have been relying on dirty supplies from the nearby river.

Designed by Canadian technology company Quest Water Solutions, the stainless-steel drinking station, called AQUAtap, is being piloted in this southern African nation. If successful, the idea is to start manufacturing the systems locally to roll out across the region.

Using solar energy stored in large batteries, water from the River Kwanza, 50 meters away, is processed through sand and other filters. Then ultraviolet rays are used to sterilize the water to World Health Organization drinking standards so it can be dispensed from a stainless-steel tap.

"It is really very straightforward and simple," explained Quest's John Balanko as he gently pushed one of two taps at the front of the block to allow the water to come out into a bottle. "Yes, it looks a little out of place and rather advanced for here, but it's not; it's really quite simple, and the beauty is it is very low maintenance. The machine itself will only need a service once a month, and we are training up some Angolans to be able to do that once we have gone back to Canada."

The stainless-steel taps, which dispense a little more than 1 liter per push, and the aluminum platform have been designed for easy cleaning. There are drains around the edges to collect any spilled water.

Balanko and his business partner Peter Miele have a background in using technology to solve rural water supply issues in Canada. A chance meeting with an Angolan resident in Canada, however, gave them a new African focus.

The AQUAtap has been designed specifically for a rural Angolan community, where a lack of clean water and limited sanitation are major contributors to the country's high childhood mortality rate, which claims one in five youngsters before their fifth birthday.

Since the end of its three-decade civil war in 2002, the Angolan government has spent millions of dollars repairing infrastructure and providing basic services such as water to its population of 19 million.

Balanko and Miele are working in conjunction with Angola's Ministry of Industry, which is in charge of sourcing the equipment for the Agua Para Todas, UNICEF's "water for all" program.

The device, one of two they shipped to Angola at no cost to the government, is being sold for a one-time fee of $150,000, which comes with a two-year maintenance guarantee.

"We can't deny we are a for-profit company with a product to sell," Balanko explained. "But I think you need to be able to make profit so that you can then give back. This is a one-off cost for the government, which they will absorb, but the villagers will in return get clean, healthy water for at least the next 15 to 20 years."

COOPERATING
— to —
COUNTER
PIRACY

ADF STAFF

Koji Sekimizu, director of the Maritime Safety Division of the International Maritime Organization, center left, and Ismail Omar Guelleh, president of Djibouti, lay the foundation stone of the Djibouti Regional Training Centre at Doraleh Port on October 29, 2011.

The Djibouti Code of Conduct Brings Nations Together To Build Capacity

The Strait of Malacca stretches about 800 kilometers between Indonesia on the west and Malaysia and Singapore to the east. The funnel-shaped waterway narrows on its southern end and is only 25 meters deep in places. But its importance to shipping and global economics cannot be overstated. The crucial trade route provides convenient access between India and China and Southeast Asian nations. More than 60,000 ships travel through the strait each year, and an estimated 13.6 million barrels of oil per day passed through the strait in 2009. East Asian economies connect with the rest of the world through the Strait of Malacca.

Now, imagine that crucial passage besieged by pirates. Goods, ships and people delayed and imperiled. Trade routes altered, adding precious days to deliveries. If the Strait of Malacca were closed for only five days, "it would have a major impact on the global economy, and the entire European economy would be paralyzed within a few weeks," according to a European Institute for Asian Studies report.

The scourge of piracy was once a major concern in the Strait of Malacca. Until 2004, it was the most pirate-infested region in the world, with 103 attacks in that year alone, according to *Africa Renewal* magazine. By 2008, only two attacks were attempted there, and in the first quarter of 2009, only one occurred in the strait, according to *Time* magazine.

What caused this remarkable reversal? In 2004, Indonesia, Malaysia and Singapore, fearing outside intervention and economic damage, put aside military distrust and began to work together. Regional armed forces coordinated sea patrols, sharing information on potential pirate activity, *Time* reported. A year later, the three countries patrolled the air to find pirates. Intelligence was shared, and piracy began to dry up. "It dawned on the states that piracy is transnational and nothing that could be handled by one nation alone," Nazery Khalid, senior fellow at the Maritime Institute of Malaysia in Kuala Lumpur, told *Time*. "The sea doesn't respect borders."

Piracy Emerges Off Africa's Horn

Today, Somali pirates plague the Gulf of Aden and have gradually spread into the Indian Ocean. They sail as far south as Mozambique and as far east as the coast of India. The pirates typically hold captured ships and crew members for ransom. In 2011, Somali pirates attacked 237 ships, successfully hijacking 28. Ransom payments totaled $160 million for 2011, with average payments approaching $5 million, an increase over 2010. Fewer pirate attacks were successful in 2011, but an increase in ransoms made the crime more lucrative overall, according to "The Economic Cost of Somali Piracy 2011," a report from the maritime security advocacy group Oceans Beyond Piracy (OBP). The report estimates the total cost of piracy in 2011 was between $6.6 billion and $6.9 billion.

As the international community grapples with piracy off Africa's coast, success in the Strait of Malacca offers some hope of finding a cooperative solution. Yet the two regions could not be more different. The Strait of Malacca is surrounded by countries with well-established governments. Somalia has a recent history of lawlessness. The geography also is different. The strait sits in a relatively confined area. The Gulf of Aden opens into the Arabian Sea and the Indian Ocean, a vast expanse to cover. Even so, three sea-based efforts have had some success. The European Union Naval Force's (EU NAVFOR) Operation Atalanta, NATO's Operation Ocean Shield and Combined Task Force 151 included cooperation from more than 30 nations in 2011, according to OBP. As a result, conditions in the Gulf of Aden have improved, but the problem has spread.

Roger Middleton, an anti-piracy expert who has worked with Chatham House, said in January 2012 that naval operations have been successful in establishing a transit corridor through the Gulf of Aden, but such a technique won't work in the Indian Ocean. Blockades of coastal areas where pirates operate also have had some success as long as pirates don't get past them. But the limits of navies are clear, Middleton said.

"For all the success of naval operations — and some of them have been very successful — piracy is a more profitable enterprise in the last year than it was the year before, and the trend seems to be upward for ransom payments," Middleton told the Institute of International and European Affairs in Dublin, Ireland, in January 2012. "This is not a nut you can crack with a warship," Middleton said. "Navies are built for fighting wars, not for what is essentially police work."

The Djibouti Code of Conduct

Despite the challenge of fighting piracy in such a large area, productive and promising regional cooperation has materialized as a result of the Djibouti Code of Conduct (DCC). The code was enacted in January 2009 by the International Maritime Organization (IMO), the United Nations agency responsible for the safety and security of shipping and the prevention of marine pollution by ships. As of July 2012, 20 of 21 eligible nations had signed the agreement, including 14 African nations, according to the IMO. They are Comoros, Djibouti, Egypt, Eritrea, Ethiopia, Kenya, Madagascar, Mauritius, Mozambique, the Seychelles, Somalia, South Africa, Sudan and Tanzania.

Efforts Take Shape in South, West

ADF STAFF

African nations affected by the threat of piracy are working together to protect ships, crews, cargo and national economic interests in the southern and western regions of the continent.

Piracy has grown more prevalent around West Africa's Gulf of Guinea. The International Maritime Organization (IMO) told *The Christian Science Monitor* in February 2012 that 64 piracy incidents were reported in nine Gulf of Guinea countries in 2011. That was up from 45 in seven countries the previous year. There were 10 reported pirate incidents in the first two months of 2012, the *Monitor* reported.

In 2011, Benin alone had seen at least 20 incidents of piracy off its coast by mid-November. There had been none in 2010, according to Agence France-Presse. Neighboring nations also saw pirate incidents. Piracy in the region costs an estimated $2 billion yearly.

This problem is particularly distressing given recent increases in the price of oil. Regional nations and industry groups had planned to double oil production in the Gulf of Guinea region from 4 million barrels per day to 8 million barrels per day over the next decade. Piracy there cripples area ports, including Benin's port of Cotonou, which carries 90 percent of Benin's trade and is vital to Sahel nations.

The issue is not just economic. West African pirates operate differently than Somali pirates. Gulf of Guinea bandits typically do not seek ransoms for ships and crew members. Instead, they tend to target fuel cargo — a common commodity given Nigeria's oil production. In recent attacks, pirates hijacked tankers, directed them to other ships and siphoned fuel for sale on the black market. Crew members are sometimes beaten, and pirates often are heavily armed. In February 2012, gunmen fatally shot the captain and chief engineer of a cargo ship off the Nigerian coast.

Acknowledging the growing threat, Gulf of Guinea nations are cooperating to fight it. In September 2011, Benin and Nigeria launched a six-month joint sea-patrol agreement in the region called "Operation Prosperity." The navies of Togo and Ghana are expected to follow suit, IRIN news service has reported.

The Benin-Nigeria effort involved about 100 military personnel patrolling on three boats and four fast-attack craft from the Nigerian military, as well as a support ship equipped with radar and a helicopter.

The goal is for Benin to eventually be able to supervise its territorial waters.

The joint patrols "are not aimed primarily at arresting the sea pirates but to prevent them from attacking the ships," Benin Navy Chief of Staff Maxime Ahoyo told AFP.

Chris Trelawny, deputy director of the Maritime Safety Division at the IMO, told IRIN that the organization has been working with 15 coastal states to establish a coast guard network. The states are all members of the Maritime Organization of West and Central Africa.

The international community also is offering support. Training teams from the United States and Europe are trying to increase the region's ability to fight piracy and protect oil platforms through the U.S.-led Africa Partnership Station (APS), a Naval Forces Africa initiative to connect Africa with world partners. APS has provided response boats to Benin, Ghana, Nigeria and Togo valued at several hundred thousand dollars each.

In late February 2012, the United Nations Security Council unanimously adopted a resolution urging West African countries to hold a summit on Gulf of Guinea piracy to develop a comprehensive strategy. "Gulf of Guinea countries need a united front in order to respond effectively to the growing threat of piracy along their coasts," B. Lynn Pascoe, undersecretary-general for political affairs, said in a briefing to the Security Council. "Isolated national initiatives are only temporarily, at best, pushing the pirates to shift their criminal operations from one country to the next."

Southern African nations also are cooperating to fight piracy. Early in 2012, Tanzania joined South Africa and Mozambique in signing a memorandum of understanding on maritime security. Somali pirates, once a threat mainly in the Gulf of Aden, have extended their reach southward to the Mozambique Channel. The agreement intends to secure the free flow of goods from Tanzania, past Mozambique to South Africa, according to MediaClubSouthAfrica.com.

The three countries are working to secure each other's territorial waters through combined maritime operations, including those aimed at finding and removing pirate bases.

Efforts in this region already are bearing fruit. On April 18, 2012, a joint operation led to the arrest of 12 pirates who targeted oil exploration vessels in the Indian Ocean, according to Sabahionline.com.

Crew members of a Spanish ship capture suspected pirates in January 2012. The Spanish ship had earlier fought off a gun attack by pirates.

Tanzania People's Defense Force (TPDF) got information from security partners, which led to the nation's first joint anti-piracy operation, said Col. Abdallah Mwemnjudi, TPDF naval operations and training officer. "When we received the information, we called our colleagues from South Africa and Mozambique," he said. "We also sent the message to the EU piracy command in the Horn of Africa. Spain dispatched their warship immediately, and jointly we ambushed the Somali pirates."

The pirates were arrested in two boats, and security forces rescued six Sri Lankan hostages from the Sri Lankan fishing vessel Nimesha Duwak who had been held captive for about six months. "The hostages were weak because they were underfed," Mwemnjudi told Sabahionline. com. "[The pirates'] main target was to abduct oil exploration ships in Mtwara in search of a ransom."

Mwemnjudi said Tanzania is negotiating a similar agreement with neighboring Kenya.

In just several weeks' time, Tanzania's cooperative anti-piracy efforts had paid dividends for Dar es Salaam's port. Martine Nyambele, operations manager for LAZ Tanzania Ltd., which processes goods at the port, said imports and exports had increased by 60 percent since Tanzania started joint operations.

"When piracy increased, the cost of insurance and freight went up unreasonably," Nyambele told Sabahionline.com. "The risk was too high that many stopped business, but now we are back in business."

Philip Holihead, Counter-Piracy Programme manager for the DCC Project Implementation Unit, told *ADF* the code has four "activity pillars": information sharing, regional training, national legislation and capacity building. Stretching across all of these goals is cooperation among signatory states. "If there is one thing that is unwritten within the Code of Conduct, but which is implicit in successful implementation of the code, it is the need for a multiagency approach to countering piracy," Holihead said.

Three of the code's four pillars already are producing tangible results.

Information Sharing: The DCC established three Information Sharing Centers (ISCs): in Mombasa, Kenya; Dar es Salaam, Tanzania; and Sanaa, Yemen. Already, information is flowing between regional states and the ISCs. "On two occasions, reports of piracy attacks generated by the ISCs have been the first received by the international navies," Holihead said in March 2012. The centers also are valuable outside of tracking and reporting piracy attacks.

"In February 2012, EU NAVFOR made a request for more information from regional coastal states on their dhow communities," Holihead said, referencing traditional fishing vessels used in the region. "This was transmitted through the ISC network, and a number of states have now sent information and photographs to EU NAVFOR to assist with the analysis of dhow movements in order to monitor the dhows being used as pirate 'mother ships.' "

The Regional Cooperation Agreement on Combating Piracy and Armed Robbery against Ships in Asia (ReCAAP) includes 17 contracting states. In October 2011, ReCAAP's Singapore ISC joined the DCC network, expanding information sharing among Indian Ocean coastal states. It is hoped that the exchange of information will build capacity among DCC states. "IMO is concentrating first on improving the 'picture' in the western

Participants train aboard a ship at the NATO Maritime Interdiction Operational Training Center at U.S. Naval Support Activity Souda Bay in Crete, Greece, in March 2012.

Joint Naval Operations Secure the Seas

ADF STAFF

Three major coordinated naval operations are fighting Somali piracy off the Horn of Africa. Here is a look at each effort:

Operation Atalanta: The European Union launched European Naval Force Somalia-Operation Atalanta in December 2008 to combat armed robbery and piracy at sea. The operation has been extended until December 2014.

Operation Atalanta protects World Food Program (WFP) vessels delivering food aid to displaced people in Somalia and protects African Union Mission in Somalia (AMISOM) shipping.

Since it began, Operation Atalanta has successfully escorted WFP vessels delivering more than 674,000 tons of food to Somalia. It also has protected shipping using the Internationally Recommended Transit Corridor in the Gulf of Aden.

Belgium, Bulgaria, Cyprus, the Czech Republic, Finland, France, Germany, Greece, Hungary, Italy, Ireland, Latvia, Lithuania, Luxembourg, Malta, the Netherlands, Poland, Portugal, Romania, Slovenia, Spain, Sweden, United Kingdom and non-EU countries including Croatia, Montenegro, Norway, Switzerland, Serbia and Ukraine have participated.

EU NAVFOR

Sailors from the FGS Koeln, cooperating in the European Union Naval Force's Operation Atalanta, board a Yemen-registered dhow, the Al Jabal, in the Somali Basin on November 8, 2011. The dhow had been stolen for use as a pirate mother ship.

Combined Task Force (CTF) 151: The task force was established on January 8, 2009, by the Combined Maritime Forces, a 25-nation coalition, to combat piracy in and around the Gulf of Aden, Arabian Sea, Indian Ocean and the Red Sea.

There are similar naval efforts also at work. CTF-150 focuses on deterring drug smuggling and weapons trafficking in the Gulf of Aden, the Gulf of Oman, the Arabian Sea, Red Sea and the Indian Ocean. CTF-152's mission is Arabian Gulf security and cooperation.

CTF-151 rotates its command every four to six months, and forces change as a variety of countries assign vessels, aircraft and personnel. CMF is composed of Australia, Bahrain, Belgium, Canada, Denmark, France, Germany, Greece, Italy, Japan, Jordan, Republic of Korea, Kuwait, the Netherlands, New Zealand, Pakistan, Portugal, Saudi Arabia, Singapore, Spain, Thailand, Turkey, the United Arab Emirates, the United Kingdom and the United States.

Operation Ocean Shield: Since August 2009, NATO ships and planes have patrolled off the Horn of Africa to counter piracy. Ocean Shield cooperates with other regional counterpiracy efforts. On March 19, 2012, the North Atlantic Council, NATO's highest decision-making body, extended the operation through 2014.

NATO allies contribute through command structures and common funding. Ships are assigned on a rotating basis. As of March 15, 2012, Denmark, Italy, the Netherlands, the United States and Turkey were providing naval assets, supported by patrol aircraft. About 800 personnel were deployed.

NATO naval forces operate in more than 2 million square miles off the Horn of Africa, including the Gulf of Aden and the Western Indian Ocean up to the Strait of Hormuz. Vessels gather intelligence and conduct surveillance and reconnaissance to verify shipping activity. Piracy can be reported to the NATO Shipping Center, which shares information.

NATO

Personnel from the Royal Navy vessel RFA Fort Victoria examine a suspected pirate boat 420 nautical miles from the Seychelles and 350 nautical miles from the Somali coast as part of NATO's Operation Ocean Shield on November 28, 2011.

Representatives of Djibouti Code of Conduct signatory nations participate in a "train the trainers" session in March 2012. The International Maritime Organization ran the session in cooperation with NATO at U.S. Naval Support Activity Souda Bay in Crete, Greece.

Indian Ocean, to augment the work being done by international navies in the Gulf of Aden and Arabian Sea," Holihead explained. "Without this enhanced awareness of what is occurring in the maritime domain, small regional navies and coast guards will continue to be severely limited in their ability to deliver any counterpiracy effect."

Regional Training: Since April 2010, at least 16 training courses or workshops have been conducted within the DCC program. In 2011, a "regional training needs matrix" was established to plan training throughout 2012 and beyond. "This includes greater emphasis on linking legal agencies with maritime law-enforcement agencies, and workshops to promote an interagency approach to maritime security," Holihead said. "Additionally, skills-based training in coast-guarding functions will be delivered covering operational, technical and logistical training."

DCC members established the Djibouti Regional Training Centre (DRTC) through a resolution. Construction on the center began in September 2011 at Doraleh Port, and it will be owned and operated by the government of Djibouti. Completion is expected by the end of 2012. The DRTC will coordinate regional training needs and match them with training delivery with help from IMO and a small European Union team.

National Legislation: Scooping pirates out of the sea is not enough to solve the problem. Fighting piracy must include strong legislation and effective prosecution. Holihead admits that efforts to address these issues are sensitive and complex. Despite this, some member states have changed their laws, others are in the process of doing so and a small number have not yet declared a change. "Having a clear legal process is key to an effective counterpiracy strategy," Holihead said. "Navies and coast guards need to have a solid legal framework and clearly defined national law, which enables them to law-enforce at sea to combat maritime crimes such as piracy. And there also need to be good links between maritime law enforcement and the judiciary and prosecution services in order to bring maritime criminals to justice."

Capacity Building: Horn of Africa piracy is a relatively new development. That fact, coupled with various regional naval, legal and communications shortcomings, has made counterpiracy initiatives a long and difficult slog for regional states. But Holihead sees progress made and more progress to come. The first three pillars of the DCC are likely to bolster the fourth.
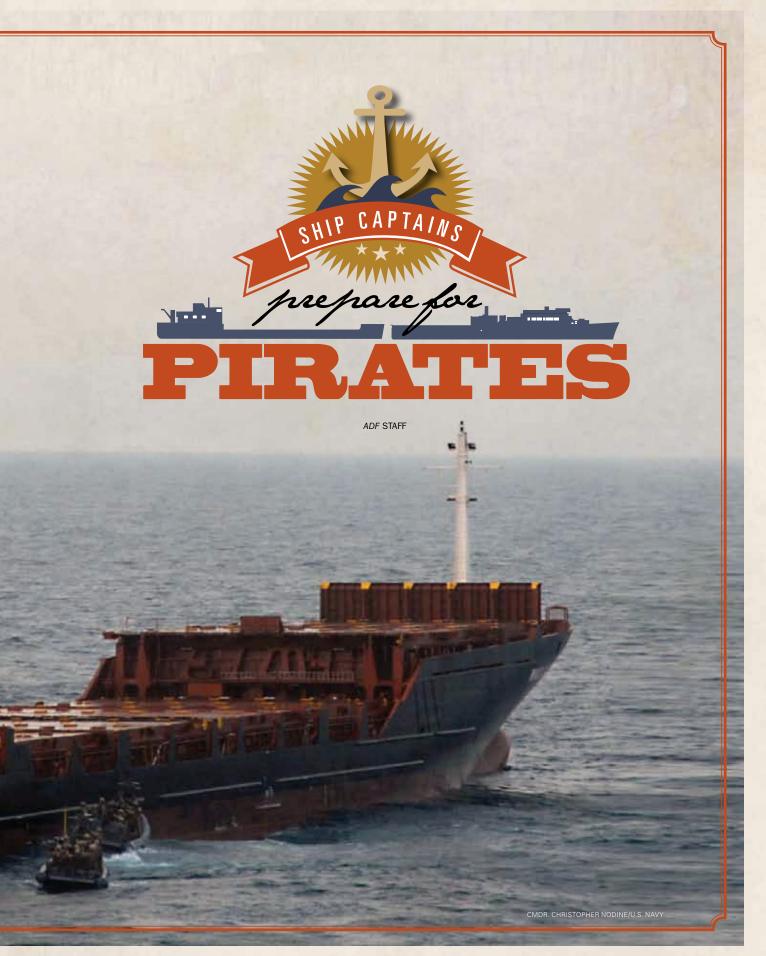
"It is not possible to suddenly create capacity where there was none before," he said. "It has to be an evolutionary process."

When considering "capacity building" in the fight against Somali-based piracy, it's clear that such growth will have to involve more than effectively defending maritime domains. Somalia itself must have the capacity to govern itself effectively, as well as prosecute and incarcerate pirates. Perhaps most important, it must work toward a society that offers opportunities beyond lawlessness.

Recent military efforts have sought to ensure that Somalia is secured on land. Jairus Esibwe, director of ports and statistics at the Intergovernmental Standing Committee on Shipping in Mombasa, Kenya, said the battle against piracy requires efforts at sea and on land. "Some quiet has been restored now to East African shipping lanes," Esibwe told *ADF* in the spring of 2012. "The combined effect of the Kenyan Army's attacks on the Somalia pirates' land bases and by the Kenyan Navy's patrolling the sea is that we have had some calm the past two months. The pirate attacks occur at sea, but their support and logistics are on land."

The need to address the piracy problem on land and at sea is accepted among most Somali stakeholders, and work is under way on many international fronts to bring stability and the rule of law back to the embattled nation. Earlier this year, IMO Secretary-General Koji Sekimizu committed the IMO to U.N. efforts to develop Somalia, Holihead said. "This developing work will be the real basis for eradicating Somali piracy from within." ❑

SHIP CAPTAINS

prepare for

PIRATES

ADF STAFF

CMDR. CHRISTOPHER NODINE/U.S. NAVY

TRAINING AND BARRIERS ARE THE KEYS TO KEEPING PIRATES FROM INVADING A SHIP

In recent years, captains of ships sailing in pirate-infested waters have learned the best practices for avoiding capture. The European Union and the Maritime Security Centre — Horn of Africa (MSCHOA) have compiled checklists of some of these practices for navigating the hostile waters of the Gulf of Aden and the Indian Ocean. Here are some of their recommendations:

TALLER IS BETTER

Pirates usually board a ship at the lowest accessible point above the waterline. These points are often the quarterdeck or the stern. Ships with a freeboard — the distance between the waterline and the first accessible deck — of at least 8 meters have a better chance of stopping pirates than do smaller vessels. But a large freeboard is no guarantee of success against pirates. Protective measures are still needed.

SPEED IS YOUR GREATEST ASSET

Nothing is more effective against pirates than sheer speed. Speed can be used to outrun attackers and make it difficult to board a ship. An August 2011 United Kingdom Marine Trade Operations (UKMTO) report says: "To date, there have been no reported attacks where pirates have boarded a ship that has been proceeding at over 18 knots."

When a ship identifies a suspicious vessel, it should accelerate to its maximum safe speed immediately. It's also important to repeatedly shift course slightly, without scrubbing off too much speed. The captain and crew "should be familiar with the impact of zigzag maneuvers onboard their particular ship" in all sea conditions, the MSCHOA says.

USE THE INTERNATIONALLY RECOMMENDED TRANSIT CORRIDOR

The corridor has its own procedures and rules. Traveling in the corridor during the recommended times is an essential safe practice for all ships. **(See page 20.)**

KNOW HOW PIRATES OPERATE

Pirates generally use ladders, ropes, grappling devices and hooked poles to board ships. When they successfully board a ship, they make their way to the bridge to take control. They invariably carry small arms and rocket-propelled grenades. The Maritime Security Centre says that the only way to repel such pirates is to be trained and prepared for them.

STAY ON THE LOOKOUT

While traveling through dangerous waters, captains need to have plenty of lookouts posted — more than the usual number. The lookouts must know what to watch for and how to report suspicious activity. The UKMTO recommends shorter rotations for lookouts so they will be at their most alert.

Lookouts should be equipped with binoculars, preferably with anti-glare lenses. Night vision devices can be helpful. Captains need to make sure their radar systems are carefully monitored. Posting dummies at strategic points on a ship will give the impression of a larger crew. But the dummies won't fool anyone if they aren't well-made.

Keeping watch is a balancing act. Ships need plenty of lookouts, but they also must protect their crews from undue risks. Lookouts must be kept off external deck spaces during darkness so they don't become conspicuous targets.

PROTECT THE BRIDGE

Pirates typically fire at a ship's bridge during attacks, and they make straight for the bridge once aboard. A bridge crew needs to wear helmets and Kevlar jackets during such attacks. The UKMTO recommends that such helmets and jackets should not look like military uniforms, which might give the impression that crew members are armed and ready to return fire.

Bridges generally are equipped with laminated windshield-style glass to protect from flying debris in case of attack or accident. But that's not enough. All glass should also be covered with blast-resistant film.

A bridge prepared for pirates is like a house prepared for a hurricane. Such a ship has sturdy metal plates for the side and rear bridge windows and the bridge wing doors. These plates need to be set up so they can be quickly put into place during an attack. Sand bags and a double layer of ordinary chain-link fence have been shown to reduce the impact of a rocket grenade.

The Cost of Doing Business

To deter attacks, the International Maritime Organization urges shipowners to outfit their vessels defensively, using razor wire, anti-climb paint, electric fences, high-powered water hoses and sonic cannons. Most effective of all is a "citadel" (often the engine room), a fortified control center where the crew can ride out the attack.

Rigging a ship with anti-piracy defenses can be expensive. For example, it costs about $180,000 to construct a basic citadel — $450,000 if it's bulletproof.

Even with such defensive improvements, insurance rates for ships transiting the dangerous Gulf of Aden waters have risen exponentially. War-risk premiums soared 300 percent between 2008 and 2010. Hull insurance doubled between 2010 and 2011.

Ship Profile and Deterrents

ARMED SECURITY PERSONNEL

Armed private security personnel are a controversial practice, but an effective one. No ship with a security team has ever been hijacked.

SAFE ROOM/CITADEL

A ship's crew must have a safe room to retreat to in case of being boarded by pirates. Citadels must be equipped with provisions, external communications devices and other tools.

HORN AND NAVIGATION LIGHTS
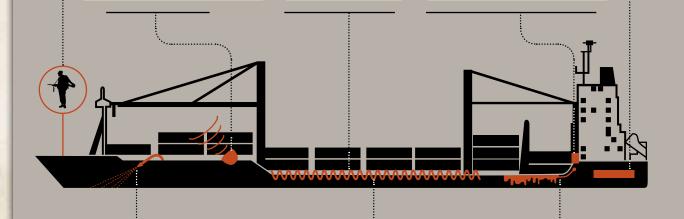
Sounding a special horn alerts the crew of an attack. Lights let the pirates know that they've been spotted.

BARRICADES

Layers of razor wire can be a powerful deterrent, particularly in the stern where access is easiest.

BLOCKED ACCESS

Careful planning means that all doors and hatches that pirates might use to gain control of a ship have been secured.

FIRE HOSES

Networked, remotely activated fire hoses spray water curtains that can prevent boarding.

ELECTRIC FENCE

Use fences, along with warning signs, both for the pirates and the ship's crew. Electric fences are not recommended for ships carrying hydrocarbons.

SLICK SURFACES

Foam and special paint can make a slippery surface that pirates can't climb.

ADF ILLUSTRATION

SET UP AN OBSTACLE COURSE

Before pirates can take control of a ship, they must get to the bridge. Captains need to identify paths pirates might take in getting to the bridge and make sure to secure all doors and hatches they might use. Captains need to think like the pirates, and find and block any paths through machinery access areas. But with any blocked hatch or doorway, care must be taken so that the crew still has escape points.

STOP THE PIRATES FROM BOARDING

Captains must make their ships' access points taller and more difficult to scale. Razor wire is an effective tool in keeping pirates at bay — but only if used properly. Inexpensive agricultural-type wire is too thin and has too few barbs per meter to be effective. Razor wire made of high-tensile steel is the right tool for the job. The goal is to make entry points to a ship look like a prison, using concertina razor wire with coils of 730 mm or 980 mm.

Some tips on using razor wire:
• It should be strung along the outside of the ship and hanging down. That makes it more difficult for pirates to hang their ladders and hooks from the ship's structure.

• Ships need more than one layer of rolled wire. A double roll, or even a triple roll, is much more effective.
• The wire must be firmly anchored to the ship, at multiple points.

Electrified wire and electrified barriers can be effective, but they aren't safe for tankers. Ships using electrified barriers, wires or fences need to post warning signs in Somali where the pirates can see them. Warning signs should be posted for the benefit of the crew as well. It doesn't hurt to bluff and post warning signs even if the ship isn't electrified.

CONSIDER WATER OR FOAM

Water spray or foam nozzles can really discourage pirates trying to board a ship. But they shouldn't be operated manually; that makes the operator vulnerable to pirate gunfire. Hoses and foam devices should be fixed in position at all piracy access points. When using high-powered fire hoses, ships need protective baffle plates to stop pirates from disabling them. Some shipowners use water cannons that shoot water in a vertical sweeping arc, protecting a larger portion of the ship.

German marine forces intercept a mother ship with suspected pirates 60 nautical miles off the coast of Tanzania. The Germans also intercepted a pirate skiff and took seven suspected pirates into custody. The two boats were destroyed.

REUTERS

USE WHAT YOU ALREADY HAVE

Captains can often use their ship's ballast pumps to flood the deck, producing a curtain of water off the sides. Some ships can flood their decks in their normal overflow mode; other ships will need special plumbing. Steam nozzles can be effective, but only in fixed positions and not manually operated. Foam has the advantage of being slippery and disorienting, but a ship's firefighting foam won't do. When using foam, it has got to be something other than the ship's firefighting stock in case it's needed for a fire.

MAKE NOISE

Captains must sound their ship alarms and whistles during an attack or threat of an attack. That not only alerts the crew, but it lets the pirates know that they have been seen and identified. Such alarms and whistles have to be distinct and not confused with other alarms. Crews must be familiar with each alarm on a ship and know where to go and what to do if the piracy alert sounds.

USE LOTS OF LIGHTS

In addition to lights for accommodation of the International Regulations for Preventing Collision at Sea, ships need searchlights that can be used immediately as needed. Although night attacks by pirates are rare, early-morning attacks in poor light are not unheard of.

When sailing through treacherous areas, ships should use just their navigation lights, reserving all other lighting for when an attack is coming, to show the pirates they have been spotted. Navigation lights should not be turned off at night.

DON'T GIVE THE PIRATES ANY WEAPONS

The nature of piracy in the Gulf of Aden and the Indian Ocean is that the pirates travel and board with little equipment. They generally won't have the tools necessary for forcible entry into secured areas. Crews should not leave any equipment handy for pirates to use in taking control of a ship. Any welding supplies or flammables near the bridge should be covered with sandbags or Kevlar blankets.

ESTABLISH A SAFE MUSTER POINT OR A CITADEL

If the crew members have to abandon the bridge, they need to muster at a safe site, preferably deep within the ship where they can hide from bullets and grenades. It's a short-term solution, established in the belief that only temporary protection is needed until intervention arrives.

The better solution is a citadel, a designated area built into the ship where the crew can safely gather for an extended time. The design of a proper citadel is best left to experts. Each ship is unique and needs a citadel tailored to its layout. The crew's access to the citadel is a key part of its design. If a single crew member is locked out of the citadel, the whole point of building it has been lost.

A proper citadel must have a self-contained two-way radio system. Crews can't rely solely on their ship's VHF communications system — a second system is needed for its versatility and as a backup. A citadel must also be designed to deny pirates access to the ship's navigation and propulsion systems.

According to INTERTANKO, an oil industry association, between September 2010 and late January 2011, there were 21 recorded incidents of attacks on merchant ships equipped with citadels. "Reporting suggests that the Citadel was decisive in foiling 14 of those attacks," the group said.

USE CAMERAS

Closed-circuit TV allows a captain and crew to monitor an attack from an unexposed position. The cameras should be mounted in areas vulnerable to attack, with monitors mounted in the rear of the bridge in a protected area. Monitors are needed in a citadel or a safe muster point as well.

CONSIDER ARMED SECURITY

The use of armed guards to repel pirates has its advocates and its detractors. Some maritime authorities think guards may do more harm than good. But there remains the fact that no ship employing armed guards has ever been hijacked.

THERE'S A RIGHT WAY TO BE RESCUED

If military forces board a ship under attack, the ship's crew must keep low to the deck. Crew members should cover their heads with both hands to show that they are unarmed. First and foremost, crew members must make it clear that they are not aggressors. They should be prepared to be challenged as to their identity. Once again, they should be trained ahead of time. A couple of other suggestions: Recognize that there is no one standard language for all military forces in the region, so miscommunication is common. Also, crew members should never pull out a camera and start taking pictures with a flash. Using a flash is often perceived as a hostile act.

KNOW THAT PIRACY IS ALWAYS EVOLVING

The tactics of Somalia's pirates can change. At one time, they used large stolen ships for their bases of operations, but in mid-2012 they were again using smaller craft, to blend in more with the scenery. It's possible, the UKMTO says, that pirates will come up with methods and equipment to board fast ships. And they've been known to board ships through portholes and hatches. INTERTANKO reports that pirates are developing tactics to breach citadels.

Captains must think like the pirates. Crews should practice boarding their own ships to figure out the likeliest methods pirates would use and devise the best ways to thwart them. ❑

CORRIDOR
is Best Tool to Fight Piracy

AGENCE FRANCE-PRESSE

THE INTERNATIONALLY RECOMMENDED TRANSIT CORRIDOR IN THE GULF OF ADEN IS MORE THAN JUST A ROUTE — IT'S AN ENTIRE PLAN.

ADF STAFF

There is no way to travel through the 530,000 square kilometers of the Gulf of Aden in complete safety. But for seafarers who must make the journey, there are certain precautions that should be taken.

Ships should travel in a convoy, accompanied by a warship. The convoy should have 14 or fewer merchant ships, ideally traveling at speeds in excess of 18 knots. As much of the trip as possible should take place at night, since pirate attacks are extremely rare after dark.

During the day, the crew should be able to identify pirates from four kilometers away. The ships should sail in a two-column formation, so that once a suspicious boat is spotted, a ship can signal the rest of the fleet, increase speed and begin evasive tactics.

But the most important safety precaution is the use of the Internationally Recommended Transit Corridor (IRTC). The corridor is the best, most effective tool for preventing piracy in the gulf. The principle is simple: Define a narrow shipping channel in the gulf so that only that space has to be patrolled.

The current corridor was mapped out in 2009 to reflect the latest analysis of gulf pirate activity, and it incorporates feedback from the shipping industry. Researcher Thomas Tsilis says the corridor is now positioned away from established fishing areas, which has resulted in fewer false piracy alerts.

The corridor has eastbound and westbound lanes, each 5 nautical miles wide, separated by a 2-nautical-mile-wide "median." Use of the corridor includes detailed recommendations telling captains what to do when a warship escort is not available. In such instances, captains are urged to travel in "group transits," in which they sail with other ships of similar speeds. The times for different groups to enter the corridor are calculated so that they pass through the statistically most dangerous areas at night, and so that all the ships, regardless of speed, are traveling together at first light.

Ships are encouraged to travel at 2 knots under their maximum safe cruising speed so they will have some speed in reserve in case of attack. If a ship is sailing the corridor without benefit of a group transit or military escort, the ship should travel at its maximum speed.

Ships traveling faster than 18 knots can generally travel safely at night, passing through the most high-risk areas under cover of darkness. A 20-knot ship can move through more than half the corridor at night. Even during the day, a ship traveling at 20 knots or more is not an easy target for pirates.

The guidelines for the corridor note that perfect synchronization of ships traveling in groups is not possible or even always preferable: "Although a vessel may see no other vessels at the start of her transit, other vessels participating in the same transit will converge during the critical stage of the transit. For this reason it is most important that a vessel enters the IRTC at the correct time and does NOT stop and wait for other vessels."

Three international naval task forces patrol the corridor, with other military ships coming and going. Each day, about 20 international ships patrol the gulf, U.S. naval officials say. There are also about a dozen independent task forces from several countries, including China, India, Japan, Malaysia and Russia. The independent task forces work with the three major forces to come up with "areas of responsibility" for patrolling the corridor and the surrounding areas. For instance, China's escort route in early 2012 was about five nautical miles north of the corridor.
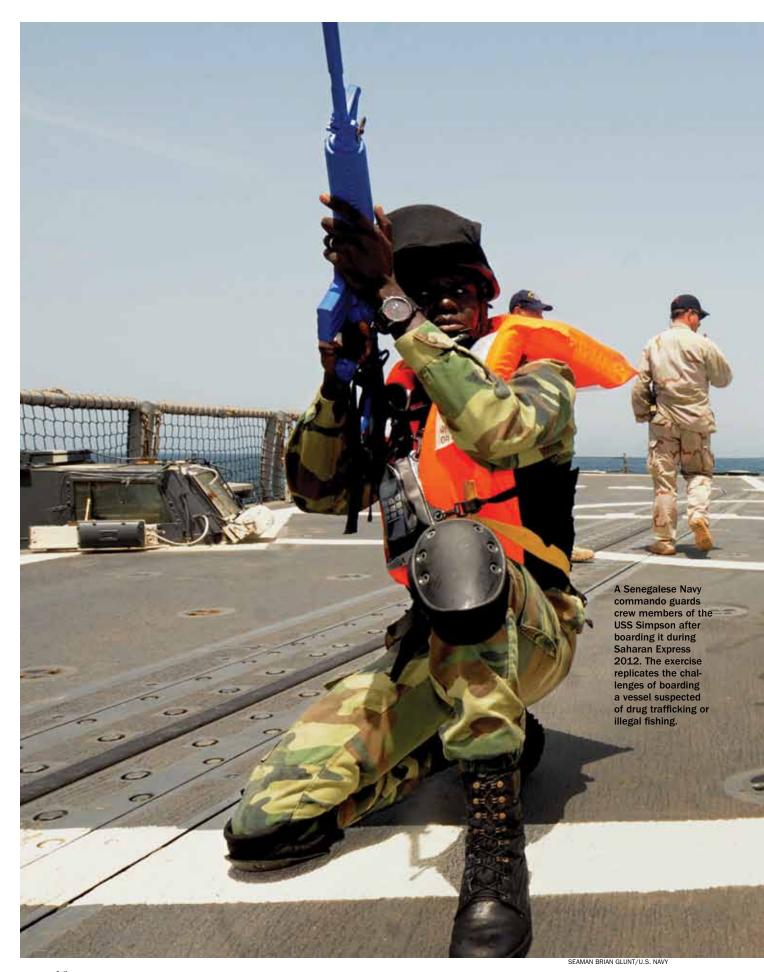
The results speak for themselves. *World Trade 100* magazine says that 21,000 ships sail through the Gulf of Aden each year, although the *Naval War College Review* puts the figure at closer to 30,000. Eleven percent of the world's shipped oil passes through the gulf. NATO says that the corridor has been so effective that in 2010 there were "no successful attacks on vessels complying with group transit times and speeds." ❑

AUTOMATIC IDENTIFICATION SYSTEMS

Automatic Identification Systems (AIS), required on most cargo ships and all passenger vessels since 2004, allow authorities to monitor and track maritime traffic. The worldwide Maritime Safety and Security Information System shares AIS signal information via a network of base stations in more than 60 participating nations around the world.

Captains of some ships have been accused of turning their AIS devices off while in the Gulf of Aden. Some believe that if the surrounding ships know so much about them, pirates will, too. Early guidelines included a stipulation that if the captain believes the transmissions might compromise the security of the ship, "the AIS may be switched off." The International Maritime Organization now recommends keeping the AIS on at all times, including in high-risk areas.

AIS INFORMATION IS FORWARDED TO:
- Vessel traffic system
- Search and rescue
- Port authority
- Others

S-AIS SATELLITES

AIS PHYSICAL SHORE STATION (PSS)

AIS aid to navigation

PSS

AIS LINK

AIS SERVICE OPERATOR CENTER

Source: Norwegian Centres of Expertise (barentssea.no)

A Senegalese Navy commando guards crew members of the USS Simpson after boarding it during Saharan Express 2012. The exercise replicates the challenges of boarding a vessel suspected of drug trafficking or illegal fishing.

BOARDING SCHOOL

Exercise Saharan Express trains teams to take back the seas

ADF STAFF

At 8 o'clock on an April morning, a fishing boat named the Stingray bobbed in the gray-green Atlantic Ocean waters off the coast of Senegal and Mauritania. Like many boats in the region, it was fishing illegally. According to its license, it was trawling for bottom-feeding fish and shrimp, but, in reality, it was scooping up large quantities of tuna. Its automatic tracking system (AIS) was switched off to avoid detection.

The free ride ended for the Stingray when a scratchy voice called over the VHF radio: "MV Stingray, we need to ascertain your manifest and documentation." The Stingray was about to be boarded by a team of Cape Verdean Coast Guard commandos intent on restoring law and order to the seas.

This was all part of a scenario created by the organizers of Saharan Express 2012, a multinational maritime security exercise. The role of the Stingray was played by the USS Simpson, which is actually a 453-foot U.S. Navy frigate carrying more than 200 Sailors and built to launch guided missiles.

The exercise was designed to mirror real threats that are troubling these waters: illegal fishing, weapons trafficking, drug trafficking and human trafficking. All of these crimes have proliferated in recent years. Illegal fishing is probably the costliest. By one estimate, illegal, unreported and unregulated (IUU) catches are 40 percent higher than legal catches in West African waters. The World Fish Center estimated that in 2006 the territorial waters of Mauritania, Senegal and Guinea-Bissau were robbed of $140 million due to illegal fishing.

Saharan Express is where these countries train to flex their muscles and fight back against maritime criminals. The exercise is in its second year, and organizers are pleased with the results. In 2012, Cape Verde, France, The Gambia, Mauritania, Morocco, Senegal, Spain, the United Kingdom and the United States sent vessels to Dakar, Senegal, to participate. Liberia and Côte d'Ivoire sent observers with an eye toward participating in upcoming years.

"We're trying to develop a subregional concept to work together, to fight together,"

said Lt. Cmdr. Moussa Fall, deputy N3 for the Senegalese Navy. "Because the threats we face are the same throughout the subregion."

Organizers say that criminals in these waters look for weak spots on the map. They focus on countries without the means to enforce their exclusive economic zone (EEZ), and they operate in border regions where they can avoid detection and flee into another country's territorial waters if pursued.

"Most of the illegal activity happens along the borders," said Lt. Cmdr. Mike Meydenbauer of the U.S. Embassy's Office of Security Cooperation in Dakar. "And they utilize the borders between one EEZ and the other EEZ to evade being apprehended. We've watched it happen on radar."

So the boundary waters between Senegal and Mauritania and between Senegal and The Gambia were exactly where the exercise took place.

"We're just out here fishing"

By 9 a.m., the men on board the Stingray could see the Cape Verdean Coast Guard vessel, the Guardio, as a hazy speck on the horizon. The Guardio's commanding officer radioed ahead to ask the Stingray for information. He wanted to know the boat's international call sign, its license number, its last port of call, port of registry, and the content and weight of its cargo.

"Sir, we're just out here fishing. We have fish on board," said the Stingray's nervous captain, who was played by Craig Sperry, a U.S. Navy operations specialist-3.

Yet some of Sperry's answers weren't convincing. He didn't know the exact tonnage of his cargo and gave conflicting answers about

FIVE KEYS

to Boarding a Ship

1 **PERFORM A SECURITY INSPECTION:** A ship suspected of trafficking or illegal fishing is likely to be old and poorly maintained. Additionally, once caught, criminal crews have been known to scuttle their own ship to destroy evidence of their crime. An initial safety inspection should include a visit to the engine room to observe the seaworthiness of the vessel.

2 **MAINTAIN CONTROL OF CREW MEMBERS:** Crew members on a boarded vessel can be combative and deceptive. All crew members must be searched for weapons and kept guarded in a highly visible location. If they resist, they should be handcuffed. Because many crew members on illegal fishing vessels will be foreigners and unable to speak the language of the boarding team, conveying messages through clear hand signals and assertive gestures must be practiced in advance.

3 **ESTABLISH GOOD COMMUNICATIONS:** The boarding team on a vessel should immediately establish communications with its Navy or Coast Guard "mothership" to alert the commanding officer of the situation on board. This can be done using the boarding ship's HF or VHF radio or a hand-held tactical radio. Additionally, because members of the boarding team will be posted at various points throughout the boarded ship, it is sometimes helpful to use the ship's public address system to relay information.

4 **CONDUCT A THOROUGH SEARCH OF THE VESSEL AND EXAMINE ITS DOCUMENTATION:** Any drugs, weapons and illicit cargo will be well-hidden. The fish in the hold of a boat might not match the amount or type recorded in the ship's fishing log. The license, identifying documents and international ship security certificate all could contain erroneous information. All must be thoroughly examined, and a boarding team must be trained to know what to look for.

5 **MAKE SURE THE BOARDING TEAM IS MEETING NATIONAL OBJECTIVES:** Navy and Coast Guard resources are stretched thin in all countries. If illegal fishing is the top crime threatening a nation's waters, a boarding team must focus its resources on the areas where it is most prevalent and the vessels most likely to be committing the crime are located. Conversely, if drug trafficking, human trafficking or piracy is the greatest concern, boarding teams will have to shift their emphasis and their tactics.

the nationality of his crew. The Cape Verdean team decided it was time to board the vessel.

"We intend to send a boarding party," asserted the voice from the Guardio.

The Cape Verdean team members ordered the captain of the Stingray to alter his course to create a lee where the hull of the boat would block the wind and the waves. They ordered the crew to lower the pilot ladder to one meter above the water and slow the speed to 4 knots. The trained Cape Verdean team knew that a slow-moving vessel is easier to board than a fully stopped vessel because it doesn't sway as much.

"Muster your crew on the forecastle," ordered the Guardio's commanding officer, requesting that the Stingray's men assemble on the forward deck where they would all be visible.

"But we're just out here fishing; we're doing nothing wrong," said Sperry. "Just minding our business."

As the Cape Verdean boarding team approached, they bounced over waves in a rigid inflatable boat and made a "horseshoe maneuver," circling the Stingray to get a 360-degree view of the vessel. The team wanted to ensure that there were no visible threats on board.

When the team pulled alongside the massive ship, all six men nimbly climbed the 10-meter rope ladder despite a choppy sea and high winds that knocked off one man's helmet. On board, team members swiftly took control of the boat. Armed with blue training rifles, they stood guard at key posts and patted down each of the Stingray's three crew members to check for hidden weapons.

1st Lt. Kahbi Batista of Cape Verde climbed up two levels to the bridge to interview the captain and examine the ship's documentation. Another member of the team lowered himself into the engine room to make sure the ship was safe and seaworthy. This was important because, in rare cases, the crew of a criminal ship will scuttle its own vessel to avoid capture.

On the bridge, Batista was confronted by the captain, Sperry, who was gleefully disobedient. He refused to stand still, gave deceptive answers to questions and cracked jokes. "That tickles!" he squealed while being patted down for weapons. This was designed as part of the scenario, because the captain and crew of a ship caught committing a crime are likely to be hostile or evasive. Other crew members on the Stingray acted as though they didn't speak English, forcing the Cape Verdean team to use hand signals to make themselves understood. Language barriers are common on boarded vessels.

Later, Sperry grinned while discussing his performance. "I try to stress them out a little bit," he said. "Not to the point where they'll start

PETTY OFFICER 1ST CLASS BRIAN A. GOYAK/U.S. NAVY

ADF STAFF

fighting with me, but I try to push their buttons."

But Batista wouldn't take the bait. "You're going to help us do our job and do everything very calmly," he instructed the captain.

Batista sent two of his men below to check the fish in the hold and compare it to the permitted catch. In fact, the Stingray had more than double its allotment of fish. Batista examined all of the Stingray's permits and took photos of each document. He took control of the Stingray's intercom system and, because one of his men had suffered a simulated leg injury during the boarding, he instructed two men to bandage and stabilize the fallen Sailor.

After more than 30 minutes, Batista broke the bad news to the captain: The Stingray was in trouble.

"At this moment we have a lot of problems here," said Batista, shuffling the paperwork. "You have no license to fish in these waters, you have identification for your crew with the wrong birthdates, you have the wrong information about the fish you have on board, you have no declaration of entrance into our waters, and you have no AIS on. So we are going to escort your ship back to port."

"We have to secure the water"

After the action, the Cape Verdean team and instructors from the U.S. Navy gathered in a circle on the forecastle to review the success of the boarding drill. There were a few minor criticisms: Some team members had neglected to secure their weapons behind their backs while patting down the crew. Not all corners of the ship were inspected. There should have been stricter discipline for the meddlesome captain. "If he is making jokes, if he is being uncooperative, then cuff him and sit him in a corner," said an instructor. "Don't tolerate it."

But overall, the Cape Verdean team received high marks. "A lot of things got thrown at you, and you handled all of them," said U.S. Navy Ensign Kevin Mullins, a trainer and boarding officer on the Simpson.

Left: 1st Sgt. Manuel Ribeiro of the Cape Verde Coast Guard climbs a Jacob's ladder to board the USS Simpson during a visit, board, search and seizure exercise as part of Saharan Express 2012.

Right: 1st Lt. Kahbi Batista of Cape Verde communicates with his boarding team by tactical radio after boarding the USS Simpson.

"Cape Verde is water; all our economy depends a lot on the water. From the tourism point of view, the economic point of view, even for food security, we have to secure the water."

—1st Lt. Kahbi Batista of Cape Verdean Coast Guard

A REGIONAL FOCUS

Beyond improving tactical capabilities, Saharan Express aims to foster regional cooperation.

A key facet of the 2012 exercise was the instantaneous relaying of information between the Maritime Operations Centers (MOCs) in the four participating nations from West Africa — Cape Verde, The Gambia, Mauritania and Senegal. MOCs are the control rooms where watchstanders monitor marine traffic 24 hours a day, seven days a week. Every MOC displays radar data integrated onto a map that allows watchstanders to track vessels in their waters in real time and, if necessary, dispatch a boat to intercept a suspicious or distressed vessel.

In theory, MOCs should share information with their counterparts in neighboring countries, especially if they observe a suspicious vessel cross over into a neighboring exclusive economic zone (EEZ). In practice, however, due to barriers of distrust, language and low technology, this does not always happen in West Africa.

"The goal here, big picture, is to get all these countries used to coordinating when they're going to patrol along the border," said Lt. Cmdr. Mike Meydenbauer of the U.S. Embassy's Office of Security Cooperation in Dakar. "That way there's a neighboring patrol craft out at the same time, and if the boat runs from one country, the other country is out there to stop them."

During Saharan Express, watchstanders relayed information to other MOCs via HF radio and Internet chat messaging. The MOCs also corresponded with two surveillance planes above the exercise sites and ships of all nationalities taking part.

Participants call this coordination a major step forward. "Before we had no direct contact between MOCs of the region," said Lt. Ahmed Salem Maouloud of the Mauritanian Navy, who commands the MOC in Mauritania's capital, Nouackchott. "If I had a distress signal in Senegal waters, I had to contact the headquarters, the Ministry of Defense, Ministry of Foreign Affairs in Senegal and the other MOC; to ask anything I had to proceed by this long way."

Now, thanks in part to Saharan Express,

MOC-to-MOC communication is becoming the norm.

"It's becoming more and more simple and very systematic," said Lt. Cmdr. Moussa Fall, deputy N3 for the Senegalese Navy. "Now, every time that we have a problem, we automatically take it to the MOC [with jurisdiction]. The exchange of information is becoming really much more natural and efficient."

The region has made strides on issues of jurisdiction. The countries along the coast from Sierra Leone north to Mauritania and out to Cape Verde have instituted a regional fisheries agreement that allows a Navy or Coast Guard vessel from one nation to cross over into another nation's EEZ in order to pursue a suspicious vessel. The country in whose waters the vessel is stopped will then receive any money collected from a fine assessed to the illegal fishing vessel. The countries are working to further harmonize their laws and to expand the regional agreement so it addresses other types of maritime crime.

"The weak link is the borders," Fall said. "But cooperation is there, and it's improving. Because with meetings [like Saharan Express] we learn about each other. … Today, I communicate with The Gambia, I communicate with Mauritania easily because I know who I'm speaking to. We've met at a conference. And when I have a problem in Mauritania, I know who to call and he knows it's me calling. We didn't have that before."

Many at Saharan Express echoed the sentiment that a regional effort will be required to combat the threats of illegal fishing, trafficking and even maritime piracy, which has emerged in the Gulf of Guinea. As recently as 2009 there were fewer than 25 boats that measure 25 meters or more available for interdiction work by Navy or Coast Guard forces in West African waters. By contrast, there are 280 ships departing each week from ports in the Gulf of Guinea. The numbers are daunting.

"We know one government cannot control its EEZ alone, even the big nations," said Lt. Maouloud of Mauritania. "So we have to gather our forces to achieve our aim. And we know that [traffickers], sometimes they have a lot of money; they can buy a ship like ours. They can buy weapons, even a military ship maybe. So we have to gather our forces against them."

A Mauritanian
boarding team
boards the target
vessel from a
rigid inflatable
boat during a
scenario created
for Saharan
Express 2012.

"Thunder" *Rumbles in the Gulf of Guinea*

Lt. j.g. Jude Ezedike, auxiliaries officer on the USS Simpson, took pride in two countries during Operation Obangame Express 2012. The native-born Nigerian, who later immigrated to the United States, visited the Nigerian Navy's newest vessel, the Hamilton-class frigate NNS Thunder F90, a recent gift from the U.S. Coast Guard.

The Thunder, sporting its new Nigerian gray paint and ship number, participated in the multinational naval exercise held from February 27 to March 1, 2012. The ship, like the exercise, highlighted cooperation between Ezedike's former and current homelands.

"Personally, I have prayed for this kind of naval interaction between the U.S. and Nigeria for a long time," Ezedike said, according to a report by U.S. Africa Command. "Obangame Express helps Nigeria and the rest of West Africa defend their coast and control issues like piracy, kidnapping, drugs and irregular fishing."

The 378-foot Thunder, formerly the U.S. Coast Guard Cutter Chase, can stay at sea for 45 days without refueling and can carry 167 crew members. The Nigerian Navy took command of the ship in May 2011. The United States updated the Thunder's security equipment, tested the vessel's seaworthiness and sent it on its way to Africa. The ship stopped in Dakar, Senegal, in January 2012 to accolades from envious diplomatic and military officials, according to Nigeria's *The Guardian*.

Even before Obangame Express trained participating nations to better cooperate on maritime safety and security in the Gulf of Guinea, the NNS Thunder was paying dividends as a strong new weapon in the Nigerian Navy's efforts to combat piracy and other maritime crime.

Just three days after its January 23, 2012, commissioning ceremony, the Thunder apprehended the cargo ship MT Takoradi during a routine patrol to check for fuel thefts in the Niger Delta, according to Nigeria's *Daily Sun*. The Takoradi was found to be carrying 1 million liters of automotive gas oil and lacked the legal documents to account for the cargo.

Rear Adm. Emmanuel Ogbor, flag officer commanding Western Naval Command, addressed the 150 officers who had spent six months training aboard the ship in the United States. "I am proud of you, and everyone in Nigeria is proud of this ship. The only way we can sustain the smart look is to sustain the maintenance culture already existing. This ship would assist in fighting illegalities on our waters in Africa."

Later at January's commissioning ceremony, Vice Adm. Ola Sa'ad Ibrahim, chief of the naval staff, said, "The transfer of NNS Thunder is an explicit symbol of improved relations between the people and governments of both Nigeria and the United States of America.

"Essentially, the transfer represents the growing interest of foreign stakeholders whose investment and dependence on peaceful economic activities around Nigeria's waters are becoming increasingly significant," Ibrahim said. "For the Nigerian Navy in particular, the transfer of NNS Thunder is in recognition of our efforts and commitment in containing the myriad of security challenges around our waters."

Security concerns have grown recently in the Gulf of Guinea. Pirates have targeted oil-bearing vessels and siphoned off the fuel for sale on the black market. Recent surges in oil prices make the region a rich target, especially given Nigeria's oil production.

The NNS Thunder, sporting a new coat of gray paint, once was the U.S. Coast Guard Cutter Chase.

CHRIS HIRNEISEN

ADF STAFF

PETTY OFFICER 1ST CLASS BRIAN A. GOYAK/U.S. NAVY

The Cape Verdeans, who hail from a string of rocky islands 500 km off the coast of West Africa, know the importance of boarding vessels. In fact, two weeks earlier, they had partnered with a team from the U.S. Navy to conduct African Maritime Law Enforcement Partnership (AMLEP) joint patrols, where they boarded suspicious vessels in their waters and levied fines against those found fishing illegally. They said if given enough resources they could probably catch an illegal fishing boat every day of the year. "Cape Verde is water; all our economy depends a lot on the water," Batista said. "From the tourism point of view, the economic point of view, even for food security, we have to secure the water."

Over the course of two days, teams from Senegal and Mauritania also boarded the Simpson. The scenario increased in difficulty to include drug smuggling and other complicating factors as the days wore on. The teams also grew more confident. A Mauritanian Navy boarding team that had difficulty controlling the unruly captain and crew during its first boarding was in full command during a second boarding and handcuffed the captain at the first sign of disobedience.

"We'll take [away] a lot of things from this exercise," said Lt. Yahya Sidiya of the Mauritanian Navy. "Now we have the confidence to do something real. If it's drug trafficking, weapons or fishing. We are ready to handle anything in our EEZ."

At the end of the exercise, participants pushed for even more complexity at next year's iteration. Ideas included widening the grid in which the boats operate to make target vessels harder to locate and adding night boardings.

Instructors and participants said there is no handbook that can teach a team to board a vessel. It must be repeated so often that it becomes second nature. The unknown elements on board and the boarding team's inherent vulnerability make it one of the most difficult tasks a naval team will attempt.

"There's a million different scenarios that could be thrown at you on a boarding," Mullins said. "You're not ever going to train on every scenario, but you learn how to think while you're on board. And you just have to have that mindset of 'If this happens, what am I going to do?' Because things will happen all the time that you can't plan for." ❑

Left: Master Cheikh Sidate Camara, the boarding officer for a team of Senegalese Navy commandos, boards the USS Simpson during Saharan Express 2012 in the waters between Senegal and Mauritania.

Right: 1st Sgt. Manuel Ribeiro of the Cape Verdean Coast Guard searches a Spanish Sailor on board the Spanish ship Vencedora while conducting a visit, board, search and seizure exercise during Saharan Express 2012.

SENEGAL ★ *LOOKS TO THE SEA* ★

In April 2012, *ADF* interviewed Senegalese Chief of Naval Staff Adm. Mohamed Sane at the closing ceremonies of Saharan Express 12, a multinational maritime security exercise in Dakar, Senegal. Adm. Sane, Senegal's top Naval officer, discussed the maritime threats his nation faces and the importance of cooperation and interoperability in the region.

STORY AND PHOTOS BY *ADF* STAFF

Q: *Historically, it seems as if maritime security has been less of a priority for West African countries, which have focused most of their attention on land-based threats. It seems like that is changing now and there is more of an emphasis on maritime security. Is this accurate?*

A: Yes, I think that a lot is happening in maritime security and safety fields. What has happened in Africa is that even though we have oceans around the continent, we are very continental. We are not looking to the west on our side, and the other side does not look east enough. All the resources have been devoted to the military and devoted to the ministry of interior and other departments; the sea didn't receive the attention that it needed. They didn't look at the sea as a space where nonstate actors might conduct some illegal activities like drug trafficking, smuggling, arms traffic and illegal fishing. Before, we thought that whenever a fishing boat had a fishing license that was enough. But I think, and as far as that I was congratulating the U.S. ambassador, I think that the U.S. has helped a lot of politicians and decision-makers to have better awareness of the importance of the sea and how it can bring wealth, but also how it can be an avenue for different kinds of illegal activities that may harm the economy or harm the population.

Q: *What expansions or what innovations has Senegal made to increase maritime security in its Exclusive Economic Zone?*

A: First of all, there is awareness at all levels that the sea is important and that it has to be protected. The second innovation really is capacity building in terms of maritime domain awareness, and for that we received a lot of help from the U.S. They have been installing many sensors and have given us AIS [automatic identification system] and radar systems to be able to improve our maritime domain awareness. Also, they have helped by putting in place programs for capacity building in terms of coordination, command and control, but also in terms of know-how at all the levels — from the individual level for the sailor, the ship level, the group of ships level, the country as a whole and at the multinational level.

Q: *You talk about multinational cooperation. What was the state of cooperation in this region several years ago, and is it getting better?*

A: Years ago, a lot was not done in training multiple countries at sea. I think what is new really is encouraging people to work together and giving them the ability to work together. The ability to work together is, of course, a question of will. But it's also a question of interoperability, which is very important. If you are interoperable, you have a standing operating procedure that all understand. I think that's a big step. Now, we have done a lot in terms of interoperability, which means if, tomorrow, there is an incident at sea, we will be able to work easily together with our neighbors, which is very important.

Q: *There are numerous maritime threats in this region: drug trafficking, weapons trafficking, human trafficking, illegal fishing. Is there one of these threats that concerns you the most right now, and how are you trying to address it?*

A: Here in Senegal we don't have a navy and a coast guard. We have la Marine nationale, which really carries out the responsibilities of the navy and coast guard. So, whenever we go out to sea, it's almost a multiple mission. The same ship can carry out most of the tasks needed. Right now, I think that the main issue in the country from the standpoint of the general population is illegal fishing.

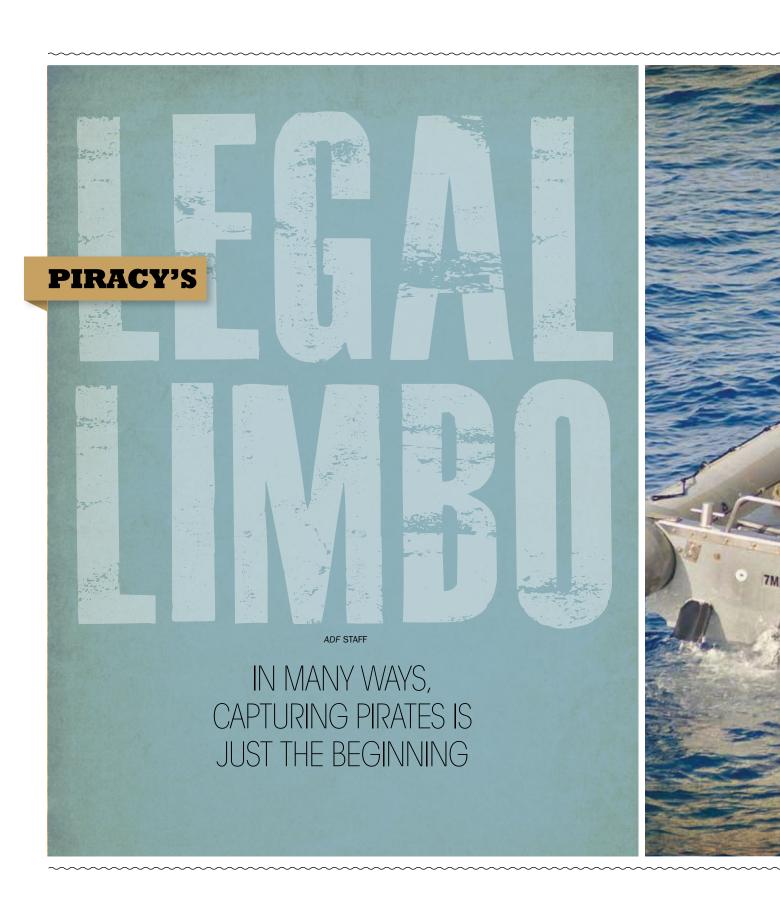**Q:** *Have you made strides toward stopping illegal fishing? Are you arresting more people, and are you stopping more vessels and checking their permits?*

A: The specificity of illegal fishing here is that sometimes it's people who have licenses who are doing it. On many occasions we have been seeing people carrying out that type of illegal fishing operation, and they have been given permits by the Ministry of Fisheries and Maritime Affairs. But it doesn't mean that everything is solved because sometimes they are operating very far offshore. So it's not all the time that we are able to reach them. But we are doing what we can, because I can say that within our contiguous zone we are really present. But in the blue, blue water our presence is not so regular, because not all of our vessels can operate comfortably in that area.

We have at least two other major administrations involved at sea: the customs and the Ministry of Fisheries. What we are doing now is that we have taken those ships under our operational control, they are manned by our personnel, and whenever we go to sea we put on board a person from the customs service and a person from the fishery protection, so whenever we go to sea, we can carry out all the spectrum of our tasks. Because sometimes you can have the technical capability, but you don't have the jurisdictional authority. For example, for smuggling I'm not allowed to investigate. If I want to investigate, I have to do it with the customs agency.

Q: *We read a lot about piracy in the Gulf of Guinea. It has not yet made its way north to Senegal, but are you concerned that piracy could become a problem here?*

A: Yes. We never say never. People are thinking about it a lot, to determine how to face this threat, because it has many components. It has a jurisdictional component, which is more complicated because the national law has to be able to punish this type of activity. I understand that [elected officials] are working on our national law to be able to do it. Right now with our maritime domain awareness we know what is going on at sea, so we might be able to locate a pirate vessel, but still we need the training, and, maybe sometimes, special means and international cooperation to be able to face a real piracy case. Because it requires a lot of tools, a lot of equipment. In our minds we think it could happen here. The probability is not so high, but you can never say never. ❑

PIRACY'S LEGAL LIMBO

IN MANY WAYS, CAPTURING PIRATES IS JUST THE BEGINNING

Personnel from the USS San Jacinto, part of Combined Task Force 151, examine a skiff suspected of piracy. CTF 151 is a multinational anti-piracy task force.

Fifteen Somali pirates hijacked an Iranian fishing vessel in the Arabian Sea in January 2012, taking 13 hostages. The Iranians had been held captive for more than a month when the U.S. Navy rescued them and captured all 15 pirates, Reuters reported.

It's the kind of ending seafarers, shipping companies and affected nations love to see. But it wasn't as simple as it sounds. From a legal standpoint, new difficulties began once the hostage ordeal ended.

According to *The New York Times*, countries directly involved — Somalia, Iran and the United States — lacked either the capacity or the desire to assume the costs and difficulties of prosecution. The pirates spent nearly two months at sea after their capture while authorities searched for a venue where the suspects could be tried. Captured by the Kidd, a destroyer, they were eventually held aboard three nuclear aircraft carriers, another destroyer and an amphibious warship. They were then brought ashore in Djibouti, where they boarded a C-130 military transport plane to the Seychelles.

Typically, when a crime is committed and suspects are captured, a familiar process begins: Suspects are held for trial; they stand trial; and, assuming a conviction, a sentence is imposed — often incarceration. In this case, the suspects spent time aboard eight sea vessels, one military transport plane and in two countries. Finally the Seychelles, a tiny nation at the forefront of prosecuting piracy cases, agreed to accept the suspects after transferring convicted Somali pirates to a United Nations-financed prison in Somaliland, the *Times* reported.

So this case actually had a desirable ending: Those accused of piracy went to jail to await prosecution. But it underscores how difficult anti-piracy efforts are once the accused are back on dry land. What if there is no reliable court system? What if there are not enough prison beds? In recent years, anti-piracy efforts often have ended with the saga at sea. Hostages are rescued, and ships are recovered, but pirates are released without prosecution up to 90 percent of the time, according to a January 2011 estimate. The case of the Iranian fishing vessel shows why so-called "catch-and-release" tactics are so tempting.

Rear Adm. Philip Jones, former head of the European Union's piracy task force Operation Atalanta, said the legal fate of pirates picked up by naval forces "depends on where we find them, on the nationality of the ship that arrests them, on the nationality of the pirates themselves and the circumstances in which they are arrested," he told the BBC. "There is a different response available in almost every case."

Piracy cases bring many legal entanglements. They include evidence-gathering at sea, fears that suspected pirates will request asylum in prosecuting nations, and the absence of sufficient laws to effectively try pirates. But two deficiencies stand out as hampering the pursuit of justice in piracy cases: a lack of sufficient court systems and a lack of prisons.

PIRACY DEFINED

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The United Nations Convention on the High Seas (1958) and the United Nations Convention on the Law of the Sea (UNCLOS) (1982) each state that "all States shall cooperate to the fullest possible extent in the repression of piracy on the high seas or in any other place outside the jurisdiction of any State."

Maritime piracy typically occurs outside any sovereign country's jurisdiction, but it's considered a universal crime — one that affects all nations — so pirates captured at sea can be tried by any willing state, according to a 2011 policy paper by the Civil-Military Fusion Centre.

SO WHAT EXACTLY CONSTITUTES PIRACY?
Article 101 of UNCLOS defines piracy as:

(a) Any illegal acts of violence or detention, or any act of depredation, committed for private ends by the crew or the passengers of a private ship or a private aircraft, and directed:

   (i) on the high seas, against another ship or aircraft, or against persons or property on board such ship or aircraft;

   (ii) against a ship, aircraft, persons or property in a place outside the jurisdiction of any State.

(b) Any act of voluntary participation in the operation of a ship or of an aircraft with knowledge of facts making it a pirate ship or aircraft.

(c) Any act of inciting or of intentionally facilitating an act described in subparagraph (a) or (b).

"

What we're looking to do in the longer term is to move the pirates back to Somalia to serve their prison sentences there."
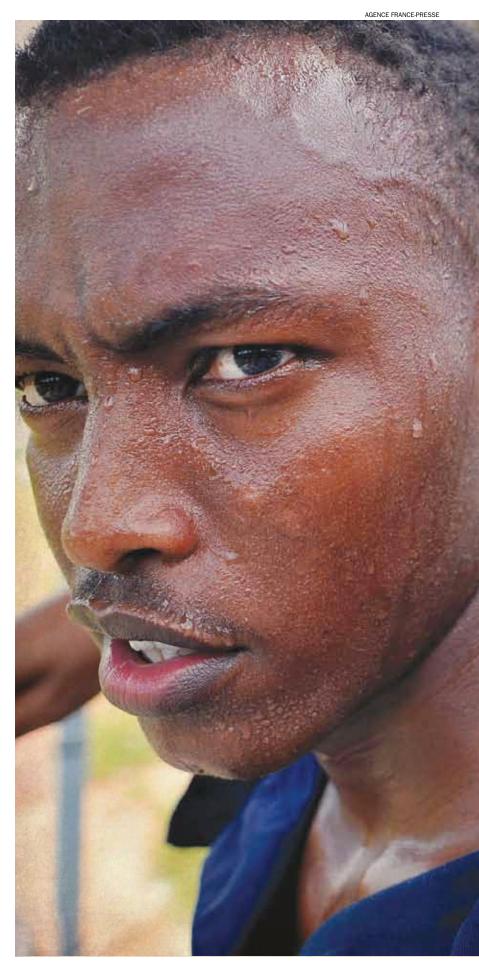
— *Alan Cole, head of UNODC's Counter-Piracy Programme*

Bringing Pirates to Court

Some pirates are prosecuted. A February 2012 report by the United Nations Office on Drugs and Crime (UNODC) Counter-Piracy Programme (CPP), using the figures available at the time, indicates that 20 countries spanning four continents held 1,021 pirates or piracy suspects. Of those, there were 561 known convictions across 10 countries. According to Oceans Beyond Piracy, the total cost of trials and incarcerations in 2011 was estimated at $16.4 million, but that price tag did not include the Seychelles and Kenya because a substantial amount of their costs were covered by the CPP and other international funds. At the time of the study, more than 200 of those incarcerated were held in Kenya and the Seychelles.

A June 15, 2011, United Nations Security Council report on establishing specialized anti-piracy courts states that Somalia's Somaliland and Puntland regions had a shortage of suitable courtrooms. Even so, it noted the completion of a new courthouse in Hargeisa, Somaliland, and rehabilitation of the region's Berbera regional and appeals court. In Puntland, the Bosaso regional and appeals courts were rehabilitated. It notes UNODC's intent to build more new courthouses in Hargeisa and in Garowe, Puntland. Both projects, originally expected to be finished early in 2012, have encountered "substantial delays," a UNODC spokesman told *ADF*.

A Somali man accused of being a pirate is held in the Mahé prison in the Seychelles.

As of late March 2012, construction had not begun, but UNODC hoped to start soon. The next step will be to provide courtroom equipment, office furniture, computers and security scanners, according to the report.

Facilities aren't the only problem. Courts require judges, prosecutors and defense lawyers, and less than 10 percent of such officials in Somalia have undergone "any formal legal training," according to the Security Council report. "The majority of judges have a limited understanding of criminal laws and court procedures, and are not equipped to hear serious criminal cases, including piracy," the report states. UNODC and the United Nations Development Programme have helped train court and police officials to build up the human resources necessary to operate courts in Somalia.

Partners in Prosecutions

Some regional nations have been willing to step up in light of Somalia's inability to handle cases. Kenya and the Seychelles have made significant contributions. In 2010, the Seychelles set up U.N.-backed courts to prosecute suspected pirates apprehended by European Union naval forces, according to Agence France-Presse (AFP). The courts joined those already in operation at the time in Kenya. The Seychelles' cooperation with the U.N. and other countries shows some of the hurdles that nations must be willing to overcome to fight piracy effectively.

In March 2010, Seychellois officials tried 11 pirates after amending the nation's criminal code to allow piracy prosecutions under so-called "universal jurisdiction." Kenya adopted universal jurisdiction in 2006. The move often is seen as key in anti-piracy measures because it lets nations prosecute cases regardless of where the crime occurred or the nationality of those accused.

Australia, Canada and Germany provided funding to help train Seychellois police officers and coast guard personnel in the proper handling of evidence and suspects. The funding also helped supply the coast guard with navigation and tactical information gear, AFP reported.

In the summer of 2011, Mauritius, an island nation east of Madagascar, signed a deal with the EU outlining the process for transferring suspected Somali pirates to Mauritius for investigation, prosecution, trial and detention.

Joel Morgan, Seychelles' minister for Home Affairs, Environment and Transport, praised Mauritius for its commitment and for joining the list of nations willing to confront the piracy problem. "Seychelles has always been prepared to do what is necessary to keep our seafarers safe, and it is very encouraging that other countries in the region are taking the steps necessary to bring these pirates to justice."

Deals with Mauritius, Kenya and the Seychelles fulfill goals set by the CPP as the organization continues to pursue its other major objectives: "humane and secure imprisonment for pirates in Somalia," and "fair and efficient piracy trials in Somalia." Work toward the former goal has begun.

Here is a look at some significant maritime laws and policies achieved in the past 30 years, according to the Civil-Military Fusion Centre.

TIME

DECEMBER 10, 1982

United Nations Convention on the Law of the Sea (UNCLOS) opens for signature. UNCLOS says combating piracy is not an obligation, but all states are strongly advised to cooperate.

1988

The Convention for the Suppression of Unlawful Acts against the Safety of Maritime Navigation is adopted, specifying rights and obligations when dealing with maritime crime. Signatories are obliged to establish jurisdiction over listed offenses.

JUNE 2008

Pirate attacks surge off the Horn of Africa. Somalia's Transitional Federal Government (TFG) says it does not have the capacity to deal with the issue. The U.N. Security Council passes Resolution 1816 allowing states cooperating with the TFG, for six months, to use "all necessary means" to repress piracy and armed robbery at sea.

OCTOBER 2008

Security Council Resolution 1838 strengthens Resolution 1816 by allowing states to enter Somali territorial waters in pursuit of pirates.

DECEMBER 2008

Security Council Resolution 1851 invites states and organizations to establish special agreements with countries willing to take custody of pirates in order to embark law enforcement officials ("ship riders") from those countries to facilitate the investigation and prosecution of detainees.

NOVEMBER 2009 AND APRIL 2010

Security Council resolutions 1897 (November 2009) and 1918 (April 2010) note the failure of states to prosecute piracy and armed robbery at sea and call on all states to criminalize piracy and consider prosecution and imprisonment of captured pirates.

LINE

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2009

The United Nations Office on Drugs and Crime (UNODC) and the European Union (EU) initiate a Counter-Piracy Programme (CPP) to support the trial and treatment of piracy suspects in regional states. International entities including Canada, China, Denmark, the EU, the United Kingdom and the United States sign agreements with Kenya to transfer captured pirates to Mombasa for prosecution.

JANUARY 2010

The CPP in the Seychelles begins and helps the nation improve police, the coast guard, courts and prisons through training, equipment and construction of judicial facilities. Later in 2010, the Seychelles opens a regional prosecution center for piracy cases, becoming the second regional nation to pursue piracy prosecutions.

JUNE 2010

UNODC creates the Piracy Prisoner Transfer Programme for a long-term imprisonment solution for prosecuting states.

APRIL 2011

The Seychelles reaches prisoner transfer arrangements with Somalia's TFG and Puntland and Somaliland.

FEBRUARY 2012

The Seychelles and Somaliland sign an agreement allowing the transfer of convicted Somali pirates to Somaliland to serve the remainder of their sentences.

MARCH 2012

The first pirates are transferred from the Seychelles to Somaliland.

A Conviction; Now What?

For all the challenges that accompany prosecution, another major hurdle remains: incarcerating suspects before trial and imprisoning them upon conviction. Regional states are limited in their ability to house convicted Somali pirates for the long term. In March 2012, the Seychelles called for help in managing an increasing number of convicted or suspected Somali pirates. At the time, 82 Somalis were in the tiny Mahé prison, accounting for more than 20 percent of its population. "It's such a small state, it's really punching above its weight in the fight on piracy," Matthew Forbes, British high commissioner to the Seychelles, told AFP.

With prisons in the Seychelles and Kenya at or close to capacity, officials are under pressure to establish a solution inside Somalia. Progress has been made, but more work remains.

In March 2011, UNODC officially opened a maximum-security prison in Hargeisa, Somaliland, refurbished at a cost of $1.5 million. Inmates began arriving in November 2010, and by March 2011 the prison housed 300. It can accommodate 460 prisoners. The Hargeisa prison is the first of three planned for Somalia to ease the incarceration burden for nations willing to prosecute Somali pirates.

Another prison is planned for Bosaso, Puntland, and a 500-person prison with "an associated court, prison academy, prison farm and Ministry of Justice building" is to be built in Garowe, Puntland, as part of UNODC's Piracy Prisoner Transfer Programme. It will oversee construction, training, mentoring and independent monitoring.

"What we're looking to do in the longer term is to move the pirates back to Somalia to serve their prison sentences there," Alan Cole, head of the CPP, told NPR in April 2011.

Even as the refurbished Hargeisa prison opened, Somaliland had another legal hurdle to overcome: It lacked its own anti-piracy law. That changed in March 2012 when the Somaliland Parliament approved piracy and prisoner transfer laws, both crucial in equipping the region to handle pirate suspects from capture, through prosecution and during incarceration.

That same month, another encouraging step occurred in the effort to effectively prosecute and imprison pirates. The Seychelles, having signed an agreement with Somaliland in February 2012, sent 17 convicted Somali pirates to the new prison in Hargeisa. The move alleviates pressure on Seychellois prisons and returns Somalis to their homeland.

"We have been working hard for the past two years to ensure that, while we will do our part in bringing these pirates to justice, we will no longer have to bear the burden of incarceration indefinitely," Foreign Affairs Minister Jean-Paul Adam told the *Seychelles Nation* in March 2012. "We have always said that we would prosecute suspected pirates as long as they would eventually serve out their sentences in Somalia, and this first test case will now allow us to have the appropriate mechanisms in place to do this." ❑

A Somali fisherman carries his catch through Mogadishu. Some fishermen contend that their catches have dwindled because of illegal fishing by foreign trawlers off the Horn of Africa.

"BETWEEN THE HAMMER AND ANVIL"

SOMALI FISHERMEN SAY PIRACY AND EFFORTS TO FIGHT IT HURT THEIR INDUSTRY

PHOTOS AND STORY BY ABDURRAHMAN WARSAMEH/SPECIAL TO *ADF*

As the international community steps up its campaign to fight piracy along the East African coast, local fishermen find themselves caught between foreign navies and pirates as they venture farther out to sea to secure better catches.

"We are afraid that we may be harmed by both the pirates, who don't want to see us near them as they stalk their prey, and by the foreign navies who mistake us for the pirates," said Omar Yarow, a former fisherman on the Mogadishu coast. "We've found ourselves between the hammer and anvil."

Yarow, who is now unemployed and supported by a relative, says many fishermen have had to leave their jobs because of the risks of going to sea. But, he said, some still take to the water, only to compete with what he says are foreign ships involved in illegal fishing along Somalia's coast.

Although two dozen or more navies patrol Somalia's coast to fight piracy and protect international shipping, Somali pirates still hold a number of ships and hundreds of crew members as hostages. Somali pirates hijack ships and demand hefty ransoms in exchange for the freedom of the vessels and their crews. But they are not the only victims. Piracy also hurts the legitimate business of local fishermen.

Nur Ali, 58, originally from the Lower Shabelle region, owns a small boat and fishes for anything he can catch, from sardines to sharks. He says the danger involved in fishing along the Somali coast is compounded by the fact that his catches have been dwindling in recent years because of overfishing by foreign trawlers.

"We are forced to brave the sea, whatever the danger or the result, because we have families to feed, yet we are often left with nothing because big ships from other countries come into our sea and use huge nets to take out everything from here. No one is stopping them," Ali said, as he offloaded the small catch he managed after more than five hours at sea. Ideally he would spend more time on the water, going deeper out to sea, but he has limited himself because of the risk of attack and harassment.

According to a February 2012 workshop organized by the European Bureau for Conservation & Development, piracy may have created "maritime protected areas." This means fish stocks are depleted in certain zones of the Indian Ocean deemed safe for fishing, but are more abundant in areas where pirates are active. Overall, legal fish catches in east African nations bordering the Indian Ocean have declined in recent years as the threat of piracy has increased.

These same issues can be observed in the fishing communities in central and eastern Somalia, as unemployment among coastal residents increases and government and nongovernmental intervention is largely lacking, community leaders say.

In central Somali towns such as Harardhere, pirates have set up bases from which they plan and launch attacks on ships.

Mohamed Daahir, an elder in Harardhere, says his community sees no support from the central government or from regional administrations to address problems faced by fishermen and fish merchants who, he said, have families to feed but cannot access needed resources.

"Allah has bestowed us with this vast sea and the marine resources therein, but the pirates, and those who say they are fighting them, are stopping our boys from going out to sea and fishing," Daahir said. "They are either attacked by pirates or foreign navies who take them for pirates."

Daahir said the situation in the coastal communities was a real dilemma because fishermen unable to engage in their legitimate means of earning a living will be tempted to turn to piracy if nothing is done to help them.

Some former pirates, however, have renounced their illicit activities and rejoined their communities as productive workers, thanks to local initiatives by community and religious leaders.

Farah Durre, 34, from the central Somalia region of Mudug, is a reformed former pirate who opened a grocery store with the help of contributions from his relatives. He said he accepted the fact that piracy is morally wrong and that any proceeds from it are "haram," something forbidden by Islam.

"I have been a pirate for a number of years,"

"MANY FAMILIES HAVE LOST THEIR LIVELIHOODS AS COASTAL COMMUNITIES ARE LEFT AT THE MERCY OF PIRATES WHO HAVE GOT THEIR ILL-GOTTEN MONEY AND SPREAD VICE AMONG PEOPLE WHEN GOOD PEOPLE CANNOT GO OUT TO FISH TO EARN A LIVING." — YAHYA MOALIN, A LECTURER IN THE FACULTY OF ECONOMICS & SOCIAL SCIENCES AT SIMAD UNIVERSITY IN MOGADISHU

"Piracy has definitely a direct negative impact on the fisheries sector, which constitutes the backbone for the economies of the countries in the region," said Callixte D'Offay, secretary-general of the Indian Ocean Commission. "It damages one of the vital interests with far-reaching consequences. The tuna industry is particularly affected, as the fish it needs come mostly from the region where the pirates are active."

The damage to Somalia's fishing industry is felt not only by the country's fishermen and their families, but also by those working in related jobs. Every fishing job lost costs as many as three additional jobs in processing and trading, according to an estimate based on World Bank figures for the fishing industries of neighboring Kenya and nearby Tanzania and Uganda. Smaller catches drive up the market price of fish, which affects the general population that depends on fish as a food staple.

Durre said. "But after local religious clerics and community elders advised me and a few others, we came to the conclusion that what we were involved in is illegal and that the ransom money we got was haram, which we cannot feed our children with, so we stopped our piracy."

Many of the pirates are former fishermen who say they were angered by the illegal fishing by foreign ships along the Somali coast. Those ships, they said, often harass local small fishermen with hot water cannons and sometimes fire live ammunition.

Yahya Moalin, a lecturer in the Faculty of Economics & Social Sciences at SIMAD University in Mogadishu, who studies piracy, said all the efforts of the international community are directed at fighting pirates. Although grateful for these measures, he would like to see some effort to protect fishing communities' resources from illegal fishing and waste dumping.

Somali fisherman, who often use boats such as these, say that piracy, waste dumping and illegal fishing have hurt their ability to make a living.

"I am 100 percent opposed to any form of piracy," Moalin said. "It has to be condemned unreservedly. But can anyone tell me what the foreign naval forces did to protect our resources from illegal plundering by trawlers? Is there any U.N. resolution to fight illegal fishing, and, worst of all, the dumping of dangerous industrial waste in our waters?"

The United Nations, in fact, passed a resolution in 2010 that bans the dumping of toxic waste at sea and another resolution in 1991 that forbids the use of drift-net trawling, facts not evident to Moalin and many of his compatriots.

"Many families have lost their livelihoods as coastal communities are left at the mercy of pirates who have got their ill-gotten money and spread vice among people when good people cannot go out to fish to earn a living," Moalin said.

Somalia's Transitional Federal Government, which is struggling to contain the deadly Islamist insurgency al-Shabaab, has not been able to offer any programs to support local fishermen and reformed pirates because it remains cash-strapped and relies on Western funding.

Although the World Bank funds a five-year series of initiatives to support sustainable fisheries in Lake Victoria in Uganda and Kenya, far less support finds its way to help the Somali fishing industry or to stimulate other income generation for coastal Somalia residents.

One Danish-Somali nongovernmental organization, Somali Fair Fishing, was launched in October 2011, but more multilateral effort and funding will be required to resuscitate Somali fishing and gain support among Somalis for the international anti-piracy campaign. The U.N. anti-piracy mandate limits international patrols to fighting pirates on the sea and beaches, but provides no authority for them to take on illegal fishing.

Artisanal fishermen have also expressed interest in development projects such as fish farming.

"What is fish farming? Can fish be farmed just like other livestock?" said Mursal Ali, a 30-year-old fisherman from Brava, a town in southern Somalia's Lower Shabelle region. "I have no idea about that, and I think that will be very good for our incomes instead of us going out to sea all the time."

Local officials and civil society leaders have asked for support to create projects to generate alternative work opportunities for fishermen affected by piracy.

"The efforts of the international community, which is pumping hundreds of millions [of dollars] in an attempt to end the problem of piracy, should include some sort of initiatives to support local fishermen and reformed pirates, because people should see that there can be another way of earning a decent living," said Mohamed Fanah, an official with the Center for Peace and Democracy, a Somali think tank. ❑

Pirates Prey on

FISHERMEN

ADF STAFF

The life of a Somali fisherman has never been easy. Small boats rise and fall on the rambunctious swells of the Indian Ocean. Fingers bleed on calloused hands from day after day of pulling fish-laden nets into tiny boats. The sun beats down. Rain falls. Sometimes the fish aren't there, and the day is a loss.

In recent years, new perils have surfaced in waters once a source of life and livelihood for many along Somalia's 3,025-kilometer coastline. The ocean still rocks and churns; the sun still blazes relentlessly. But fishermen have been forced to contend with new threats.

Hundreds of pirates now sail the same seas as fishermen. In fact, Somali-based piracy often is rationalized as a criminal response to the injustices of illegal fishing by larger, foreign vessels. Some even claim that foreign vessels poison the sea with toxic waste.

Now, pirates are turning on their own countrymen. "Pirate gangs have also begun to target Somali fishermen, stealing their engines and boats, and reportedly driving many fishermen out of the trade," according to "The Human Cost of Somali Piracy," a 2011 report by the research organization Oceans Beyond Piracy (OBP). "These increases have undermined the average Somalis' ability to purchase basic food and supplies."
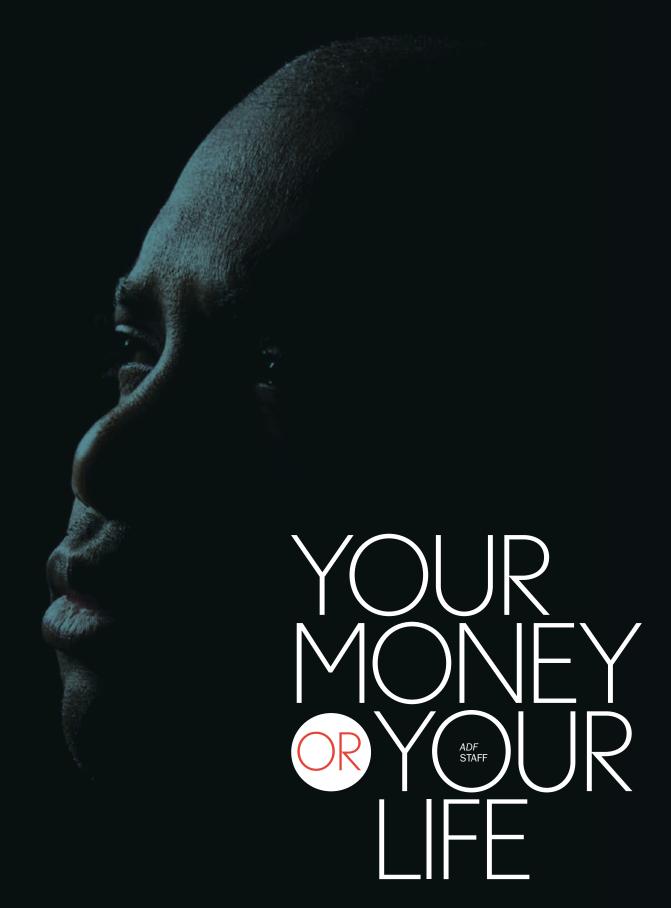
At times, Somalis complain that foreign vessels mistake legitimate fishermen for pirates and harass them. Ships "were seen pouring boiling water into Somali fishermen's makeshift boats, leaving their nets cut or destroyed,"

according to *The Star* of Nairobi. Sometimes, ships crush small fishing boats, killing the occupants, the report said.

Somalia's fishermen are not the only ones suffering. Tanzania has seen its fishing industry damaged by piracy. Fifty foreign companies have canceled contracts with Tanzania's Deep Sea Authority because of concerns about piracy, according to a report on Sabahionline.com.

In 2011, 72 deep-sea fishing companies operated in Tanzania, but only 22 continue in 2012. The canceled contracts represent an estimated $4 million loss for Tanzania's deep-sea fishing industry, according to Sabahionline.com.

Seychellois fishermen also are not outside pirates' reach. As of late June 2012, two fishermen still were being held in Somalia after being kidnapped in late October 2011, according to a report by Albert Napier, national director of Apostleship of the Sea, Seychelles. The two men were aboard the Aride, a Seychellois artisanal fishing boat, about 60 nautical miles west of Mahé, near a fishing spot known as "Seagull Bank." As of June, the fishing boat was anchored in a port in Somalia, and Seychellois authorities were negotiating for the fishermen's return.

As pirates continue to justify their actions as a response to exploitation of Somali waters, counterpiracy efforts will have to address those issues, according to OBP. "It is important to root out and report all illegal activities, both those committed by Somali pirates and those committed by foreign nationals against Somali interests."

YOUR MONEY OR YOUR LIFE

ADF STAFF

RANSOM PAYMENTS FUEL PIRACY, BUT CAN THEY BE STOPPED WITHOUT SACRIFICING THE LIVES OF SEAFARERS?

t was an unprecedented event in a country that has been virtually lawless since the early 1990s. On May 24, 2011, a plane flown by two foreign pilots was halted by authorities on a runway in Mogadishu, Somalia, moments after landing. Its four passengers were ordered not to disembark.

The plane was loaded with $3.6 million in cash destined to pay the ransom for two ships held captive by Somali pirates, according to media reports. The ransom had been demanded by men working for Mohamed Abdi Garaad, a kingpin of Somali piracy who is believed to control 13 pirate groups and 800 hijackers.

But ransom payments are illegal in Somalia. The pilots were detained by police and later convicted and ordered to serve 15-year prison terms. They were eventually pardoned by Somalia's President Sheikh Sharif Sheikh Ahmed, although the group was fined more than $100,000, and the ransom payment was confiscated by the government.

According to the Web-based news agency Somalia Report, this was the first known example of foreigners being held accountable for something that has become a common practice: paying a hefty ransom to secure the release of a vessel held by pirates.

Observers believe these payments are what fuels and perpetuates piracy, an industry that now generates hundreds of millions of dollars each year.

"The Somali position on ransoms is clear," said professor Muhyadin Ali Yusuf, chairman of the National Anti-Piracy Task Force for Somalia, according to an interview conducted by Somalia Report. "Payment of this money has to be stopped through good strategy. Piracy is a business, and ransoms encourage piracy. Stopping this payment is the best solution to stop piracy."

VEER

And yet there is no simple solution to the problem. Many shipowners fear that criminalizing the act of paying ransoms will not stop the hijackings. Instead, they say, it will simply make hijackers more likely to resort to brutal measures such as murdering a ship's crew and selling goods on the black market. A February 2012 conference held in London by the U.K.'s Commonwealth Foreign Office recommended the creation of a task force to deal with ransom payments. After that, a shipping trade organization issued a critical statement.

"The shipping industry would be deeply concerned by any suggestion that the payment of ransoms to pirates, in order to secure the release of seafarers being held hostage, should be prohibited or criminalized," read the statement by the International Chamber of Shipping (ICS), a trade group that represents 80 percent of the world merchant fleet. "The primary concern of the industry is humanitarian, and ship owners have a duty of care to their crews and their families."

The statement highlighted the high stakes of kidnapping incidents, which have grown more violent in recent years. As recently as 2010, the prospect of being kidnapped at sea was an uncomfortable and often terrifying ordeal, but it was rarely fatal. Today, brutality has increased. Twenty-four seafarers were killed by their abductors in 2011, up from eight in 2009. In one particularly horrific incident, Somali pirates chopped off the arm of the Vietnamese captain of a ship after ransom negotiations broke down.

This violence, say members of the shipping industry, can be avoided by simply paying ransoms.

"In the event that seafarers are taken hostage, the inability of the international community to eliminate piracy or rescue hostages means that ship owners have no option but to pay ransoms," read the ICS statement.

THE SCOPE OF THE PROBLEM

The total amount of ransom money paid to Somali pirates has skyrocketed in recent years. In 2006, ransom payments totaled $6 million, according to a report on the subject compiled by the Financial Action Task Force, an intergovernmental body that tracks money laundering. By 2008, the payments had increased to $70 million, and two years later, in 2010, that total had grown to a whopping $180 million.

It is no surprise that attacks have followed this upward trend and increased in frequency.

"Every time you pay a ransom, you make piracy a more profitable business and you perpetuate it as a business model," said Roger Middleton, a piracy expert formerly with Chatham House, a British think tank. "Every time [the ransom] goes up by a million dollars, it makes more people want to become pirates."

As counterpiracy operations by naval forces have increased in the Gulf of Aden and Indian Ocean, the difficulty of pulling off a hijacking has increased.

EXPENSE

Compared to the global cost of piracy, ransom payments which total several hundred million dollars per year are a relative bargain.

INSURANCE	$635 million
REROUTING SHIPS	$486 - $681 million
ONBOARD SECURITY AND EQUIPMENT	$1.06 - $1.16 billion
MILITARY OPERATIONS IN THE REGION	$1.27 billion
INCREASED SPEED OF VESSELS	$2.71 billion

Global cost of piracy in 2011   **$7 billion**

Source: OBP

Pirates have responded by demanding more money in return for their labor. Ships are being held longer — an average of nearly 200 days in 2011 — and individual ransom payments are ballooning. In 2005, the average ransom demanded by pirates in possession of a hijacked vessel was $150,000. By 2010 that number had grown to $5.4 million, according to the maritime security advocacy group Oceans Beyond Piracy (OBP).

These ransoms are not typically paid by shipping companies; they're paid by insurers. The swelling demands have increased the cost of kidnapping and ransom insurance, which is estimated to cost the shipping industry $635 million per year in premiums.

Although that figure may seem high, it is a drop in the bucket compared to the overall cost of piracy, which is estimated by OBP to be about $7 billion annually. OBP estimates that ransom payments account for only 2 percent of the total cost of piracy to the shipping industry and international economies. Costs to the shipping industry not directly associated with ransoms include: employing armed guards aboard ships; retrofitting ships with protective measures such as barbed wire, barricades, fire hoses or safe rooms; increasing speeds to more than 18 knots to discourage boarding; and diverting ships from pirate-infested waters.

RANSOM PAYMENTS CYCLE THROUGH THE ECONOMY

So where does the ransom money go? Although outside observers may imagine pirates crudely dividing up wads of cash after a ransom payment, the actual process is much more complex.

Puntland Marine Forces escort 22 suspected Somali pirates captured by French forces in the Gulf of Aden, at the northern port town of Bosasso in 2010.

The value chain of pirate ransoms includes financiers, support crew, cooks, negotiators, money-transfer operators and even dealers of the narcotic plant "khat," which is chewed incessantly by many in the region. In a study titled "The Economics of Piracy," the strategy and consulting firm Geopolicity estimated that only about 30 percent of ransom revenue is kept by the pirates themselves or their support crew, while about 50 percent of the ransom revenue goes to financiers and sponsors.

Geopolicity noted that an international network of mostly Somali expatriates provides seed money for pirate operations. This network stretches to include financiers in North America and Europe, but it may also include financial backers in Lebanon and the United Arab Emirates, and criminal gangs in Yemen, according to the study.

Still, a portion of ransom money is converted into Somali currency and spent inside the country. In a 2011 study, "Robin Hook: The Developmental Effects of Somali Piracy," academic researcher Anja Shortland analyzed satellite images of coastal Somalia and studied market prices of common goods to determine the impact ransom payments have on local economies. Shortland found that in the city of Garowe, a hotbed of piracy, there was a growth in housing, hotels and infrastructure between 2002 and 2009, years in which the national economy of Somalia shrunk. Shortland also found that cattle prices in the region rose along with pirate attacks, indicating that recipients of ransom money are spending some of it locally.

But Shortland's research indicated that only a few people living in these communities benefit from piracy. "The participation of locals in the gains generated by piracy is negligible," she wrote, "because much of it is moved abroad funding property purchases in Nairobi or Mombasa." The ransom money in the hands of a few also generated inflation that caused commodity prices to rise for all, she found.

INCENTIVE

POVERTY

Somalia is one of the poorest countries in the world. After its government fell in 1991, it became a haven for both lawless pirate gangs and violent extremists. Pirates who survive from one hijacking to the next can earn significantly more than the average Somali.
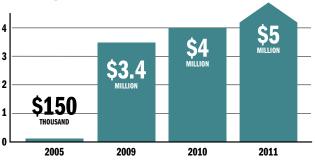
Annual average income

$500
Citizen

$79,000
Pirate

Average ransom

4			**$5** MILLION
3		**$4** MILLION	
2	**$3.4** MILLION		
1			
$150 THOUSAND			
0			
2005	**2009**	**2010**	**2011**

Sources: Geopolicity, OBP

RANSOMS

Ransoms rose as pirates snagged ever-larger prizes. The biggest payout on record was $13.5 million for the Greek-owned Irene SL in April 2011. Total costs of a hijacked and recovered vessel average three times the ransom amount.

In an interview with *ADF,* maritime security expert Anna Bowden of OBP said that any economic benefit to Somalia from ransom payments is temporary and illusory.

"The economic development is extremely isolated, and what we're going to see is that, actually, it creates more divisions within society where we see tiny, tiny little areas and a few people benefiting financially," Bowden said. "There is absolutely no way that this is a financial benefit to anyone long term."

POSSIBLE SOLUTIONS

There is no simple answer to the problem of ransom payments. Some say a blanket law criminalizing ransom payments would, in effect, punish victims along with their abductors. U.S. attorneys Walter Block and Patrick Tinsley wrote: "One might as well enact legislation forbidding a mugger's victim from responding 'life' to the threat 'your money or your life.' "

A 2010 executive order signed by U.S. President Barack Obama made it illegal for U.S. citizens to transfer money to anyone listed among 11 kingpins of piracy and terror in Somalia. But the law has been largely ignored by shipping companies, which have determined that they can continue making ransom payments as long as the payments do not directly involve U.S. citizens, according to a Reuters report.
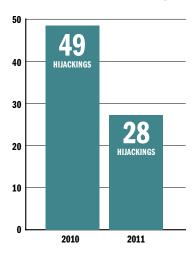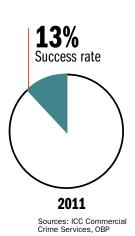
DIMINISHING RATE OF RETURN

Despite the increased number of attacks, Somali pirates' success rate has fallen as more ships are fitted with deterrents, and naval forces patrol the waters of the Indian Ocean and the Gulf of Aden.

Successful hijackings

50		
40	**49** HIJACKINGS	
30		
20		**28** HIJACKINGS
10		
0	**2010**	**2011**

27%
Success rate

2010

13%
Success rate

2011

Sources: ICC Commercial Crime Services, OBP

Crew members of the Spanish tuna fishing boat Alakrana wave upon arrival at port Victoria on the Seychelles island of Mahé on November 20, 2009. Somali pirates freed the Alakrana and said a $3.5 million ransom had been paid for the vessel and its crew.

A parachute is dropped by a small aircraft over the MV Sirius Star during an apparent ransom payment to pirates holding the vessel off the coast of Somalia in 2009. Somali pirates freed the Saudi supertanker seized in the world's biggest ship hijacking for a ransom reported to be worth $3 million.

In Britain, ransom payments have been upheld as legal by the country's Court of Appeal in 2010 and 2011 decisions. According to Reuters, the court "made very clear that the payment of ransoms was legal under British law, even if they are likely to fuel more hijackings."

Still, there may be a few weak spots in the piracy financial chain that can be attacked through tighter regulation.

Equipment: Purchasing equipment is one of the few instances in which pirates and their associates must enter the "formal economy." Closely tracking the purchase of certain equipment that is frequently associated with piracy could be an important tool for law enforcement.

"The products and tools used in piracy, they're purchased somewhere," Bowden said. "So if you have skiffs and motors on board those skiffs … I suspect [they] were purchased in the formal economy, in which case can you track who has paid for them, what company they're involved in, that sort of thing."
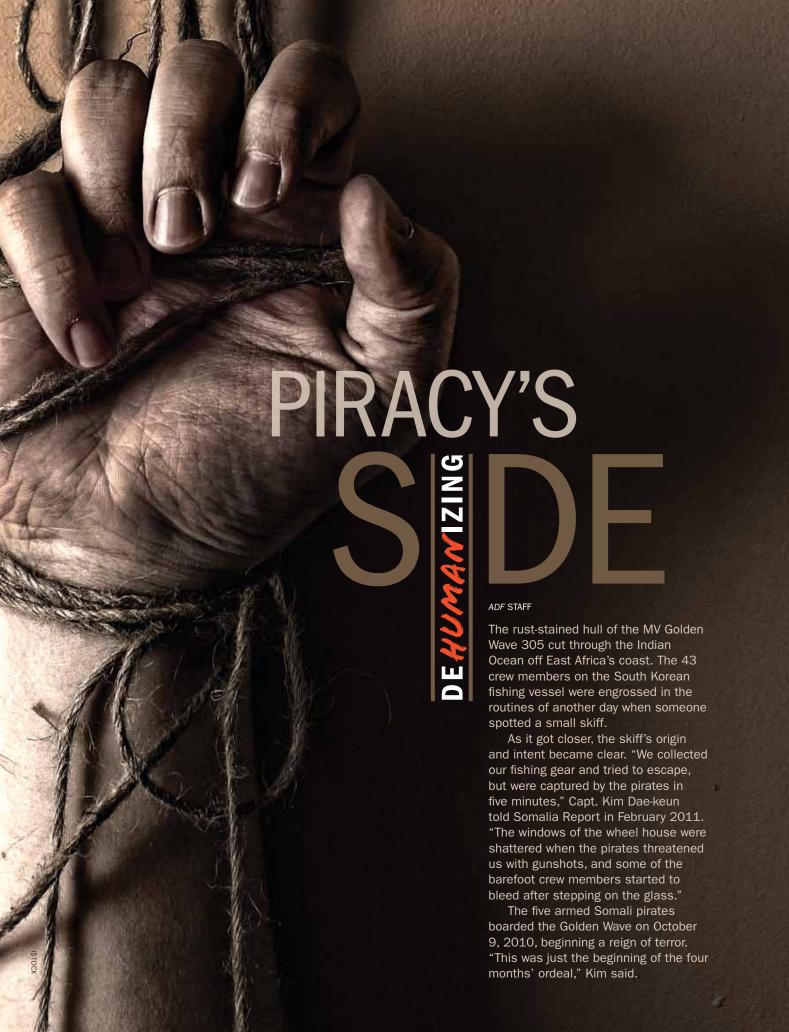
Financiers: According to the British newspaper *The Daily Telegraph*, a financier who offers as little as $10,000 to pay for the skiffs, fuel and guns used by a group of pirates can enjoy a return on investment of 10 to 20 times. In 2011, the British Serious and Organised Crime Agency announced that it would place a greater emphasis on tracking down and prosecuting financiers.

"Pirate financiers are the kingpins of piracy," said Henry Bellingham, foreign office minister for Africa. "Effectively targeting them will have a huge impact on the ability of pirates to terrorize the high seas."

Hawala: Somalia's sophisticated money transfer system known as hawala is overwhelmingly used by honest citizens. Typically, relatives living in the global diaspora send money to their families living in Somalia. According to a 2006 series of papers funded by the World Bank, transferred money accounts for about 40 percent of income at the household level for urban Somalis.

But the hawala system is also being used by pirates and their financiers to transfer ransom payments. Greater oversight and monitoring of the system by the Somali government and its international partners might cut off this financial blood supply to pirates while keeping it available to ordinary citizens. ❑

PIRACY'S
S|DE

DE*HUMAN*IZING

ADF STAFF

The rust-stained hull of the MV Golden Wave 305 cut through the Indian Ocean off East Africa's coast. The 43 crew members on the South Korean fishing vessel were engrossed in the routines of another day when someone spotted a small skiff.

As it got closer, the skiff's origin and intent became clear. "We collected our fishing gear and tried to escape, but were captured by the pirates in five minutes," Capt. Kim Dae-keun told Somalia Report in February 2011. "The windows of the wheel house were shattered when the pirates threatened us with gunshots, and some of the barefoot crew members started to bleed after stepping on the glass."

The five armed Somali pirates boarded the Golden Wave on October 9, 2010, beginning a reign of terror. "This was just the beginning of the four months' ordeal," Kim said.

ISTOCK

THE *CRIME* DEVASTATES MORE THAN JUST THE SHIPPING INDUSTRY

All crew members survived the hijacking, and the ship docked at Mombasa, Kenya, on February 9, 2011. But the South Korean captain, another Korean crew member, two Chinese crew members and 39 Kenyans would never be the same. The saga of the Golden Wave demonstrates that piracy is more than just an economic threat. Despite the billions lost each year through ransoms, increased shipping costs and more, piracy exacts another toll — on the minds, spirits and bodies of those held captive.

"The pirates constantly threatened us with loaded guns, so I would have died if they went off by accident," Kim told the media. According to Somalia Report, pirates took everything from crew members: shoes, clothing and toilet paper. Each was left with only one undershirt and two pairs of underpants. Their captors beat the men frequently with rifle butts.

The pirates began to use the Golden Wave as a mother ship to attack other vessels, forcing Kim to steer. "Using Golden Wave 305, the pirates made 23 hijacking attempts and succeeded by hijacking five ships," Kim said. "Steering the boat to capture other innocent vessels was really more painful than death because I myself was experiencing hell under the pirates, but I had no choice because they threatened to kill me instantly if I didn't do what I was told."

Despite their ordeal, in many ways Golden Wave crew members were lucky. Everyone survived, and no serious injuries were reported. That's not always the case with those captured by Somali pirates, or the newer breed of pirates plaguing West Africa's Gulf of Guinea. Some hijackings include injury, torture, even death, for crew members.

Oceans Beyond Piracy's June 2012 report, "The Human Cost of Somali Piracy," notes that pirates assaulted 3,863 seafarers with rifles and rocket-propelled grenades in 2011. Pirates held 1,206 people captive. Of those, 555 were taken hostage in 2011, and 645 remained in captivity from 2010. Six other captives were tourists or aid workers. Of the captives, 57 percent — 687 — were used as human shields, suffered abuse at pirates' hands or both.

The hijacking of the German-owned MV Marida Marguerite chemical container vessel in May 2010 illustrates an evolution toward violence. For the first three months, pirates treated the 22 crew members humanely, according to *The Telegraph* of London. As ransom talks dragged, the pirates lost their patience. Engine technician Sandeep Dangwal told of how he was tortured. "They took me on deck one day and tied my hands and my legs behind my back for two hours, and also tightened a cable around my genitals. When I screamed, they tightened it more."

Pirates also sometimes assemble crew members to serve as a visible deterrent to naval attacks. "There have been regular manifestations of systematic torture," said Royal Marines Commandant Gen. Buster Howes, according to *The Independent* of London in 2011. "If warships approached a pirated ship too closely, the pirates would drag hostages on deck and beat them until the warship went away."

Pirate tactics have evolved over time. Violence is common, and fear is the currency of those who hijack vessels. Kim knows this better than anyone. He chronicled his experience in a diary, which he shared with the news media after his release.
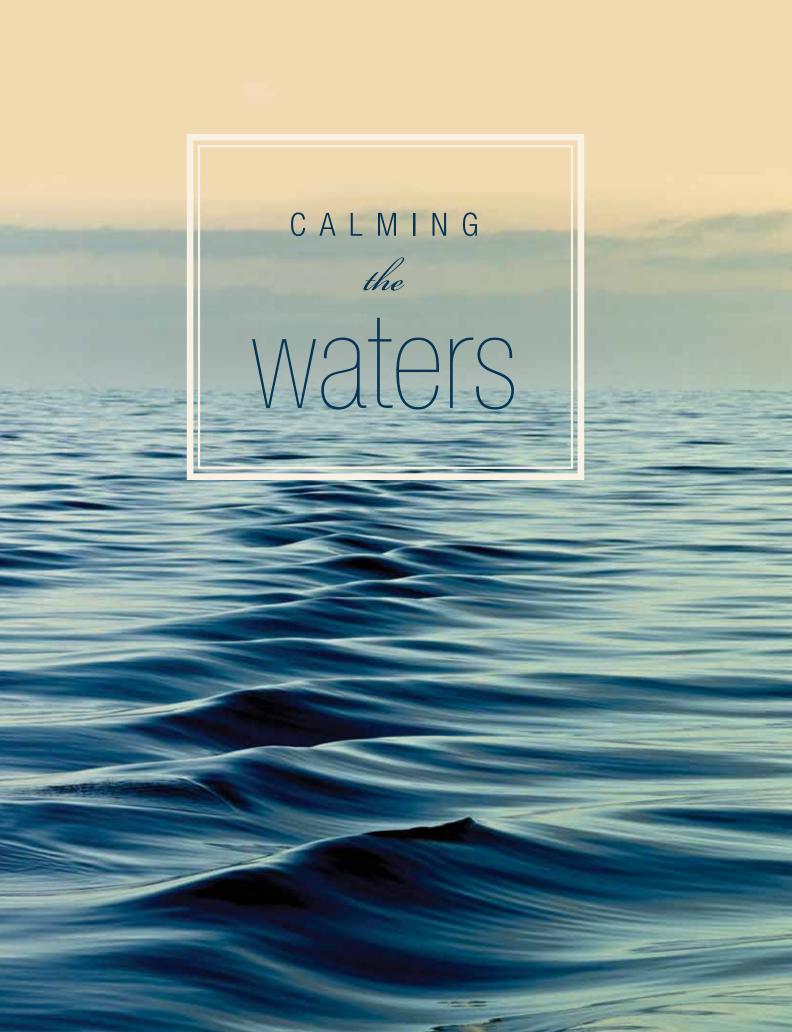

YONHAP NEWS AGENCY

MV Golden Wave 305 Capt. Kim Dae-keun shows the diary he kept while being held captive for four months by Somali pirates.

He filled 350 pages on seven notepads, according to Yonhap News Agency. He wrote that he asked a chef to mix 100 sleeping pills into bottles of mineral water and offer them to pirates. The Kenyan chef refused, because he feared the pirates would kill the entire crew if the plan failed, Kim said.

"After giving up the plan, I thought several times that I would rather swallow the pills and die," he said. He didn't want to die at the hands of the pirates without penning some final words to his wife.

"I came to write the diary out of the thought that I could be shot to death by the pirates without leaving a word as a will," Kim said. "I had never told her how much I loved her before. So I wanted to express my feelings for her in writing before I died." ❑

CALMING

the

waters

OPERATION HORIZON SENTINEL FOSTERS COOPERATION TO BUILD MARITIME SECURITY FOR LIBERIA

U.S. NAVY LT. CMDR. MIKE DUDAS AND **U.S. AIR FORCE LT. COL. MARK E. GROTELUESCHEN**

Since 2003, the United Nations Mission in Liberia (UNMIL) has maintained the largest military force within Liberia. The mission, which supports human rights activities and assists in national security reform, includes 8,000 people, but the total at one time was as high as 16,000. UNMIL has successfully maintained the internal peace and stability required for the war-torn nation to recover from its brutal 14-year civil war. A lesser-known but increasingly important way UNMIL is helping Liberia is by promoting the development of the nation's maritime agencies.

The sea along the West African coast is mostly open and uncontrolled. Major shipping lanes, oil and gas exploration, and lucrative fishing make this one of the critical, but almost forgotten, operational areas for national and international defense forces. A history of regional instability and a receding international naval presence have created a security vacuum.

In late 2010, the UNMIL force commander recognized the growing threats to stability and trade and directed the development of a program to reinforce maritime security in Liberian waters. The force commander ordered the special projects officer of UNMIL's Joint Mission Analysis Center to design and execute maritime Foreign Internal Defense operations to stem the growth of maritime piracy and other illicit activity. Thus was born Operation Horizon Sentinel, now a combined effort of UNMIL, numerous government of Liberia (GoL) agencies and

the West African Regional Fisheries Project (WARFP-Liberia), to establish improved situational awareness and to counter illicit activities off the coast of West Africa. This effort has become the benchmark for all other U.N. missions with maritime affiliation.

Horizon Sentinel is designed to enable Liberia to maintain the sovereignty and security of its waters and the many vessels bearing the Liberian flag. This is a complex and multidimensional task. First, the judicial and legislative framework to support program objectives must be in place. Second, resources must be made available to support these objectives. Finally, as Liberian capabilities mature, third-party support must decline. This endeavor will take years. However, with the proper vision and resources, Liberian waters can be the model for security and environmental safety in West Africa.

The program objective is to establish and maintain maritime domain awareness and control over all Liberian maritime concerns. The GoL must be able to deal with security, environmental and criminal threats. Key elements of Horizon Sentinel involve supporting the reconstituted Liberian Coast Guard and enhancing the capabilities of the Liberian Maritime Authority. These two agencies are the keystones of maritime security.

Horizon Sentinel was designed to be a multiphase operation that adds new capabilities and resources as each phase evolves into the next. The phases are:

PHASE ONE: Define the domain and re-establish presence
PHASE TWO: Combine U.N. Mission in Liberia and government of Liberia operations
PHASE THREE: Transition responsibility from U.N. Mission in Liberia to government of Liberia
PHASE FOUR: Execute Liberian-resourced and Liberian-led operations
PHASE FIVE: Establish future concepts and optimized capabilities

PHASE ONE: This phase began with UNMIL conducting occasional patrols in 2006. This established the first true maritime security presence in Liberian waters since the collapse of governmental structures in the early 1990s. UNMIL coastal maritime air patrols initially were conducted bimonthly. Phase one concluded in October 2010 with the requirement to expand operations.

PHASE TWO: This ongoing phase combines GoL, UNMIL and WARFP-Liberia capabilities into an effort against maritime crime. Using existing forces and infrastructure allows for a series of milestones. The Horizon Sentinel milestone process will confirm the existing GoL capabilities and allow for proper shaping of growth in force structure and hardware. Horizon Sentinel will help growing agencies mature and support the transition to GoL-controlled maritime domain awareness and security.

A key to this success is Operation Onward Liberty, the joint U.S. Africa Command and U.S. Marine Forces Africa mentorship program for the newly reconstituted Armed Forces of Liberia (AFL). Using hands-on training and personal interaction, and supported by the U.S. Coast Guard maritime advisor with the Office of Security Cooperation at the U.S. Embassy in Monrovia, the Onward Liberty Marines, Airmen, Soldiers and Sailors work to advance AFL capabilities. In particular, focused work with the Liberian Coast Guard has been critical to the success of Horizon Sentinel.

The Liberian Coast Guard, with a force of roughly 50 people and several small craft, is the smaller of the two reconstituted Liberian defense services. To enhance the effectiveness of this small force, UNMIL provided key force multipliers, especially maritime air patrol capability in the form of a Beechcraft King Air twin-turboprop aircraft. By expanding the number of UNMIL maritime air patrols and placing Coast Guard observers on the aircraft, the foundation was laid to use the strengths of both organizations. After just a year of phase two operations, surveillance and near real-time target

queuing and interdiction are proven operational concepts. That means a patrol aircraft can relay information to a Coast Guard interceptor boat in time to halt and board a suspicious vessel.

PHASE THREE: With the inevitable withdrawal of UNMIL forces and assets, Liberian maritime agencies will gradually assume greater responsibility and operational control. This phase will be the most critical. Appropriate resources and capabilities must be identified before a drawdown starts to ensure a seamless transition to GoL-dominated operations.

Although Liberia is a relatively small nation, its maritime concerns have global size and scope. Under the auspices of the Liberian Maritime Authority, hundreds of vessels and thousands of merchant sailors sail under the Liberian flag. Liberia also is responsible for a vast search and rescue (SAR) region encompassing a large part of the South Atlantic. The requirement for coordination of maritime SAR within this internationally recognized area of responsibility is currently beyond Liberian capabilities. The Liberian SAR region stretches halfway across the South Atlantic and along the coast of Africa from Guinea to Nigeria.

The GoL, in coordination with various international and maritime agencies, has assumed responsibility for coordinating SAR in this region, but it cannot directly support long-range operations. It is not Liberia's responsibility or mandate to maintain sufficient assets and resources to monitor, patrol and conduct SAR operations within the defined water space. The GoL is required to coordinate the rescue and recovery of aircraft, ships, passengers and crew using commercial and other resources.

As of late 2011, the Liberian Coast Guard had two small patrol craft and was limited to operating near the port of Monrovia. UNMIL maintains airplanes and helicopters to conduct patrols and limited SAR operations. With many ships and thousands of square miles of ocean in its maritime domain, the requirements for effective management and control can appear daunting, but Horizon Sentinel is part of the effort to make progress in this area.

Many of the requirements for SAR can be accomplished with infrastructure and capacity already possessed by Liberia. Other requirements call for additional investment or manpower. Below is a list of Liberian maritime capabilities:

- Liberia has a limited fixed-tracking system, using radar and indicator beacons, for 24/7 coverage and reporting of maritime activity within the area of responsibility (AOR). This capability is now limited to an Automatic Identification System monitoring station in the capital, Monrovia, that tracks vessels in a limited area. There are plans to set up additional monitoring stations along the coast for a wider tracking ability, but funding for this project still poses a problem.
- Liberia has a Maritime Operations Center that tracks ships docking at Liberian ports and some ships transiting through its AOR. However, the center is not continuously staffed, and interceptor boats, which are needed to respond to suspicious or distressed vessels, are not on alert at all times of the day.
- Liberia's limited air-surveillance ability will be strained in coming years as UNMIL draws down its forces. The GoL must decide whether to buy surveillance aircraft or contract with a company to provide that capability.
- The Coast Guard of the Armed Forces of Liberia (AFL-CG) has acquired several new boats and is rapidly integrating them into the service's operational capability. Interagency cooperation is growing, allowing for greater law enforcement and the introduction of new legislation to strengthen maritime security.
- Visit, board, search and seizure capability, both pier-side and at sea, is improving.

PHASES FOUR AND FIVE: The GoL will take the lead in establishing the timeline and benchmarks for implementing these future phases.

Moving forward, a key challenge is the growth of oil and gas exploration and associated security and environmental safety requirements. The Liberian maritime AOR is getting busier fast, so a steady expansion of surveillance and SAR capabilities is becoming increasingly important.

As the coastal waters of West Africa get busier, they are getting more dangerous. West Africa is increasingly susceptible to piracy. Although it does not have the high profile of Somali-based piracy, it represents a real and increasing danger to ships and marine-based operations. About 10 percent of the world's piracy occurs in West African waters. As oil and gas exploration and extraction infrastructure become more prominent off the Liberian coast, piracy almost certainly will become the next illicit maritime growth industry. The International Maritime Bureau reported that 37 piracy incidents occurred between January 1 and February 21, 2012. A quarter of those occurred in the South Atlantic along the coast of West Africa. Pirates' prospects look bright unless all African governments with maritime affiliation make security and coordination a top priority. The GoL, with UNMIL assistance, is beginning to do its part.

In one year, thanks in part to UNMIL's Operation Horizon Sentinel, Liberian maritime security and defense agencies have significantly improved their capabilities. They have risen from possessing an extremely limited domain awareness and infl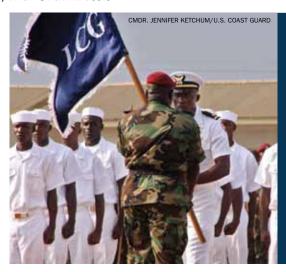uence over their waters to a demonstrated ability to identify, track and interdict illegal fishing and other activities. Port security and maritime infrastructure also are maturing. Liberia's maritime horizon is a vast sea of potential, and Horizon Sentinel is helping to ensure that that potential is realized. With continued development, the maritime future can help grant each Liberian new hope for a better tomorrow. ❑

The views expressed in this article are those of the authors and do not reflect the official policy or position of the U.S. Department of Defense or the United States government.

CMDR. JENNIFER KETCHUM/U.S. COAST GUARD

Members of the newly reconstituted Liberian Coast Guard stand for review during Armed Forces Day 2010 in Monrovia.

Authors:
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AGENCE FRANCE-PRESSE

MAASAI WARRIORS
TAKE UP CRICKET

AGENCE FRANCE-PRESSE

Standing in front of the wicket, Kenyan cricketer and Maasai warrior Francis Meshame sports his traditional headdress and red robes but has swapped his shield and spear for protective pads and a cricket bat.

"It is an easy game because when you bowl, it is just like throwing the spear," said Meshame, part of a team of cricketers from Kenya's famed Maasai tribe who have embraced the game but not the sport's traditional white uniforms.

"The pads we use are just like the shields we use when we are fighting," the 29-year-old batsman added. "And the bat itself is just like the 'rungu,' the clubs that we use."

Cricket, imported into Kenya during British colonial rule, is played only in Kenya's largest cities. But some Maasai tribesmen from the Laikipia region have formed a cricket team, the Maasai Cricket Warriors, as a way of promoting healthier lifestyles among their youth. The sport was introduced five years ago by volunteer Aliya Bauer, a South African cricket fan who began teaching it to local schoolchildren in the village of Il Polei.

Today, enthusiasm for the sport is real. One member of the team walks 16 kilometers to the practice field and home again, and the team's members have big ambitions.

"Sooner or later, one or even several Maasai will play on the Kenyan national team because we have the best bowlers (and) we have good batsmen," said Ole Sonyanga Weblen Ngais, a 23-year-old player. The players want to be role models for their communities. They campaign against early childhood marriages and promote HIV/AIDS awareness and women's rights.

Zambian Sports Minister Chisimba Kambwili, center left, and former Zambian footballer Kalusha Bwalya, center right, pay tribute to the Zambian players who died in a 1993 plane crash.

ZAMBIAN FOOTBALLERS
Honor Fallen Brothers

Zambia's footballers, in a simple but deeply moving ceremony in Gabon in February 2012, honored their fallen compatriots who perished in a 1993 air crash off the coast of Gabon.

Shortly after arriving in Libreville, where they were to take on Côte d'Ivoire in the Africa Cup of Nations final, the Copper Bullets made their way to the spot where 500 meters offshore a Zambian Air Force flight ditched into the sea, wiping out the national squad.

The plane was en route to a 1994 World Cup qualifier against Senegal in Dakar when it crashed. All 25 passengers and five crew members on board died. An official inquiry found that pilot fatigue and an instrument error contributed to the disaster, which happened shortly after the plane refueled in Libreville.

Only Kalusha Bwalya, a former African Footballer of

the Year, avoided the tragedy because he was based in the Netherlands and traveled directly to Dakar from Europe.

Bwalya, now president of the Zambian Football Federation, was among the group paying an emotional homage to the dead on a cloudy afternoon.

Against the gentle sound of the Atlantic waves lapping against the beach, he said with tears in his eyes: "It is no coincidence that we are here today; we have worked hard as a team. However, I am convinced that our dearly departed brothers who lost their lives here 19 years ago have lent us a helping hand."

Bwalya, the players and coach Herve Renard had walked along the beach near the airport, singing a Zambian funeral hymn before coming to a stop at the nearest point on land to the crash.
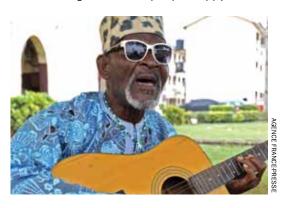
Zambia went on to win the 2012 championship.

Highlife Legend
STAGES A COMEBACK

An 85-year-old music legend in Nigeria, known for the "highlife" dance music that once dominated West Africa, has mounted a surprising comeback five decades after his heyday.

Fatai Olayiwola Olagunju, the musician known as Fatai Rolling Dollar, saw his fame and money dwindle when highlife's popularity faded. Now he is again playing the upbeat sound on guitar to packed clubs. He remains, despite his age, one of Nigeria's snappiest dressers. Wearing a yellow and blue outfit, canary-yellow sunglasses and a military beret, he sat in a popular Lagos bar discussing the highlife music that was born in Ghana in the early 1900s and reached its peak in the region in the 1950s and early 1960s.

"We are reviving and reforming highlife," he said. "Highlife makes people happy."

Highlife features quick, repetitive rhythms driven by electric guitar and wind instruments played beneath a sometimes-melancholic chant that typically satirizes modern life.

In highlife's golden era, Fatai was a nationally celebrated performer. Although the rise of hip-hop has radically changed the music scene in Africa's most populous nation, Fatai is trying to ensure that highlife does not disappear. The beat's new guardians have also started to emerge.

Chijioke Enebechi, a saxophone player and front man of the Highlife Africa Heritage band, sees Fatai as "a kind of inspiration."

"Despite his age, he's still playing, and ... he advises us to make sure that we don't let this music die off," said Enebechi.

Fatai is unimpressed at the surging popularity of hip-hop in Nigeria and questions the musical credentials of the genre's artists.

"Hip-hop ... has its own time, when this time will pass, everything will close up, but highlife will be there, because highlife is the root of the music that we have in Nigeria today," he said.

INDIA SIGNS ANTI-PIRACY PACTS WITH THE SEYCHELLES

Recognizing a shared threat, India has signed pacts with the Seychelles to counter piracy in the Indian Ocean. India's External Affairs Minister S.M. Krishna and his Seychellois counterpart, Jean-Paul Adam, held wide-ranging discussions in February 2012 on international, regional and bilateral issues, and took stock of ties between the countries. The Indo-Asian News Service reported that countering piracy was one of the main issues raised.

"During the talks, the Indian side reiterated its commitment to continue its support to Seychelles for its security, development and in its capacity-building efforts," the External Affairs Ministry said in a news release. "Both sides emphasized the need to continue joint surveillance of the Exclusive Economic Zone of Seychelles and anti-piracy surveillance to ensure safety of the Indian Ocean region."

The three agreements covered included India supplying the island nation with a coastal surveillance radar system worth $10 million and Dornier surveillance aircraft. India and the Seychelles also discussed trade and investment,

Indian External Affairs Minister S.M. Krishna, left, talks to Seychellois Foreign Affairs Minister Jean-Paul Adam during a meeting in New Delhi on February 14, 2012.
AGENCE FRANCE-PRESSE

particularly in the hydrocarbon and fisheries sectors.

The visit of Seychelles' foreign minister came less than two weeks after Seychelles' President James A. Michel visited India for the Delhi Sustainable Development Summit. During that visit, the two sides focused on security issues, piracy and ways to expand developmental cooperation.

Defense ties between India and the Seychelles have been strengthened, especially as India combats piracy. India has donated a fast-attack vessel to the Seychelles and has also promised two HAL Chetak light helicopters. In February 2011, India deployed a Dornier 228 maritime patrol aircraft to Victoria, the nation's capital, to use until HAL, a Bangalore-based aerospace company, can hand over a new aircraft to the government.

For the past three years, India has sent a warship and an aircraft to patrol the area around the Maldives as Somali pirates become more active in the region. India also has provided anti-piracy support to other island nations in the region. DEFENCEWEB

NIGERIA AND EU UNITE TO FIGHT CORRUPTION

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A protester shows an anti-corruption T-shirt during a demonstration in Lagos, Nigeria.

Nigeria and the European Union have signed a $45 million deal to finance the fight against corruption in Africa's most populous nation.

The agreement was jointly signed in late March 2012 by Nigeria's National Planning Minister Shamsuddeen Usman and the Head of Delegation of the European Union to Nigeria, David MacRae, the international body said in a statement.

The EU delegation stated its commitment to finance three projects with a value of $125 million in the fields of justice, anti-corruption and drugs. The projects will be implemented by the United Nations Office on Drugs and Crime.

"The overall objective of these three projects is to promote good governance and contribute to Nigeria's efforts in enhancing transparency, accountability and combating corruption, contributing to the reform of the justice sector and addressing drug-related issues," the statement said.

Nigeria, Africa's largest oil producer, ranks highly among countries where corruption is most prevalent. AGENCE FRANCE-PRESSE

MANDELA ARCHIVES

POSTED ON INTERNET

Nelson Mandela's archivists and Google say their $1.25 million project to digitally preserve a record of the anti-apartheid leader's life is now online. The project was first announced in 2011. Researchers and fans from around the world now have access to hundreds of documents, photographs and videos. The archive has been launched with more than 1,900 entries, and more are being added.

"The Mandela Digital Archive Project shows how the Internet can help preserve historical heritage and make it available to the world," Steve Crossan, director of the Google Cultural Institute, said in March 2012. Similar Google projects have focused on the Dead Sea Scrolls and the Yad Vashem Holocaust materials.

Mandela, who spent 27 years in prison for fighting against racist white rule, became South Africa's first black president in 1994 and served one five-year term. He now is officially retired and last appeared in public in July 2010. Mandela inaugurated his Johannesburg-based memory center, where the documents are held, in 2004 as part of his charity and development foundation. The center houses an archive and hosts conferences and other events to promote justice and reconciliation worldwide.

Verne Harris of the Nelson Mandela Centre of Memory said seeing the efforts of his center and Google realized "is invigorating."

In one video, former South African President F.W. de Klerk, who shared the 1993 Nobel Peace Prize with Mandela for negotiating himself out of power, recalled being asked to address Parliament alongside Mandela in 2004. It was the 10th anniversary of the day Mandela became South Africa's first black president. Mandela took de Klerk's arm as lawmakers applauded.

"It is, if you now look back, a symbol of how reconciliation can manifest itself," de Klerk said in one of a series of videos in which people reflect on encounters with Mandela.

A photograph on the archive site shows anti-apartheid activist Desmond Tutu, his wife and their grandchildren with Mandela after a church service on the Tutus' 50th wedding anniversary. In a caption, Tutu's granddaughter Nyaniso Burris remembers shaking Mandela's hand that day when she was 8 and telling her grandfather, "I won't wash this hand for the rest of forever."

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A woman views the new Nelson Mandela Digital Archive at the Nelson Mandela Centre of Memory in Johannesburg, South Africa.

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Defense Spending
RISES IN AFRICA

DEFENCEWEB

Defense spending in Africa increased 8.6 percent in 2011, according to the annual report by the Stockholm International Peace Research Institute (SIPRI) Military Expenditure Database. But the institute said the total did not reflect evenly distributed growth across the continent because 44 percent of the increase ($2.5 billion) was spent by Algeria.

Excluding Algeria, military expenditure in Africa was essentially constant, the report found. In Algeria, a midyear supplementary budget increased the initial allocation for the military by 22 percent, largely due to concerns about potential spillovers from the conflict in Libya. "The country has been undertaking a major rearmament program that made it the seventh-largest importer of major conventional weapons between 2007-11," the authors of the report wrote.

SIPRI cautions that the figures for Africa "are highly uncertain due to missing data for numerous countries including, most significantly, Sudan,

Libya and Eritrea." It adds that Nigeria has increased military spending rapidly in recent years, fueled by oil wealth, and with significant expenditures on military internal security operations against rebel groups in the Niger Delta and the Islamist extremist group Boko Haram.

World military expenditures totaled $1.74 trillion, almost unchanged from 2010. Africa makes up 2 percent of that total.

"The small rise of just 0.3 percent in 2011 [worldwide] marks the end of a run of continuous increases in military spending between 1998 and 2010, including an annual average increase of 4.5 percent between 2001 and 2009," SIPRI said. "Six of the world's top military spenders — Brazil, France, Germany, India, the United Kingdom and the United States — made cuts in their military budgets in 2011, in most cases as part of attempts to reduce budget deficits. Meanwhile other states, notably China and Russia, increased their military spending markedly."

MOROCCO, SPAIN
to Cooperate on Security Matters

Morocco and Spain are separated at their closest point by a mere 13 kilometers. They face common security threats including terrorism, organized crime, smuggling and illegal immigration. In February 2012, Moroccan Interior Minister Mohand Laenser and his Spanish counterpart, Jorge Fernandez Diaz, met to discuss forming a more unified posture toward these threats.

The ministers agreed that two joint police centers, one in Tangier, Morocco, and the other in Algeciras, Spain, would be set up to boost cooperation between the two countries' security services. The nations also will hold a summit in October 2012 in Morocco to coordinate efforts against terrorism in the Sahel-Saharan region.

Diaz said Spain and Morocco's security relationship is strong and encompasses intelligence-sharing. Diaz wants both countries to strengthen their links and said the partnership between the Spanish Guardia Civil and the royal Moroccan gendarmerie was strong and would be more so in the future.

The Spanish minister went to Rabat with a sizable delegation so that Moroccan national security, gendarmerie and immigration officers could speak to their Spanish counterparts.

Both parties agreed to talk at future meetings. "We gave instructions to all departments to work together to deal with all threats facing the region," Laenser said. "We will have more opportunities to hammer out the operational measures to be taken with regard to counterterrorism and security in general."

Hatim Ziraoui, an international relations expert, said both countries agreed several years ago to cooperate on regional security challenges. "The security situation in the Sahel is worrying," Ziraoui said. "Then there are the problems of illegal immigration and trafficking of all kinds. All countries in the region must therefore work together to tackle terrorism and cross-border crime."

REUTERS

Spanish Interior Minister Jorge Fernandez Diaz, left, and his Moroccan counterpart, Mohand Laenser, met in February 2012 to discuss strengthening cooperation on security matters.

AGENCE FRANCE-PRESSE

Munitions Explosions
A Growing Threat

The rate of accidents at munitions storage sites rose to unprecedented levels in 2011 despite a growing international commitment to assist countries in managing their weapons and ammunition stockpiles.

The Small Arms Survey (SAS), a Geneva, Switzerland-based organization, reported that in the first 10 months of 2011 the average number of explosions increased to more than three per month — the highest rate recorded. "It is unclear whether the problem is getting worse or reporting of incidents is improving," the authors of the report wrote. "What is clear is that the number of explosions is not decreasing despite efforts to address their causes."

Nearly all countries have one or more facilities for the storage of weapons and ammunition. These depots require constant surveillance by a technically skilled workforce, careful monitoring of the humidity and temperature levels of the stockpile, and the safe disposal of ammunition that has outlived its shelf life.

SAS cited three possible reasons for the increase in Unplanned Explosions at Munitions Sites (UEMS). The reasons are: aging ammunition, some of which dates back to World War I; the lack of technical and stockpile management expertise; and the failure to destroy unstable munitions stocks. As a rule, ammunition has a shelf life of about 20 years under correct storage conditions. After that it becomes either unreliable or unstable.

One of the main risks for explosions is unstable ammunition propellant, especially in mortar rounds, which are universally popular weapons in most arsenals of the world's military forces.

Mortar propellant — usually based on the explosives nitroglycerin and nitrocellulose — has about a 2 percent stabilizer to make it safe to store and use, but all munitions degrade over time and their expected lifespan is primarily determined by storage conditions. In well-managed storage sites, inspectors test and dispose of ammunition at risk of spontaneous combustion.

Radio Show

A HIT WITH UGANDAN CITIZENS

A combination of radio talk shows and text messaging technology is empowering Ugandan citizens to hold their public servants accountable for the country's problems.

Uganda's lively radio shows have always tried to get people talking about the issues of the day. But now, an innovative pairing of radio and text technology is allowing Ugandans to voice their opinions in a way that was never possible before.

Every Thursday, listeners of a popular radio breakfast show in Kampala are asked a question about some aspect of public life. The questions probe issues such as public transportation, the state of health care, even the performance of individual politicians.

Hundreds of listeners can respond by sending in a free text message to the show, and visual representations of the answers are put together as the texts start rolling in. The software that makes this possible is called Trac FM.

"For instance, if we have a question like, 'Where is the worst street in your city?' then people send in the name of the street, and the presenter gets an overview on a map and on bar charts where people think is the worst road, and he discusses these issues during his talk show," said Wouter Dijkstra, a Dutchman living in Kampala who developed Trac FM. He got the idea three years ago while researching new media in Uganda.

"During the research I went to several places to see where this interaction between government and civilians is most possible," he said. "You see that a lot of radio feedback is used by inviting politicians or policymakers over to radio stations, and people who are allowed to phone in. This is where I saw there was a lot of energy for dialogue."
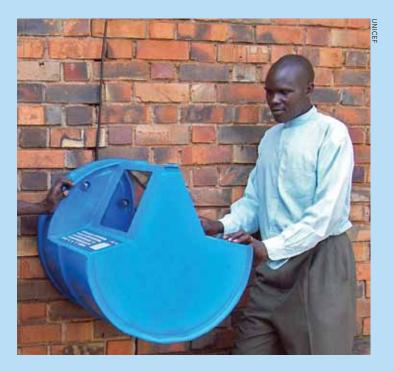
Trac FM is being used by two radio stations: one based in Kampala and one in northern Uganda. The project is run as an NGO, and access to the software is free to radio stations that want it.

Dijkstra says that thanks to widespread use of radios and mobile phones, even in villages, this method of opinion polling gives a voice to ordinary Ugandans who have no other way of speaking out.

Seanice Kacungira, one of the show's hosts, says that what makes Trac FM so successful is that it is easy and free for anyone to get involved in public debate.

"I think the fact that it's free is very important, so people feel like they can always get involved and it doesn't cost them anything, which is very important right now in tough economic times," she said. "So it helps inform our discussions; it helps us know what the pressure points are." VOICE OF AMERICA

A man listens to news on the radio in Kampala, Uganda.
REUTERS

COMPUTER INITIATIVE
Named to Top Inventions List

South African computer innovation in use in Uganda has made it onto *Time* magazine's list of the top 50 inventions in the world for 2011.

The Digital Drum, built for the Ugandan market, is a computer system that gives people access to information on issues such as health and education. It is closely based on another invention known as the Digital Doorway.

The Digital Doorway is a robust standalone computer system developed to promote computer literacy and provide information on a range of subjects. It is often mounted in public places for public use. The Digital Drum was jointly developed by the Council for Scientific and Industrial Research and the U.N. Children's Fund. The most noticeable and innovative feature of the Digital Drum is that its computer is housed in a discarded oil drum.

The content of the system includes the OpenOffice productivity suite, educational games and programs, an introduction to computer terminology, scientific software, 10,000 e-books from Project Gutenberg, a snapshot of Wikipedia, Mindset curriculum-based educational content, interactive science simulations, and numerous other applications for children and adults.

The recognition in *Time* is a major achievement for South Africa and showcases the country's technological innovation.

"It gives us recognition and acknowledgement for our ingenuity," says Meraka Institute technologist Grant Cambridge. "We are really proud of the achievement, which is good motivation for continuous innovation." The Meraka Institute is the largest group in South Africa dedicated to ICT research.

Cambridge believes *Time* noticed the Digital Drum because it is an innovative, low-cost solution made using locally available material and simple construction techniques. The Digital Drum designers recycle oil drums, which would otherwise be discarded, as casing for the computer terminals. MEDIACLUBSOUTHAFRICA.COM

GRADUATES SIGN

PEACE PLEDGE

More than 600 Sudanese students from El Fasher University in North Darfur celebrated their graduation on April 1, 2012, by signing a Pledge for Peace in a ceremony organized jointly by the school and the African Union–United Nations Mission in Darfur (UNAMID).

The students committed themselves to work conscientiously at all times for the realization of sustainable peace in Sudan and not to take up arms in any form.

The event was attended by the UNAMID Deputy Joint Special Representative for Operations and Management Mohamed Yonis. Addressing the students, Yonis said, "The conflict in Darfur has overshadowed your youth. It is my sincere wish and hope that it will not impact your future. All of you will have a part in ensuring that Darfur realizes a truly sustainable peace." UNAMID

UNAMID

REUTERS

Project Aims to Bring
HYDROPOWER to the People

AGENCE FRANCE-PRESSE

Mozambique has launched a $2.1 billion construction project to connect the southern capital Maputo to a major hydroelectric dam 3,000 kilometers to the north.

New high-tension power lines will transport 3,100 megawatts of electricity from the Cahora Bassa dam to Maputo, overcoming one of the most damaging legacies of a civil war that had split the country between north and south.

"It will end a cycle of an absence of investors because of a lack of energy, and a lack of energy because of the absence of big consumers," Mozambican President Armando Guebuza told a conference of 350 diplomats and aid workers at the launch in Maputo in November 2011.

The World Bank, the European Investment Bank, Norway and the French Development Agency will fund and oversee the bulk of construction, which will start in 2014 and last three years.

Only 18 percent of Mozambique's 23.5 million people have access to electricity.

Currently, Cahora Bassa supplies energy to the north of the vast country, and to neighboring economic powerhouse South Africa. Electricity is then transported from South Africa to southern Mozambique.

The project will contribute to a regional power pool that aims to address energy shortfalls across southern Africa. The plan will also help lessen the region's reliance on coal-fired power plants.

"It is clean, renewable energy without greenhouse gases, or with very little," Dimitri Kanounnikoff of the French aid agency said.

The plan depends on the construction of a second dam downstream from Cahora Bassa on the Zambezi River. The proposed Mphanda Nkuwa dam is managed as a separate project and still lacks funding.

South Africa *unveils* MAJOR PORT Project

A new port in South Africa is designed to give a major boost to the nation's import/export sector.

Ngqura Trade Port, just outside Port Elizabeth, is the deepest container terminal in Sub-Saharan Africa, according to South African officials, and will accommodate the new generation of giant container ships that regularly visit the country's shores. State freight logistics group Transnet worked on constructing the port for 12 years before it was officially opened in March 2012.

The National Ports Authority (NPA) of South Africa is investing 3.2 billion rand ($416 million) in the project. NPA is scheduled to continue expanding the port until 2019.

Declaring the project officially opened, a proud President Jacob Zuma said: "This will indeed end the notion that the Eastern Cape and Ngqura have been ignored. That speculation now needs to go away."

Experts say the development of the port, with its mega container terminal, will represent Transnet's solution to South Africa's longtime shortage of container capacity, resulting from the growth in container traffic globally. The unveiling of Ngqura Trade Port came after the opening of the Dube Trade Port in KwaZulu-Natal, which is part of a massive cargo terminal, trade zone and agrizone in Durban.

Zuma said that given its positioning and size, the Ngqura Trade Port will go a long way toward boosting South Africa's trade with other countries in the region and is expected to support the country's new growth path.

THE ASSOCIATED PRESS

"The economy must be expanded to benefit all our people and since economic development is one of our drivers of the New Growth Path, Transnet has a key role to play in this new journey," he said.

With the country's infrastructure program requiring skills, the Ngqura building program has prompted the training of 8,000 people. South Africa's NPA is also drawing up plans for hundreds of millions of dollars in infrastructure upgrades to the country's busiest harbor in Durban over the next seven years. Transnet chairman Mafika Mkwanazi said the new Ngqura Trade Port will be as economically viable as those already operating in Richards Bay and Durban.

Africa GETS HAND-HELD TABLET

Africa has its first hand-held tablet to rival the iPad with a device that went on sale in the Republic of the Congo in January 2012.

"We have set up a team and logistics to sell the tablet," 26-year-old inventor Verone Mankou said. "Today, anyone can buy one."

The tablet is called the Way-C — "the light of the stars" in a dialect spoken in northern Congo. It weighs only 380 grams, has integrated Wi-Fi circuitry and a 4 gigabyte memory.

"In technological terms, this tablet is equivalent to all those to be found on the market," said Mankou, referring to U.S. tech giant Apple's iPad and its competitors.

The Way-C was conceived in Congo, where it was first presented to the public in September 2011, but it is assembled in China, "for the simple reason that Congo has no factories and for price reasons," Mankou said.

The tablet will sell for 150,000 CFA francs ($299), which Mankou, who is also an advisor on new information technologies to the ministry of communication, considered "acceptable and relatively low, considering the technology used."

For the moment, the Way-C will be sold exclusively in Airtel Congo stores in Brazzaville and Pointe-Noire, a private mobile telephone company that is a subsidiary of the Indian group Bharti. Eventually, Mankou plans to market it in 10 West African countries and in Belgium, France and India.

AGENCE FRANCE-PRESSE

ETHIOPIA WINS BATTLE OF ADOWA

ADF STAFF

Perhaps no day in Africa's history is more significant than March 1, 1896 — when an African country turned the tables on its would-be colonists.

As the 19th century ended, Ethiopia was the only African country completely free from European dominance. But Italy wanted to establish a colonial empire on the continent, in the ways that Britain and France had. The Italian Army established an unwelcome military post in the northern part of Ethiopia, in what is now Eritrea. Meanwhile, Ras Menelik of Shoa was consolidating his power throughout Ethiopia, eventually becoming negus, or king.

The Italians had been selling Menelik guns for years and viewed him as weak and dull. On May 2, 1889, he signed a treaty stipulating that he had the option of working with Italy in dealing with the other countries of Europe. The Italian version of the treaty, however, was worded to say that Italy would now speak on behalf of Ethiopia in all dealings with the rest of Europe.

It took little time for Menelik to find out he had been tricked, and he rejected the treaty. He also announced that he would rid his country of the Italians. The Italian governor of Eritrea, Gen. Oreste Baratieri, responded by capturing more Ethiopian territory. After a hero's welcome in Rome, Baratieri vowed to return to Ethiopia and put Menelik in a cage.

Menelik had other ideas. In consolidating his power throughout Ethiopia, he had assembled an army of 196,000 men, with about 100,000 of them carrying modern rifles. Baratieri's army numbered only about 25,000 men. The Italians were unaware of the size of Menelik's army until December 7, 1895, when 1,300 of their troops were wiped out by 30,000 Ethiopians.

After this defeat, Baratieri retreated to Adigrat, Ethiopia's northernmost city, and waited for Menelik to attack. Baratieri remained convinced that the Ethiopian troops lacked discipline and believed he could win if attacked. But the better-provisioned Ethiopian Army sat and waited.

On February 25, 1896, the prime minister of Italy sent a telegram to Baratieri, demanding that he attack. After meeting with his senior staff, Baratieri moved on the offensive on the night of February 29, attacking the Ethiopian camp at Adowa. What followed was a disaster for the Italians.

Baratieri had a map of the region, but it was inaccurate. He and his troops were unprepared for the hostility of the terrain, with its jagged passes, ravines and gorges. One of his officers described the land as "a stormy sea moved by the anger of God."
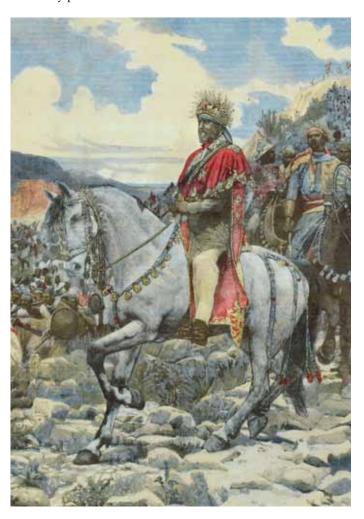
The Italian force was 17,700 strong — a huge number in any era. But Menelik had 82,000 Soldiers with rifles and swords, 20,000 spearmen and 8,000 cavalry. Their sheer numbers were overwhelming.

By 8:30 in the morning of March 1, many of the Italian Soldiers began to retreat. The troops were scattered too far apart to adequately support one another. And the Italians couldn't tell the Ethiopian warriors from their own local recruits known as "askari."
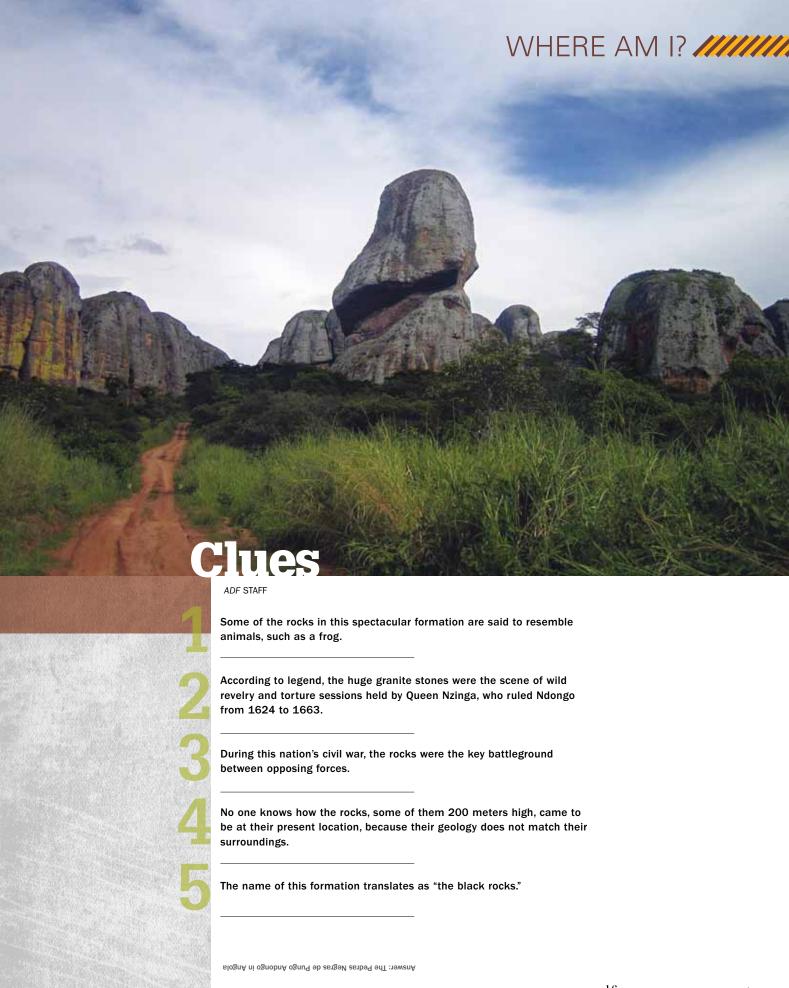
By midafternoon, the Italians knew they were defeated. But it was the nature of Ethiopian warriors to fight on until their enemies were destroyed. In all, 7,500 to 14,600 Italian officers, Soldiers and askari fighters died, a huge percentage of the total force. Another 2,000 Soldiers were either wounded or missing. Somewhere between 4,000 and 10,000 Ethiopian warriors died in battle, and another 10,000 were wounded.

In exchange for peace, Menelik demanded the abolition of the corrupt treaty with Italy and a complete recognition of Ethiopia's independence. On October 26, 1896, Rome agreed to his terms, confirming Ethiopia's status as the first truly independent state in modern times on the African continent.

WHERE AM I? //////////

Clues

ADF STAFF

1 Some of the rocks in this spectacular formation are said to resemble animals, such as a frog.

2 According to legend, the huge granite stones were the scene of wild revelry and torture sessions held by Queen Nzinga, who ruled Ndongo from 1624 to 1663.

3 During this nation's civil war, the rocks were the key battleground between opposing forces.

4 No one knows how the rocks, some of them 200 meters high, came to be at their present location, because their geology does not match their surroundings.

5 The name of this formation translates as "the black rocks."

Answer: The Pedras Negras de Pungo Andongo in Angola

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