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Review of the pilot case of the Coordinated Maritime Presences concept in the Gulf of Guinea

Executive Summary

1. This report reviews the implementation of the Coordinated Maritime Presences (CMP) pilot case and includes Lessons Learned processed since its launch on 25 January 2021.
2. The Gulf of Guinea experienced a nearly 50 % increase in kidnapping for ransom between 2018 and 2019, and around 10 % increase between 2019 and 2020. The region now accounts for just over 95 % of all kidnappings for ransom (KfR) at sea. However, in 2021, the number of incidents in piracy and armed robbery remained consistently lower than in 2019 or 2020.
3. Responding to this kind of threats at high-sea is not always a possibility or a priority for the coastal navies in the region.
4. To address these security concerns, MS on a voluntary basis and within the CMP framework, ensured a continuous presence of at least one ship in the GoG throughout 2021. Activities under the CMP in the GoG were facilitated by the Maritime Area of Interest Coordination Cell (MAICC). The EU MS naval assets and the MAICC notably participated to two maritime security exercises in the GoG.
5. In parallel, the initial implementation plan of the CMP pilot case in the GoG was re-structured to allow the European Union to provide further complementary actions to the CMP, in line with the Integrated Approach. This included the appointment of a Senior Coordinator (SC) for Maritime Security in the GoG who will facilitate the overall coherence and coordination between the activities developed by EU actors.
6. Lessons learned notably underline that the buy-in of the Coastal States and the Maritime Industry needs to be further increased and the Yaoundé Architecture (YA) structures need to be clearly defined before being reinforced. A clear and full support to the development and sustainability of the EU funded information sharing systems, MARSUR and YARIS, will be a key factor to consolidate the CMP pilot case and the EU support to the YA.
7. The planned full implementation of the pilot case, as described in the “Options for strengthening the EU’s Role in Maritime Security in complementarity with the CMP Pilot Case in the Gulf of Guinea”, will contribute to a more focused EU support to the Coastal

States and YA structures. It will also provide a more effective and substantial contribution to addressing maritime security challenges as part of the EU's Integrated Approach in the GoG.

8. It is therefore recommended that:

- PSC extend the “CMP implementation in GoG” by two additional years starting January 2022.
- CMP be referred to as “CMP concept in the GoG” as of January 2022, given the conclusion of the pilot case.

I. Introduction and Background

9. On 25 September 2019, the PSC agreed to the Coordinated Maritime Presences (CMP) Concept in the Gulf of Guinea (GoG) and on 16 September 2020, endorsed the proposed implementation plan for a pilot case in the Gulf of Guinea. On 15 December 2020, the PSC endorsed the adaptation of the implementation plan in the GoG and the Council approved the launch of the pilot case on 25 January 2021.
10. The purpose of the CMP is to increase the EU's capacity as a reliable and maritime security provider, provide greater European operational engagement, ensure a continuous maritime presence and outreach in the Maritime Areas of Interest, as established by the Council, and promote international cooperation and partnership at sea.
11. On 26 May 2021, the PSC received a presentation of the initial Lessons identified on the implementation of the Mechanism (ST 9028/21). The initial Lessons Identified (LI) from the pilot case in the Gulf of Guinea presented to PSC in May 2021 have been completed and refined and are part of this document.
12. On 19 October, PSC took note of the “Options for strengthening the EU's Role in Maritime Security in complementarity with the CMP Pilot Case in the Gulf of Guinea” (EEAS WK 12263/2021), elaborated by the EEAS in coordination with the European Commission, to re-structure the pilot case and underlined the urgency to implement the CMP concept and the complementary action in GoG.

13. This document, based on the Council Conclusions of 25 January 2021, aims to enable the Council to review the implementation of the CMP pilot case and decide on next steps.

II. Overview

a) Evolution of the Maritime security in the GoG in 2021

14. In 2020, according to the International Maritime Bureau, the Gulf of Guinea saw 84 attacks on ships, with 135 seafarers kidnaped for ransom. The Gulf of Guinea experienced a nearly 50 % increase in kidnapping for ransom between 2018 and 2019, and around 10 % increase between 2019 and 2020. The region now accounts for just over 95 % of all kidnappings for ransom (KfR) at sea.
15. In 2021, the number of incidents in piracy and armed robbery remained consistently lower than in 2019 or 2020, especially with regard to incidents in coastal waters. The trend continues to be of a decrease of incidents of about 50%, when compared with previous years. At this stage it is not entirely clear what to attribute the downtrend, but it is statistically noteworthy. The result is likely a combination of changed dynamics on-land in the Niger Delta, wherefrom the pirate action groups (PAG) originate, as well as factors at sea. This result could be assessed as consequence, on the one hand, of the efforts made by regional navies and security agencies and, on the other hand, the increased and permanent presence of international assets in the area. The majority of incidents this year in the GoG occurred in Nigerian waters or in their immediate neighbourhood. The change in location of attacks, further from shore, and type of targets, focused on KfR of foreign seafarers, confirms the adaptation of the PAG to the security response.
16. Nigeria, having a lead role, is more active in regional maritime security and has recently used for the first time its new legislation the Suppression of Piracy and Other Maritime Offences Act (SPOMO) of 2019, which allowed the prosecution of suspected pirates. In 2021, Nigeria launched an integrated maritime security strategy through the DEEP BLUE project, earmarking 195 million USD of equipment for securing Nigerian waters with a coordinated combination of land, sea, and air forces. The Falcon Eye Intelligence Centre in Abuja (Nigeria) now fuses multiple data collection sensors to build the Intelligence picture of the Nigerian Territorial Waters (TTW) and Exclusive Economic Zone (EEZ). Nigeria also launched the Gulf of Guinea Maritime Collaboration Forum Shared Awareness & De-Confliction (GOG MCF /SHADE) together with the Interregional Coordination Centre, for the

Implementation of Regional Strategy for Maritime Safety and Security in Central and West Africa (ICC), a forum open to all actors.

b) CMP activities in 2021

17. The CMP in the GoG is supported by the Maritime Area of Interest Coordination Cell (MAICC) in Brussels. The MAICC composition has not changed, comprising a core EUMS Experts' Cell (two part time Action Officers) and representatives of ten MS (AT, DE, DK, EL, ES, FI, FR, IT, NL and PT). The MAICC is actively engaged in augmenting its composition via additional voluntary contributions in order to enhance its outreach and posture. With this regards, there is no deadline for application to the MAICC and any MS can join at any time.
18. In 2021, five MS deployed naval assets in the GoG (DK, ES, FR, IT and PT), granting the continuous presence of at least one ship in the Gulf of Guinea throughout the year, as per the CMP concept. The units were very active with up to four ships deployed at the same time and conducted calls in Coastal States' (CS) ports and participated in various multilateral activities and exercises conducted in the region. The coordination at the operational level (between HQs) and at the tactical level (between the ships in the area), was excellent. The MAICC received timely and valuable weekly reports from the units' HQs during their deployments in the GoG, and was able on this basis to produce six Strategic Analysis Reports in 2021. The detailed deployment programs have been available and shared on MARSUR for the use of the MAICC Community.
19. The MAICC, alongside MS naval assets, participated to two major maritime security exercises in 2021: the US-led OBANGAME EXPRESS 21 and the Senior Leadership Symposium (SLS) in March and to the FR-led Grand Africa NEMO (GANO) as well as the Chief of the African Navies Symposium 2021 in November (Pointe Noire, Congo). This participation was rated as very positive and allowed the MAICC to enhance its links and visibility with all maritime stakeholders in the region. They supported the further participation of the MAICC to the next planned events. The participation in GANO 21, with an Officer embedded in the DIREX staff, was especially relevant from a STRATCOM point of view to promote the pilot case with CS Navies' high representatives and to test successfully the YARIS system for info sharing and operations coordination. The MAICC also participated in the G7++ Friends of

GOG plenary (G7++FoGG), that took place in Dakar, Senegal, on the 25th November. The coordination cell, together with the EU GoG Coordinator, provided good visibility and opportunities to discuss, notably with the YA ICC and US Naval authorities.

c) EU Engagement in 2021

20. The EU has underlined the strategic importance of the Gulf of Guinea region and reaffirmed its long-standing determination to support West and Central African States in their efforts to address the many challenges to maritime security, including organised crime.
21. The EU Maritime Security Strategy in its Action Plan features a section with a regional focus on the Gulf of Guinea, and Strategy for the Gulf of Guinea adopted in 2014 lends support to the objectives of the YA and to the regional efforts to address the many challenges of maritime security and transnational organised crime.
22. To this end, the EU works closely with CS, and maintains cooperation with Regional Economic Organisations such as ECOWAS and ECCAS. It also works closely with key international organisations such as Interpol and UNODC's Global Maritime Crime Programme. In addition, the G7++ Friends of the Gulf of Guinea (G7++ FoGG) plays an important role in advancing the maritime security agenda in the region by bringing together CS, private actors, and regional and international stakeholders in their efforts to promote greater international cooperation.
23. The pilot case in the Gulf of Guinea is the first implementation of the Coordinated Maritime Presences (CMP) concept and reflects the Union's growing role as a maritime security provider and can provide a substantial contribution to addressing the security challenges in the Gulf of Guinea.
24. The EU has been active in the region in support of maritime security and safety for many years through a number of projects such as: Gulf of Guinea Inter-Regional Network (GoGIN), Support to West Africa Integrated Maritime Security (SWAIMS), Support Programme to the Maritime Security Strategy in Central Africa (PASSMAR), Improved Regional Fisheries Governance in Western Africa (PESCAO), Seaport Cooperation Project (SEACOP), West and

Central Africa Port Security (WeCAPS), Improvement of Customs and Operations Efficiency in African Ports (IPCOEA).

25. CMP complements the following existing COM financed actions: SWAIMS (EUR 28 million), PASSMAR (EUR 10 million) and GOGIN (EUR 9.2 million¹). In 2021, these actions continued their support to the maritime security governance, legal framework, maritime law enforcement capacities, maritime domain awareness, operational coordination and information-sharing, in support of the CS, ECOWAS and ECCAS and the YA. SWAIMS' and PASSMAR's support to CS produced tangible achievements through assisting legislative changes, training of investigators, prosecutors and judges and practical support to courts leading to the first successful convictions for piracy offences in Togo and Nigeria in July 2021 respectively. GOGIN rolled-out YARIS across the region through an intense training campaign enabling most of the CS within the YA to operate the platform. The operational performance of YARIS was then successfully demonstrated at during the GANO 21 exercise.
26. In September 2021, the Commission decided to extend the GOGIN project until the end of 2022 with an additional budget of EUR 4 million under the heading "GOGIN+". The objective of GOGIN+ is to further strengthen the roll-out, capability and sustainability of YARIS, including with the use of satellite data, aiming to hand over the platform to the YA.
27. The EU-UNODC cooperation on Maritime Security and Surveillance in the Gulf of Guinea. The UNODC Global Maritime Crime Programme (GMCP) has undertaken EU-funded programme maritime exercises that have made use of EU Copernicus Programme's satellite products. Through the technology provided by EU Copernicus, and implemented by the European Maritime Safety Agency (EMSA), support to a number of maritime law enforcement agencies contributing to an increase in their operational maritime law enforcement capacity has also been made available. Satellite imagery has been used in training exercises with Cote d'Ivoire, Ghana, Sao Tome and Principe, Senegal, Togo, Cape Verde and Gabon.
28. The recent appointment of the EU Senior Coordinator (SC) for Maritime Security in the GoG, in the AFRICA Managing Directorate of the EEAS, will facilitate the overall coherence and

¹ Including a financial contribution from DK of EUR 1.8 million.

coordination between the activities developed by EU actors in the GoG related to the implementation of the EU GoG Strategy, and the implementation of the CMP concept. The SC will secure a more sustained political engagement by carrying out representation and outreach activities with other relevant actors in the region.

III. Outlook for 2022

a) Maritime Security assessments

29. Piracy. The risk of PAG actions remains high, mainly in the YA Delta and Echo areas (from Togo to Gabon, with Nigeria as the centre of gravity). Possible attacks might focus on targets closer to the Niger Delta, changing the modus operandi in light of increased naval presence. PAG might start operating closer to their place of origin, enabling them to flee if being intercepted. KfR networks operating out of the Niger Delta will continue to pose a threat for international seafarers. Continued coordination and collaboration between all actors involved (regional and international) will contribute to improving the security situation in GoG.
30. The Illegal, Unreported and Unregulated (IUU) fishing activity in the Gulf of Guinea remains an important and negative phenomena, very difficult to quantify and measure. The IUU represents a serious damage to the environment with the consequent risk of depletion of fish stocks, upon which many local communities heavily depend to sustain the needs of the growing population. The IUU fishing's negative impacts on economy and food security could also cause a potential increase of other illegal activities, contributing to increase the region political instability and having serious security consequences.
31. Terrorism. The terrorist threat directed towards maritime targets in the Gulf of Guinea is moderate to low. However, the examples of the attacks of June 2020 and March 2021 against Ivorian frontier posts at the country's border with Burkina Faso and Benin show that the phenomenon is extending towards some Gulf of Guinea States. There is still yet no evidence of terrorist threats directed to maritime targets transiting in the area of the Gulf of Guinea.
32. Trafficking. The western part of the Gulf of Guinea is a transit zone, but also a destination, of the drug trafficking between South America and Europe. The region is also concerned with human trafficking and migrants smuggling towards other African countries or other regions, especially Europe, via the Canary Islands.

b) CMP activities

33. For 2022, EU MS presented their deployment intentions as follows; DK four months, ES seven and a half months, FR eleven months, IT eight months; and PT three and a half months. This will ensure an EU presence with at least one ship in the area during 11 months, with no MS ships deployed in the GoG in August 2022.

c) EU engagement

34. Between July and December 2021, the European Commission conducted an additional analysis in order to assess gaps and unaddressed needs in the GoG as an input to programming and to analyse options to step up its action and further complement the CMP.
35. Based on this analysis, the Commission is identifying a new Foreign Policy Needs (FPN) action under the rapid response component of NDICI - Global Europe that will be proposed for adoption in the first quarter of 2022. The overall objective of the action is to enhance the coherence of EU efforts in the region, including through support to the EU Senior Coordinator for GoG. In this regard, four main components of the action are foreseen:
- a) Support to the EU's political engagement in the region, including in the G7++FOGG and SHADE/GOG and their working groups. It also includes support to the process leading to agreements with Coastal States on handover of suspected pirates;
 - b) Enhanced coordination and synergies between EU, EU MS and non-EU actions;
 - c) Technical assistance / capacity building to selected (champion) coastal states and YA centres;
 - d) Support to the EU's strategic communication and public diplomacy.
36. The European Commission will finalise the formulation of GOGIN II as a follow up to GOGIN+ starting 2023, with a focus on further supporting YARIS.
37. The European Commission will also step up "knowledge production" activities by conducting additional studies, in particular on land-based solutions addressing the root causes and prevention of maritime crime.

38. The European Peace Facility (EPF) could complement the CMP Pilot Case by providing adequate support to strengthen the capacities of navies and military actors of some CS involved in maritime security operations, if agreed by MS. A Concept Note for the first Preparatory Measure (PM) will be presented to Member States in due course.
39. The overall objective of the ensuing PM would be to support African led maritime security and anti-piracy activities conducted by military actors in the GoG as well as mitigate against insecurity from the Lake Chad Basin, the Sahel and North Africa. The PM would consider four main components: i) Delivery of an Intelligence, Surveillance and Reconnaissance (ISR) system, ii) Maintenance, iii) Technical Assistance and, iv) Liaison / Mentoring / Advice. The European Commission will ensure no duplication of expertise/activities between existing actions by carrying out a full stakeholder mapping including all Commission-funded and EU Member State funded activities across the region.

IV. Lessons Learned on the implementation (see Annex)

40. The Lessons Learned process is conducted in the framework of the review of the CMP pilot case in the GoG and includes findings from the Initial Lessons Identified in the period between the launch of the implementation of the CMP pilot case in the Gulf of Guinea on 25 January 2021 and May 2021.
41. These Lessons Learned, developed in the Annex to this paper, consist of the adjustment of the six Initial Lessons Identified on the implementation of “Pillar 1” and five additional new lessons identified between May 2021 and December 2021.
42. The analysis of the lessons learned process leads to the following points:

- The pilot case has proven that the CMP concept can be an effective and useful instrument to contribute to the maritime security in the GoG.
- Outreach on the scope and purpose of CMP to the CS, the YA structures, the Maritime Industry and coordination fora shall be increased to increase the buy-in and smooth implementation of the CMP concept.
- The full implementation of the Pilot Case, in line with the Integrated Approach, supporting the CS and the YA, is crucial to consolidate their buy in and consequently the CMP usefulness.
- A special link with the Maritime Industry is of utmost importance in order to support further developments of the CMP concept. However, the importance of this link also depends on the nature of the maritime issues that need addressing.
- The Senior Coordinator needs his full staff (two SNEs) to fulfil all the tasks of its mandate.
- The MAICC requires an urgent reinforcement in personnel to address the increasing workload due to the expected new MAI's.
- A clear and full support to the development of the EU funded info sharing systems, MARSUR and YARIS, is a key factor to consolidate the CMP project and the EU support to the regional maritime security through the YA.

V. Main parameters for future actions

43. The Gulf of Guinea continues to be particularly dangerous for seafarers. None of the coastal navies, with the partial exception of Nigeria, can operate the required high-sea patrol boats to respond to attacks.
44. The establishment of the Gulf of Guinea as a Maritime Area of Interest (MAI) and the Maritime Area of Interest Coordination Cell (MAICC) has allowed Member States to improve the coordination of actions carried out by their assets deployed in the MAI under national command, on a voluntary basis. It has notably enabled the EU to provide continuity of assets in GoG in 2021 and will also provide continuity of at least one EU MS asset in 2022.
45. The CMP, as a pragmatic maritime tool forming part of the EU's Integrated Approach, contributes to the implementation of EU political objectives, in line with the agreed EU Maritime Security Strategy (EUMSS) and EU GoG Strategy and with particular emphasis upon the needs of CS and their buy-in. The Integrated Approach is a cornerstone in the current proposal to re-structure the overall design of the Pilot Case in order to allow the European Commission to provide further complementary actions to the CMP, which is a separate mechanism.
46. The CMP enjoys strong interest among actors involved in maritime security in the GoG. The Information Communication Plan for the CMP Mechanism aims to ensure that the pilot case in the GoG is widely understood, accepted and supported, including in the CS, the YA structures, the Maritime Industry (MI) and other international partners active in the region, as well as general public and local audiences.
47. The roll out of the CMP and its complementary action, as described in the “Options for strengthening the EU’s Role in Maritime Security in complementarity with the CMP Pilot Case in the Gulf of Guinea”, will contribute to a more focused EU support to the CS and YA structures. It will also provide a more effective and substantial contribution to addressing maritime security challenges as part of the EU’s Integrated Approach in the GoG.

VI.Suggested future actions

48. Suggested future actions are to enhance and consolidate the continuous EU maritime presence in the GoG and promote greater European operational engagement in order to exploit the EU's capacity as a reliable maritime security provider.
49. CMP shall complement the EU role as a maritime security provider in line with the EU's Integrated Approach and coherence of the EU's actions, based on existing programmes implemented by the European Commission, in particular the GOGIN leading the roll-out of the YARIS platform, as well as by ensuring a strong link with the YA in the mobilisation of relevant expertise.
50. To define and provide adequate support to strengthen the capacities of navies and military actors of some coastal states involved in maritime security through the European Peace Facility (EPF).
51. To enhance the visibility of EU by consolidating upon:
 - General outreach on CMP to relevant stakeholders by the Senior Coordinator, the MAICC and Delegations respectively;
 - EU MS assets, visits and institutional events during relevant GoG ports of call;
 - Participation in Maritime Security fora as "G7++ Friends of the GoG" and the "GoG Maritime Collaboration Forum Shared Awareness & De-Confliction");
 - Participation in exercises organised in the region, such as OBANGAME EXPRESS and AFRICAN NEMO;
 - A reinforced MAICC to address the increased activity in the GoG.
 - Adjustment of the information plan accordingly.
52. To fulfil the potential deriving from enhanced partnerships within the framework of the CMP concept in 2022.

VII.Recommendations

- It is recommended, that PSC extend the "CMP implementation in GoG" for two additional years as of January 2022.
- It is recommended to refer as of January 2022 to the implementation of the "CMP concept in the GoG".

ANNEX

**Lessons Learned on the implementation of the Pilot Case
of the Coordinated Maritime Presences (CMP) in the Gulf of Guinea**

A. Context

1. The Lessons Learned process sits within the framework of the review of the Coordinated Maritime Presences (CMP) pilot case in the Gulf of Guinea (GoG). The exercise enables the Council to reach an agreement on establishing a new Maritime Area of Interest (MAI) in the early part of 2022.
2. The Initial Lessons Identified collected during the planning and the implementation phase of the former “Pillar 1” were presented to PSC in May 2021. They covered the first phase of the Lessons Learned process on the implementation of the CMP pilot case in the Gulf of Guinea launched on 25 January 2021.
3. The Initial Lessons Identified document was welcomed by Member States as a basis for further implementation of the CMP in other potential Maritime Areas of Interest (MAI). Member States also noted the need to continue the Lessons Identified/Lessons Learned process, including concerning the decision-making process of establishing a new MAI in order to prepare the review of the pilot case in the GoG by January 2022.
4. In the meantime, the initial implementation plan of the CMP pilot case in the GoG, based on a two-pillar approach, was re-structured to respect the TFEU foundations of existing and potentially new European Commission funded actions in complementarity to the CMP. This is a separate mechanism, in line with the Integrated Approach and as such, the pillar structure no longer exists.

B. Adjustment of the Initial Lessons Identified on the implementation of “Pillar 1”

5. Lesson 1. The need to ensure the buy-in of the Coastal States (CS). The support to the Yaoundé Architecture (YA) is the main course of action chosen by the EU to implement its strategy in the GoG. Ownership and buy-in of the Coastal States (CS) is thus of the utmost importance. The

CMP concept needs to be proactively explained to the relevant partners in the region. To implement the CMP concept in other regions, such as in the Indo-Pacific region, a programme of outreach combined with enhanced STRATCOM (see below) with the CS and regional organisations or relevant forums is needed both in the planning and in the implementation phase of the CMP concept. However, the decision of the EU to launch a MAI cannot not be conditioned on the buy in of any CS, as the decision-making autonomy of the EU has to be maintained.

Action/s identified and status of implementation: efforts to actively participate in the relevant maritime security fora and their working groups (e.g. “G7++ Friends of the GoG” and the “GoG Maritime Collaboration Forum Shared Awareness & De-Confliction”), as well as in the exercises organised in the region, such as OBANGAME EXPRESS and AFRICAN NEMO with participation of the CMP assets and MAICC representatives Further contacts directly with the YA and through the EU Delegations and EU Member States (EU MS) with CS have been maintained. The outreach to the CS and YA is being carried out, including through the International Maritime Organization (IMO, see below), however specific circumstances as the COVID-19-related restrictions limit the possibility of in-depth discussions. The appointment of an EU Senior Coordinator for Maritime Security in GoG and his team (2 Seconded National Experts, SNE) should also reinforce the required diplomatic and political outreach (see below).

6. Lesson 2. The need to ensure the buy-in of Maritime Industry (MI). The support of the Maritime Industry (MI) is key in the implementation of the CMP in the GoG in addressing maritime security issues, specifically when piracy is concerned.

Action/s identified and status of implementation: detailed explanations of the CMP pilot case in relevant maritime security fora described in Lesson 1 (above), and specific meetings with main shipping companies has helped to gather support of the MI to this initiative. Periodical fora and workshops for getting a fluent information sharing with MI should be organised in coordination with the European Community Ship-owners Association (ECSA), including inviting relevant shipping associations. The role of International Maritime Organization (IMO) that brings together CS, as well as other States potentially with an interest in CMP (e.g. US, UK,

Russia, etc.), and the MI needs to be stressed in this outreach. To this end, The Commission and MS have submitted an Information Paper to the IMO on the CMP Pilot Case, and requested for a reference to CMP in an IMO Assembly resolution on piracy in the GoG from EU MS to be included.

7. Lesson 3. Importance of STRATCOM / Communications Plan. The establishment of a STRATCOM plan from the early stages of the project is required in order to clarify the nature and purpose of the initiative, to facilitate and ensure the buy-in of local stakeholders but also potential partners, as well as the framework inside which the MAICC can operate.

Action/s identified and status of implementation: An Information Communication Plan for CMP Mechanism was approved in October 2021, and will be updated in light of the full implementation of the pilot case in the GoG. Enhancing STRATCOM with EU MS is also important to accomplish the CMP objectives. The limited access to internet in the region hampers the dissemination of the information and requires an active support of the EU Delegations. EU institutional events should be organised, e.g. during relevant GoG ports of call, such as Lagos in Nigeria, taking advantage of the EU naval visits to explain the CMP pilot project as part of the Integrated Approach. The planned appointment of a EU Senior Coordinator for Maritime Security in GoG should also reinforce the required diplomatic and political outreach (see below).

8. Lesson 4. The need to reinforce the manning of the MAICC, taking into account the current workload, the appointment of dedicated AOs to MAICC in addition to the already established Expert Cell should urgently be considered. In order to expand the CMP initiative in other Maritime Areas of Interest, the MAICC should become a fully-fledged entity within EUMS, with a manning proportional to the expectations.

Action/s identified and status of implementation. The workload expected for new roll-outs of the CMP requires the appointment of two additional full time AOs for the successful continuation of the initiative. In this regard, PSC has requested information about this proposal in the framework of the new roll-out of CMP. The Terms of Reference (ToR) of the MAICC will be adapted for the new tasks. On the basis of the workload observed for the implementation of the CMP concept in the GoG, two AOs per new MAI should be planned to allow the MAICC to implement its tasks.

9. Lesson 5. A further development of the Information System MARSUR (EDA). Enhancing cooperation amongst MS implies to collect maritime security information through the MARSUR platform, managed by EDA and to gather and analyse this information through the dedicated cell MAICC. The possibility to exchange CLASSIFIED information in MARSUR, is deemed important for the full operationalization of the CMP initiative.

Action/s identified and status of implementation: MARSUR is currently developing new capabilities to deal with these issues, such as exchanging CLASSIFIED information; and the EEAS (EUMS-MAICC) has recently joined the MARSUR community, what implies the availability of own equipment including MARSUR mobile stations.

10. Lesson 6. Formalisation of the exchange of information with relevant stakeholders outside the EU. MARSUR is not a “mission system”, the data shared on MARSUR is available to all MARSUR participants. The conditions under which MARSUR can be used for CMP/MAICC purposes, especially the consequences deriving from non-EU MS participation in MARSUR, should be clarified bearing in mind the future MARSUR version will include additional filtering and classified information.

Action/s identified: MARSUR development is clear as only EU MS are participating in the developments of MARSUR related to CMP. Support the EU info sharing systems, leading MARSUR as a hub of maritime information system, linked to YARIS (see lesson 9) as the operational and tactical system in the YA and with the common information sharing environment (CISE) that provides information exchange across sectors and borders involving more than 300 EU and national authorities with responsibilities in maritime surveillance.

C. Completion of the Lessons Identified on the implementation of CMP pilot case:

11. Lesson 7. Overarching legal framework. Attempt to use Article 28 TEU. Efforts to identify an appropriate funding and legal platform based on a possible use of Article 28 TEU to support the advisory team raised a certain number of obstacles, which led to ruling this option out. This does not exclude the usefulness of Article 28 for other maritime security actions. But the use of an Art. 28 does not seem compatible with the CMP under the current setting.

Action/s identified status of implementation: the two-pillar structure no longer exists. The initial implementation plan of the CMP pilot case in the GoG, based on a two-pillar approach. “Pillar 1”, (the so-called CMP mechanism) and “Pillar 2”, an advisory and capacity building platform to the YA has been restructured to reinforce the EU’s role as a maritime security provider in line with the EU’s Integrated Approach and to ensure coherence of the EU’s actions, based on existing programmes implemented by the European Commission. Additional support to the YA structures and CS foreseen in the pilot case, including equipment, expertise and training, will be covered through future Assistance Measures under the EPF, provided this is accepted by MS. The appointment of the Senior Coordinator will facilitate the overall coherence and coordination between the activities developed by EU institutions.

12. Lesson 8. Further EU Integrated Approach to strengthen the implementation of the CMP Pilot Project in the Gulf of Guinea. Consolidate existing contacts and further engage directly with CS and the YAMS (YA Maritime Structure) is of the utmost importance. Unclear CMP decision-making, excessive enthusiasm in moving forward with the pilot project, a lack of upstream coordination between the Commission and the EEAS, on the extent of the impact on TFEU funded projects of a new tool under CFSP, clearly hampered the roll-out of the initiative. The delay of the deployment of the advisory team to support the YA and CS led to lack of knowledge and support on the Pilot project’s purpose and objectives by the GoG CS. There is room to improve the EU integrated approach in the region.

Action/s identified: in addition to the recommendations already in lesson 1 regarding the buy-in of CS, the Information Communication plan (see Lesson 3) must be actively employed and backed up by the EU delegations to ensure and increase the acceptance and collaboration of the CS and Maritime Operational Centres (MOC) of the YAMS to enhance the integrated approach of EU in the region. Deeper relations and synergies with the current Maritime Security

programs of the European Commission (SWAIMS, PASSMAR, GOGIN/YARIS) in the spirit of the Integrated Approach is needed.

13. Lesson 9. A further implementation of the Yaoundé Architecture Regional Information System (YARIS). Information sharing is the key factor for success at all levels and a quick response in case of maritime security incident is of utmost importance to avoid further consequences, especially in merchant-ships hijackings. At the strategic level, the CMP proved its effectiveness when MS programmes and relevant information were shared via MARSUR. At the operational and tactical level, a common overall info sharing tool would be beneficial for MS that could ease the circulation of alarms amongst MS, Third States, CS and other Stakeholders.

Action/s identified: the YARIS, an EU funded information sharing and incident management platform developed by the EU GoGIN project, is currently operational in the GoG and gathers the capabilities required to become the operational and tactical system in the region owned by the YA. YARIS was tested successfully during exercise Grand African NEMO (GANO) in November, an annual regional air/sea maritime exercise, co-organised by France and the Yaoundé Maritime Security Architecture, for the benefit of the entities of the Yaoundé Process and the African partners of the Gulf of Guinea, with the aim of contributing to the fight against maritime insecurity.

14. Lesson 10. Legal finish. When pirates have been arrested, they must remain in custody on board the ship until domestic Court confirms the jurisdiction. If the national appropriate legal framework is in place, pirates will be transferred to the concerned MS and then prosecuted. Otherwise pirates must be handed-over to the relevant / competent authorities (in accordance with specific agreements, e.g. with CS) or released (in case of lack of such agreements). At present, there are no appropriate agreements in place with States of the region to hand-over arrested pirates for prosecution. Some EU MS are already working on establishing these agreements on a bilateral basis with individual CS.

Action/s identified: The EU, given its experience in i) dealing with the question of legal finish and handover agreements from the Horn of Africa and ii) having recently supported drafting of the ECOWAS Supplementary Act on Handover Agreements for Acts of Maritime Piracy within

SWAIMS/UNODC programme, should explore whether CMP could provide a platform for signing handover agreements on behalf of MS with countries in the GoG.

15. Lesson 11. CMP as a useful tool for Maritime Security and EU visibility. The success and progress of the pilot case, and consequently the CMP concept, relies on the presence of EU MS assets in the MAI, and the willingness of EU MS to provide assets in support to the CMP implementation plan. This will enhance the visibility of EU maritime presence and enhance the EU's role as a reliable, long-term security partner and maritime security.

Action/s identified: the establishment of the GoG as a MAI and the MAICC by Council Conclusions on 25 January 2021 has allowed MS to further improve the coordination of actions carried out by their assets deployed in the MAI under their national commands on a voluntary basis and enabled the EU to provide continuity of assets in GoG in 2021 and will continue to do so in 2022.
