



Indian Council  
of World Affairs

DISCUSSION PAPER

# MARITIME SECURITY AND SAFETY AND IORA



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## ■ SUMMARY

Maritime Security and Safety is high on the agenda of international community and is a key issue in policy discussions at the national, sub-regional, regional and international levels. There is also a realisation of the relevance and importance of multinational maritime and naval cooperation to deliver 'public goods' to enhance maritime security and safety. Consequently, common security concerns are being addressed through the prism of 'maritime multilateralism', a new paradigm of foreign and security policy. The existing maritime cooperative initiatives in the Indian Ocean have played an important role. In order to sustain a favourable maritime environment in the Indian Ocean and to build successful frameworks of cooperation, it is important for the Indian Ocean Rim Association (IORA) Member States to strengthen their dialogue and efforts to seek solution to address common security challenges in the region.

### KEY ISSUES

- **Maritime Security and Safety is an issue of common concern.**
- **A secure maritime space can be achieved through 'maritime multilateralism'.**
- **Capacity building for maritime safety and security of IORA Member States is a high priority.**
- **Robust frameworks, innovative action plans and timely information sharing mechanisms are the key to success in maritime security and safety in the Indian Ocean Region.**



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The Indian Council of World Affairs (ICWA) was established in 1943 by a group of eminent intellectuals led by Sir Tej Bahadur Sapru and Dr. H.N. Kunzru. Its principal objective was to create an Indian perspective on international relations and act as a repository of knowledge and thinking on foreign policy issues. . By an Act of Parliament in 2001, the Indian Council of World Affairs has been declared an institution of national importance. The Council today conducts policy research through an in-house faculty as well as through external experts. It regularly organizes an array of intellectual activities including conferences, seminars, roundtable discussions, lectures and brings out a range of publications. It has a well stocked library, an active website, and publishes the journal 'India Quarterly'. ICWA has over 50 MoUs with international think tanks and research institutions to promote better understanding on international issues and develop areas of mutual cooperation. The Council also has partnerships with leading research institutions, think tanks and universities in India.





Oceans and seas have been an arena for geopolitical, geostrategic and geo-economic contestation since ancient times. States had dispatched navies across seas for coercion and used the oceanic spaces to launch attacks. There is thus a strong element of continuity that today these large bodies of water continue to be used for settling disputes arising from different interpretations of the 1982 UNCLOS, control of sea based resources, safety of sea routes, etc., resulting in struggle for sovereignty-economic-strategic supremacy.

While the above threats remain a feature of State vs State contestations, the contemporary discourse on maritime security emerges in the backdrop of the emergence of violent non-state actors (VNSA) that threaten peaceful use of the seas and free flow of commerce which is predicated on globalization that underpins interdependence and economic growth through a complex web of trans-oceanic

supply chains. The VNSAs have often developed robust transnational reach supported by complex networks. States have acknowledged the critical necessity of cooperative mechanisms to contend with these perilous actors and such cooperation is premised on helping allies and partners through capacity building. Likewise, regional groupings have established mechanisms to respond to multiple maritime threats and challenges, and cooperation remains high.

This paper is a survey of the regional multilateral structures which have prioritized maritime security and safety issues. It discusses the emergence of the concept of maritime security and its typologies and the wide nature of maritime safety. The paper argues for robust institution building by the Indian Ocean Rim Association (IORA) for maritime security and safety, one of its six priority areas.

## ■ CONCEPTUAL ISSUES

Maritime security is a relatively new concept and was preceded by 'naval security' pivoting on sea power which involved power projection through the use of warships and other combat platforms against an aggressor or to respond to actions by a contending nation or a revisionist power. In the post-Cold War period, literature on naval strategy introduced the concept of 'littoral warfare'. Although the term 'littoral' (coastal or shore region) is not new, it gained significance in military-naval literature primarily on two counts. First, littoral spaces are congested due to dense shipping activity, civilian air corridors and shallow waters which can potentially challenge and curtail projection of power. Second, littorals are densely populated and home to nearly 60 percent of the world's population who live within 100 kilometers of the ocean. These spaces witness a near constant struggle for dominance between law enforcement agencies and non-state actors who engage in terrorism, piracy and transnational organized crime like drug smuggling, gun running and other criminal activities at sea. This "chaos in the littorals"<sup>1</sup> necessitates robust maritime apparatus to ensure good governance and optimum security.

Another important facet of maritime security is the ability of States to harness the economic potential of the seas. Besides being a medium of transport, the seas are known to contain a variety of living



and non-living resources. The Exclusive Economic Zone (EEZ) which extends to 200 nautical miles from the coast is increasingly considered as the extended economic space of the State. It is rich in living resources like fish and other food grade marine chain and non-living resources such as offshore hydrocarbon, minerals, and seabed poly metallic nodules which in contemporary literature is termed a 'Blue Economy'. More recently, environment and ecology as discipline of science-sociology-economy and global warming-climate change-sea level rise have percolated into maritime safety and human security discourses thus providing for both new and wider understandings of maritime security.

Likewise, maritime safety is another important facet of delivery of 'public goods at sea'. Oceans and seas present a complex marine environment with dense shipping and extensive fishing activity which is prone to accidents and mishaps; besides natural events such as cyclones, hurricanes and storms present enormous challenges. These

<sup>1</sup> "The Landscape: Chaos in the Littorals" [https://www.globalsecurity.org/military/library/policy/usmc/mcdp3/mcdp3\\_chp1.pdf](https://www.globalsecurity.org/military/library/policy/usmc/mcdp3/mcdp3_chp1.pdf) (accessed 08 October 2020). Also see Milan Vejo, "On Littoral Warfare", <https://digital-commons.usnwc.edu/cgi/viewcontent.cgi?article=1200&context=nwc-review> (accessed 08 October 2020).



necessitate search and rescue of mariners and fishermen and such services are rendered internationally under the rubric of 'public goods at sea'.

## FRAMEWORKS OF MARITIME SECURITY AND SAFETY

There is no universally accepted definition of maritime security, but it can be understood through at least three frameworks. First, 'cooperative maritime security' which involves a web of relationships among actors who conduct operations to deliver 'order at sea'. Such operations would be conducted at the behest of the United Nations, regional organisations, States or even at the request of partners and friends normally against non-state actors. These operations could include anti-piracy, counter terrorism, counter drug and gunrunning, human smuggling and illegal migration.

Second, 'competitive maritime security' involves cooperation among allies, coalitions and strategic partners with common political interests, ideologies and agendas who bring together their naval

power to contain rising challenges, sustain a favourable balance of power for stability in the region as also to demonstrate a strong proclivity to dominate regional affairs. The politico-strategic engagements among the regional and extra-regional countries pivot on defence and security agreements and dialogue, access and basing arrangements, deployment of forces, military and naval exercise, and supply of military hardware. States marshal their respective naval power to maintain or challenge the status quo.

Third, under 'convergent maritime safety' selective elements of cooperation are built-in to develop capacity and enable State to conduct operations and deliver 'public goods' to enhance maritime safety. Climate change, sea level rise and natural-human induced disasters could evoke convergent concerns of maritime safety. Significantly, maritime safety has now come to be subsumed under maritime security particularly when reference is made to search and rescue (SAR) and humanitarian assistance and disaster relief (HADR), terms that are frequently found in the maritime-strategic literature. These operations are



undertaken by navies and coast guards and are also supported by merchant shipping operations in the area of the accident/incident. SAR agencies attempt to compress the reaction and response time to rescue the affected people. However, there are a number of challenges such as correct assessment of the position of the incident, location and availability of rescue vessel for SAR, time to reach the location, and geography and topography of the area of operation.

This has led to the emergence of 'maritime multilateralism' which builds on the belief that a secure maritime environment can be achieved by developing mutual understanding and cooperation among the States in the region. Significantly, it is applicable to big, medium and small maritime powers.

## NEWER VISTAS OF MARITIME SECURITY AND SAFETY

One of the important features of the emerging trends in maritime security is the globalization of security responsibilities and duties. Till very recently, the security of

the maritime domain was the responsibility of the State and its arms such as the navies, coast guards and other marine law enforcement forces. These agencies were tasked to undertake operations to provide maritime security. However, the growth of Private Maritime Security Companies (PMSC), which emerged as a response to the rising graph of piracy in the Gulf of Aden, is a new phenomenon at sea. The PMSC personnel carry weapons and ammunition and offer shipping companies attractive options to counter piracy particularly off Somalia. According to market data, in 2019, the global maritime security market was valued at US\$ 19.87 billion and is expected to increase to US\$ 29.91 billion by 2025, which corresponds to a CAGR of 8.51% during the forecast period.<sup>2</sup>

At another level, the industry, businesses and corporates have also taken upon themselves to contribute to global efforts to enhance maritime security. There are several examples of such initiatives by the industry such as the (a) Langkawi International Maritime and Aerospace Exhibition (LIMA), Malaysia; and (b) International Maritime Security Exhibition (IMDEX) Asia, Singapore, etc., and involve exhibitions,

<sup>2</sup> "Maritime Security Market - Growth, Trends and Forecasts (2020 - 2025)", <https://www.mordorintelligence.com/industry-reports/maritime-security-market> (accessed 08 October 2020).



conferences and warship displays to attract stakeholders such as the military, government, industry and academia. These are occasions to familiarise and update on the current and future maritime security technologies. The events are labelled as ‘must-attend’ and are part of the global naval and maritime security calendar.

The navies and coast guards have taken upon themselves to build cooperative mechanisms to address issues of maritime safety and security, and respond to other maritime threats and challenges. In 1987, the US Navy announced setting up of the Western Pacific Naval Symposium (WPNS)<sup>3</sup> to enable leaders of the Western Pacific navies exchange knowledge, share experiences and collaborate to discuss vital issues relating to maritime security through the established communication channels to build trust and confidence among them. Among the several important WPNS initiatives, HADR is an important task and the member navies share operational regulations and operational manuals for disasters. Similarly, the grouping has also agreed to Code for Unplanned Encounters at Sea (CUES) to provide “navies safety procedures, a basic communications plan and basic manoeuvring instructions for



naval ships and naval aircraft during unplanned encounters at sea”.<sup>4</sup>

Similarly, the Indian Ocean Naval Symposium (IONS)<sup>5</sup> is an initiative by the navies of the Indian Ocean countries. It is a 35-member grouping started at the initiative of India in 2008. The chairmanship is rotated between four generic ‘sub-regions’ and its deliberations include seminars, workshops and discussions among leaders to address common non-traditional maritime security threats and challenges. Under the IONS, the Member Navies develop Standard Operating Procedures (SOPs) / Guidelines such as IONS HADR Guidelines, IONS Maritime Security Guidelines, and adoption of CUES by IONS. to address common maritime security concerns. Likewise, *Milan* hosted by the Indian Navy and held in the Bay of Bengal involves several navies is another successful model of addressing common maritime security issues.<sup>6</sup>

The Coast Guards play a pivotal role in maintaining good order at sea, law enforcement and MDA. They have instituted the Heads of Asian Coast Guard Agency Meeting (HACGAM), a grouping of 22 Member States and multilateral organisations in the Asian region. It is a good example of proactive

cooperation efforts for “search and rescue, environmental protection, preventing and controlling unlawful acts at sea, and capacity building” and address “broader spectrum of maritime issues while strengthening and developing own capabilities”. Likewise, the Coast Guard Global Summit (CGGS) aims to enhance cooperation and collaboration worldwide to cope with new challenges in “maritime disaster, maritime incidents, marine pollution, and maritime crimes occurring across borders”. For instance, the South Asia Co-operative Environment Programme (SAECP) is an inter-governmental organization, established in 1982 by the governments of South Asia to promote and support protection, management and enhancement of the environment in the region.

States have also taken upon themselves to deliver ‘public goods at sea’ in the form of Maritime Domain Awareness (MDA). The first such government-to-government multi-nation initiative appeared in the form of the Regional Cooperation Agreement on Anti-Piracy (ReCAAP), with 20 Contracting State Parties<sup>7</sup> to promote and enhance cooperation against piracy and armed robbery in Asia.<sup>8</sup> It also has under it the Information Sharing Centre (ISC) based in Singapore which is a successful regional mechanism with staff drawn from the Contracting States

to help collate information/intelligence obtained from participating countries, from affected vessels or non-government agencies and disseminate to alert ships of possible dangers to shipping in the Asian region. Besides reporting piracy incidents, the ISC also conducts research and offers recommendations on best practices.

India has set up the Information Fusion Centre-Indian Ocean Region (IFC-IOR) which receives vital operational data from multiple sources such as the Automatic Identification System (AIS) and the long-range identification and tracking (LRIT), a satellite-based, real-time reporting mechanism for reporting the position of ships particularly in the Indian Ocean. Closely associated is the Indian agreement with nearly 30 countries on White Shipping under which their specialist agencies exchange information about merchant shipping. The IFC-IOR also hosts naval officers from countries with whom India has signed the White Shipping agreement.



3 24 members, with 20 member states and four observers. The 20 WPNS member states are Indonesia, Australia, Brunei Darussalam, China, Malaysia, New Zealand, Papua New Guinea, the Philippines, Singapore, South Korea, Thailand, the United States, Japan, Vietnam, Cambodia, Russia, Tonga, France, Canada, and Chile. The four observer countries include India, Bangladesh, Peru, and Mexico.

4 “ASEAN Regional Forum Inter-Sessional Meeting on Maritime Security : Code for Unplanned Encounters at Sea”, <http://aseanregionalforum.asean.org/wp-content/uploads/2019/03/Annex-18-Code-for-Unplanned-Encounters-at-Sea-CUES-presentation-by-Australia-7th-ISM-on-MS.pdf> (accessed 09 October 2020).

5 “Indian Ocean Naval Symposium”, <http://www.ions.global/> (accessed 09 October 2020).

6 “Milan”, <https://www.indiannavy.nic.in/content/milan-2018> (accessed 09 October 2020).

7 The twenty Contracting Parties to ReCAAP are Australia, the People’s Republic of Bangladesh, Brunei Darussalam, the Kingdom of Cambodia, the People’s Republic of China, the Kingdom of Denmark, the Republic of India, Japan, the Republic of Korea, the Lao People’s Democratic Republic, the Republic of the Union of Myanmar, the Kingdom of the Netherlands, the Kingdom of Norway, the Republic of the Philippines, the Republic of Singapore, the Democratic Socialist Republic of Sri Lanka, the Kingdom of Thailand, the United Kingdom, the United States of America and the Socialist Republic of Viet Nam.

8 For more details on ReCAAP see <http://www.recaap.org/AboutReCAAPISC.aspx> (accessed 10 October 2020).



Similarly the EU led critical maritime routes (CRIMARIO) programme<sup>9</sup> set up in 2009 in support of the Djibouti Code of Conduct is focused on maritime security and safety in the wider Indian Ocean region through maritime situational awareness (MSA). It involves ‘sharing and fusion of data from various maritime sources such as national and international agencies, the maritime industry, and non-governmental organisations to achieve an understanding of the maritime domain among the Indian Ocean rim countries. It involves a network of three Information Sharing Centre (ISC) located in Dar-es-Salaam, Tanzania; Mombasa, Kenya; and Sana’a, Yemen which began operations in 2011.

## SIGNIFICANCE OF MARITIME SECURITY AND SAFETY IN REGIONAL GROUPINGS

Maritime security and safety issues have caught the attention of the international community and feature prominently in the United Nations debates, summit level documents, ministerial meetings, joint statements and speeches by national leaders. States and regional groupings have invested enormous political, diplomatic and strategic capital for a favourable maritime environment through bilateral and multilateral arrangements for a benign and favourable maritime order and promote economic integration. Furthermore, several institutions and decision making bodies at



the national and international levels have internalized maritime security in their policy articulations and formulation. This is best exhibited by reference to maritime security in various forums (Tracks 1.0, 1.5 and 2.0) and by its frequent mention in policy discussions. The academic discourse on maritime security too has evolved into an advanced subject of study for debate.

## ASSOCIATION OF SOUTHEAST ASIAN NATIONS (ASEAN)

One of the significant features of the maritime security in Southeast Asia is the mushrooming of multitude of political, diplomatic, and security structures and dialogue mechanisms which debate and shape regional response to maritime threats and challenges. The ASEAN-led mechanisms (Track 1) initiatives such as the ASEAN Regional Forum (ARF), East Asia Summit (EAS) and the ASEAN Defence Ministers’ Meeting Plus (ADMM Plus) are noteworthy. The latter focuses on five priority areas for cooperation: (a) maritime security; (b) counter-terrorism; (c) disaster management;

(d) peacekeeping operations and (e) military medicine. These issues are further addressed through five Experts’ Working Groups (EWGs) who work towards practical cooperation. Besides, the ASEAN Maritime Forum (AMF), Expanded ASEAN Maritime Forum (EAMF) and the Council for Security Cooperation in Asia Pacific (CSCAP) a Track II initiative conceptualized in 1993 to discuss political and security issues and challenges facing the region, are important initiatives. Significantly, enormous progress has been made by the Southeast Asian countries to highlight the importance of maritime security to make it an indispensable part of discussions in the ASEAN led mechanisms dealing with regional security. For instance, ARF Maritime Security Work Plan 2018-2020 identifies Priority Areas which “serve as the primary guideposts for cooperative efforts under this Work Plan”.<sup>10</sup>

## EUROPEAN UNION (EU)

The European Union (EU) and its Member States have enduring interests in the seas and oceans and is best demonstrated by the long history of voyages undertaken by European mariners across the Atlantic, Pacific and the Indian Ocean. The primacy of oceans and seas in current times is best understood by the geographic reality



that 23 of the 28 EU Member States are Coastal States, control 90,000 kilometers of the coastline, and nearly 90 % of EU’s external and about 40 % internal trade is seaborne.<sup>11</sup> The 2014 EU Maritime Security Strategy (EUMSS) is ‘forward looking’ approach to protect EU’s maritime interests by “improving cooperation across borders and sectors to enhance stability, rule of law and good governance across the global maritime domain”.<sup>12</sup> The EU’s strategic maritime interests are identified as (a) overall security and peace; (b) rule of law and freedom of navigation; (c) external border control; (d) maritime infrastructures: ports and harbours, coastal protection, commercial facilities, underwater pipes and cables, offshore platforms and scientific equipment; (e) common natural resources and environmental health; and (f) climate change preparedness.<sup>13</sup> Furthermore, the EUMSS Action Plan is designed to drive the implementation of the strategy in key crosscutting areas as also respond to key maritime hotspots both at home (the

10 “ASEAN Regional Forum Work Plan For Maritime Security 2018-2020”, <http://aseanregionalforum.asean.org/wp-content/uploads/2019/01/ARF-Maritime-Security-Work-Plan-2018-2020.pdf> (accessed 08 October 2020).  
 11 “The Maritime Dimension of European Security”, Working Paper 1/15, pp.17-18., <https://sites.tufts.edu/karamanlischair/files/2018/12/KARAMANLIS-Working-Papers-2015-No-1.pdf> (accessed 08 October 2020).  
 12 “EU Maritime Security Strategy: Responding Together To Global Challenges”, [https://ec.europa.eu/maritimeaffairs/sites/maritimeaffairs/files/leaflet-european-union-maritime-security-strategy\\_en.pdf](https://ec.europa.eu/maritimeaffairs/sites/maritimeaffairs/files/leaflet-european-union-maritime-security-strategy_en.pdf) (accessed 08 October 2020).  
 13 “Maritime Security Strategy”, [https://ec.europa.eu/maritimeaffairs/policy/maritime-security\\_en](https://ec.europa.eu/maritimeaffairs/policy/maritime-security_en) (accessed 08 October 2020).

9 “Rationale & Objectives”, <https://www.crimario.eu/en/the-project/rationale-objectives/> (accessed 11 October 2020).



Mediterranean and the Black Sea) and overseas in the Gulf of Guinea, Horn of Africa-Red Sea or Southeast Asia.

## ■ AFRICAN UNION (AU)

In 2014, the African Union (AU) announced “2050 Africa’s Integrated Maritime (AIM) Strategy” which states that Africa’s Maritime Domain (AMD) has vast potential for wealth creation but its realization presents common maritime challenges and opportunities for the AU Member States.<sup>14</sup> The AIM has a Plan of Action for its operationalization pivoting on a well-defined “vision with achievable goals, specific desirable objectives, activities and milestones towards attaining the Strategic End State of increased wealth creation in a stable and secured AMD”. The AIM includes maritime security missions concerning (a) Illegal activities which include toxic waste dumping and discharge of oil, dealing in illicit crude oil, arms and



drug trafficking, human trafficking and smuggling, piracy and armed robbery at sea; (b) Energy exploitation, climate change, environmental protection and conservation and safety of life and property at sea; (c) Research, innovation and development; (d) Maritime sector development including competitiveness, job creation, international trade, maritime infrastructure, transport, information, communication and technology, and logistics.

During the last decade, the AU Member States have set up maritime security cooperation mechanisms between governments and between regions and these represent a “whole-of-Africa approach to maritime security”.<sup>15</sup> For instance, 5+5 Defense Initiative involves North Africa with Southern Europe and the rest of the continent is covered under the Djibouti Code of Conduct (Eastern, Southern and Indian Ocean Africa—from Egypt to South Africa including several states from the Arabian Peninsula for fight against piracy) and Yaoundé Code of Conduct (West and Central Africa countries cooperate to counter transnational organized crime in the maritime domain).

## ■ GULF COOPERATION COUNCIL (GCC)

The six Gulf Cooperation Council (GCC) Members State (United Arab Emirates, Saudi Arabia, Qatar, Oman, Kuwait and Bahrain)

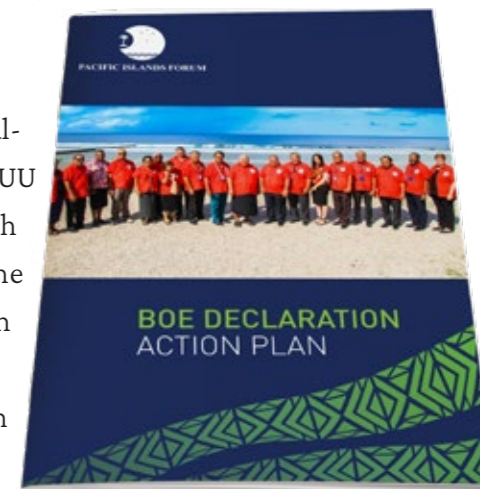
face numerous maritime security challenges across the Middle East and North Africa (MENA) region. The primary focus of the GCC navies has been to patrol their EEZ and ensure safety of maritime traffic in the Persian Gulf waters. Their roles and missions envisage keeping sea lanes safe and the Straits of Hormuz open for economic prosperity and also to secure the food supply chains for their growing populations.

The MENA region has witnessed piracy, maritime terrorism, human smuggling, and the ongoing war in Yemen has exasperated the regional security. These countries face similar threats and challenges, and the GCC has followed a collective security approach to maintaining maritime security in the region. They have joined “membership of policy forums such as the Contact Group and Djibouti Code of Conduct, employing private security guards and implementing best management practices”.<sup>16</sup> The current GCC engagement in counter piracy is in the form of participation in the 2008 multilateral Shared Awareness and Deconfliction (SHADE) arrangements. Some GCC Member States have also joined the US led CTF-51 for anti-piracy operations. Besides, some countries such as Saudi Arabia and UAE have set up bilateral maritime security initiatives across the MENA region.

## ■ PACIFIC ISLANDS FORUM (PIF)

The Pacific Islands Forum (PIF) comprising 18 members and an equal number of Dialogue Partners<sup>17</sup> is based on *Framework for Pacific Regionalism* in which key strategic issues are addressed. The framework is premised on “security that ensures stable and safe human, environmental and political conditions for all” and Forum Leaders’ Declarations guide the region’s security work.<sup>18</sup> The Pacific Transnational Crimes Assessment (PTCA) is a collaborative report by the PIF on transnational criminal activity in the Pacific Region particularly in the context of “illegal movement of people, narcotics, wildlife and goods, as well as illicit financial transactions linked to money laundering”.

The PIF Member States have similar maritime challenges as faced by any coastal state but in particular, issues of climate change, sea level rise, environmental-ecological issues, IUU fishing, etc. are high on their agenda. The ‘Boe Declaration on Regional Security’ seeks to strengthen the “existing



16 Afyare Elmi and Said Mohammed, “The Role of the GCC Countries in Ending Piracy in the Horn of Africa”, [https://www.dohainstitute.org/en/lists/ACRPS-PDFDocumentLibrary/The\\_Role\\_of\\_the\\_GCC\\_in\\_Ending\\_Piracy\\_in\\_the\\_Horn\\_of\\_Africa\\_September\\_2016.pdf](https://www.dohainstitute.org/en/lists/ACRPS-PDFDocumentLibrary/The_Role_of_the_GCC_in_Ending_Piracy_in_the_Horn_of_Africa_September_2016.pdf) (accessed 09 October 2020).

17 Australia, Cook Islands, Federated States of Micronesia, Fiji, French Polynesia, Kiribati, Nauru, New Caledonia, New Zealand, Niue, Palau, Papua New Guinea, Republic of Marshall Islands, Samoa, Solomon Islands, Tonga, Tuvalu, and Vanuatu. 18 dialogue partners: Canada, People’s Republic of China, Cuba, European Union, France, Germany, India, Indonesia, Italy, Japan, Republic of Korea, Malaysia, Philippines, Spain, Thailand, Turkey, United Kingdom and the United States.

18 Security”, <https://www.forumsec.org/security/#1509850908497-2c905eba-3e12> (accessed 08 October 2020).



regional security architecture inclusive of law enforcement secretariats and regional organisations” and an Action Plan has been set out.<sup>19</sup> The Pacific Fusion Centre enables information sharing among Member States and provides enhanced situational awareness across the Pacific Ocean. This also helps the PIF Member States to take informed decisions and strengthen national, sub-regional and regional responses to common security threats and vulnerabilities identified in the Boe Declaration.

## ASIA-PACIFIC ECONOMIC COOPERATION (APEC)

The Asia-Pacific Economic Cooperation (APEC), an association of selected countries from the Asia Pacific region, has stake in safe shipping, secure maritime trade and resilience of the vital energy routes particularly through the strategic straits in Southeast Asia. The Asia Pacific region is also home to a large number of mega ports (in China, Japan, Republic of Korea and Singapore) which serve the transshipment hubs for a number of economies in the APEC region. Fisheries, aquaculture and tourism are other important sources of income and livelihood for coastal communities in the APEC countries.<sup>20</sup>

Many APEC economies have formulated policies, plans and programs to implement

SDG 14 to rebuild marine ecosystems, marine resources and services. These are significant maritime realities and present both opportunities and challenges for maritime safety and security. The APEC Roadmap on Marine Debris is also an important initiative to address the impacts and costs of marine debris on the sustainable economic growth in the Asia-Pacific.<sup>21</sup>

## GENERAL TRENDS

From this survey, some general trends in maritime security and safety among regional groupings and multilateral organizations can be extracted and are listed below:

- Maritime security and safety is an important issue for the international community and this criticality is acknowledged by the United Nations, regional and sub-regional groupings and cuts across organisations.
- Different regions have unique challenges with specific priorities but there is a broad consensus that ‘maritime multilateralism’ can help manage various maritime security and safety threats notwithstanding different political and ideological leanings.
- Regional, sub-regional groupings

and organisations have prioritized maritime cooperation for their varied politico-diplomatic and strategic transactions, developed framework for cooperation through dialogue mechanisms, formulated action plans, and established institutions for exchange of information.

- States have invested in security

and law enforcement agencies such as navies, coast guards, marine police, and information exchange mechanisms have been setup based on national capacities.

The tables below provides a quick summary of Maritime Safety and Security frameworks, institutions, policy and practices among the above groupings.

MARITIME SECURITY AND SAFETY				
Grouping	Agreed Framework	Dialogue Mechanism	Action Plans	Information Sharing Infrastructure
ASEAN	✓	✓	✓	✓
EU	✓	✓	✓	✓
AU	✓	✓	✓	✓
GCC	✗	✗	✗	✗
PIF	✓	✓	✓	✓
APEC	✓	✗	✗	✓

## INDIAN OCEAN AND INDIAN OCEAN RIM ASSOCIATION (IORA)

The Indian Ocean region is a large maritime-littoral space of economic dynamism and strategic significance. It is replete with examples of maritime non-traditional security threats and challenges<sup>22</sup> and ‘non-state actors’<sup>23</sup> have also been active in the Indian Ocean region.

Indian Ocean countries acknowledge that cooperation offers the best opportunity for economic growth and development in the region. They have attempted to develop synergies to pursue cooperative approaches as responses to non-traditional security threats and challenges. Regional groupings such as the IORA and sub-regional groupings such as the Bay of Bengal Initiative for Multi-Sectoral Technical and Economic Cooperation (BIMSTEC),<sup>24</sup> and

19 “Brief on Boe Declaration Action Plan”, <http://www.forumsec.org/wp-content/uploads/2019/03/Updated-Brief-on-Boe-Declaration-Action-Plan-1.pdf> (accessed 09 October 2020).

20 “APEC Marine Sustainable Development Report 2: Supporting Implementation of Sustainable Development Goal 14 and Related Goals in APEC”, (accessed 08 October 2020).

21 “APEC Roadmap on Marine Debris”, [https://www.apec.org/Meeting-Papers/Annual-Ministerial-Meetings/2019/2019\\_AMM/Annex-B](https://www.apec.org/Meeting-Papers/Annual-Ministerial-Meetings/2019/2019_AMM/Annex-B) (accessed 08 October 2020).

22 There are varieties of non-traditional security threats and among these terrorism, piracy, drug trafficking, transnational crime, gun running, human smuggling, climate change, and natural disasters take place in the maritime domain.

23 Non-state actors like the LTTE, Al Qaeda, ISIS, Hezbollah, and pirates of Somalia could disturb state activity and pursue their agenda.

24 Vijay Sakhujia and Somen Banerjee Sea of Collective Destiny: Bay of Bengal and BIMSTEC (New Delhi, Pentagon Press, 2020).





the Indian Ocean Commission (IOC)<sup>25</sup> are important platforms to develop cooperative agendas to address non-traditional security threats and challenges in the Indian Ocean. This understanding has led to bilateral and multilateral naval arrangements which address issues concerning maritime security in the Indian Ocean through exercises, training and capacity building. For instance, in response to piracy in the Gulf of Aden (2009 onwards), a number of multinational institutional mechanisms were established. These include the Shared Awareness and Deconfliction (SHADE), Contact Group for Piracy off the Coast of Somalia (CGPCS) and the Internationally Recommended Transit Corridor (IRTC). The Djibouti Code of Conduct (DCoC) also referred to as ‘Repression of Piracy and Armed Robbery against Ships in the Western Indian Ocean and the Gulf of Aden’<sup>26</sup> is another significant initiative and was signed 29 January 2009. As noted earlier, at the operational-tactical levels, the IONS and the Milan involves multiple navies which address common maritime security issues.

Since its inception as an inter-governmental organisation in March 1997, the Indian Ocean Rim Association (IORA) has fostered cooperation and spearheaded several proactive initiatives to enhance maritime security and safety in the Indian Ocean. The IORA acknowledges that the Indian Ocean

region “faces many traditional and non-traditional safety and security challenges including piracy, armed robberies at sea, terrorism, human trafficking, irregular movement of persons, drugs trafficking, illicit trafficking in wildlife, trafficking of weapons, crimes in the fisheries sector such as IUU fishing, degradation of ocean health, unlawful exploitation of marine resources and climate change with its related repercussions on environmental security”.<sup>27</sup>

In 2013, the IORA held its first ever Indian Ocean Dialogue (IOD), a stand-alone Track 1.5 discussion on maritime security and safety to enable open and free flowing debate by IORA Member States. This is now an important fixture in the IORA’s annual calendar and provides a platform for the Member States to debate-discuss maritime security and safety issues concerning the region.

Maritime Safety and Security (MSS) is also one of the important six pillars of the IORA. In 2017, the IORA Leaders’ Summit in Jakarta Indonesia, entitled “Strengthening Maritime Cooperation for a Peaceful, Stable and Prosperous Indian Ocean” acknowledged the importance of strengthening regional cooperation in the Indian Ocean region, and in 2018, the IORA set up a Working Group on MSS (WGMSS) which is currently developing a regional agenda through a ‘MSS Work Plan’. The tables provide details

25 Indian Ocean Commission, <https://www.commissionoceanindien.org/> (accessed 09 October 2020). Also see Vijay Sakhuja, “Maritime Capacity Building drives India’s Engagements with Indian Ocean Commission”, <http://kalingainternational.com/Dr-Vijay-Sakhuja6.html> (accessed 09 October 2020).

26 “The Djibouti Code of Conduct”, <https://www.imo.org/en/OurWork/Security/Pages/Content-and-Evolution-of-the-Djibouti-Code-of-Conduct.aspx> (accessed 09 October 2020).

27 “Maritime Safety and Security”, <https://www.iora.int/en/priorities-focus-areas/maritime-safety-and-security> (accessed 08 October 2020).

### Indian Ocean Dialogue (IOD)

DIALOGUE	SESSION 1	SESSION 2	SESSION 3	SESSION 4	SESSION 5	SESSION 6
<b>IOD-1 Kochi, India</b> 5-7 September 2014	IOR-Growing Geostrategic Saliene	Maritime Security Challenges in IOR	Enhanced Regional Cooperation in IOR	Information Sharing	Maritime Capacity Building for HADR and Disaster Management	Economic Development and Trade
<b>IOD-2 Australia</b> 5-7 September 2015	Combating Transnational Crime	Maritime Security and Defence Cooperation	Regional Cooperation in Search and Rescue Ops	Blue Economy as a Driver of Economic Growth	Countering Illegal Fishing	HADR
<b>IOD-3 Padang, Indonesia</b> 13-14 April 2016	Strengthening Rule Based regionalism in the Indian Ocean Region	Piracy and Armed Robbery, illicit trafficking and maritime terrorism	Regional cooperation in combating IUU fishing	Role of Naval powers in Enhancing security in the Indian Ocean region	Energy security in the Indian Ocean region	
<b>IOD-4 Abu Dhabi</b> 9-10 October 2017	Maritime Safety and security : Enhancing Cooperative Mechanisms in the IOR	Renewable Energy and Innovation: new technologies for Sustainable Energy security	Climate Change : Adaptation and Resilience of coastal communities in the IOR	Cyber Security in the IOR : Partnership for Sustainable Development		
<b>IOD-5 Durban, South Africa</b> 1-2 August 2019	Role of Academia in Supporting IORA’s Goals	Peace and Development in the Indian Ocean Rim	Sustainable Development in the Indian Ocean Rim	Economic Development in the Indian Ocean Rim		
<b>(IOD-6) New Delhi, India</b> 13 December 2019	Indo-Pacific: Seamless and Collective	Delivering Public Goods at Sea	Maritime Connectivity and Infrastructure			

### MARITIME SECURITY AND SAFETY IN IORA

Grouping	Agreed Framework	Dialogue Mechanism	Action Plans	Information Sharing Infrastructure
IORA	✓	✓	x	x

of IOD as also issues that were on the agenda during the events, and the status of Maritime Safety and Security framework,

dialogue mechanisms, action plan and infrastructure of the IORA.





## ISSUES FOR CONSIDERATION

The current IORA dialogue and discussions on Maritime Safety and Security in the Indian Ocean region has matured and it is now geared up for building robust institutions, developing action plans that nurture cooperation, and establishing platforms and frameworks for information sharing. The following are suggested:

- Develop a pan-Indian Ocean maritime security and safety architecture which also includes action plans, information sharing mechanisms and processes. This task can be assigned to the Working Group on Maritime Safety and Security (WGMSS) whose programme of work would thereby be upgraded.
- The WGMSS should map and tabulate national capacities and list focal points/institution to enable timely response and delivery of assistance.
- Early signing of MoU between IORA and IFC-IOR for effective MDA.
- MSS is a cross cutting theme involving multiple stakeholders and IORA should pursue integrated approaches involving the maritime industry and other stakeholders.
- WGMSS could also study different existing MSS dialogue frameworks of other regional grouping as also recommend IORA's engagements with them.
- A Compendium of IORA Member States existing national MSS guidelines, policies, plans for emergency response.

To summarize, the success of any maritime security and safety initiative is predicated on cooperative agendas and willingness of States to undertake capacity building of others. Furthermore, common security concerns are best addressed through 'maritime multilateralism' which is the best paradigm for multilateral security cooperation and should find reference in foreign policy articulations by IORA Member States.





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