

Book Review: Global challenges in maritime security. An introduction

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This elegantly produced and consummately well-presented primer on the relatively new discipline of maritime security is a joy to behold. Professor Lisa Otto, who holds the SARChI Chair in African Diplomacy and Foreign Policy at the University of Johannesburg and the team at Springer have done a superb job in bringing together an international team of experts to summarise in 243 pages and 14 chapters the key components of maritime security. Anyone working anywhere within the field needs this book to hand. A vast amount of information is presented accessibly, including excellent tables, graphics and maps and a most useful glossary of abbreviations. Taken together, the references to each chapter must include pretty much all the bibliography on the subject to date.

Lisa Otto begins the book in a Chapter called 'Introducing Maritime Security: The Sea as a Geostrategic Space'. Although some states have used the seas to expand their empires and spheres of influence for centuries, the interconnected interests of economics, policy, security, and strategic interests have only recently 'spawned the nascent discipline of Maritime Security'. She traces the emergence of the discipline, drawing on China's 'String of Pearls' as a case study.

Chapter 2, by Ken P Findlay of the Cape Peninsula University of Technology, Cape Town then considers 'Oceans and Blue Economies'. The terms Ocean Economy, 'Blue Economy' and 'Ocean Governance' are relatively recent, and only came into widespread use after the 2012 UN Conference on Sustainable Development in Rio de Janeiro ('Rio+20'). The 17 UN Sustainable Development Goals (SDGs) inevitably hinge on the seas and oceans, but factors such as climate change and ocean acidification may harm our ability to make sustainable use of those vast resources. Maritime safety and security are enablers of the blue economy by protecting revenue and assets and may also enhance economic development and growth within 'Blue Economies'.

Chapter 3, 'Illegal, Unreported and Unregulated (IUU) Fishing as a Maritime Security Concern' follows naturally from this. It is written by Dr Mercedes Rosello, now the Director and Principal Researcher at the London non-profit consultancy House of Ocean. IUU fishing is a prominent concept in discussion of ocean governance. It impacts human communities which depend on fish for protein and is also a major manifestation of transnational organised crime. She examines the weaknesses of States and international organisations which allow IUU fishing to flourish and prosper.

Chapter 4, 'Smuggling and Trafficking of Illicit Goods by Sea', is written by Carine Bruwer, then a PhD candidate of the Centre of Criminology, University of Cape Town, and a qualified lawyer. She cites the words of Yuri Fedotov, former executive of the UN Office on Drugs and Crime, from 2019. 'Transnational crime is increasingly sophisticated, and it is expanding, both in terms of size and types of criminal activities... these crimes pose an immediate danger to people's lives and safety, they undermine

human rights, hinder sustainable development and ... threaten international peace and security'. In this excellent chapter - they are all excellent - the author clears up key definitions of different types of trafficking. *Absolute* Contraband comprises commodities which are prohibited universally among civilised societies, such as components of Weapons of Mass Destruction, class 'A' drugs, and people against their will. '*Relative* contraband' means commodities that are not, in themselves illegal, and can under some circumstances be obtained legally, but evades State taxes. Examples are tobacco, alcohol, or people paying to be trafficked. A crucial definition (p. 53) is that 'Moving or trading in people against their will is *human trafficking*, while moving people who voluntarily pay or offer another another award to be trafficked illegally into another State is '*migrant smuggling*'. These definitions are supremely useful, and the media should be made to memorise them. While reviewing this section the reviewer recalled the stanza of Kipling's *The Smuggler's Song*: 'Brandy for the parson, Baccy for the clerk. Laces for a lady, letters for a spy. Watch the wall my darling while the Gentlemen go by!' That was '*relative* contraband', apart from the last, which was '*Absolute*'! The whole book is very good at definitions, and this chapter, with tables 4.1 on maritime zones and jurisdictions, with precise reference to the relevant articles of the 1982 UN Convention on the Law Of the Sea, and 4.2 on jurisdiction to board vessels of trafficking or smuggling, is a good example.

Chapter 5, by Amahu Senu of the Johannesburg Institute for Advanced Study addresses 'Migration, Seafarers and the Humanitarian-Security-Economic Regimes Complex at Sea'. The essence of this chapter are the contradictions which face seafarers in fulfilling the obligations under the Saving of Life at Sea convention to rescue anyone in peril on the sea, vis à vis their own safety and security. The SOLAS convention, which began its many iterations after the *Titanic* disaster, was never designed to cope with boats overloaded with scores, maybe hundreds, of people being smuggled as migrants, if not actually trafficked. Migrants are both 'at risk' and 'a risk' to be managed. He uses the Mediterranean as a case study and cites (p. 84) the case of Captain Jamie Wilson who was responsible for rescuing 907 migrants off the Libyan coast in January 2017. 'As a captain, you're bound by law to proceed to help anyone in danger... There is no grey area for me as a captain... you have to go and assist. My duty is to save lives at sea.'

The editor, Lisa Otto, and Leaza Jernberg from the University of Witwatersrand, team up to write Chapter 6, 'Maritime Piracy and Armed Robbery at Sea'. UNCLOS Article 101 defines piracy rather narrowly as any act of depredation committed on the high seas - outside the 12 nautical mile limit of a State's territorial sea - for *private gain*. That excludes maritime terrorism and excludes such acts within the territorial sea which is 'armed robbery at sea' and falls within the coastal state's jurisdiction. Again, the discussion of definitions is authoritative and useful. The chapter includes a discussion of the costs of piracy, with Somali piracy alone estimated to have cost the world more than \$12 billion a year between 2010 and 2012. This figure covers everything from naval counter-piracy operations to higher insurance rates, but not the deaths in Somalia because aid shipments were also interrupted. The chapter finishes with a case study of piracy in south-east Asia, which is very different, involving hijacking and theft of cargoes, rather than seizing vessels and their crews for ransom.

Chapter 7, 'Maritime Boundaries and Maritime Security' is by Dr Victoria Mitchell who completed her PhD at the University of Greenwich on maritime security cooperation in the Gulf of Guinea region and is also a qualified lawyer. This is an immensely important area. Whereas before 1982, territorial seas extended out to the range of a cannon - three miles -they now extend twelve miles with a contiguous zone out to 24 and an Exclusive Economic Zone of at least 200, or up to 350 if a State can establish a claim with the International Court of Justice to the extended continental shelf that far. States have full jurisdiction out to twelve miles, or the determined dividing with another state if the waterway is less than 24 and can head off potential security threats out to 24. They can also defend their economic and resource interests

throughout the EEZ. Disputes between Bangladesh and Myanmar and Bangladesh and India were resolved early in the last decade: Dr Mitchell uses the dispute between Somalia and Kenya as a case study. The essence of the dispute is that Somalia claims the boundary runs effectively perpendicular to the coast – that is, south-east. Kenya claims the boundary should run along the line of latitude from the border point on the coast – due east, giving Kenya a lot more water and seabed.

Chapter 8, 'Cybersecurity at Sea', is by Polychronis Kapaldis, a PhD candidate based at the University of Warwick, Coventry in the UK. He is Course Director for the Certificate in Maritime Cybersecurity at Lloyd's Maritime Academy. As ships themselves, and ports, become more automated and computer-dependent, the question in section 8.3 – 'Is the Maritime Industry a High-Value Cyber Target?' is a perfect research question to which the answer is in no doubt. The chapter includes very useful tables on Notable Maritime Related Cyber Incidents (8.1, 8.2) and concise summaries of notable case studies on attacks on the Port of Antwerp, Moller-Maersk and Clarksons shipbrokers. This chapter has also included excellent full-coloured graphics.

Chapter 9, 'Maritime Terrorism', is by the Editor, Lisa Otto, by Suzanne Graham also, from the University of Johannesburg, and Adrienne Horn, from Monash South Africa, also based in Johannesburg. Maritime terrorism – as opposed to piracy and armed robbery at sea – has, so far been relatively limited, but cruise ships like the first victim – the *Achille Lauro* in 1982 – and careless US warships like the *USS Cole* in 2000 have been targets. Like terrorism, maritime terrorism has no agreed definition, but the authors favour that determined by Council for Security Cooperation in the Asia Pacific: 'terrorist acts and activities within the maritime environment, using or against vessels or fixed platforms at sea or in port, against coastal facilities or settlements, including tourist resorts, port areas and port towns or cities'. Maritime terrorist incidents have been relatively rare, which the authors attribute to three factors. First, terrorist groups tend to be conservative and stick to tried and tested methods and types of target. Second, attacks at sea require complex logistics, training, and equipment, to which terrorist groups may not have access. And third, the very distance from land, where people live, is a disincentive, as terrorists thrive on publicity. Although UNCLOS defines piracy as being for private gain, the authors opine that contemporary piracy and terrorism are no longer discrete and there is a complex piracy-terrorism continuum (p. 150). In Southeast Asia, for example, because piracy is commonplace terrorists are able to use it as cover for maritime terrorism.

Chapter 10, 'Port Security', is by Dr Risto Talas, from the University of Portsmouth, UK, and a former Lloyd's underwriter. Ports are particularly vulnerable as they can be easily reached by sea and by land. They are also particularly vulnerable to cyber threats and the author uses the Port of Antwerp as an example, where drug traffickers were able to hack the port's IT systems to identify containers of bananas and timber in which to conceal cocaine.

Chapter 11, 'The Successes and Struggles of Multilateralism: African Maritime Security and Strategy' is by Timothy Walker of the Pretoria Institute for Security Studies. He defines multilateralism as the pursuit of common and mutually beneficial goals by three or more states. As commonly understood, it is therefore state centric, although many African states do not have the means to ensure maritime security and particularly to police the extensive Exclusive Economic Zones to which they are entitled. Enhanced maritime security coordination between the UN and the African Union does offer the opportunity to strengthen African countries in the fight against transnational maritime crime. The wider international community concentrated on fighting piracy and neglected other transnational crimes such as IUU fishing. Conversely, piracy is not that important for many African countries. The African Union's Integrated Maritime Strategy 2050 features prominently in a detailed case study of the AU and implementation of the 2050 AIMS (p. 183)

Chapter 12, 'The Role of Navies in the Contemporary Era' is by Francois Vreÿ and Mark Blaine, both of Stellenbosch University. The traditional roles of war-fighting and political posturing remain at the heart of what navies are designed and trained for, but there has been a growth in their involvement in dealing with other maritime security issues. They are not necessarily designed for these but are often the only instrument at hand. Traditional 'blue-water' naval operations can be seen in the South China Sea, and also in the eastern Mediterranean and Caspian, where Russia has used the sea as a base for striking into Syria. Figure 12.1, 'Span of maritime tasks' is a useful graphic. A triad with three sides: military, diplomatic and constabulary. On this the author plots numerous tasks which navies may undertake: from coercion to disaster relief on the diplomatic face; from environmental and resource protection to sanctions and embargoes on the constabulary face, and combat operations from the sea and at sea on the military face. There is a very useful discussion of private navies and maritime militias, and case studies of the Sri Lanka civil war and the numerous maritime security actors in the Gulf of Guinea. Map 12.1 and Table 12.1 usefully summarise the various regional organisations involved.

Chapter 13, 'Non-State Actors in the Maritime Domain: Non-State Responses to Maritime Security Challenges' is by Carolin Liss, of the Frankfurt Peace Research Institute. This follows naturally on from and complements the coverage of private navies in the previous chapter. Rather than private navies, she focusses on Private Military and Security Companies (PMSCs) Armed non-state actors – privateers – operating on behalf of governments under letters of marque were common until the emergence of modern navies at the end of the 17th century and were eventually made illegal under the 1856 Declaration of Paris. The discussion of PMSCs and Privately Contracted Armed Security Personnel (PCASP) is thorough. The use of PMSCs and PCASP evolved from the Malacca Strait in the early 2000s to play an important role in countering Somali piracy. However, there are still no binding international regulations covering the use of PMSCs, PCASP and the floating armouries that evolved to service them. Throughout history, privateers have morphed into pirates, notably after the conclusion of the War of the Spanish Succession in 1713 when some privateers decided to become pirates – of the Caribbean. This excellent account is followed by another on the use of Non-Governmental Organisations (NGOs) to assist in fisheries management and protection and to provide Search and Rescue (SAR) to rescue migrants in the Mediterranean from 2014.

The final chapter, 14, 'Connecting the dots: Implications of the intertwined Global Challenges to Maritime Security', is by Lisa Otto and Anja Menzel of the FernUniversität in Hagen, Germany. This conclusion indeed joins up the dots, starting with 'The Territoriality of Maritime Security', given that the 'global commons' are increasingly being territorialised with the delimitation of EEZs out to 200 nautical miles and, where the International Court of Justice so determines, out to up to 350. The authors then identify five connecting themes. First, the need for orchestrated responses between local, national, and international actors to fight the transnational challenges of maritime crime. Second, territorial sovereignty concerns and unresolved maritime boundary disputes underline the role and importance of strengthening the rule of international law. Third, the numerous and disparate stakeholders and interests involved in the blue economy requires an integrated approach towards economic activities in the maritime domain. Fourth, the diversity of state and non-state actors in the maritime domain results in different and sometimes conflicting interest. Fifth, the dynamics of maritime crime are constantly changing. As ports and ships become more dependent on IT, the means and opportunity – and therefore motives – for using cyber-attack. All these developments are deeply intertwined.

The concluding paragraph (p. 241) is characteristically modest. The volume 'has introduced some of the many challenges to maritime security, highlighted their interconnections, and identified the many areas in which more research, more work, and more partnership is needed'. The nascent discipline of maritime security, which must embrace the scientific study of maritime crime, 'tends to be more more

policy-oriented and less often conducted from ivory towers, there is a real potential for collaborative work between academics, researchers, policy-makers, industry and other interested parties, to yield meaningful results that benefit both land- and sea-based interests’.

This reviewer expects further editions to follow. One aspect of a future revision could be the Covid-19 pandemic underway at the time this review is written. Naval warships and cruise ships both featured prominently as environments for large-scale transmission of the disease. That might, perhaps, be worthy of a further chapter. Lisa Otto and her outstanding team have defined the new discipline. Anyone working in, researching in, or embarking upon a research degree in maritime security must have this book to hand. It is a ‘must have’.

About Chris Bellamy

Chris Bellamy headed the Greenwich Maritime Institute at the University of Greenwich, UK, from 2010 to the end of 2014 and then became Professor Emeritus of Maritime Security at Greenwich to see through the last of his 14 successful PhD supervisions. He is Editor-in-Chief of IJMCS and Visiting Professor of War Studies at the University of Hull.
