



# Djibouti Code of Conduct (DCoC)

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# Context of the Project

- ❖ SAFE SEAS FOR AFRICA project funded by EU and implemented by IMO
- ❖ Builds on MASE, PSP, Red Sea Programme, and DCoC, especially Cape Town High-Level Meeting (2023)
- ❖ Specific Objective 4 of this project is aimed at strengthening intra-national, inter-agency, and inter-regional coordination and cooperation.
- ❖ Supports implementation of DCoC/JA and draft Regional Maritime Security Strategy (RMSS)

# Specific objectives of this phase of the project

- ❖ Develop a regional engagement strategy in order to strengthen intra-national, inter-agency, and inter-regional maritime coordination.
- ❖ Promote and support the establishment of national maritime security committees (NMSCs), national maritime information sharing centres (NMISCs), and legal frameworks.
- ❖ Establish operational cooperation mechanisms (through the working groups (WGs) and, in particular, WG3, SOPs, and with international naval task forces and the shipping industry).
- ❖ Align partner contributions (both financial and in-kind) with DCoC signatory States' needs via the CB Matrix.

# Conduct of the project

Inception phase missions

Virtual and physical meetings with:

- ❖ Egypt, Bahrain, India, African Union Commission, United States Africa Command (AFRICOM), Royal Navy and industry
- ❖ CMF, EUNAVFOR, Saudi Arabia
- ❖ National workshops in Kenya and Tanzania to co-develop NMISC roadmaps through tabletop exercises and gap analyses.

# Conduct of the project

- ❖ Problem identification and gap analysis
- ❖ Consultations informed SWOT and Engagement Strategy
- ❖ Analysis of outputs from the inaugural meeting of WG3 (Kenya, Sept 2025), including the concept of operations (CONOPS), terms of reference (TORs), and a five-phase roadmap.
- ❖ Analysis of best and promising practices identified during the inception phase meetings

# Threat Context

- ❖ Complex environment: piracy, Houthis, IUU fishing, smuggling, trafficking, cyber
- ❖ Sources: GISIS, INTERPOL, RMIFC/RCOC, CMF, EUNAVFOR, IMB

# Threat context identified in the WIO&GoA

Threat Category	Primary Areas	Key Indicators	Recommended Operator Actions
Conflict-linked attacks (Houthis)	Southern Red Sea, Bab al-Mandeb	UAV/missile/USV alerts; AIS/GPS interference; traffic patterns around Hodeidah	Follow BMP-5 hardening, convoy where available (ASPIDES/CMF), maintain 24/7 reporting to UKMTO/MSC-HOA
Piracy / Armed Robbery	GoA TSS; WIO off Somalia (300–600 NM offshore)	Dhows/fishing vessels shadowing, no gear; sudden approach at speed	BMP-5 measures (citadel, razor wire, water cannons); maintain reporting; adhere to IRTC routes
IUU Fishing	WIO EEZs, Somali & Mozambican banks	Foreign fishing vessels with poor docs, no observers, reefers STS transfers	Verify flag & licenses; PSC checks; support regional RFMO/IOTC port-state controls



# Threat context Cont'd...

Threat Category	Primary Areas	Key Indicators	Recommended Operator Actions
Illegal Wildlife Trade (IWT)	East Africa → Gulf/Asia container routes	Timber/ivory/pangolin/turtles concealed in “timber / seafood / plastic” consignments	Heightened cargo screening; intelligence sharing with customs/environment units
Drugs (“Southern Route”)	Arabian Sea / GoA dhow lanes	Dhows with hidden compartments, irregular routing; interdiction intelligence from CMF	Support CTF-150 patrols; notify on suspect dhows; ensure chain-of-custody procedures
Weapons Smuggling (UN sanctions)	Iran → Yemen routes; Somalia arms embargo	Dhow convoys; concealed weapons systems; falsified fishing papers	Interdiction under UNSC mandate; evidence preservation; coordinate with UN Panels of Experts

# Threat Context – Expected State Actions as per JA Provisions...

Response Area	Expected State Action
Legislation & Criminalization	Enact laws covering piracy, armed robbery, IUU fishing, human/weapon/drug/wildlife trafficking, pollution crimes, in line with UNCLOS & conventions.
Maritime Domain Awareness (MDA)	Maintain/upgrade national & regional information-sharing centres (e.g., Djibouti, Dar es Salaam, Sana'a). Exchange incident reports, AIS data, intelligence on illicit flows.
Inter-agency coordination	Ensure cooperation between navies, coast guards, fisheries, customs, immigration, environment, and port authorities.
Capacity building	Train boarding teams (visit, board, search & seizure), evidence collection, crew welfare monitoring. Support joint exercises with CMF/EUNAVFOR/IMO.

# Threat Context – Expected State Actions as per JA Provisions Cont'd...

Response Area	Expected State Action
Law enforcement at sea	Patrol EEZs and high seas (where authorized); interdict and detain vessels engaged in illicit acts; secure chain of evidence; ensure humane treatment of suspects & migrants.
Sanctions enforcement	Apply UNSC Somalia/Yemen regimes: prevent charcoal exports, weapons imports; board suspect dhows; report seizures to Sanctions Committees.
Fisheries management	Implement port-state measures against IUU; deny entry/landing to IUU-caught fish; cooperate with RFMOs (IOTC).
Humanitarian & human rights compliance	Provide SAR for migrants; coordinate with IOM/UNHCR; uphold human rights when detaining crews/suspects.

# SWOT Analysis (September 2025)

## Strengths

- DCoC/JA mandate; RMSS alignment
- WG1–3 with WG3 roadmap
- RMIFC/RCOC; ISN foundations
- SHADE/CMF/ATALANTA; IORIS tooling
- NMISC roadmap

## Weaknesses

- Mandate/legal gaps for NMISCs/NMSCs
- Fragmented reporting & calendars
- Donor duplication; under-used Trust Fund
- Capacity/cyber gaps
- Industry confidentiality concerns

## Opportunities

- Seat WG3 in SHADE; joint calendar
- Standardize IORIS; ISN routing SOP
- Legal Forum & evidence SOP; AU Lomé
- RSC/PERSGA/Nairobi synergies
- Scale via IORA/IONS; Public–Private Forum

## Threats

- Piracy/armed robbery & conflict spillover
- Geopolitics; donor volatility
- Cyber/EW on MDA/nav systems
- Post-donor sustainability
- Tool fragmentation without SOPs

# SWOT Analysis – Summary

- ❖ **Strengths:** DCoC mandate, Political Will, WGs 1–3, NMISCs Roadmap including regional Centres, CB Matrix, Technical Implementation from partners,
- ❖ **Weaknesses:** Uneven commitment, legal gaps, fragmented donor support, limited inclusion(industry engagement and youth and women)
- ❖ **Opportunities:** WG3 roadmap, Public–Private Forum, gender mainstreaming, regional synergies with International Naval partners and other mechanisms.
- ❖ **Threats:** Piracy resurgence, conflict spillover, geopolitics, cyber/drone risks, sustainability should donor engagement stop

# Key Findings from Visits

- ❖ Strong political support but uneven national implementation
- ❖ Less active States (e.g., Egypt) require re-engagement pathways
- ❖ Bahrain and Gulf Cooperation Council (GCC) emerging as important partners
- ❖ Need for civil–military cooperation, legal finish and operational SOPs
- ❖ Industry seeks structured engagement via Public–Private Forum
- ❖ Donor efforts fragmented – need better coordination (CB Matrix, Trust Fund)

# The Engagement Strategy – Overview

**Overall Aim:** Secure maritime domain of Red Sea, GoA, WIO by building resilient national and regional institutions, deterring piracy and transnational crime, and ensuring lawful, sustainable use of the seas.

## **5 Cross Cutting Principles:**

- ❖ **Sovereignty;** States retain primacy over their maritime zones and security responsibilities.
- ❖ **Regional Ownership;** DCoC Structures as anchors
- ❖ **Inclusivity;** Gender, youth and civil society involvement
- ❖ **Investment & Support;** Funding and contributions in kind.
- ❖ **Industry Partnership;** Public Private Maritime Security Forum

# The Engagement Strategy – Lines of Effort/ 7 Strategic Priorities/Action Areas

- ❖ Governance
- ❖ Operational Cooperation
- ❖ Legal Harmonization
- ❖ Coordination of Support
- ❖ Industry Engagement
- ❖ Resilience
- ❖ Gender and Inclusion



# Strategic Priorities.....

The draft Engagement Strategy sets out seven mutually reinforcing priorities that align with the draft Regional Maritime Security Strategy (RMSS):

1. **Governance** – Establish and strengthen NMSCs and integrate National Maritime Security Risk Registers
2. **Operational Cooperation** – Deliver the WG3 roadmap, SOPs, and regular joint operations.
3. **Legal Harmonization** – Align national legislation with international frameworks and establish a Regional Legal Forum to ensure prosecutions and avoid “catch and release.”

# Strategic Priorities Cont'd....

4. **Donor Coordination** – Institutionalize annual donor roundtables, operationalize the DCoC Trust Fund, and align pledges with the Capacity Building Matrix.
5. **Industry Engagement** – Launch a Public–Private Maritime Security Forum to systematize industry reporting, cyber resilience, and crisis response.
6. **Resilience** – Develop frameworks for cyber defence, humanitarian assistance and disaster response (HA/DR), and critical infrastructure protection.
7. **Gender and Inclusion** – Mainstream gender and youth participation across all structures, targeting 30% representation by 2028.

# Strategic Objectives

1. Strengthen national and regional maritime governance frameworks.
2. Enhance operational coordination at sea through NMISCs and WG3.
3. Achieve legal finish by harmonizing laws and judicial cooperation.
4. Align and coordinate donor support through the CB Matrix and Trust Fund.
5. Institutionalize industry engagement and cyber resilience.
6. Mainstream gender and youth inclusion.
7. Ensure regional resilience against traditional and emerging threats.

# Engagement Strategy meets RMSS

- Governance & inclusivity (NMSCs; gender/youth). (RMSS §2.3.2; §3.1.1.5)
- Operational cooperation via WG3; ISN expansion. (RMSS §1.1.6; §1.2.2.3)
- Donor coordination & Trust Fund; CB-Matrix gating. (RMSS §2.2.4.4; §2.2.4.7)
- Legal harmonisation & 'legal finish'. (RMSS §2.3.2.1)
- Resilience (cyber, HA/DR, ports/cables). (RMSS §3.4.3.5; §3.5.4)

# Action Plan – Summary KPIs

Action Area	Key Actions	KPIs (Baseline → Target)	RMSS §
Governance & National Coordination	Establish / strengthen NMSCs with ToRs; create NMISC Sub-WGs; gender / youth mainstreaming (30% by 2028).	# States with NMSCs/Sub-WGs (2025: 4 → 2027: 12); % women/youth in WG activities (10% → 30% by 2028).	§2.3.2; §3.1.1.5
Operational Cooperation (WG3/ISN)	Finalize SOPs for patrols / SAR / evidence; WG3 joint calendar; IORIS rooms for NMISCs; SHADE standing brief.	# States with NMISCs at IOC/FOC (2 → 8 by 2027); joint patrol days (0 → 150 by 2028); 2 WG3 exercises/yr with industry.	§1.1.6; §1.2.2.3; §2.5.7
Legal Harmonization & Prosecutions	Regional Legal Forum; adopt regional evidence chain SOP; align laws (piracy, trafficking, cyber).	# States with harmonized laws (5 → 15 by 2027); % successful prosecutions (20% → 50% by 2028).	§2.3.2.1

# Action Plan – Summary KPIs

Action Area	Key Actions	KPIs (Baseline → Target)	RMSS §
Donor Coordination & Trust Fund	Annual Donor / Friends Roundtable; CB-Matrix gating of projects; Trust Fund pipeline / dashboard.	Roundtables (0 → 1/yr); % projects aligned to CB Matrix (40% → 90% by 2027); Trust Fund pledges (\$0 → \$25m by 2028).	§2.2.4.4 §2.2.4.7
Industry Engagement & Reporting	Public–Private Maritime Security Forum; voluntary reporting (50% major carriers by 2027); cyber incident pilots with ports.	# industry partners enrolled (0 → 50% carriers by 2027); Forum meetings (0 → 2/yr); cyber incident reports (0 → 25 by 2027).	§1.2.2.3 ; §3.5.4
Resilience Cyber / Env / Infrastructure)	Integrate cyber and HA/DR into WG3 exercises; annual HA/DR drills; port / undersea cable risk assessments; PERSGA / Nairobi drills.	# States with cyber SOPs in NMISCs (0 → 10 by 2027); HA/DR exercises (0 → 2/yr by 2027); port/cable risk assessments (0 → 10 by 2028).	§3.4.3.5 ; §3.5.4

# Action Plan Summary

- ❖ Governance: 12 NMSCs by 2027
- ❖ Operations: 8 NMISCs by 2027, 2 WG3 exercises/yr
- ❖ Legal: 15 States harmonised by 2027, Regional Legal Forum annual
- ❖ Support: Trust Fund operational by 2027 (\$25m target)
- ❖ Industry: 50% carriers voluntarily reporting by 2027
- ❖ Resilience: 2 HA/DR drills annually, 10 port/cable assessments by 2028
- ❖ Gender: 30% participation by 2028

# Sequencing; Implementation Plan

- ❖ **2025–2027: Foundations** – NMSCs, NMISCs, SOPs, public private forum, donor alignment, re-engage inactive States
- ❖ **2028–2030: Consolidation** – WG3 exercises, harmonized laws, Revamp Trust Fund and donor support, mainstream inclusion, Integrate industry reporting,
- ❖ **Beyond 2030: Resilience** – Expand focus to HA/DR, environment, critical infrastructure protection, cyber protocols



# Risk and Mitigation Measures....

- ❖ **Variable political commitment** → Regular HLM reviews and State scorecards.
- ❖ **Donor fragmentation** → CB Matrix gatekeeping and coordinated roundtables.
- ❖ **Legal gaps** → Regional Legal Forum and model legislation packages.
- ❖ **Cyber vulnerabilities** → Minimum security standards and partner support.
- ❖ **Sustainability** → cost-sharing models and Trust Fund backbone.

# Monitoring and Evaluation....

- ❖ Quarterly reporting via DCoC Portal
- ❖ Annual Steering Committee reviews adopted at HLMs
- ❖ Annual regional legal forum
- ❖ Biennial RMSS reviews
- ❖ Independent evaluation at 5 years

# Stakeholder Engagement and Roles

- ❖ **States** – leadership, legal reforms, staffing
- ❖ **Regional Centres** – RMIFC, RCOC, IFC-IOR- analysis and fusion
- ❖ **Donors/partners** – CB Matrix, Trust Fund
- ❖ **Industry** – Public–Private Forum, cyber and reporting
- ❖ **Civil society** – legitimacy, awareness, community engagement
- ❖ **International partners** – Naval Coordination and Regional Engagement- SHADE, CMF, ATALANTA, AU, IGAD, IORA, IONS, GCC

# Next Steps for Signatory States (2025–2027)

- ❖ Establish/mandate NMSCs and develop NMSRRs and NMSSs
- ❖ Accelerate NMISC development and Adopt ISN SOPs
- ❖ Regional databases, and biennial DCoC threat assessment (RMSS)
- ❖ Commit assets to WG3 operations/exercises
- ❖ Harmonise national laws
- ❖ Launch Public–Private Forum
- ❖ Integrate gender/youth into governance and training

# Selling the Strategy to Government

- ❖ **National ownership** – States lead, partners support
- ❖ **Legal and operational frameworks** aligned with UNCLOS and RMSS
- ❖ **Tangible benefits:** safer seas, stronger governance, donor alignment
- ❖ **Opportunities for leadership** (WG participation, host NMISCs)
- ❖ **Gender and youth inclusion** builds legitimacy and funding access
- ❖ **Strategy links** security, trade, and blue economy prosperity

# Next Steps for Development Partners(2025–2027)

- ❖ **Invest and support partnership;** Development partners pledge to the Trust Fund and participate in annual donor roundtables to align support effectively. Support to harmonization of laws, NMISC development, exercises and drills, cyber resilience initiatives etc
- ❖ **Industry and Public-Private Collaboration;** Supporting Public–Private Forums and integrating reporting into ISN platforms strengthens industry engagement and transparency.
- ❖ **Capacity Building Initiatives;** Mainstreaming gender and youth, along with scholarships and mentorship programs, builds sustainable development capacity.

# Next Steps for Development Partners(2025–2027) Cont'd...

- ❖ **Operational Support;** Naval partners to continue deployment but look for ways to embed Liaison officers into WG3. Technology sharing be prioritized.
- ❖ **Monitoring and Evaluation;** Regular annual reports and independent evaluation frameworks ensure accountability and coherent implementation progress.

# Immediate HLM Decisions Requested

1. Adopt the DCoC Engagement Strategy (2025–2030).
2. Mandate establishment of NMSCs across all signatory States within 12 months.
3. Approve ISN SOPs and biennial threat assessment cycle.
4. Launch Public–Private Maritime Security Forum within 6 months.
5. Establish Regional Legal Forum within 12 months.
6. Convene the inaugural Donor Roundtable and operationalize the Trust Fund.
7. Endorse gender/youth participation targets and cyber/HA/DR commitments.



# Conclusion

The Engagement Strategy provides a **comprehensive and actionable framework** for securing the region's maritime domain.

✓ **For States**, it sets out clear governance, operational, legal, and inclusion actions to strengthen maritime security.

✓ **For Partners**, it defines how to support strategically—aligned, transparent, and sustainable.

✓ **For Industry**, it offers a structured entry point for engagement and resilience.

**Together, this collective approach can transform the DCoC from a policy platform into a fully operational maritime security mechanism.**

- ❖ By acting decisively on this Strategy, DCoC States and their partners will enhance maritime security, protect trade, strengthen governance, and unlock the full potential of the blue economy with sustainable regional resilience.

# Thank you!

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