SOPHIA END OF MONTH 6 REPORT

Executive Summary.

Irregular migration across the Mediterranean Sea is continuing at a significant rate, with over 929,000 migrants arriving in Europe this year. However, since September we have seen two significant changes in the flow. Firstly there has been a reduction in the proportion of migrants using the central Mediterranean route as opposed to the eastern route. Prior to the start of the operation there was an even split between the people using the central route and the eastern route, whereas now 16% migrants use the central route, with almost 83% of migrants using the eastern route. Secondly, since September, for the first time in 3 years, we have seen a 9% reduction in the migrant flow using the central route. This is an encouraging decrease in the flow and should continue to be driven down through EUNAVFOR MED’s continued efforts.

In October, we successfully transitioned to phase 2A (High Seas), therefore for the first time having an effect on the smuggler and traffickers’ business model. For the autumn surge I had 16 assets (ships and air assets) under my command which were used to successfully provide a higher degree of deterrence against the smuggler and traffickers’ activities in international waters. Since the start of the operation, our actions have contributed to the arrest of 46 suspected smugglers and the disposal of 67 boats. Due to the effectiveness of phase 2A (High Seas), smugglers can no longer operate with impunity in international waters. They have to stay within Libyan Territorial Waters, as they otherwise would be apprehended by EUNAVFOR Med operation SOPHIA assets.

My outreach activities have successfully contributed to an improved understanding and acceptance of the operation within the International Community. Since the start of the mission, I have met with very senior representatives from 6 different countries, 9 different EU organisations, 14 different international organisations, including the United Nations, the International Organisation for Migration, the ICRC and both the African Union and Arab League. During this reporting period I have consolidated my relationships with key interlocutors and I have seen a demonstrable improvement in their view of the operation.

Moving forward, from a military perspective, I am ready to move to phase 2B in Libyan Territorial Waters, but there are a number of political and legal challenges that must be addressed before I can recommend such a transition. These include the legal finish in terms of our powers to apprehend suspected smugglers in Territorial Waters and who will prosecute any suspected smugglers detained there. We will also need to cooperate with and deconflict our activities with those of any other international missions that might operate within Libya once a Government of National Accord has been established.

Critical to our exit strategy is a capable and well-resourced Libyan Coastguard who can protect their own borders and therefore prevent irregular migration taking place from their shores. Indeed, through the capability and capacity building of the Libyan Navy and Coastguard we will be able to give the Libyan authorities something in exchange for their cooperation in tackling the irregular migration issue. This collaboration could represent one of the elements of the EU comprehensive approach to help secure their invitation to operate inside their territory during Phase 2 activities. Moreover, training together during phase 2 could also be a key enabler to build confidence and facilitate the conduct of Phase 3 operations jointly with the Libyan authorities. Also, to avoid coordination problems within the AOO and prevent the risk of incidents, it is highly desirable that one single mission should be assigned the training task of the Libyan Navy and Coast Guard.

In my view, EUNAVFOR MED could have an important role to play in this domain. This would of course, should the Member States agree to it, imply an amendment to the OPLAN.
In conclusion, while still much needs to be done to disrupt the smugglers’ business model, EUNAVFOR MED has nonetheless achieved significant results in its first 6 months of its life. In this respect the main message to the International Community is that the EU is capable of launching a military operation in record time, displaying a strong resolve and remarkable unity of intent, as demonstrated by the 22 Member States participating in the operation.
The Global Context.

The three main routes that continue to be used for irregular migration across the Mediterranean Sea are the western Mediterranean route, which reaches Spain from North West Africa, the central Mediterranean route from North Africa to Italy and Malta, and the eastern Mediterranean route from Turkey to Greece.

According to data derived from FRONTEX, between January and the end of December 2015, over 929,171 people made the dangerous journey across the Mediterranean Sea to European shores. Of those that made the journey, 16% of migrants, 154,725 used the central Mediterranean route, a decrease of 9% over the same period in 2014. This reduction is due to the improved security situation in Egypt, which is making it more difficult for migrants to cross into Libya coming from the Middle East especially Syrians, the eastern route being much safer and shorter route, and the deterrence effect provided in international waters by EUNAVFOR Med assets.

Over 771,237 persons, 83% of all migrants, have used the eastern Mediterranean route, which has seen a sixteenfold increase from the same period last year. Only 0.3% of migrants have used the western Mediterranean route from North West Africa to Spain. Although the deteriorated security situation in Western Libya negates the possibility of performing a proper investigation, it is assessed that there are still migrants waiting in Libya to make the journey to Europe with more arriving, mainly from Sub-Saharan Africa. This is corroborated by information received from NGOs with activities in Libya.

1. Migration flow statistics as at 31 December 2015
In 2015, the most common nationalities of migrants are reported to have been from Eritrea, Somalia, Nigeria, Syria, Gambia, Senegal, Sudan, Mali, the Ivory Coast, and Ethiopia. However, the nationality of approximately 15% of the migrants rescued is unknown.

According to FRONTEX, between January and November 2015, over 400 smugglers or facilitators were arrested by Police Forces and several people have been already sentenced to prison terms following judiciary proceedings according to Italian domestic law. Through our actions, we have contributed to the arrest of 43 suspected smugglers by the Italian authorities.

The Western Mediterranean Route
Migrants transiting Morocco or Algeria to reach Europe generally employ the western Mediterranean Route. They seek to reach either the Spanish mainland, across the Mediterranean, or the Canary Islands in the Atlantic. Others attempt to enter into Spanish enclaves of Ceuta and Melilla on the African coastline. Although 3,209 migrants have arrived on this route to date, the flow on this route remains low due to the concerted efforts of departure and arrival countries.

The Eastern Mediterranean Route
The number of migrants using the Eastern Mediterranean Route this year has surpassed all other routes, with 771,237 migrants crossing from Turkey mainly to Greece. This route has seen a 1664% increase in the number of migrants from last year, with the majority of migrants being of Syrian nationality. According to IOM, only around 731 people are dying making this crossing this year; representing 0.1% of those crossing, as opposed 2.0% on the central Mediterranean Route.

The Central Mediterranean Route
Between January 2015 and the end of December 2015, 154,725 people, arrived via the central Mediterranean route to Italy. The vast majority of these - 91% - launched from Libya, exploiting the nation’s political instability and inability to control its territory and borders. 8% of the migrants arrived from Egypt, using mother ships to which migrants are ferried from the western Egyptian and eastern Libyan coast line before proceeding towards Europe. A small number of migrants on this route depart from, Tunisia, Turkey and Greece; in the latter case as secondary movement.

On the central Mediterranean Route, the vast majority of SOLAS events continue to take place in what is called “the Lampedusa triangle” identified by the ports of Zuwhara and Misrata in the Tripolitania coastline and with the apex centered on the Island of Lampedusa (Italy). SOLAS events continue to be concentrated to the first 20 to 40 nautical miles outside the Libyan Territorial Water line. To this should be added the migrant flow arriving from Egypt, having increased substantially since July this year.

Smugglers’ Business Model
Libya

In Libya, the vast majority of departures take place from the Tripolitania area. The migrant smuggling business remains a very profitable industry for Libya, and is assessed to generate an annual revenue of EUR 250 to 300 million and in some cases this may be over 50% of the revenue for some of the towns in Tripolitania. Analysis has shown that the smuggling business model in Libya is dependent on three vital conditions:

(1) inflow of migrants seeking to use the central Mediterranean Route;
(2) the possibility to operate unmolested by militias, rivalling groups and authorities; and
(3) the capability to provide the transport to Europe or to merchant or military rescue vessels.

In the area west of Tripoli, in particular in the smuggling hub of Zuwarah, smuggling activities have significantly reduced since the beginning of September. A number of contributing factors have
been identified, including rising tensions between local militias, of GNC and HOR affiliation and fighting along the coastal area between Tripoli and Zuwarah with several key locations and roads captured and re-captured. This has reduced the freedom of movement for, and rendered smuggling activities difficult. The bodies washing ashore in Zuwarah, following a mass drowning incident off its shores on 27 August, reportedly sparked protests by the citizens and counter-smuggling actions by authorities, showing for the first time the will and capability to fight the criminal organisations. However, given the well-established smuggling networks in the city, it is likely that the smugglers are able to maintain some revenue while relocating the smuggling activities out of town.

Wooden boats are mainly used for migrant smuggling to the west of Tripoli, and rubber boats are more common to the east of Tripoli. Wooden boats are more valuable than rubber dinghies because they can carry more people, hence more profit for smugglers and are more resilient to bad weather and can be re-used if recovered by smugglers. However, following operation SOPHIA entering into Phase 2A (High Seas), smugglers can no longer recover smuggling vessels on the High seas, effectively rendering them a less economic option for the smuggling business and thereby hampering it.

Inflatable boats are used in two thirds of the cases and wooden boats in one third of the cases. According to intelligence sources, the wooden boats used are purchased from Libyan fishermen or imported from Tunisia and Egypt. EUNAVFOR MED are monitoring, within capabilities, the supply routes for these, but no detection has been obtained to confirm beyond any reasonable doubt this supply method. Reports of rubber boast being imported from China and transhipped in Malta and Turkey are supported by a recent interception by Maltese customs of 20 packaged rubber boats in a container destined for Misratah, Libya. As there are no legal grounds for holding such shipments, it was released for delivery to the destination.

Migrants are recruited via social media, coxers or by travel agent services run by smuggling networks outside Libya. Building up to a launch the migrants are gathered in Safe Houses in rear areas a few kilometres from the beach, where migrants stay for a period ranging from days up months. Normally, within a day before the launch, the smugglers take the migrants in groups to a staging area close to the beach. Often this requires passing through contested areas, requiring smugglers to use escorts or paying off check-points. The staging areas are likely where the final payment is made and where reports show that a system of tickets and boarding cards is used to facilitate the continued process. At around midnight, the migrants are taken to the beach to board the vessels.

**Tactics, Techniques and Procedures (TTP) Evolution**

Since the start of the operation, we have seen an evolution in smugglers Tactics, Techniques and Procedures, which has been corroborated by reporting from FRONTEX. Prior to the start of June, we saw migrant boats travelling alone, with a few of the migrants being instructed on how to conduct the navigation by GPS and make the distress call by satellite phone, before the boats is launched and then the migrant vessel travels by itself to the designated area for making the call. The migrants were supplied with limited food and water. Analysis has shown that the fuel supply provided has been halved, from a level that already before the reduction was far insufficient to reach anywhere farther than some 30-50 nautical miles from the coast. Reaching European mainland, Malta or even Lampedusa is very difficult for these boats. Effectively, with the limited supply and the degree of overloading, the migrant vessels are SOLAS cases from the moment they launch. This is called TTP 1 – “Unescorted”.

Migrant smugglers remain vigilant and highly adaptive, quickly implementing changes in the established Modus Operandi in accordance with perceived threats and opportunities. For example, over the past 6 months we have seen smugglers provide migrant vessels with less fuel, food and water and launch them in more difficult weather conditions. However, the smugglers themselves
also now enjoy significantly less freedom of manoeuvre, being restricted to operating within Libyan Territorial Waters.

Since the beginning of June, the migrant smugglers TTPs have evolved, whereby smugglers have been seen escorting vessels on the high seas. This was called TTP 2 – “Escorted”. This change in TTPs is probably as a consequence of reported increased rivalry, with competing smuggler groups stopping migrant vessels for extortion after they put to sea and has been corroborated by FRONTEX reporting from migrant debriefs. Reports relate of events where migrants have been shot and killed at sea in what possibly were incidents of extortion by rival groups. From a smuggling perspective, migrants can generally be considered as highly valuable assets as they carry money both for the crossing and for the eventual arrival in Europe. This is probably the reason for smugglers’ activities in protecting safe houses and staging areas. This has now likely been extended in to the sea. Following operation SOPHIA entering into Phase 2A (High seas), suspected smugglers are no longer observed at sea in international waters and consequently migrant vessels with escorts are referred to as TTP 3 “Territorial escort”.

Another consequence is that in the few remaining suspicious observations that have been made on the high seas of look-outs and jackals, greater effort is made to increase ambiguity as to their status - mainly by ostensibly exhibiting fishing gear, pretending to be fishing and by maintaining greater distance from migrant vessels.

It is noteworthy that in the past three weeks there was no use of wooden migrant boats despite these being more seaworthy and capable of launching in the higher sea states expected in the winter season. It is possible that this is due to a reduced migrant land flow arriving on the Libyan coast and/or a less regular supply of wooden boats.

**Egyptian Flow.**

With a significant increase over the past three months, Egyptian smuggling has returned on the central Mediterranean Route. Generally, this makes use of mother ships starting from Egypt, picking up additional migrants along the way past western Egypt and eastern Libya, before crossing the Mediterranean towards Europe and Italy. Sometimes the mother ship, most often an old fishing vessel, is used to complete the journey. Other times migrants are transshipped to smaller vessels for the final part.

It is worth noting that in the past 6 weeks there have been no more incidents involving boats departing from Egypt. The reasons of this are still being investigated.

**Future Assessment**

With smuggling being an economic, not an ideological crime, the core objective of the smuggling network is to make a profit in order to produce a positive net income for those involved in the smuggling business. That income will also need to be higher than the income available from alternative businesses or livelihoods, as the smugglers would presumably shift to more profitable activities given the opportunity, absent any ideological reasons to engage in migrant smuggling. Smugglers are now effectively being denied the possibility to recover smuggling vessels by use of jackals, which contributes to the rebalancing as it reduces the profitability of smuggling.

When Operation SOPHIA progresses into phases 2B and 3, the smugglers will again most likely adapt quickly to the changing situation. The primary concern for smugglers will likely remain to avoid being apprehended so they can continue their illegal activities. While the operation remains outside the Libyan TTW the smugglers avoid exposure. Following the progress of Op SOPHIA into Libyan TTW or onto Libyan soil there will possibly be a greater risk of smugglers trying to counter the operation’s efforts in order to secure in their income from the activity. In doing so, TTP3 ‘Territorial escort’ will probably be abandoned in favour of another TTP, possibly while continuing the use of TTP1 ‘Unescorted’.
Operational Update

To date, the Operation HQ is manned at 86% by 166 people, of which 113 are coming from the Host Nation (Italy) and 53 are from the other Member States (Belgium, Bulgaria, Cyprus, Czech Republic, Estonia, Finland, France, Germany, Greece, Hungary, Latvia, Lithuania, Malta, The Netherlands, Poland, Slovenia, Spain, Sweden, United Kingdom).

The Force Headquarters, deployed onboard the ITS GARIBALDI, is currently manned at 68% by 54 people, out of the 84 envisaged for the complete manning, of which 35 are from the Parent Nation and 19 from other Member States (Belgium, Czech Republic, Finland, France, Germany, Greece, The Netherlands, Romania, Spain, United Kingdom, Slovenia).

The total personnel of the Force, including the ships’ companies, air detachments and logistical elements, amounts, as of today, to over 1300 people, coming from 22 different EU countries.

The two critical posts which still need to be filled in the FHQ are the Legal Assistant and ROE Expert and the ACOS J1 post. I consider it essential that MS provide these two posts as early as possible.

Phase 1 Activity

Phase 1 of the operation continued throughout the remainder of July, August and September 15, with Force Elements (FEs) establishing a patrol cycle predominantly located in the south west of the operating area in what was determined the area of highest migration concentration. This area, situated between the Libyan towns of Zuwarah in the west and Misrata, east of Tripoli, and the waters offshore towards the island of Lampedusa was quickly termed the Lampedusa triangle, and became the focal point for surface and air operations.

The force throughout phase 1 consisted of ITS CAVOUR, with supporting embarked EH101 MPRH helicopters, HMS ENTERPRISE, FGS SCHLESWIG-HOLSTEIN and FGS WERRA. The force was supported by a MERLIN III Maritime Patrol Aircraft provided by Luxembourg and a UK EH101 Merlin MPH forward deployed in Malta.

Throughout the summer months, the first priority of the force was to establish a presence and develop an understanding of the patterns of life within the area. This included determining the background merchant and other maritime traffic, whilst determining the main hubs for migrant launch activity. The general level of marine traffic is mostly quite low close to the Libyan coast, so forces focussed attention on potential launch sites, identifying Zuwarah, Sabratah, Garabulli and Misrata as the key points of embarkation. With this knowledge, the force spent the bulk of the summer period analysing the flow of migration vessels, determining patterns, modus operandi and critically the presence of accompanying smuggler and trafficker (S&T) vessels. This period of surveillance allowed the force to generate a firm understanding of the smuggling procedures at sea, craft used, launching sites and importantly an initial understanding of the business model ashore in Libya, including the movement of migrants prior to embarkation.

Force Elements were utilised in a number of SOLAS rescues of migrant vessels both initiated by detection of boats in distress by EUNAVFOR assets or by request from IMRCC Rome. Up to the end of phase 1, EUNAVFORMED had rescued 3078 migrants. Many of these events offered opportunities to further intelligence gathering, and much was learnt following interviews with the rescued migrants, especially about the migration routes from across Africa and beyond. This also enabled a greater understanding of the smugglers business model, critical to shaping subsequent phases of the operation.
Transition to Phase 2A (High Seas)

With a rapidly maturing intelligence picture and understanding of Smuggler and Trafficker modus operandi at sea, the CONOPS for Phase 2 (Secure) was developed. Although the OPLAN did not distinguish between phase 2A (High Seas) and phase 2B (Territorial Waters), the Council Decision did, which allowed for the transition to this new phase. The assessment by the EU Council, a successful force generation process and the approval from the PSC on 28 September, allowed me to move to phase 2A (High Seas) on 7 October 2015.

Disrupting the business model can be effective only if it is ensured that the suspected smugglers are brought to justice on the basis of a common and judicially sustainable procedure. An effective legal framework for the arrest and prosecution of suspects involved in human smuggling and trafficking by competent authorities is critical to the success of this phase of the operation.

The legal basis applicable to phase 2A (High Seas) relies on the international law applicable to the Operation (UN Convention on the Law of the Sea, Palermo protocol against the smuggling of migrants by land and sea) and on individual Member States’ application of the EU mandate through domestic legislation to board, seize and divert vessels and to detain suspected smugglers and traffickers. The adoption of UNSCR 2240 (2015) by the UN Security Council on 9 October, reinforces the legal framework applicable to EUNAVFOR MED activities in international waters. The resolution now provides the legal basis for all Member States to undertake these activities against suspected smugglers and traffickers coming from Libya.

We have also had a very good cooperation with the Italian Direzione Nazionale Antimafia ed Antiterrorismo (DNAA - National Judiciary Authority against organised crime) who have issued very useful guidelines, clarifying the Italian legal framework applicable to the operation on the apprehension and collection of evidence and the criteria to be met in order to exercise Italian jurisdiction.

The deployment of FRONTEX Liaison Officers has also provided further support to Member States with the detention of suspected smugglers as they provide the link between the Commanding Officer of the Member States’ vessel and the Italian Judicial authorities. They advise the Commanding Officer as to whether there is sufficient evidence for prosecution of suspected smugglers and therefore whether they should be detained.

A further assessment from the EU Council and the approval of the PSC is required to move to phase 2B (Territorial Waters).

Phase 2A (High Seas) Activities

Phase 2A (High Seas) saw a shift in the force’s focus from intelligence gathering to interdiction of Smugglers and Traffickers on the high seas, as the first active step in the disruption of the S&T business model. To enable this, following a number of Force Generation conferences over the summer period, the force was substantially augmented by Member States. In addition to those elements for phase 1, the force was joined by FS COURBET, SPS CANARIAS, BNS LEOPOLD I, HMS RICHMOND, PC TRIGLAV and their supporting organic aircraft (and RICHMOND’s tactical UAV). In October, the UK Merlin was withdrawn, FGS WERRA was replaced by FGS BERLIN, and FGS SCHLESWIG-HOLSTEIN departed to be replaced by FGS AUGSBURG and more latterly FGS WEILHEIM. On the air front, an ESP P3M Orion joined the force, augmented periodically by a French FRA Falcon 50 MPA. At the height of the surge, nine surface units, a submarine, three fixed wing maritime patrol aircraft, five helicopters and one tactical UAV were deployed to OP SOPHIA.
With the increase in Force Elements the force was deployed across the area of operations and airborne surveillance was stepped up to provide a near persistent presence across the southern boundary of the Lampedusa Triangle. This provided real time queuing for the surface elements that were deployed tactically to effect interdiction, boarding and subsequent detention of escort, lookout or jackal Smuggler and Trafficker craft, particularly covering the usual dawn migrant launch window. Additionally, the force surged assets towards the eastern limits of the AOO, establishing a patrol along the known Middle Eastern migration route originating from Egypt in order to develop better ISR in the area and maximise the opportunity to interdict Smugglers and Traffickers.

The summer months through to the end of October saw the highest volume of migration traffic, commensurate with the fair weather in the central Mediterranean. Whilst maintaining an operational presence in order to interdict, OP SOPHIA assets continued to be tasked for SOLAS, and to date have completed the rescue of 8336 migrants, recovering them to a Port of Safety. 67 migrant vessels (wooden and rubber) have been destroyed. As of 31 December 2015, OP SOPHIA activity has contributed to 46 individuals being detained by Italian authorities and investigated for smuggling and trafficking crimes.

As the season progressed into autumn and later winter the weather has remained largely permissive to smugglers operations. Notwithstanding this, since November the level of migrant flow has substantially reduced. In line with activity levels, by the end of November, the force had reduced with the withdrawal of HMS RICHMOND, FS COURBET and BNS LEOPOLD, with their supporting organic helicopters and UAV. TRIGLAV is due to be withdrawn at the end of January 16. CAVOUR temporarily handed over the Flag of the Force to GARIBALDI. Over the winter period, the remaining force will continue to provide a presence in the area, although interdiction opportunities are expected to diminish substantially.

In this sense, during winter season I decided a reduction of OPTEMPO to 70% since a drop on the Flow of Migration coming from Libyan coast during these months is expected. However, Operation SOPHIA will maintain sufficient and efficient rotation of units in the AOO to accomplish the mission and to react to any contingency. This quieter period will serve to focus on a renewed surge in the spring commensurate with improving weather, whilst refining the plan and proper framework for subsequent phases of the operation.

**Support to Operations.**

**Communication and Information System (CIS)**

During the first six months of activity, the Operation has defined and built up a robust, flexible and accredited Communication and Information System (CIS) infrastructure. The CIS architecture follows the "Higher to Lower" principle, in accordance with the EU concepts, where any higher authority or organization in the chain of command is responsible for providing the CIS at that level and links down to its subordinate level.

The Mission System, and primary means of communication, is the EUNAVFOR MED Classified Mission Network (MED CMN), capable of timely and efficient exchange of classified information (up to secret). In particular, MED CMN provides secret office and web services, secure voice over IP (VoSIP), Video Telephone Conference (VTC), Video streaming, Recognised Maritime Picture (RMP), Recognised Air Picture (RAP) and chat facilities. MED CMN connectivity is ensured through the Italian Maritime Communication Centre with the following Command/assets;

- Force Headquarters (FHQ) and its organic subunits at sea;
- Forward Logistic Base (FLB) Augusta;
- Forward Operating Base (FOB) Sigonella;
- Forward Logistic Site (FLS) Pantelleria (installation to be completed by the end of February 16);
- Air Component Command (ACC) Poggio Renatico;
- EU GR-SP-FR HQs (Athens, Madrid e Toulon) as required.

The tactical communications links have been established using military as well as commercial assets. Regarding satellite connection, the primary links have been established within military resources (X Band). Commercial resources (Ku Band) will be used only as secondary/back-up option. Initial training on communication equipment for MED CMN link, and the associated CIS logistic support, is provided by the Support Element MED (SEMED), ensured by the Maritime Communications Centre located near the FLB Augusta. All naval units assigned to the SOPHIA mission must be able to assure a minimum of 512 kbit/s open connectivity on INTERNET. At the Inchop/Outchop, the SEMED team carries out the installation / dismantling of the crypto and communications system for the MED CMN link.

Moreover, it is essential to note that an array of other interlaced CIS networks was created in order to facilitate coordination with Third States (non NATO/EU/Coalition) and enable information exchange between EUNAVFOR MED, FRONTEX, multi-national military and nonmilitary organizations and other EU missions, taking into account the EU integrated approach. C2 structures will evolve once the operation transits to phase 2B and 3, according to operational requirement. Where appropriate and necessary, dedicated networks (such as an ISR network) will be created to provide appropriate connectivity. CIS set up has included collaboration with the European Defence Agency (EDA) which has provided capability support, including Marsur connectivity and services in the Cyber area.

**Logistic Support**

We have continued to develop and refine our logistic support arrangements for the operation in line with the activities conducted by the force and the phase of the operation.

On 19 October, we signed the Logistic Support Technical Arrangement (LS TA) with the Italian MoD to define the Logistic Support that Ministry of Defence of the Italian Republic is providing to EUNAVFOR MED Operation.

The Forward Logistic Base has been activated in Augusta, which is also the main entry point for naval assets assigned to operation SOPHIA. It was particularly busy during the inchop of the assets provided by Member States for Phase 2A, which highlighted the some constraints in terms of the availability of berths and point of fuel replenishment but overall the support provided at FLB Augusta is satisfactory.

The infrastructure works we requested to be conducted at FLB Augusta and at the Forward Logistic Site we have activated in Pantelleria are ongoing and are expected to be completed by March 2016. This will provide improved logistic facilities and accommodation at these locations.

We have also activated a Forward Operating Base at Sigonella, which is providing good support to our deployed air assets.

Greece has offered EUNAVFOR Med the use of a Forward Logistic Site and Forward Operating Base in Souda, for both naval and air EUNAVFOR MED assets. This is a welcome addition to our support infrastructure, and BNS LEOPOLD has used these facilities during a recent port visit.

The deployment of the FGS BERLIN, an Auxiliary Oiler Replenishment vessel from Germany, at the start of phase 2A (High Seas), has provided an additional set of logistic support options, and has enabled an increased operational tempo for the frigates deployed in the AOO as they can be replenished at sea. The presence of this vessel is confirmed until January. It should be preferable to maintain this capacity in the future, particularly for when I increase the OPTEMPO again starting probably by the end of February 2016.
Medical Support

The afloat medical support to EUNAVFOR MED operation Sophia is provided by a Role 1 on each vessel and by a Role 2 with a Helicopter MEDEVAC and AMET capability, both on board of ITS CAVOUR, and during her maintenance period, a reinforced Role 1 is available on board ITS GARIBALDI instead.

The Role 3 level of medical care is assured by hospitals in Catania (Italy), Msida (Malta) and Souda/Heraklion (Greece). We are continuing to negotiate an agreement with the Governments of Tunisia and Egypt in order to obtain a Role 3 hospital support in Tunis and Alexandria as required. This is proving to be difficult because of their practical concerns over whether we will send injured migrants to be treated at these hospitals but we are working with EEAS in Brussels to address these concerns.

The medical support to the OHQ continues to be provided by the infirmary of the Centocelle Base (Role1) and by the Celio Military Hospital in Rome (Role3), in accordance with the Technical Agreement with the Italian MOD, and continues to be working well.

Outreach Activities.

The EUNAVFOR MED operation is one part of the EU comprehensive approach to countering irregular migration, as announced by High Representative Federica Mogherini and Commissioner Dimitris Avramopoulos on 20 April 2015. A fundamental part of the mission continues to be to establish relationships and where appropriate agreements for information sharing with key international and regional actors.

Since the start of the operation I have met with very senior representatives from 6 different countries, 8 different EU organisations and 13 different international organisations including the United Nations, the International Organisation for Migration (IOM) and the International Committee of the Red Cross (ICRC).

During this reporting period I have predominantly consolidated these relationships. My overriding observation has been with the second visits to these interlocutors, they have become more positive in approach, having had their initial concerns addressed by my first visit.

In December I visited Washington and New York, building on the engagement on my previous visit in July. It was clear from all interlocutors that they were pleased to have received an update on the operation and were impressed with the outcomes achieved to date. In New York, briefings to the Arab Group and African Group at the UN, served to build awareness and knowledge of the operation ahead of the discussions on the UNSCR for phase 2B and allowed us to gain a better understanding of the Libyan position. Meetings with the EU Members of the Security Council and the Department of Political Affairs provided a good insight into the next steps on securing a UNSCR. The meeting with the Russian Deputy Permanent Representative to the UN was more positive than the last one and focused on our experience of using the resolution and a number of practical questions.

In November, I also had my first meeting with representatives from the Libyan Coastguard in Tunis. Whilst both representatives from the Tripoli and Tobrouk Coastguards were invited, only those from Tripoli attended. During this visit to Tunis I also met with one of the nominated senior Ministers in the Presidential Council who is likely to be responsible for security when the Government of National Accord is formed. He agreed on the need for a single point of contact on Libyan security issues and that we should focus on practical support, both before and after the formation of a GNA, with special attention being paid to the Navy and Coastguard capacity building.
Capability and capacity building of the Coastguard was a common theme throughout my outreach activities with the key regional actors. This is particularly important as an effective Coastguard in Libya which is able to protect its borders will form a key part of our exit strategy for this operation.

**Shared Awareness and De-confliction (SHADE) MED**

Building on the extensive network of contacts made during the outreach activities, the SHADE MED was established and the first meeting was held in Rome on 26 November 2015, made possible by the generous financial assistance provided by the Luxembourg Ministry of Defence.

The SHADE MED is an initiative similar to the SHADE which has been running successfully for some years in the Indian Ocean, and is a forum where representatives from interested nations and organisations involved in Maritime Security Operations can meet on a voluntary basis to coordinate and deconflict their activities.

The seminar was a success and was attended by 80 representatives from 36 different entities ranging from Governments and Armed Forces, International Institutions such as the United Nations and the European Union and Non-Governmental organisations, all involved in responding to the challenges of irregular migration across the Mediterranean Sea.

The main outcome of this inaugural meeting was the better understanding between civilian and military actors involved in the Mediterranean Sea, enhancing interaction and developing synergies in the overall framework of outreach activities and operations in the Mediterranean. A better understanding of each other’s missions and activities in the Mediterranean has been achieved and all delegates had the opportunity to meet people from other organisations involved in similar activities.

The next meeting will be chaired by the Italian Navy in spring 2016 with meetings taking place three times a year. They will be focused on working on very practical solutions to common needs.

**Cooperation with EU organisations and Agencies.**

We have a close relationship with the other EU organisations and Agencies involved in countering human smuggling and trafficking and I have met with the leaders of each of these organisations during this reporting period. These relationships are essential, as they help bring smugglers and traffickers to justice.

The mutual exchange of information and best practice with key Agencies is paramount to increase, from one side, the overall operational awareness and, from the other side, to effectively contribute to tackle the transnational crimes.

With our main partner, FRONTEX, we have a general agreement and specific operational procedures. Building on the exchange of letters on 14 July and the subsequent adoption of Standing Operating Procedures on 30 September, we formalised the operational coordination structures between the two organisations. The cooperation with FRONTEX covers a wide range of issues, such as the exchange of operational information, communication mechanism and the deployment of FRONTEX Liaison Officers within EUNAVFOR Med structures, including the OHQ, the EU regional Task Force in Catania and onboard EUNAVFOR Med assets, the collection of evidence, training and the procedures for disembarkation in a place of safety. This has allowed the two organisations to work very closely together. We are continuing to build on this relationship to work even more effectively together.
On 1 October 2015, I signed a Memorandum of Understanding with EUROJUST which allows the exchange of strategic information of a non-operational nature. This allows a fruitful exchange of best practices and to benefit from respective lesson learned experiences.

On 22 December 2015, I signed the EUROPOL MOU that will cover the exchange of information as well as training opportunities and reciprocal support related to our respective mandates.

I have also been in contact with many of the EU Delegations in the region and beyond. The support they have provided me during my visits has been most welcome and they have been very supportive to the OHQ in their wider requests for information. I have also deployed a Liaison Officer to the EU Planning and Liaison Cell in Tunis. This element should be soon reinforced to allow a better and more effective engagement with the Libyan authorities and coordinating our actions with the other actors involved in supporting the new Libyan GNA.

Cooperation with the Italian Authorities

The cooperation with the Italian authorities is critical in the successful prosecution of my mission. EUNAVFOR Med complies with the EEAS (2015) 885 guidance to follow the op TRITON Operation Plan for the disembarkation of persons rescued at sea and we have FRONTEX Liaison officers from Italy on board many of our ships to advise on the collection of evidence and apprehension of suspected smugglers at sea.

In addition, the Direzione Nazionale Antimafia ed Antiterrorismo (DNAA - National Judiciary Authority against organised crime) has issued guidelines, clarifying the Italian legal framework applicable to the operation on the apprehension and collection of evidence by all Member States’ assets and the criteria to be met in order to exercise Italian jurisdiction. A translation of the document has been distributed to Member States and key partners of the operation. This has proved to be very useful for a better understanding of the legal basis applicable to the operation. The smooth and effective cooperation with Italian DNAA is one of the key successes of the operation as Italy, at the moment, is the only Member State who is bringing the smugglers and traffickers to trial.

Cooperation with International Organisations

We have continued to build on the relationships developed with key international organisations in the last reporting period, including European Asylum Support Office (EASO) and the Office of the United Nations High Commissioner for Human Rights. In particular we have embedded the training initially provided by UNHCR on migrant handling and international law and this is now a core part of the inchop package for new units joining the operation. We are further building on this training with input from UNICEF. We are now finalising a distance learning package which will incorporate this information so that units can have their first immersion in this training prior to arriving in the JOA.

I have met with representatives from the International Committee of the Red Cross (ICRC) who are a key interlocutor for this operation. Dialogue with them will continue throughout the phases of the operation and it will become more important as we enter the potentially more kinetic phases of the operation.

I have also met with representatives of the International Office for Migration who continues to provide extremely useful insights for the operation.

Cooperation with International non-governmental organisations

We have continued to have good contact with NGOs. I have met with representatives from Médecins Sans Frontières in Brussels where we discussed operational deconfliction matters, and
provided more detail on the scope of the operation. We have also made contact with Save the Children who through a formal agreement are providing support to our training activities.

**The Libyan Authorities.**

In November, I held my first meeting with representatives from the Libyan Coastguard in Tunis which was arranged and sponsored by the EU Delegation in Libya. It is clear from these discussions that they expect the EU to engage more closely with them and develop both their capability and capacity to be able to better manage their borders and tackle irregular migration coming from Libyan shores.

I also met with a senior member of the Presidential Council elect of the proposed Government of National Accord, who is likely to be responsible for security. This was a fruitful initial discussion and we agreed that we need to look to provide practical help ahead of the formation of the GNA.
Campaign Assessment

In order to monitor the progress of the separate Phases of the Operation, Campaign Effectiveness Assessment (CEA) has been fully incorporated into the OHQ Battle Rhythm and has been conducted since the beginning of the operation. This has allowed monitoring and assessment of the Military Strategic Actions (MSA) and the Military Strategic Effects (MSE) designed to reach the Military Strategic Objectives (MSO) for the three Lines of Engagement in the Campaign Plan.

The first MSO - "Situational Awareness and understanding achieved" has three MSEs attached, primarily concerning the acquisition of Situational Awareness (SA) in the JOA (MSE 3) and the identification of the Smuggler Business Model (MSE 4). Whilst there is an excellent Situational Awareness (SA) at sea, which has been built during Phase 1 and Phase 2 (High Seas) activity, there remains a gap in SA of the littoral, particularly within Libyan TWs/on the ground, plus a lack of persistence. Without consented entry to Libyan TWs, this assessment is likely to remain lower than normal, although EUNAVFOR MED presence in the AOO will continue to bolster our achievement towards the MSO. The key to future phases will be the ability to fully understand S&T networks ashore, including patterns of life, financing and where they might interact with other illegal and terrorist organisations. As well as a general need for ISR assets, including UAVs, HUMINT will also be essential in achieving a better picture of the pattern of life. In this respect an increased intelligence support is required from the Member States.

In achieving success towards MSO 2 - "Migrant and Smuggler vessels and enabling assets neutralised, ideally before they are used by S&T" - operations in Phase 2 (High Seas) have allowed EUNAVFOR MED to get to the core of its mission and make a very successful start towards capturing and disposing of the smugglers’ and traffickers’ vessels. During Phase 1, EUNAVFOR MED established a deployed force with an effective C2 structure (MSE 2). On entering Phase 2 (High Seas), S&T TTPs have been adjusting to react to the deterrent effect of EUNAVFOR MED presence: We are seeing good results towards the degradation of the S&Ts’ capabilities (relating to MSE 5), though we are necessarily limited by the conduct of its operations on the High Seas. Entry into Libyan Territorial Waters will undoubtedly allow us to achieve further success as we get towards the heart of their networks.

MSO 3 is described as: "Contribution to the EU wide Comprehensive Approach to persuade migrants and deter smugglers from crossing the Mediterranean achieved". The OHQ has – and continues to build - a comprehensive liaison network with relevant non-military and non-EU actors, including UN agencies, IGOs, INGOs and local NGOs (relating to MSE 1), mainly through extensive Key Leader Engagement by the Operational Commander. The burgeoning SHADE MED initiative will also add significant value and also contribute towards this MSE. Turning to the EEAS Information Strategy and Information Operations (MSE 7), much of the information activity directed in the Initiating Military Directive was predicated on dissuading the migrants from crossing the Mediterranean Sea: this element of the IO campaign must take place mainly in the Migrant Home Countries if it is to have any real impact. Information Operations and particularly PSYOPS messaging within the scope of the Initial Information Strategy Deterrent messaging has been conducted, but is limited by the boundaries of the current JOA, and within the current phase, to International Waters. Friendly approach and key messaging does take place and is beginning to achieve results in terms of intelligence and information gathering, plus increasing further our knowledge of the Target Audiences (TAs), particularly those in the littoral. The need still remains to develop a comprehensive package of PSYOPS products targeted at local communities, based on coercive as well as on positive messages.

In summary, at the current Phase of the Operation, as expected, there is excellent progress towards the three Campaign Military Strategic Objectives. From a military perspective, EUNAVFOR MED is ready to proceed to Phase 2B (Territorial Waters), though the political and legal challenges ahead remain a significant challenge. Here, EUNAVFOR MED can achieve even
more and have a greater contribution towards the Phase 2 MSEs. With greater situation awareness within TWs and the littoral, as well as a deeper understanding of the S&T business model (MSE 4), EUNAVFOR MED will have better opportunity to degrade smuggler’s capabilities (MSE 5).

Transition from phase 2A to 2B will require for a number of significant challenges to be resolved before I can actually recommend the transition.
Next Steps and Key Challenges.

From a military perspective, and to be more effective against the smugglers’ business model, I need to move to phase 2B (Territorial Waters) as soon as possible. However there are a number of key issues that need to be addressed. These are:

The Legal Finish.

As we will be operating in Libyan Territorial Waters, the current legal finish, of prosecuting suspected smugglers in Italy will not apply. We will therefore need a new legal basis; either an agreement with the Libyan authorities that they will waive their right to prosecute suspected smugglers in Libya and allow them to be prosecuted by another Member State, or to have a transfer agreement in place for apprehended smugglers to be transferred to the Libyan authorities for prosecution. Both options have specific challenges and rely on the consent of the Libyan authorities. If we were to transfer suspected persons to the Libyan authorities, we would need to ensure that they are treated in accordance with human rights standards that are acceptable to the EU and Member States.

Prosecution in another Member State requires the agreement of the Libyan authorities to waive their right to prosecute individuals apprehended by EUNAVFOR Med assets in their Territorial Waters and for a Member State to agree to undertake the prosecution of suspected smugglers. Whilst this option would have the lowest risk to the operation (we are confident in a Member States’ ability to prosecute an individual), it needs a strong political commitment by a single Member State and may require subsequent agreement between this and the other TCNs.

A transfer agreement to allow the handover to the Libyan authorities is another possible way to get the desired end state as it would encourage the Libyan authorities to deal with the smugglers and traffickers we handed over. However, prior to transfers taking place, we would need to ensure that there were sufficient safeguards in the Libyan judicial system to ensure fair and humane treatment of any persons handed over.

Regardless of the challenges with both options, we are working very closely with the EEAS to come to a workable solution. It is however clear that regardless of the solution taken, the Libyan authorities are fundamental in making this happen, either by providing the agreement to prosecute in another country, or to agree to prosecute in Libya through a judicial system which meets those standards required by the EU. I want to underline the fact that this issue must be solved before we can move to phase 2 Bravo. Without the required legal finish we will be compelled to release suspected smugglers apprehended in Libyan Territorial Waters, with a subsequent loss of credibility for the operation in the media and EU public opinion.

Legal mandate - UNSCR and Libyan Invitation.

In order to move to phase 2 in Libyan territorial waters, we need firstly an invitation from the GNA, as the sole legitimate Government of Libya under UNSCR 2259(2015), and secondly a UN Security Council Resolution to provide the necessary legal mandate to operate. Whilst the transition to phase 2 in Libyan TTW with only a UNSCR without an invitation from the Libyan authorities is theoretically possible, it is unlikely that the UNSCR would be adopted as Russia and China have previously stated that a Libyan invitation would be required by them so as not to block the resolution.

On the other hand, conducting operations under the conditions set out in an eventual Libyan invitation without any new applicable UNSCR would provide a weak legal basis to the operation.

In fact UNSCR 2259(2015) alone does not allow Op. Sophia assets to be deployed in Libyan territorial waters nor does it change the authorities under UNSCR 2240(2015), even though it
encourages the international community to assist the GNA. In concrete terms, the International Community is called upon to respond urgently to requests for assistance from the GNA for the implementation of the Libyan Political Agreement and to support in building the capacity of the Libyan Government of National Accord.

An effective implementation of the Libyan Political Agreement represents a strong tool in confronting the irregular migration issue. In fact, as the governing principle n. 28, this agreement affirms Libyan commitment to work towards fighting human trafficking and illegal migration through the concerted efforts of GNA in close cooperation with the International community.

A specific GNA invitation to cooperate with Libyan Authorities in tackling the crimes of migrant smuggling and human trafficking would highly increase the possibilities that UN Security Council adopt a dedicated new UNSCR on the matter. This scenario would provide a solid legal basis to the operation.
In fact, the operation would greatly benefit from a new UNSCR authorising to conduct operations in Libyan waters as has been demonstrated by UNSCR 2240 in Phase 2 in high seas.

We therefore need to carefully coordinate with other EU actors to be ready to act in case the recognised GNA invites Op. Sophia assets to operate both in Libyan territorial waters and soil.

**Capacity and Capability Building.**

As we move into Territorial Waters, our interaction with the Libyan Navy and Coastguard will increase and we will need to gain confidence in their activities. The capability and capacity of the Libyan Coastguard to protect their borders needs to be developed and therefore preventing illegal migration from Libyan shores, so that we can reach the end state of the mission where illegal migration is at a manageable level without the need for EUNAVFOR Med.

This will have to be shaped with Libyan authorities to match their expectations and could benefit from cooperation with other EU missions.

Through the capability and capacity building of the Libyan Navy and Coastguard, the EU will be able to offer the Libyan authorities something in exchange for their cooperation in tackling the irregular migration issue, which could help secure their invitation to operate inside their territory.

EUNAVFOR MED could quickly develop a detailed training package should we be asked to do so.

The capability of the Libyan Navy and Coast Guard would also have a significant influence on how phase 3 operations are conducted. Ideally, in this phase 3, on completion of the training programme, the Libyan authorities could take the lead in patrolling and securing their Territorial Waters, with support being provided by EUNAVFOR Med.

**Assets**

It is even more important to have sufficient and suitable assets to undertake phase 2B activities. From a threat perspective, we will be operating in a higher threat environment – within range of the Libyan naval, ground and air based units. EUNAVFORMED will also most likely be the only Force operating inside the Territorial Waters. We must therefore have the right type and number of assets to protect the force and operate effectively both in the counter smuggling role and in the rescue role. The concept of operations in Phase 2B will require the employment of ships in pairs to have the ability to rescue people while acting against the smugglers. I intend holding a Force Generation Conference in February 2016 to seek the required assets from Member States. Of particular importance is the provision of intelligence collection assets to provide me with the intelligence I need to properly plan phase 3 operations.
Wider considerations.

I am also extremely conscious that it is likely that when we move to phase 2B and phase 3, there will be a number of other missions providing support to the Libyan authorities which will be sponsored by the International Community. We need ensure that both the activities of EUNAVFOR Med and the International Community are coordinated to mitigate the risk of fratricide. My OHQ are therefore working closely with the planning teams from these missions to improve awareness and deconfliction during the planning stages.

Whilst not directly relevant for the transition to phase 2B (Territorial Waters), a suitable and appropriate targeting process is required for me to successfully prosecute targets in phase 3. We will continue to assist EUMS to deliver appropriate Targeting doctrine that allows suitable processes to be developed and put in place.

In terms of Information Operations, we continue to develop ways to influence our Target Audiences (TAs), fully utilising Information Activities of Media (Public Relations and Public Information), PSYOPS and Key Leadership Engagement to achieve effect and contribute to the Comprehensive Approach. Due to the constraints of the JOA, I am unable to directly reach into the migrants countries of origin in order to dissuade them from travelling and making the dangerous crossing of the Mediterranean. However, I very much view this as part of a wider EEAS information campaign.

Before we move to phase 3, we need to address the intelligence gaps that I currently have; in particular information on the smuggler and traffickers’ business model on land. In phase 2A I do not have the mandate to collect such intelligence or the assets with which to do so. Some Member States have provided intelligence related to this, but I need more from those Member States that are collecting intelligence in this area.
Conclusions.

As an operation we have made good progress, providing a deterrence effect in international waters, preventing smugglers from operating in International Waters, and, as of 31 December 2015, contributing to the arrest of 46 smugglers and destruction of 67 boats. We launched the operation quickly and have developed a sound relationship with the higher echelons in Brussels including the PSC, the EUMC and the EEAS.

As Operation Commander, I have developed a comprehensive outreach program to engage those stakeholders that are influential in moving the mission forward, reassuring them about the aim and mandate of the operation. We need to continue those outreach activities as the key regional States and the organizations that have been engaged, compared to the period just after the launch of the operation, are now showing a much more positive attitude towards SOPHIA’s mission.

From a military perspective, we are ready to move to phase 2B (Territorial Waters) where we can make a more significant impact on the smuggler and traffickers business model.

However, in order to move into the following phases we need to have a government of national accord with which to engage. A suitable legal finish is absolutely fundamental to the transition to phase 2B (Territorial Waters) as without this, we cannot be effective. Central to this and to the whole transition to phase 2B, is an agreement with the Libyan authorities. Ultimately they have the casting vote on the legal finish which will in turn drive the transition to phase 2B and the appetite for Member States to provide assets. As a European Union, we must therefore apply diplomatic pressure appropriately to deliver the correct outcome.

Capacity and capability building of the Libyan Navy and Coastguard is also key to an effective exit strategy for the operation. An effective Navy and Coastguard will be able to protect its own borders therefore preventing illegal migration from Libyan shores, so that we can reach the end state of the mission where illegal migration is at a manageable level without the need for EUNAVFOR Med. In my view, EUNAVFOR MED could have an important role to play in this domain and, should the Member States agree to it, we are ready to submit a detailed training package that could be implemented in the short term. This obviously would imply an amendment to the OPLAN.

Capacity building will also be a confidence building measure for operations in phase 3 conducted jointly with the Libyan authorities. We are currently further developing our planning and it is starting to emerge that phase 3 should be conducted together with the Libyans, in order to be militarily effective whilst complying with the “no civilian casualty - no third party damage” policy mandated by the EU political level.
EUNAVFOR MED OPERATION SOPHIA SIX MONTHLY REPORT


Executive Summary

Irregular migration across the Mediterranean continued at around the same levels as in the previous reporting period. However, the start of implementation of the EU Turkey Statement in early April, effectively halting arrivals on the Eastern Mediterranean Route, changed the pattern of migration with the Central Mediterranean Route quickly becoming the most intensively used pathway into Europe. Although the closure of the Eastern Route did not lead to any increase in migrants from the Middle East on the Central Mediterranean Route, it coincided with a re-emergence of irregular migration from Egypt.

Migrant smugglers were increasingly observed trying to recover their vessels and engines, as EUNAVFOR MED Operation SOPHIA (ENFM) continued to dispose of such boats, whenever not possible to transport them to Italy to support investigations or prosecutions. Smugglers are relying on an increasing number of NGO rescue vessels that are operating close to, and sometimes within, Libyan territorial waters while ENFM maintained a deterrence effect on the high seas.

The operation continued to enhance the security in the Mediterranean. In particular, during the reporting period, 53 persons suspected of smuggling migrants or facilitating such smuggling were arrested by the Italian judicial authorities following information provided or action taken by the Operation. ENFM also disposed of 269 smuggling boats and was involved in 154 SOLAS events, rescuing 20,980 migrants during these ten months, 5000 of them were in extreme difficulties and their boats would have sunk if not timely rescued by ENFM assets.

In June, the mandate of ENFM was reinforced with two additional tasks supporting the execution of the core mandate and the achievement of the mission objectives, and in early September, the Operation started contributing to implementing the arms embargo towards Libya on the high seas off the Libyan coast and providing a deterrence effect against arms smugglers in the Mediterranean. The operation’s understanding of the pattern of life in the operating areas is steadily improving and allows assets to be more effectively employed.

Contacts and cooperation with the Libyan authorities intensified, as I held several meetings with the Libyan Committee of Experts to agree on a Memorandum of Understanding detailing the practical arrangements for the 14-week training package on the high seas. Vetting of the selected candidates was done with support from select Member States, Europol and UNSMIL. This is the first time that sea based training on such a wide and ambitious scale has been implemented. The start of training marks a milestone for the operation and is allowing relationship building with the Libyan Naval Coastguard, crucial for enhancing the ability of moving the operation forward into the next phases.
My outreach activities were key in maintaining continued confidence in the operation at the regional and international level, also after the introduction of the additional two tasks. I continued to focus on building relations to enhance our understanding of the smugglers’ business model, including with UN Office for Drugs and Crime (UNODC), Europol, INTERPOL as well as with IOM, UNHCR, OHCHR, UNSMIL and EUBAM. Good relations among EU actors continued with intensified coordination on the training initiative with Member States, EEAS, the Commission and Frontex. As a result of these efforts, I will shortly sign cooperation agreements with UNODC and INTERPOL, which will contribute to building the picture of smuggling and trafficking networks, and support us in the achievement of our mandate.

Nevertheless, there are a number of key challenges that need to be addressed in the short-term. A sustainable funding mechanism is required to allow us to complete the training packages in line with our commitments and Libyan needs and expectations, while to successfully implement the arms embargo, the operation needs more accurate, timely and reliable intelligence.

Accurate, timely and robust intelligence support is one of the critical requirements for ENFM to succeed. Due to the dimensions of the AOO and the scarce assets currently allocated to it, information sharing has to improve if we are to optimise operational effectiveness in implementing the arms embargo task.

The operation has continued to show great results and has to date disposed of 337 migrant vessels preventing them from being re-used by smugglers, while 99 suspected migrant smugglers/human traffickers have been arrested following information provided or action taken by the Operation. So far, the operation has also completed the rescue of nearly 29,317 migrants (4724 female and 1701 minors), recovering them to a place of safety.

ENFM is the first EU Naval Force to operate in the Mediterranean, an area of strategic and economic importance to Europe, and at the centre of many security challenges that affect Europe as a whole. In the reporting period, the operation has transformed into a multi-faceted Maritime Security Operation carrying out a range of tasks from Maritime Situational Awareness, to capacity building and law enforcement while building an extensive network of contacts; all furthering the achievement of the mission objective.

The Global Context

During the reporting period, over 333,453 migrants crossed the Mediterranean. The three main routes that continue to be employed for irregular migration across the Mediterranean Sea are 1. the Western Mediterranean Route (WMR), from North West Africa to Spain, 2. the Central Mediterranean Route (CMR) from North Africa to Italy and Malta and 3. the Eastern Mediterranean Route (EMR) from Turkey to Greece.

Of the total arrivals on the three Mediterranean routes 51 percent (161,272 migrants) arrived through the CMR, as compared to 18.4 percent (141,654 migrants) during the same period in 2015. The proportional increase comes as a result of the EU Turkey
Statement, which dramatically reduced migration flows on the EMR from early April 2016 onwards. The total increase in the number of arrivals on the CMR compared with last year was slightly smaller, 13.85 percent.

Only 10 percent (16,356 migrants) used the EMR during the reporting period which represents a reduction by 59 percent compared with last year. The WMR remains little used due to the efforts of countries of transit.

Migrant smugglers are adaptable and adjust according to changing scenarios. The start of the implementation of the EU Turkey statement also coincided with a resumption of the irregular migration route from Egypt. Between 4 April and 31 October, 10,862 migrants arrived in Europe via this route. In July, I visited Egyptian authorities in Cairo to discuss the resumption of this flow, and they gave me assurances of their efforts to tackle irregular migration originating from Egypt. My assessment is that the Egyptian Coastguard is able to prevent migrant boats leaving Egyptian waters, which usually occurs using a small boat that takes the migrants to a mothership, most often an old fishing vessel. On 17 October, the Egyptian Parliament adopted new legislation against migrant smuggling which, if implemented, will according to IOM be a strong deterrent for smugglers as it stipulates imprisonment and substantial fines for smugglers and accomplices, while safeguarding the rights of migrants. Meanwhile, migrant flows from Turkey to Italy continue to be limited.

The global context 2016
(Until 4 Apr 2016)

![Diagram showing migration routes and statistics]

Figure 1: The global context on 1 January – 4 April 2016

RESTRIEINT UE – EU RESTRICTED
Smugglers’ Business Model

Libya

The first quarter of the year saw fewer arrivals on the CMR due to unfavourable weather conditions. In the second quarter the number of migrants rescued almost doubled and, again this year, the warm summer months through to early October saw the highest number of migrant launches. After a peak in August, the flow substantially reduced and, as the season progressed into autumn, the weather permitted only occasional migrant launches. For example, a three-day period of favourable weather conditions in early October saw more than 10,000 migrants rescued.
The majority of migrants still die inside or very close to Libyan territorial waters, although an increasing number of persons are rescued by Libyan Coastguard vessels. According to FRONTEX data, the Libyan Coastguard rescued around 600 persons in 2015, while 2230 persons were rescued during the reporting period.

Migrants are usually coaxed or forced to use the CMR, which is the most cost-effective route with most launches taking place within the “Lampedusa triangle” covering the area between Zuwarah and Misrata in western Libya and Lampedusa in Italy. No significant change has been observed in the nationalities of migrants on the CMR who mainly originate from sub-Saharan Africa. The most common countries of origin in 2016 were: Nigeria, Eritrea, Somalia, the Ivory Coast, Gambia, Mali, Bangladesh, Guinea, Senegal, Ethiopia, Egypt, Ghana, Morocco and Burkina Faso. The nationality of around 14 percent of the rescued migrants remains unknown.

A report from earlier this year based on interviews with migrants conducted on board of FGS BERLIN affirms that female migrants regularly report acts of sexually motivated harassment and violence by smugglers.

Migrant smuggling and human trafficking networks are well ingrained into local patterns of life, employing facilitators while paying off authorities and other militias. Migrant smuggling, originating far beyond Libyan borders, remains a major source of income among locals in Libyan coastal cities generating estimated annual revenue of up to EUR 275 to 325 million.

The smuggling routes pass through the Sahel and arrive in Libya through Sabha in the southwest via hubs in Tamanrasset in Algeria and Agadez in Niger. These well-established smuggling routes are used northwards for human trafficking and narcotics and southwards for weapons intended for fragile Central African and South American countries. Al Qaeda and AQIM, aligned with the Tuareg tribe in south-western Libya, are assessed to be financially exploiting these smuggling routes. The same north-south pattern is recognised in eastern Libya generally passing through Khartoum and Dongola in Sudan and then on to Kufra in south-eastern Libya. Along this route the Tebu tribe is the main profiteer. All smuggling routes converge in the Lampedusa triangle, with no migrant launches taking place from eastern Libya. Although there is no evidence of terrorists trying to enter through CMR, terrorist organisations might be financially profiting from smuggling and trafficking.

Smugglers Tactics, Techniques and Procedures (TTP) Evolution

During the reporting period subtle changes were observed in the smugglers’ tactics. Whereas initially smugglers used large numbers of powered rubber boats enabling the transport of a maximum number of migrants up to the limit of territorial waters, the new modus operandi entails a skiff towing a rubber boat without an engine, which is then left adrift. This relies on the availability of NGOs, and sometimes merchant vessels, to carry out the rescue.

The presence of ENFM has not contributed to increasing the flow of migrants as the “push factors” are in the countries of origin. The number of persons rescued by our assets accounts for only 13 percent of the total number of migrants rescued on the CMR, which...
cannot be regarded as decisive in terms of a “pull factor”. Data also suggests that the CMR has remained largely steady over the years, and the route is characterised by heavy traffic of merchant ships and other vessels that are called upon by the Maritime Coordination Rescue Centres (MRCCs) to rescue other vessels in danger in compliance with international law. Given this density of maritime traffic in the CMR rescues would take place regardless of ENFM’s presence.

The existence of migration along the CMR is a reality that must be managed as safely and effectively as possible. Military units, such as ENFM ships, can operate even in challenging weather conditions, ensure a medical and health screening in order to contain any pandemic risk in countries of arrival, security checks in order to report suspects to responsible authorities as well as whenever necessary provide security to ships belonging to NGOs, FRONTEX etc. ENFM also provides early maritime situational awareness to NGOs of emerging rescue tasks through its Maritime Patrol Aircraft capability.

Up to as many as 26 NGO maritime assets have been registered on the high seas on the CMR. The migration flow is assessed to be affected by this increased presence of NGO’s that are ready to rescue migrants within the limit of, and sometimes inside, Libyan territorial waters. It could be argued that by operating so close to the Libyan territorial waters the NGO presence has allowed the smugglers to recover boats to the shore more easily for re-use and shorten the average rescues from 75nm to 35 and now 20nm from the Libyan shore.

A majority of boats no longer depart with Thuraya phones and therefore no longer make distress calls to the Maritime Rescue Coordination Centre (MRCC). This is believed to be because smugglers seem to be aware where they can reliably find rescuing assets particularly from the NGO’s who broadcast their position via the Automatic Identification System (AIS).

Another common technique employed by smugglers consists of two rubber boats, one towing the other, shadowed by jackals or facilitators, usually posing to be fishermen, who attempt to recover the rubber boats once the migrants have been rescued. The rubber boat should be towed back to shore to be recycled, thus boosting smugglers’ profits and relieving pressure on logistical supply. However, ENFM has on such occasions identified and apprehended smugglers, and we continue to limit jackals’ freedom to retrieve boats in international waters. The new focus on recovery of vessels suggests that ENFM’s destruction of vessels is having an impact on the supply of outboard engines, combined with smugglers’ desire to maximise their profits.

Additionally, a minor increase has been observed in the use of smaller wooden boats, self-provided rubber boats and RHIBS usually taking fewer migrants (up to 15) departing from Tunisia and Libya. These migrants do not fit the traditional migrant profile, but are rather wealthy looking young men of Arabic origin with valuables and money. ENFM is looking into this new occurrence.

**Future Assessment**

A continued political turmoil in Libya is likely to keep impacting efforts to crack down on migrant smuggling and human trafficking networks in the country. Serious efforts and
enhanced ability from the Libyan authorities, including in the form of training and capacity building of the Navy and Coastguard, could decrease irregular migration from Libya. Smuggling networks are adaptable and are likely to attempt finding new routes, especially when the demand is likely to remain high. Nevertheless, a better trained Coastguard and Navy, combined with political willingness to tackle smuggling, will restrict smugglers’ freedom of manoeuvre making large-scale smuggling from well-known coastal hubs on the Libyan shores more difficult.

**Weapons smuggling in the Libyan theatre**

Most ammunition and weapons used by militias affiliated to Da'esh or Al Qaeda are from the Gaddafi-era weapons inventory. Since the implosion of Libya and the looting of ammunition depots during the Arab Spring in 2011, these stocks fell into the hands of various Islamist rival militias. Such militias have established arms trafficking networks across West Africa, particularly in connection with terrorist armed groups located in the Sahel-Saharan strip. Smuggled weapons are also coming into Libya via the Mediterranean Sea.

The Libyan coastline allows networks to access all of its coasts when the roads are cut by checkpoints manned by rival factions.

Two main maritime supply routes affects the Libyan theatre, firstly the inter-theatre route into the AOO, originating from Egypt or beyond e.g. Lebanon, Turkey or even as far as countries along the coasts of the Black Sea destined for Benghazi, Misrata or Tripoli. Secondly, the intra-theatre routes in the Gulf of Sirte between Benghazi, Misrata and Sirte.

Militias and terrorist groups involved in illegal arms trafficking include but are not limited to Da'esh, Al-Qaeda's Libyan affiliate, Ansar al-Sharia, the Benghazi Revolutionaries Shura Council (SCBR), Shura Council of Derna Mujahidin (SCDM), Libya Dawn (Fajr Libya) and the Libya Shield which is made up of several militias of the same name that operate in various parts of the country.
Operational Update

The Operation Headquarters is manned at 85% by 159 people, of whom 99 are from the Host Nation (Italy) and 60 from other Member States (Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Estonia, Finland, France, Germany, Greece, Hungary, Latvia, Lithuania, Malta, The Netherlands, Poland, Portugal, Slovenia, Spain, Sweden and the United Kingdom, as well as a Frontex Liaison Officer).

The Force Headquarters, deployed on-board the ITS GARIBALDI, is currently manned at 63% by 52 people, out of the 82 envisaged for complete manning, of whom 28 are from the Host Nation and 24 from other Member States (Austria, Belgium, Czech Republic, Finland, France, Germany, Greece, Lithuania, The Netherlands, Portugal, Romania, Slovenia, Spain, United Kingdom).

The total personnel of the Force, including the ships’ companies, air detachments and logistical elements amounts to 2,266 personnel. In total, 25 Nations are contributing to the Operation with personnel, naval and air assets or funds.

I have requested the activation of Liaison Officer positions to Europol, NATO Allied Maritime Command (MARCOM) and the United States Africa Command (AFRICOM) to further enhance cooperation, coordination and exchange of information. Pending formal decision of the Council, my intention is to establish a Liaison Officer with Interpol. I also have Liaison Officers deployed in EEAS, Frontex, UNSMIL and working visitors in Europol and MARCOM.
There are still a number of key posts that need to be filled in the operation, including ACOS CJ MED in OHQ and ACOS CJ1 in FHQ. It is essential that Member States fill these posts as early as possible.

**Phase 2A (High Seas) Activities**

ENFM continued to operate in Phase 2A on the high seas throughout the reporting period. In doing so, the operation remained clearly focused on its core mandate to interdict migrant smugglers and human traffickers in international waters. An efficient rotation of units in the AOO ensured the operation’s readiness to react to unforeseen events. The quieter period at the start of the year allowed further planning for subsequent phases of the operation, as well as preparations to manage the anticipated increase in arrivals in the spring commensurate with improving weather conditions.

At the start of the year the force was made up of six surface units that were committed to the core task.\(^1\) This increased to nine after two supporting tasks were added to the mandate on 20 June. Out of these nine units, an average of three is dedicated to the arms embargo implementation, while two LPDs can be exclusively used for training\(^2\). In total, ten nations contributed surface, sub surface and air assets during the reporting period (Belgium, France, Germany, Greece, Italy, Luxembourg, Portugal, Slovenia, Spain and United Kingdom). These were deployed throughout the Area of Operations with airborne surveillance present across the southern end of the Lampedusa triangle providing real time queuing for the surface elements that were tactically deployed to spot escorts or jackals, particularly during dawn hours when most launches from Libya take place.

We continued to focus efforts on identifying and apprehending persons suspected of participating in migrant smuggling and human trafficking from Libya to Europe. During the reporting period, our activity contributed to 53 individuals being detained by Italian authorities suspected of having committed smuggling and trafficking crimes. For example, on 9 July, ENFM seized a skiff with three suspected smugglers on board. Ten days later two suspected smugglers, one of whom had been seen handling an assault rifle, were handed over to Italian judicial authorities by ENFM.

During the reporting period ENFM disposed of 269 boats (225 RB, 40 WB and 4 speed boats) used for migrant smuggling/human trafficking. Excellent communications were maintained with Italian MRCC, which continued to coordinate rescue operations to respond to Safety of Life at Sea (SOLAS) events. ENFM were involved in 154 SOLAS events, rescuing 20,980 migrants during the reporting period.

In order to ensure a correct approach when carrying rescue operations, ENFM adopted SOPs on treatment of persons rescued at sea and on preventing sexual exploitation and abuse. With support from several international organisations, the operation finalised a

\(^1\) ITS GARIBALDI (IT), FGS BERLIN and WEILHEIM (DE), SNS TRIGLAV, ESPS CANARIAS (ES) and HMS ENTERPRISE (UK) which were supported by 4 fixed wing aircrafts: AC EMRAER (EL), AC SEAGULL (LU), AC ORION (ES) and augmented periodically by a Falcon 50 MPA (FR).

\(^2\)ITS GARIBALDI, HMS ENTERPRISE, FS EV JACOUBET, FGS MECKLENBURG-VORPOMMERN, ESPS NAVARRA, FGS MAIN, ITS SAN GIORGIO, HNLMS ROTTERDAM, RFA MOUNTS BAY. On the air front, the force consists of an ESP CN235, a FRA Falcon 50 MPA, a LUX Merlin III MPA and four ship-based helicopters (2 ITA, 1 ES and 1 UK).
migrant handling training manual, which was made available to all personnel. The manual has a particular focus on vulnerable persons such as unaccompanied minors and women. The crews on our vessels continued to receive training in human rights and refugee law provided by UNHCR, IOM and OHCHR with whom close cooperation was maintained throughout the reporting period.

The Mediterranean remained a crowded space with NGOs, merchant traffic, coastguard and military operations operating around the same area. Incidents involving NGOs and vessels with the logo of the Libyan Coastguard took place on 17 August, 9 September and on 21 October. ENFM was called to support the NGO’s on two of these occasions. Such incidents testify to the role of ENFM as a stabilising factor in the Mediterranean. It is evident that training the Libyan Navy and Coastguard, currently on-going on board ENFM naval assets, is essential to ensure that they can operate in accordance with the principles enshrined in international human rights and refugee law.

On 6 October, the derogatory regime established under UNSCR 2240 (2015) for the inspection, on the high seas off the Libyan coast, of vessels which there are reasonable grounds to suspect are being used for migrant smuggling or human trafficking from Libya was renewed for another year, through the adoption of UNSCR 2312 (2016). The extension was a technical roll-over with minimal changes to the Resolution, which acknowledged ENFM’s training programme for the Libyan Navy and Coastguard with the UN Security Council reiterating its call for assistance to the Government of National Accord (GNA) for the development of capacity building activities. This call is explicitly addressed to the EU.

**Extension of mandate and additional tasks**

On 20 June, one month after a letter welcoming the EU’s intention to contribute to the training of the Libyan Coastguard and Navy had been received by the HR/VP from the President of the Presidency Council of the Government of National Accord, Fayez Serraj, the Council extended the mandate of ENFM until 27 July 2017 and strengthened it by adding two tasks to support the achievement of the operation’s core mandate and to contribute to broader security in support of the legitimate Libyan authorities.3

On 30 August, the PSC authorised ENFM to commence capacity building and training of the Libyan Coastguard and Navy, based on a request by the legitimate Libyan authorities taking into account the need for Libyan ownership. One week later, on 6 September, a PSC decision was issued authorising ENFM to start contributing to information sharing, as well as implementation of the UN arms embargo on the high seas off the coast of Libya on the basis of relevant UN Security Council Resolutions, including UNCSR 2292 (2016).

To enable this, the force was augmented by Member States. The aforesaid Resolution 2292(2016) was adopted on 14 June 2016, authorising UN Member States, acting individually or through regional organizations, to implement the arms embargo on the high seas off the Libyan coast.

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Countering Illegal Arms Trafficking (CIAT)

From the beginning of July, ENFM started to intensively prepare for Countering Illegal Arms Trafficking (CIAT). I instructed staff to organise a series of four exercises starting on 30 August with the last one held on 27 September. Two exercises were cases of unopposed boarding, one non-cooperative boarding and finally an opposed boarding exercise. The aim of the exercises was to ensure that OHQ and FHQ personnel were fully trained to perform their duties related to visit, board, search and seize (VBSS) in line with ENFM internal procedures.

Supporting criteria for identifying suspect vessels are explained in the relevant standard operating procedures (SOP). In considering the list of weapons or related materiel covered by the arms embargo against Libya, ENFM referred to the already existing EU law provisions concerning the enforcement of the same embargo on the EU territory, namely Council Regulation (EU) 2016/44. According to Council Regulation 2016/44, the items covered by the embargo are:

- the materiel included in the Common Military List of the European Union
- those which are not included in the Common Military List but that might nevertheless be used for internal repression, whose list is enclosed in Annex I to the Regulation.

An SOP was adopted on 30 June to establish a proper procedure for requesting Flag State consent prior to inspection of suspect vessels under UNSCR 2292 (2016). A new list of points of contact for submitting inspection requests was also developed as well as a new reporting procedure to submit initial and final reports to the UN Sanctions Committee established pursuant to UNSCR 1970 (2011) as set out in UNSCR 2292 (2016). According to the procedure agreed with the EEAS, once a report is received from the FHQ, the OHQ will submit it to the Chairman of the EUMC, who will in turn send it to the EEAS. The latter will forward the report to the EU Delegation in NY for transmission to the Chair of the UN Sanctions Committee.

ENFM started the implementation of the task on 13 September initially with two ships permanently tasked to patrol the eastern part of the Area of Operations. Implementation of the new task did not reduce the number of vessels directly involved in the core mission, as two surface vessels that had been operating in associated support were integrated into the force solely for CIAT tasking. This has ensured that ENFM can have a minimum of one naval asset operating within the CIAT surveillance areas at all times. The force was split between two key focal points: north of Derna to monitor the Inter-Theatre route into the AOO; and the Gulf of Sirte, to monitor the Intra-Theatre and inshore activity.

Inspections are carried out only on vessels bound to or from Libya which the Operation have reasonable grounds to believe are carrying arms or related materiel to or from Libya, directly or indirectly, in violation of the arms embargo. On 14 September, the operation boarded a vessel of interest in full compliance with international law of the sea and UNSCR 2292 (2016), without causing undue interference or delay to the boarded vessel.
Throughout the initial weeks of implementation, standard practices were refined through consultations between the FHQ and the OHQ, including through issuance of further instructions on carrying out diversions to the Port of Diversion which is in Marseille, France.

To date, Operation Sophia units have hailed/queried 93 vessels, conducted 6 flag requests and visits and 1 vessel inspection. No breach of the arms embargo has been uncovered.

We continued to acquire vital intelligence about the patterns of life along the Libyan coastline and in the Gulf of Sirte, and after two months of executing the new task there is increasing awareness among merchant shipping and fishing communities of the presence of ENFM and its role in implementing the UN arms embargo, which in itself provides a significant deterrence effect for arms smugglers.

Given that this is an intelligence driven task, the current absence of EU resources providing maritime intelligence about individual vessel and cargo movements is restricting our ability to execute fully the arms embargo and limiting optimum deployment of the assets in the AOO. In particular, without the ability to build a picture outside the AOO, we cannot gather information about the main arms routes coming from the East. Additionally, arms smugglers still have the possibility to cross into territorial waters off the coast of Egypt and into Libya thus avoiding ENFM interdiction which can only be done on the high seas. Although intelligence sharing is improving, enhanced links with other actors in the AOO remain key for the successful execution of this task. To that end, the decision by NATO Defence Ministers on 27 October that the new Operation Sea Guardian will help increase the EU’s situational awareness is welcome.

Additionally, another port of diversion would support the operation and significantly reduce transit times.

As of November, an opposed boarding team from DE, on board FGS MAIN, will provide ENFM the capability to conduct opposed boarding from early November. This will increase the Force capability and broaden the ENFM operational posture.

**Training the Libyan Navy and Naval Coastguard**

The Council Decision of 20 June indicated the launch of the preparatory stage of the training, with a PSC decision required ahead of formal approval to launch the execution stage. In line with operational planning, a Senior Officers Team consisting of male and female ENFM experts was formed to lead the training preparations.

On 28 June, a seven member Libyan Committee of Experts was appointed by Libyan Minister of Defence designate Barghati marking the start of technical consultations between the operation and the Libyan Navy and Coastguard representatives on the Committee. After rounds of consultations held in Rome and in Tunis, on 23 August in Rome, I signed a Memorandum of Understanding (MoU) with the double-hatted Head of the Libyan Committee of Experts/Chief of the Libyan Coastguard. The MoU outlines the criteria and requirements for the Libyan participants in the training and outlines the content of the training packages.
At the beginning of October, a list of 81 names of Libyan trainees and five national support staff was handed over from the Committee of Experts in order to start the vetting process. I would like to underline the remarkable efforts made by the Libyan Committee of Experts in challenging circumstances to identify suitable trainees, which demonstrates their real commitment to this training. I signed an internal standard operating procedure on vetting, and the vetting was done with support from several Member States, Europol, and UNSMIL. All 81 candidates passed the vetting and were approved for training, confirming that the identification work done by the Libyan Committee of Experts had been extremely reliable. On the day of embarkation on 26 October, 78 trainees (three did not show up due to personal reasons) and 5 national support staff were embarked on board the IT LPD SAN GIORGIO to start the training. In my consultations with the Committee of Experts, equal participation in training was particularly encouraged. Regrettably, no female participation in the training could be obtained due to lack of female Navy and Coastguard personnel. A final report, including the lessons learned of the whole process of vetting, will be delivered to the Chairman of the EUMC for consideration.

Funding for the training was provided through direct financial contributions made by individual Member States (LU, CY, SK, CZ, MT and SL). The 14-week training is a multi-national effort carried out by instructors from several Member States (BE, EL, DE, IT and UK) on board the IT LPD SAN GIORGIO and the NL LPD ROTTERDAM. Training teams from UNHCR and FRONTEX are in charge of modules on human rights and refugee law and law enforcement respectively. The training is strictly limited to coastguard and law enforcement functions. While this first training package focuses on a “train-the-trainers” approach subsequent packages are intended for “on the job training” in a Member State training centre and operational sea training on board Libyan Naval Coastguard vessels.

Also local media were present on the day of embarkation and the trainees and the support staff clearly demonstrated their commitment to make a very good impression. They all arrived on time, in uniform and, once on board, quickly adapted to the new environment. The feedback has been very positive: the trainees are motivated and eager to develop their skills and an ambitious training routine has been set up with the trainees and the support staff. A good relationship with the crews and the training teams has rapidly been formed, allowing the creation of a productive working environment.

**Support to Operations**

**Communication and Information System (CIS)**

Further to the mission-tailored control and command structure already in place, ENFM's communication and information system (CIS) was enhanced through closer cooperation with EU agencies as well as significant efforts of the host nation. The FRONTEX JORA system was a key resource for migration related information, while the installation of EUROPOL’s SIENA network significantly boosted exchange capabilities regarding law enforcement related information. The SIENA network was also used in the communications with EUROPOL related to the vetting process. Close cooperation with FRONTEX continued and they provided VTC Tandberg Systems to ENFM OHQ and EU Rear Task Force Catania. Preparatory measures were taken to incorporate EU SATCOM
services to ensure higher bandwidth capacities. The agreement between the European Maritime Security Agency (EMSA) and ENFM was extended, which will allow the operation to draw upon EMSA resources, such as ISR capabilities.

The operation also implemented services offered by the European Defence Agency, including Marsur networking products, as part of a comprehensive approach in the field of CIS, which resulted in a significant enhancement of maritime situational awareness capabilities and enhanced interoperability and co-operation with other military and civilian maritime authorities.

Training sessions in the field of cyber awareness supported the development of a common understanding of cyber threats, including knowledge of techniques and procedures to be followed to provide a proper response to mitigate risks in order to ensure compliance with EU concepts and regulations as well as with SOP/ SOIs.

The host nation supported a well-organised structure to maintain the operational tempo and ensured smooth “INCHOP/OUTCHOP” procedures for force elements, as well as close co-ordination with CIS authorities.

As part of the ongoing establishment of a Maritime Security Capacity in the framework of the Shared Awareness and De-confliction in the Mediterranean (SHADE MED) forum, ENFM significantly enhanced its technical capabilities in terms of provision of a common operational picture and situational awareness capabilities, in particular related to maritime situational awareness by a range of improvements introduced in the reporting period. For example, the Classified Mission Network was extended and CIS services provided to seconded ENFM personnel in the mission theatre.

The classified network BICES was installed in OHQ and FHQ on board the Italian flagship enhancing the technical capacity to exchange information with EU Member States, partners and third states. The system will enable exchange of information in accordance with EU rules and the principle of inclusiveness and reciprocity.

The unclassified collaboration platform SMART, a Mercury-like CIS system, was adapted to meet operational requirements. SMART is capable to fuse maritime domain information and distribute it to a wide audience and could be used as part of a wider Maritime Security Capacity in the OHQ. This system is designed to enable information sharing between us, NATO, FRONTEX, national organisations and maritime shipping industries in order to enhance situational awareness, de-confliction, coordination as well as improvement of rescue operations in terms of aviation safety and effectiveness in rescue activities by usage of commercial secure services.

A working visit of ENFM to FRONTEX HQ in Warsaw was conducted on 22 September in which complementarities and sequencing of SMART and EUROSUR Fusion Services were discussed. SMART will work as the main communication and information exchange channel in the training of the Libyan Navy and Naval Coastguard until further notice. SMART is already being gradually augmented by EUROSUR, starting with FRONTEX METEO services, which will be made available to the Libyan Navy and Naval Coastguard
through a technical interface of SMART. EUROSUR could then be a complimentary system for information exchange, having an operational picture and situational awareness.

**Logistic Support**

ENFM remains logistically well supported by the Forward Logistic Base (FLB) in the Italian Naval Base Augusta, the Forward Logistic Site (FLS) in the Italian Air Base Pantelleria and the Forward Operating Base (FOB) in the Italian Air Base Sigonella. The FLB, FLS and FOB are situated within the Joint Operations Area (JOA), included in the ENFM Command and Control (C2) and manned by FHQ staff. The FLB and FOB constitute the main operational logistics hubs of the operation. In the reporting period infrastructure works at FLB Augusta and at FLS Pantelleria were completed, providing improved logistic facilities for the operation. The Logistic Support Technical Agreement signed between ENFM and the Italian Ministry of Defence is a thorough base for the provision of these services.

Greece provided additional valuable logistic sites in Crete outside of the JOA at the FLS Souda and FOB Chania.

As regards the supporting tasks, the logistical preparation for the first Training Package was finalised successfully with the required logistics support described in detail in the MoU signed on 23 Aug (Article 6 and Annex E). Furthermore, following a visit of an ENFM delegation to Marseille in October, logistical issues concerning the use of the port of diversion in Marseille and the relevant procedures are being agreed with French authorities.

On 27 October, NATO Defence Ministers decided that the new Operation Sea Guardian will provide logistical support to ENFM.

**Medical Support**

The medical support to ENFM is provided by a Role 1 Medical Treatment Facility (MTF) on each vessel. On 1 June, the Role 2 Basic afloat MTF on board of ITS CAVOUR was replaced by a Role 1 MTF on board of ITS GARIBALDI. The latter can provide a Role 1 MTF augmented by additional capabilities in the domains of dental care, diagnostics and stress management, but there is no surgical capability.

One of the main principles of medical health support stipulates that surgery should ideally be provided within “the golden hour”. If not feasible, it is commonly agreed that the minimal standard is: 1) enhanced first aid within 10 minutes of wounding, 2) damage control resuscitation within one hour of wounding, 3) damage control surgery no later than two hours of wounding.

Although the likelihood of a severe injury or disease is assessed as low, this probability will increase with the intensification of CIAT operations and the arrival of the opposed boarding capability. Starting from November, the DE opposed boarding team on board FGS Main will provide medical treatment facility capabilities, which entail damage control surgery and are able to sustain medical support to conduct special operations up to opposite boarding.
Nevertheless, the availability of Role 2 afloat would be the best solution to provide medical care to all ENMF personnel afloat across the Area of Operation. It will give the commander the highest freedom of movement, with the lowest possible medical risk.

Casualty evacuation (CASEVAC) is conducted by Rotary Wings (two on the ITS GARIBALDI and one on ESPS NAVARRA).

Role 3 MTF is provided by hospitals in Catania (Italy), Msida (Malta) and Souda/Heraklion (Greece). In case of medical emergencies that cannot be handled with ENFM means (in the event of missing or overwhelmed capabilities or when the distance to the nearest EU hospital does not meet the EU standard timelines for medical cure) Egyptian and Tunisian hospitals could allow alignment of medical care with the agreed minimal standards for EU military operations. To that end, draft Administrative Arrangements for using the military hospitals in Alexandria and Tunis as ROLE 3 Medical Treatment Facilities have been sent to the Egyptian and Tunisian authorities through the EU Delegations in Cairo and Tunis. Following my visit to Cairo in July, and a technical assessment done at the hospital in Alexandria, technical discussions with Egyptian authorities are expected to be initialised this year.

Medical support to the OHQ continues to be provided by the infirmary of the Centocelle Base (Role 1 MTF) and by the Celio Military Hospital in Rome (Role 3 MTF), in accordance with a Technical Agreement with the Italian Ministry of Defence.

Outreach Activities

I have continued to place focus on consolidating relationships and share important mission related information with key international and regional actors. This has helped maintain support for the operation, even with the addition of the two supporting tasks. To this end, during the reporting period, I have made particular efforts to explain the new mandate and what ENFM is doing in terms of training the Libyan Naval Coastguard and implementation of the UNSCR 2292 (2016). In order to enhance our operational understanding, I will also soon sign agreements on cooperation with INTERPOL and UNODC.

Cooperation within the EU and with international organisations

Cooperation within the EU on Libyan Coastguard training was carried out through coordination meetings under the leadership of the EEAS and the Commission. Such meetings provided essential opportunities to sequence activities together with Frontex, EUBAM Libya and others.

The support from European and international partners was also important in the vetting of the Libyan Naval Coastguard trainees, which was done together with EUROPOL, UNSMIL and a number of EU Member States.

Consultation with UNODC led to the finalization of a draft working arrangement which will be signed at the end of November 2016. The purpose of this arrangement is to provide a stable framework for cooperation and to facilitate collaboration, especially in the fields of
information sharing and organisation of training activities. UNODC has an extensive experience of, and it is involved in most of, current state-building programmes in fragile States. Any future collaboration with UNODC could be valuable in solving the “legal finish issue” in Libya.

In September, two meetings with members of the UN Panel of Experts established pursuant Resolution 1973 (2011) took place in Brussels and Rome. During the meetings the Panel members noted that ENFM’s training programme could violate the arms embargo against Libya. According to the OHQ’s legal assessment, agreed with the EEAS, the training programme does not fall within the arms embargo against Libya, as it is not “related to military activities” (as provided for in UNSCR 1970 (2011), but instead focused on coast guard functions only. In addition, it is intended solely for security assistance to the Libyan government and does not require any prior notification to or exemption from the Sanctions Committee under UNSCR 2095 (2013), (being already “sanctions compliant”).

Nevertheless, during my discussions at the UN in September the need emerged for ENFM to brief the UN Sanction Committee about our current activities as regards the implementation of the arms embargo. I was advised to present our activities to the Committee as ENFM is at present the only implementer of the arms embargo against Libya on the high seas. This is in line with the spirit of transparency and sharing of information that I have applied so far and should assist in creating fruitful relations with the Committee.

In the meantime, good and direct contacts with the Secretariat of UN Sanctions Committee have been established both to safeguard that a reliable reporting mechanism is set up and to request that the Operation may receive all relevant information in case exemption requests are granted by the Sanctions Committee according to UNSCR 2278 (2016).

Contacts were also established with the International Criminal Court (ICC), whose investigators asked for the operation’s support for gathering relevant information on the commission of crimes against humanity/war crimes in Libya. The collaboration with the ICC is deemed valuable for the operation, given the Court’s relations with police and judicial authorities in Libya and their vast amount of information on individuals possibly involved in international crimes in Libya and beyond. The latter could be useful in vetting the Libyan candidates and in general in the execution of the CIAT task.

In view of a possible Council Decision amendment, I have also discussed possible areas of cooperation and constraints with INTERPOL. A permanent cooperation mechanism would permit regularly exchanging information, thus supporting an enhanced situational awareness and an improved understanding of the organised criminal groups involved in smuggling and trafficking to/from Libya. When the legal framework allows, I intend to establish a liaison officer exchange and to explore further cooperation with Interpol through a National Central Bureau of a Member State.

Shared Awareness and De-confliction in Mediterranean (SHADEMED)

Building on an extensive network of contacts, I have continued the Shared Awareness and De-confliction in the Mediterranean (SHADE MED) forum throughout the reporting period
having held the first meeting in Rome on 26 November 2015. The second meeting was
hosted by the Italian Navy on 12-13 May 2016 and was attended by over 145
representatives from 74 different organisations ranging from Governments and Armed
Forces, International and NGOs, all involved in responding to the challenges of irregular
migration across the Mediterranean Sea. The next meeting will be hosted by JFC Naples
on 7-8 November. It will be chaired by MARCOM, whilst ENFM will continue to provide the
permanent secretariat.

The meetings contributed to a better understanding between civilian and military actors,
enhancing mutual interaction and assisting in the development of an overall framework for
coordination different activities and to identify best practices to deal with common security
challenges. We have continued to actively pursue the working groups that were agreed as
part of this initiative. The aim of the working groups is to further develop options for
countering migration in the Med by bringing together regional actors, shipping companies,
military organisations and IO/NGOs and generate a coherent approach to the problems
facing us. The working groups will seek to identify and propose solutions to common
issues and challenges and in moving forward.

Sharing Information and Intelligence

Procedures and protocols for exchanging information with partners and agencies forms
part of my key leader engagement strategy and has been actively progressed throughout
this reporting period. We are working hand-in-glove with EUMS and have now successfully
installed BICES in the OHQ and FHQ. A working visitor will also be deployed to AFRICOM
from November 2016 with a full Liaison Officer post established from January 2017,
pending EUMC formal approval to transform the position into a permanent LNO. Joint de-
confliction and coordination initiatives are also being developed with MARCOM to agree
on information that can be shared on a bilateral and multinational basis and the
appropriate handling procedures.

Campaign Assessment

Campaign Effectiveness Assessment has been conducted since the beginning of the
operation to evaluate mission progress, facilitate decision-making and improve the quality
and effectiveness of operational planning and execution. The Military Strategic Effects
(MSE) have been designed to reach the Military Strategic Objectives (MSO) for the three
Lines of Engagement in the Campaign Plan.

MSO 1: Situational Awareness and Understanding Achieved

This MSO is reached in Phase 2A on the high seas through the achievement of MSE (4) –
the “Business Model of Smugglers and Traffickers is identified”. This is assessed to have
improved somewhat to 70% complete. ENFM has a reasonably clear picture within the
AOO of smuggler and trafficker networks, pattern of life and financing. Lack of surface and
ISR assets hinder our ability to have full coverage of the AOO. As we do not have a
mandate to operate beyond the AOO, we have an important gap in situational awareness
along the Libyan Coastline within territorial waters.
MSO 2: Migrant vessels and enabling assets are neutralised ideally before they are used by traffickers or smugglers

We are focusing our efforts on MSE (5) – “smugglers/traffickers capabilities (enabling assets and vessels) are degraded”. This is assessed to be at 30% achieved as we have disposed of 337 vessels used for smuggling, which has resulted in a drop in the usage of wooden boats. The availability of wooden boats is reducing and construction of new boats of very poor quality is limited to a number of locations along the Libyan coast known to ENFM. Meanwhile, the use of rubber boats has increased.

MSO 3: Contribution to the EU Comprehensive Approach to persuade migrants and deter smugglers and traffickers from crossing the Mediterranean Sea

In Phase 2 the target is to accomplish MSE (7) the “EEAS information strategy supported by an effective Info Ops campaign” is assessed to be at 35% complete. By rescuing migrants at sea in line with international law, ENFM is a demonstration of the EU’s commitment to save lives and preserve human rights. Outreach remains a fundamental part of the operation and a coherent messaging has been developed for both public and non-public communication, while Op Sophia has achieved a medium-high interest from all main international media outlets. The presence of the operation on the high seas, the apprehension of suspected migrant smugglers and human traffickers and the destruction of every smuggling vessel supports the overall EEAS information strategy.

Next Steps and Key Challenges

Information Sharing

The launch of Sea Guardian in areas complementary to ENFM will be a test bed to intensify relationships and apply the principles agreed in the joint EU-NATO declaration in Warsaw. Positive engagement that I have had with MARCOM has already shed light on areas of de-confliction and coordination, including support in information exchange beyond ENFM’s AOO through a joint situational awareness picture.

With regard to the issue of sharing classified, privileged and personal information with external entities (third States not associated to the operation, international organisations and agencies), I requested for a legal assessment and possibly a revision of the legal framework as established in our mandate, in order to meet our most pressing operational requirements in accordance with EU rules and the principle of inclusiveness and reciprocity. This includes granting the protection of personal data collected, stored and shared by ENFM in the implementation of its mandate.

With regard to the protection of personal data, an internal policy is being drafted by the operation jointly with the EEAS. In order to address all the remaining issues concerning information sharing a new draft Council Decision amending the norms on information sharing included in the Operation’s current mandate was proposed by the EEAS.
Funding for further training

The commencement of Package 1 training on 26 October marks a significant milestone for Op SOPHIA as we move forward. Observations thus far suggest that the trainees already embarked in SAN GIORGIO and ROTTERDAM are keen to improve and recover their original capability. Recent meetings held with the Head of the Libyan Committee of Experts/Chief of the Libyan Coastguard, have resulted in requests to repeat Package 1 for a further 81 trainees from the Coast Guard’s Eastern sector. This is particularly encouraging since it points to the potential to standardise operational procedures across the coastguard units. This is the first time the Chief of the Libyan Coastguard has specifically requested to cooperate with the East and could therefore be an important sign of a new will to move toward building a capacity across the Libyan coast. Although the three eastern sectors are part of the Coastguard, I estimate that the vetting would probably be more difficult as there are less frequent contact with these sectors of the Libyan Coastguard.

Similarly, I received a request from the Libyan Committee of Experts to include in the current training an additional 17 trainees who could constitute two crews of Libyan Patrol Boats. This request can be met by incorporating this training within the current training schedule and I am confident that we can proceed starting in the beginning of December.

Furthermore, ambitions are very positive for Package 2, the first element of which is envisaged to commence Crete delivered by Greek Navy training teams. However, a sustainable and clear funding mechanism should be agreed without delay in order to allow for the timelines for training to be met. It would be incongruous to allow Package 1 to be successfully funded and delivered only to subsequently fail to agree on the commitment to Package 2 and would be the cause of significant disappointment to the Libyan’s and could be harmful to the close ties already developed. Engagement thus far has proved highly successful, especially at the senior level where continued focused effort has developed strong personal relationships with fellow military heads. Ultimately the success of the Libyan Naval Coastguard training is the fastest way to deliver significant effect in reducing migrant flows and intercepting the smuggler activities in TTW and in the regular departure points.

It is recognised that a degree of risk is inevitable in delivering the training and Op SOPHIA has taken every step in detailed planning to ensure that once all three Packages have been delivered the LNCG will become an efficient and sustainable ‘force for good’ in the region. This type of risk is not specific to Op SOPHIA but could be read across to any capacity building operation.

The Legal Finish

Without the possibility of progressing the operation to the next phases and commencing operations inside Libyan TTW, efforts to disrupt the smuggler and trafficker business model will continue to be limited to the disposal of boats and the apprehension of only those suspects that venture outside the ‘safe haven’ of TTW. Since it is understood that a move into the Libyan Territorial Waters will require a formal invitation from the recognised Libyan authorities and an agreed UNSCR, the operational focus will be on training the
Libyan Navy and Coastguard in order to allow them to more effectively police their own waters.

No particular changes in the “legal finish issue” took place since January this year. The formal legal framework to operate within the Libyan TTW is clear. The operation needs:

- a request for assistance put forward by the Libyan Government;
- a formal authorisation from the UN Security Council through a dedicated resolution (as was the case with Somalia); and
- a Council Decision.

None of these conditions are in place at this stage. Nevertheless, under a more substantial point of view, what it is also missing is a viable solution to the problem of the legal finish for suspect criminals apprehended by ENFM units in the Libyan TTW, namely within the Libyan territorial jurisdiction. In the current circumstances, by applying the non-refoulement principle, if an ENFM unit apprehends suspect individuals within the Libyan TTW, they should be released.

There are two different solutions to the problem: 1) EU conclude a transfer agreement with Libya that authorizes the handover of suspect individuals to Libya, but only if the conditions of the Libyan judicial/penitentiary system are improved, so that the latter may be deemed consistent with European human rights standards or 2) Libya and one or more EU MS conclude an international agreement which may allow the suspects to be handed over to such countries and the latter to exercise their criminal jurisdiction over facts occurred in the Libyan TTW.

The first option would require efforts by all relevant international stakeholders involved in the state-building process in Libya and may be seen as a long-term solution. The second option may instead be considered as a medium-term solution, although it would be sensitive, since it implies the GNA ceding sovereignty and would require considerable efforts by the EU.

**Conclusions**

With a clear focus on the core mandate to tackle smuggling and trafficking networks, we continued to provide a deterrence effect preventing smugglers from operating in international waters. During the reporting period, and as of 31 October 2016, the operation had contributed to the apprehension of 53 smugglers and destruction of 269 boats.

Meanwhile, the addition of two supporting tasks represented a strengthened opportunity for the operation to achieve its core mission. I have capitalised on the training by building confidence with our Libyan counterparts, which will be key to address the irregular migration flows from Libya and for transitioning to the next phases of the operation.

After one and a half year of operation it is evident that the end state can be reached provided that the GNA and the Libyan population truly want to contribute to disrupt the migrant smuggling networks. This is the centre of gravity and the Operation will soon start a revision process to take that into account, based on the experience gained so far.
ENFM is only a small piece of the big puzzle that need to be looked at and is part of the Comprehensive approach, but it is necessary that all efforts are synchronized and coordinated. We need to cooperate if we are to fully address the migrant smuggling and human trafficking from Libyan shores, and training Libyan government forces is a clear step in the right direction. The trainees come from all over Tripolitania, including the main launching areas along the Libyan coast. We are thus enhancing the awareness and skills among those who have the best local knowledge, giving us the best chance to have an impact in the area where smuggling takes place. By building Libyan coastguard capacities more lives will be saved in territorial waters. Putting an end to illegal activity could also allow more legitimate activities to take space.

Nevertheless, a clear and sustainable funding mechanism needs to be put in place to allow the operation to progress in training in line with its operational planning. The structure of training is composed of packages where the final execution depends on training needs assessment, evaluation and Libyan will. It should therefore not be considered as a rigid structure, but must be flexible to reach the end state of improving security in the Libyan territorial waters and return irregular migration at a manageable level.

From a military perspective, I remain ready to move into the Libyan Territorial Waters where we can make a more significant impact on the migrant smugglers and human traffickers’ business model. However, it is clear that the legal and political pre-conditions have not been met, and a viable solution to the problem of the legal finish needs to be found at EU level.

Accurate, timely and robust intelligence support is one of the critical requirements for the Operation to succeed. Due to the dimension of the AOO and the scarce assets allocated to it, information sharing has to improve if we are to optimise operational effectiveness in implementing the arms embargo task. Opportunities to exploit the presence of other assets in the region, as well as de-confliction and coordination between Operation Sophia and Sea Guardian will be valuable to this end.

As Operation Commander, I have continued my outreach programme to keep engaging key interlocutors. One part of this is the SHADE MED, which is gathering an increasingly large participation. The aim of these fora remains in increasing the mutual understanding between civilian and military actors in the Mediterranean, allowing enhanced interaction, coordinated development of an overall framework and identification of best practices related to common security challenges. The network of contacts has allowed us to maintain good relations with the NGO community at all levels. It has also ensured continued support from regional and international actors as the operation has evolved.

Lastly, it is worth recalling that the operation has to date completed the rescue of nearly 29,317 migrants (4724 female and 1701 minors), recovering them to a place of safety. The operation has also disposed of 337 smuggling vessels preventing them from being re-used and 99 suspected migrant smugglers/human traffickers have been arrested following information provided or action taken by the Operation.
EUNAVFOR MED Operation Sophia is the first EU Naval Force to operate in the Mediterranean, an area of key strategic importance to the EU and at the centre of security challenges impacting Europe as a whole. It is a flexible and highly capable instrument that, by its presence alone, enhances security in the Mediterranean. ENFM has become a multi-faceted Maritime Security Operation carrying out a range of tasks from Maritime Situational Awareness, to capacity building and law enforcement while building an extensive network of contacts; all furthering the achievement of the mission objective.
Executive Summary

EUNAVFOR MED Operation SOPHIA (ENFM) continued to improve maritime security on the high seas off the coast of Libya, thereby actively contributing to other EU and international efforts for the return of stability in the country.

Around 88% of the total number of migrants that crossed the Mediterranean in the reporting period were smuggled or trafficked through the Central Mediterranean Route and transited in Libya where dismal circumstances continued to face migrants and refugees, with female migrants particularly at risk of being exploited.

The reporting period saw continued instability on land in Libya, which provided both smugglers and traffickers with a permissive environment to carry out their criminal activities inside Libya. The total number of arrivals on the Central Mediterranean Route in the reporting period was 78,392 persons, an increase of 43% if compared with the same period last year. Around 75% of the departures were reported from the 31 kilometre stretch of coastline between the cities of Zawiyah and Sabratha in north-western Libya.

In this challenging context, and as part of the EU comprehensive approach to countering the criminal networks benefiting from the continuing exploitation of migrants, ENFM made concerted efforts to disrupt the business model of smugglers.

During the reporting period, ENFM assets disposed of 106 boats (76 rubber boats, 27 wooden boats and three life rafts) which had been used for migrant smuggling and human trafficking and would otherwise have been left for smugglers and traffickers to reuse. The total number of disposed boats at the end of the reporting period was 443. Through its disposal of large wooden boats that can carry high numbers of migrants, ENFM has helped limit the increase in the migration flow. The Operation also used every opportunity to encourage other actors in the Mediterranean to dispose of smuggling boats that pose a danger to navigation and to the lives of migrants if reused.

As part of a European collective response, the Operation continued to gather, analyse and share information related to the smuggling business model. After the Malta Declaration of 3 February 2017, increasing efforts were made to strengthen the Operation’s information sharing with the law enforcement community, in particular EUROPOL, Frontex and INTERPOL. Cooperation was also enhanced with EUROJUST, the UN Office for Drugs and Crime, the International Criminal Court and others.

ENFM activities also contributed to the apprehension of 11 people suspected of smuggling and/or trafficking who were handed over to Italian authorities; the total number of facilitators arrested due to ENFM activity is now 110. Although not part of ENFM’s mandate, in line with moral and legal commitments ENFM was also directly involved in 42 Safety of Life at Sea (SOLAS) incidents, rescuing a total of 7,288 migrants in the reporting period.
In order to strengthen the Libyan capacity to tackle illegal activities, such as smuggling of migrants, to carry out search and rescue operations and save lives in their territorial waters the operation started training the Libyan Navy and Coastguard in disrupting all forms of illicit traffic in the end of October 2016. The Operation successfully trained 133 Libyan personnel in the reporting period; a solid foundation on which to continue training and capacity building activities.

A monitoring mechanism is also being designed to reinforce post-training accountability and follow-up. The Operation is advocating for a coordinated approach, where bilateral and EU equipment support is conditioned on Libyan active participation in both training as well as monitoring.

Efforts to improve maritime security on the high seas off the coast of Libya continued as ENFM remained the only implementer of UNSCR 2292 (2016). The Operation provided a firm deterrence against arms smugglers and carried out its first arms seizure on the intra theatre route between Misratah and Benghazi. There is still a lack of actionable intelligence to suggest any movement of weapons through inter theatre routes into Libya.

In order to enhance the implementation of all tasks, efforts for information sharing were further reinforced with other actors such as the International Criminal Court and the UN Office for Drugs and Crime. An administrative arrangement with the Allied Maritime Command, signed at the end of the reporting period, may support ENFM with additional information that the operation needs for an optimal implementation of the UN arms embargo.

Migration across the Mediterranean

The three main routes that continue to be used for irregular migration across the Mediterranean Sea are the Western Mediterranean Route (WMR – from North West Africa to Spain), the Central Mediterranean Route (CMR – from North Africa to Italy and Malta) and lastly the Eastern Mediterranean Route (EMR – from Turkey to Greece).

During the reporting period, over 89,482 migrants crossed into Europe using all the routes. The decline in the numbers from the previous reporting period (1 January-31 October 2016), down from 333,453, is mainly due to a large decline in the number of migrants using EMR. Poor weather conditions along the migrant routes over the winter months have also contributed to the decrease.

Of the total arrivals on the three Mediterranean routes, 88% (78,392 migrants) arrived through the CMR, compared to 12 % (11,090 migrants) via the EMR. Currently, there is no FRONTEX data to estimate the number of migrants arriving through the WMR, however, this route use is comparatively insignificant due to measures put in place by countries of transit. In comparison, 54,575 migrants arrived via the CMR during the same winter period in 2015 (i.e. October to May).

The migrant flow in the reporting period was dominated by individuals from Western and Central Africa comprising 70% of all migrants utilising the CMR. Nigeria remains the most frequent country of origin (15%), followed by Guinea (10%), the Ivory Coast (9%) and Bangladesh (9%). The increase in Bangladeshi nationals is directly linked to the change of labour laws in Saudi Arabia and Oman, which occurred in the past three months. These laws severely limit the labour opportunities for people from the Asia, thereby encouraging them to look for work in other parts of the world. It has also been easy to obtain a visa for
Libya through the Libyan Embassy in Dhaka. The number of migrants from the Middle East and North Africa is less than 12% of the total rescued.

**Smugglers’ Business Model**

On the CMR, the vast majority of safety of life at sea (SOLAS) events continued to take place between the ports of Zuwarah and Zawiyah on the western Libyan coast. Sabratha, which lies in between these two ports, is now one of the main launching areas. Around 75% of the total departures are reported from the 31km coastline between Zawiyah and Sabratha. It is worth noting that no migrant launches have taken place from eastern Libya. During this period, SOLAS events moved closer to the Libyan Territorial Waters (TTW) line for a variety of reasons, such as the changing TTPs of the smugglers and the proximity at which the NGOs now operate to Libyan TTW.

As usual, seasonally poor weather conditions in the beginning of the year led to a drop in arrivals in the first quarter of this year. This led to a high number of launches during the few days with good conditions. For example, in late May a three day period with favourable sea off the coast of Libya saw more than 7,500 migrants rescued.

If compared with other migrant groups, sub-Saharan migrants are generally charged a lower price for their journey to Europe. Reports indicate that the fee per person is approximately 1000 Libyan Dinars (approximately €750). This price is solely for a space on a rubber boat, where the chances of sinking are considerably higher. The journey on a
more seaworthy wooden boat, according to reports, is twice as much. Over the past six months 490 rubber boats\(^1\) were used from Libya, each with a capacity to carry approximately 120 migrants. This constitutes 71% of the traffic along the CMR. The number of reports stating a rise in locally produced rubber boats has increased. The quality of these boats is inferior to imported rubber vessels.

ENFM is monitoring, within its capabilities, the various supply routes used by the smuggling networks. Reports of rubber boats being imported from China through Malta and Turkey are supported by the interception in November 2016, by Maltese customs, of packaged rubber boats in a container destined for Misratah, Libya. As there are still no legal grounds for holding such shipments, it was released for delivery to the destination. Controlling the export or supply to Libya of certain goods which can be used for people smuggling and human trafficking would be difficult to implement in practice.

In the reporting period, 197 wooden boats of all sizes were used from Libya\(^2\). There has been an increase in the size of wooden vessels used, several of which can now carry up to 450 individuals. This change has contributed to the increase in arrivals compared with the previous reporting period. In one instance, in March 2017, an intercepted wooden boat carried close to 750 migrants. These wooden boats are mostly former fishing vessels; however, there has been an increase in wooden boats built in Libya specifically for transporting migrants.

The economic footprint of the smuggling activities along the Libyan coast has continued to increase over the reporting period. As the local economy continued to deteriorate, the financial reliance of the local population on these illicit networks increased in the GNA affiliated areas. Entire industries have sprung up, each catering to certain facets of the smuggling business network, such as the wooden boat factories in Sabratha and the detention facilities for migrants along the coastline. Therefore migrant smuggling and human trafficking networks remain well ingrained into local life along the smuggling routes throughout the region. These networks regularly employ facilitators and pay off authorities and other militias.

No significant change was observed in the usage of the sub-Saharan smuggling routes, which still pass through Sabha in the southwest of Libya emanating from hubs in Tamanrasset in Algeria and Agadez in Niger. However, there are indications that the measures implemented by Algerian authorities have led to a decrease in the transit of migrants through the country. These well-established smuggling routes are still used northwards for human trafficking and narcotics and southwards for weapons intended for fragile Central African countries. Al-Qaïda in the Islamic Maghreb (AQIM) and Jama’al-Nusrat al-Islam wa al-Muslim are assessed to be financially exploiting these smuggling routes, together with various Tuareg tribes. The same north-south pattern is present in eastern Libya, generally passing through Khartoum and Dongola in Sudan and then on to Kufrah in south-eastern Libya. Along this route the Tebu tribe is the main profiteer.

Reporting from ENFM and FRONTEX assets suggest that sexually motivated harassment and exploitation of female migrants takes place along the various routes. In this regard, the line of demarcation between migrant smuggling and human trafficking is becoming thinner and thinner. The Operation has drawn attention to the systematic and widespread violation of the basic rights of migrants who are either smuggled or trafficked in Libya, which could

\(^1\) In total, 502 for the CMR.
\(^2\) In total, 211 for the CMR.
be considered as an international crime i.e. against humanity. Currently, there is no evidence that terrorist organizations have actively used these routes to infiltrate Europe.

**Smugglers Tactics, Techniques and Procedures (TTP) Evolution**

During the reporting period, several changes were observed in the smugglers’ tactics. Due to several tragic incidents involving towed vessels without engines where the boat drifted and sunk in the previous reporting period, the TTP involving the smugglers towing the vessel with migrants has been largely abandoned by the smugglers. Instead, the smugglers have returned to the practice of “convoys” from the departure points to the international waters. These “convoys” are supported by small skiffs, which are in constant contact with the Maritime Rescue Coordination Centre (MRCC), and can thereby ensure that the migrants are rescued. The number of boats supported by one skiff varies between three and as many as nine. Some reports indicate that these escorts are armed in order to defend themselves against other smuggling groups in the area. There have been reports of unescorted migrant boats being intercepted by rival groups and that migrants have been forced to repay for the same journey.

In many cases, these skiffs remain on scene during the rescue before the smugglers tow back the empty vessels. As many NGOs do not destroy the used migrant boats, these can be re-used by the smuggling networks. FRONTEX reports state that the price of a salvaged wooden boat is between €9,000 and €13,500. There is an inherent danger in this practice, as the cheaper rubber vessels are not constructed for multiple use. This is a risk the networks are willing to take, as the distance that needs to be covered has constantly decreased.

The tactics used by the NGOs in the region remain unchanged. Many continually turn off their Automatic Identification System (AIS) transponders thereby preventing the monitoring of their activities from afar. In addition to using UAVs, two NGOs have also started operating Marine Patrol Aircraft (MPA) flying out of Valletta, Malta. Thereby, they are able to cover a larger area and better coordinate the various operations. The size of the vessels employed by the NGOs has remained the same (the largest of which is Vos Prudence, which is operated by Doctors Without Borders and is a purpose built Offshore Tug with a capacity of taking on 1,000 migrants). There is a significant information loss as NGO’s, that are doing 35% of search and rescue in the Mediterranean, do not collect information (e.g. on the basis of migrant interviews on board). This means that information essential to enhance the understanding of the smuggling business model is not acquired.

**Weapons and oil smuggling in the Libyan theatre**

Most ammunition and weapons used by the various actors in Libya are from the Gaddafi-era weapons inventory. The intra-theatre sea route which remains somewhat active is in the Gulf of Sirte between Misratah, Benghazi and possibly Tobruk. However, there is little information about the inter-theatre routes into Libya.

Oil smuggling continues to pose a problem, which is particularly rampant in the western parts of the country, which are under Government of National Accord (GNA) control. The GNA has intercepted two oil tankers suspected of being involved in this illicit trade and have confiscated over 4,500 tons of crude oil. The crews of these vessels are currently awaiting trial in Tripoli and the ships have been seized.
**Operational Update**

**Manning**

As on 31 May, the Operation Headquarters is manned at 82% by 153 staff members, of whom 92 are from the host nation (Italy) and 62 from other Member States (Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Estonia, Finland, France, Germany, Greece, Hungary, Latvia, Lithuania, Malta, The Netherlands, Poland, Portugal, Slovenia, Spain, Sweden and the United Kingdom, as well as a Frontex Liaison Officer).

The Force Headquarters, deployed on-board the Flagship ITS SAN GIUSTO, is currently manned at 63% by 53 staff members. Of them, 28 are from the host nation and 25 have been deployed by other Member States (Austria, Belgium, Czech Republic, Finland, France, Germany, Greece, Lithuania, Portugal, Romania, Slovenia, Spain, and the United Kingdom).

The total number of personnel in the Force, including the ships’ companies, air detachments and logistical elements, amounts to 1068 (515 Parent Nation and 647 Multinational). In total, 25 Nations (OHQ 22 FHQ 15) are contributing to the Operation with a mixture of personnel, naval and air assets or funds.

There are still a number of key posts that need to be filled in the Operation, including ACOS CJ1 and ACOS CJMED in the OHQ and ACOS CJ2 and ACOS CJ4 in the FHQ. It is essential that Member States fill these posts as soon as possible. Furthermore, ENFM faces frequent personnel rotations: longer tour lengths, of 12 months at least, in particular key positions such as ACOS and specialists, would greatly benefit the Operation.

The Operation has Liaison Officers deployed in the EEAS, Frontex, UNSMIL and working visitors in EUROPOL, AFRICOM, and MARCOM.

**Asset flow**

During the reporting period, the force has been supported by a combined total of 18 ships with an average of four to five ships assigned to the force. HNLMS ROTTERDAM, a Dutch LPD, was exclusively used for the training of the Libyan Navy and Coastguard, along with ITS SAN GIORGIO, an Italian LPD. In total, eight nations have contributed surface, sub surface and air assets during the reporting period (France, Germany, Greece, Italy, Luxembourg, Spain, Belgium and United Kingdom). These were deployed throughout the Area of Operations with airborne surveillance present across the southern end of the Lampedusa triangle providing real time queuing for surface units who were tasked to spot escorts or jackals, particularly during dawn hours when most launches from Libya are undertaken.

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3CORE TASK: ITS GARIBALDI and ITS SAN GIUSTO (ITA), BNS LOUISE MARIE (BEL), ESPS CANARIAS and NAVARRA (ES), HMS ECHO and ENTERPRISE (UK) and FGS RHEIN (DE) supported by 5 ship based helicopters and 4 fixed wing aircrafts: 2 MERLIN IV (LU) and 1 CASA CN-235 (ES), periodically augmented by a FALCON50 MPA (FR). CIAT: FS CDT BOUAN, CDT BIROT, CDT DUCUING, CDT BLAISON, L’HERMINER and JACOBET (FRA); FGS MAIN, MECKLENBURG-VORPOMMERN and RHEIN (DE) and RFA MOUNT BAY (UK) supported by 4 ship based helicopters and 4 fixed wing aircrafts: 2 MERLIN IV (LU), 1 CASA CN-235 (ES) and periodically augmented by a FALCON50 MPA (FR).
Delivery against mandated tasks

Core task

Whilst the numbers of reported migrants using the CMR has continued to increase when compared with the previous reporting period, as a percentage share ENFM has seen a reduction, with only around 10% rescued by the operation in the reporting period. Conversely, the NGOs share has risen somewhat, from 31% last year to 35% at the end of the reporting period. The Operation continued to focus efforts on identifying and apprehending persons suspected of participating in migrant smuggling and human trafficking from Libya to Europe. During the reporting period, ENFM activities contributed to the arrest of 11 persons suspected of smuggling and trafficking crimes by Italian authorities; the total number of facilitators arrested due to ENFM activity is now 110.

ENFM contributed towards disrupting the smugglers networks through collecting, analysing and sharing information gathered during SOLAS events with key partners such as EUROPOL and Frontex. During the reporting period ENFM assets also disposed of 106 boats (76 RB, 27 WB and 3 life rafts) which had been used for migrant smuggling/human trafficking and would otherwise have been left for jackals to re-use.

Excellent communications were maintained with Italian MRCC, which continued to coordinate rescue operations and respond to SOLAS events. Although not part ENFM’s mandate, during the reporting period, ENFM was directly involved in 42 SOLAS events, with units rescuing a total of 7,288 migrants.

While during most of the reporting period, smugglers were restricted to activities inside Libyan TTWs, in the last month, there has been a substantial increase in activities directly related to the smuggling activities in international waters, in the close vicinity of the TTW. Namely, smugglers and facilitators, while monitoring the SAR activity, sometimes sail few miles into international waters, whilst ready to quickly go back into TTW in case any military asset approaches. Meanwhile, ENFM assets, when in proximity of the TTW border, face a heavy burden in terms of SOLAS activity which, combined with a shortage of assets, is hampering the operation’s efforts against smugglers and jackals. Consideration should be given to an option that would allow the operation to be authorized for being temporarily exempt from search and rescue when actively conducting anti-smuggling operations against jackals in international waters.

The Libyan Navy and Coastguard are being increasingly active within their TTWs, building on the successful rescue of over 18,500 migrants last year (according to IOM data). On 10 May, a large wooden boat was spotted inside Libyan TTWs and the MRCC consequently requested the Libyan Coastguard to assume responsibility for the coordination of the search and rescue operation involving the boat. The boat was later intercepted by the Libyan Coastguard whilst in International waters as it was about to be attended to by a motor vessel owned by NGO Sea Watch. Based on the information provided by the Libyan authorities under the MoU on training, eight of the crewmembers had been trained in one of the modules offered as part of the ENFM training programme. The public statements made by both organisations were so divergent as to the dynamic and the purpose of the manoeuvre that drawing a truly comprehensive picture was impossible. However, the Libyan Coastguard informed the MRCC that the event was safely concluded with the rescue of 350 migrants. ENFM is continuously engaging with the Libyan Coastguard to discuss procedures and protocol, also in view of future training activities.
In light of increasing media attention, there is a clear need to revisit the Operation’s information strategy to ensure that the mandate is properly conveyed to the external audience. The new information strategy should focus more on the operation’s role in improving maritime security on the high seas.

Countering Illegal Arms Trafficking (CIAT)

To date, ENFM units have hailed/queried 575 vessels, conducted 46 friend approaches, 7 flag enquiries and 2 inspections, achieving an internationally recognised deterrence effect. This effect was also recognised in a VTC held on 21 May 2017 with the UN Security Council in which the Op Cdr briefed on the operation’s implementation of UNSCR 2292 (2016). ENFM has also submitted two reports to the UN Security Council’s Libya Sanctions Committee in accordance with paragraph 10 of UNSCR 2292 (2016); one of these was submitted in the reporting period.

ENFM has positioned its forces with the intent of gathering information through hailings and queries and, displaying its presence, thereby demonstrating its commitment against criminal organisations. The aim has been to achieve the necessary level of maritime situational awareness along the Libyan coastline, and of the increasing maritime traffic, by employing organic assets to patrol these areas in order to determine the pattern of life, threat level and the behaviour of units in the area.

As the operation continued to acquire vital intelligence about the patterns of life along the Libyan coastline, this also led to increasing awareness among merchant shipping and fishing communities of the presence of ENFM and its role in implementing the UN arms embargo, which in itself provides a significant deterrence effect for arms smugglers.

A lack of actionable maritime intelligence on individual vessel and cargo movements assessed to be on route towards the AOO means that there has only been one intelligence lead operation so far, which occurred in September 2016. However, initial intelligence about the existence of an intra-theatre route between Misratah and Benghazi led the Op Cdr to decide to maintain a permanent asset in the Gulf of Sirte and in front of Tobruk. This resulted in the only inspection and subsequent seizure carried out by ENFM during the reporting period, on 1 May on board MV El MUKTHAR. ENFM also conducted shadowing of MV Lady Massa and friendly approaches on FV LUFY.

The boarding of EL MUKTHAR highlighted the need to resolve the financial aspects (transit and port costs) related to the designated port of diversion and the destruction of weapons seized during the CIAT missions. At present, ENFM does not have the capacity or the mandate to store such material in the long term. In the absence of a solution, in case weapons are found, ENFM will transfer such material to the relevant Member State for storage and disposal. In case this option is not possible, ENFM will dispose of such material at sea, provided that this causes no harm to the marine environment or to the safety of navigation.

In terms of assets, the ability to conduct the CIAT task, already hampered by the lack of an afloat Role 2 medical facility, was further affected by the withdrawal of its opposed boarding capability from 1 March 2017. Although able to conduct Friendly Approaches (FAs), unopposed boardings and inspections, the additional capabilities required for opposed boarding, such as fast insertion boats, are no longer in place.
Meanwhile, the Libyan authorities handed over a list of the patrolling assets of the Libyan Coastguard dated 23 May 2017. While useful, the list does not include any vessel operated by the government. Libyan authorities are yet to convey in writing the focal point to be engaged with ENFM in consultations and cooperation in regard to the enforcement of the UN arms embargo.

In the end of March, a training programme was initiated that centred on the delivery of three simulated CIAT exercises to satisfy training requirements for new personnel within the OHQ and the FHQ. These exercises were underpinned by specific briefings, notably on the amended Rules of Engagement profile, and ranged in complexity all the way up to and including an opposed boarding. Each exercise uncovered some valuable lessons which fed in to subsequent training plans. One of the main lessons identified was the need to confirm the process of communicating with the main point of contact in Libya for Flag State Consents.

Following engagement with the International Maritime Organisation (IMO), the Operation has started to use the IMO GSIS system. This process satisfies the Good Faith Effort requirements in the UN Security Council Resolution.

Training the Libyan Navy and Coastguard

In supporting the Libyan authorities fight all kinds of illicit activities and save lives at sea, ENFM successfully trained 133 Libyan students in the reporting period. The trainees were selected by the Libyan Committee of Experts and vetted by ENFM together with the operation’s vetting partners.

The first training package consisted of sea-based training in which a total of 93 trainees participated, including 39 personnel who were to form three Libyan patrol boat crews. The training started on 26 October 2016 and was completed on 13 February 2017 using the ITS San Giorgio (IT) and HNMS Rotterdam (NL).

DE, UK, IT, EL, BE and NL provided training teams, while International Organisations such as FRONTEX, IOM, the United Nations High Commission for Refugees (UNHCR), the UN Support Mission in Libya (UNSMIL) and other organisations provided valuable support to the training. At the end, a closing ceremony was held in Malta on board of ITS San Giorgio at the presence of several high-level representatives, among them the HR/VP Mogherini, the Prime Minister of Malta, the Minister of Defence of Italy, the Italian and Maltese Chiefs of Defence and Libyan authorities (the Libyan Navy Deputy Commander and the Commander of the Libyan Coastguard).

No critical issues were registered in the implementation of the training and flexibility was identified as a key factor for success. A good relationship between trainees, trainers and other staff was established and practical exercises helped support the consolidation of such relationships. This usage of a naval unit with its unique environment fully dedicated to the preparation of the Libyan personnel proved to be an asset that allowed the trainees, training teams and the crews to interact in a highly productive way. The navy environment was an ideal team-building experience from many perspectives, not least to ensure the trainees remained focused on the achievement of objectives.

The second training package in basics of maritime security skills, started on 30 January 2017. A two week module for Senior Officers was conducted at the Training Centre in
Crete, Greece on 30 January - 9 February 2017, focused on maritime law enforcement. It was attended by 20 trainees, supervised by one tutor.

A module for Senior Officers was conducted at the Maritime Safety and Security Training Centre in Malta on 6 March – 7 April 2017. This module comprised two 2-weeks course in Operational Maritime Law and in On Scene Coordination. It was attended in total by 20 trainees and 1 tutor (12 trainees for the first course, 8 trainees plus the tutor for the second course).

Further training is being prepared to take place in Italy and Spain, pending the completion of the selection process by the Libyan authorities. They should provide ENFM the list of the trainees’ names and relevant documents in order to initiate the vetting process.

The non-payment of per diem allowances by Libyan authorities has been identified as an obstacle. A request to use the voluntary national contributions to cover per diems (100 Euros per week per trainee) has initially been rejected by the Member States that contributed to funding the training.

As Training Package 2 has not yet been completed, any comprehensive assessment on the effective contribution to enhance the Libyan Navy and Coastguard capacity to conduct coastguard duties is not yet available. Nevertheless, initial reports from the OHQ LNO’s deployed to the MS Training Centres in Greece and Malta for the whole duration of the training are encouraging.

Overall, the quality of the students selected by the Libyan Committee of Experts was good. The trainees showed a high level of interest and were willing to discuss issues related to the subject matter. In general, they were highly motivated and engaged. Particular interest was shown during the gender mainstreaming lectures provided by ENFM and UNSMIL, with full involvement of the audience.

Meanwhile, Italy has returned four patrol boats to the Libyan Coastguard (MoD). The Libyan crews on board have been trained by ENFM, as well as bilaterally by Italy, and are now patrolling, trying to fight illicit activities such as smuggling. ENFM will be in a position to monitor and advise the crews, if monitoring and advising is added to the Operation’s mandate. Together with EUBAM Libya and Frontex, ENFM provided an analysis of the equipment needs declared by the Libyan Coastguard. The provision of the needed equipment should be subject to Libyan participation in the EU training programmes and possible future monitoring and advising activities.

The third training package remains in the initial planning phases and will focus on Operational Sea Training, including Seamanship and Navigation, Damage Control and Medical Procedures.

Support to Operations

Communication and Information System (CIS)

To meet the advancing information exchange requirements, a wide range of improvements to the ENFM CIS were implemented. The daily availability of the FRONTEX JORA system and EUROPOL’s SIENA network continues to support ENFM’s cooperation with these agencies and facilitates the sharing of migration related information.
Due to new operational requirements the Classified Mission Network (CMN) extensions to the German JOC and Special Forces Command in Potsdam and to EUBG “Brigade Julia” in UDINE/IT were implemented. Further extensions are planned for CIFAS Madrid and US Africa Command (AFRICOM) in Stuttgart, Germany.

In addition to the CMN the ACID crypto system was implemented for the most important mission elements in ENFM. This EU accredited crypto system enables the exchange of information up to EU RESTRICTED.

On 25 November 2016 two BICES workstations were installed inside OHQ and FHQ. From a technical point of view this enables exchange of classified information up to EU SECRET with NATO and US.

To enhance the exchange of maritime information in the Mediterranean, ENFM is providing the unclassified collaboration platform SMART, which was developed by the Italian Navy. A system upgrade is in progress and SMART training modules are scheduled as part of ENFM training package 2 for the Libyan Navy and Coastguard.

Training sessions for OHQ staff in the field of cyber awareness supported the development of a common understanding of cyber threats. Training sessions for OHQ experts in the field of cyber security enhanced knowledge of techniques and procedures to mitigate risks in order to ensure compliance with EU concepts and regulations as well as with SOPs/SOIs.

To support the European Defence Agency (EDA) and the development of European Maritime Situational Awareness, ENFM hosted and conducted the presentation of the MARSUR system state of development. The main objective was to show to EU Navy Commands and EU Institutions the expectable benefits of Maritime CSDP Operations.

Logistic Support

In compliance with the Logistic Support Technical Agreement (LS TA) signed between ENFM and the Italian Ministry of Defence, Italy will continue providing effective logistic support to ENFM through the Forward Logistic Base (FLB) in the Italian Naval Base of Augusta, the Forward Logistic Site (FLS) in the Italian Air Base of Pantelleria and the Forward Operating Base (FOB) in the Italian Air Base of Sigonella.

The FLB and FOB represent the main operational logistics hubs of the operation and are all located within the JOA. Outside of the JOA, Greece is providing additional valuable logistic sites in Crete, at the FLS Souda and FOB Chania.

During the last six months the critical logistic limitation has been the missing deployment of an Auxiliary Oiler and Replenishment Ship (AOR), which is necessary for providing additional set of logistic support options in order to enable increased operational tempo improving the sea/shore ratio for the naval assets deployed within the AOO, as they could be replenished at sea.

To mitigate this limitation, ENFM explored the opportunity of using replenishment ships crossing or operating within the area of operation that are under national or NATO C2. An arrangement that establishes the framework of logistic support between ENFM and NATO Operation Sea Guardian was signed. Cooperation with US Navy 6th Fleet has been
initiated in order to explore the possibilities of being replenished by US AORs using already existing agreements.

ENFM logistically supported the Libyan Navy and Coastguard training modules that were carried out during the reference period. ENFM has been working on the logistic support plan for the future modules in which a bigger number of trainees is planned to participate, while facing the lack of the required resources in terms of transportation and logistic support to the trainees. ENFM is exploring different options to manage this issue through MS contributions.

Medical Support

The afloat medical support consists of a Role 1 Medical Treatment Facility (MTF) on each vessel. The Role 2 Basic Afloat MTF on board ITS CAVOUR was replaced by the Role 1 MTF onboard the flagship ITS GARIBALDI and then ITS SAN GIUSTO. This Role 1 MTF has been augmented by additional capabilities for dental care, diagnostics and stress management, but no surgical capability.

The lack of a Role 2 afloat makes it difficult to maintain minimum medical timelines in the majority of the AOO and therefore significantly increases the risk in cases of severe injury or illness. The risk is most applicable when considering potential injuries related to boarding activity, especially opposed boarding during CIAT. Casually evacuation (CASEVAC) has been available via organic rotary assets onboard the flagship and ESPS CANARIAS. In situations where it is not possible to follow the rule 10-1-2, units will shorten distance for evacuation not only with use of air assets, but also by approaching each other, or target destination MTF.

Role 3 MTF is assured by hospitals in Catania (Italy), Msida (Malta) and Souda/Heraklion (Greece). Administrative arrangements are being discussed with Egyptian and Tunisian authorities for using Role 3 MTFs in Tunis and Alexandria for the provision of medical support to ENFM staff.

Medical support to the OHQ remains sound with Role 1 MTF provided by the infirmary of the Centocelle Base and Role 3 by the Celio Military Hospital in Rome in accordance with the Logistic Support Technical Agreement with the Italian Ministry of Defence.

Manning in the CJMED branches at OHQ and FHQ is foreseen to be 10 (6 + 4) posts, of which 7 are unfilled. If the medical environment worsens, this shortfall (OHQ and FHQ MEDAD, PrevMed, Force Health Protection) will be noticeable.

Outreach Activities

Cooperation within the EU and with international organisations

The Op Cdr and ENFM key personnel have continued to actively engage with relevant EU and international organisations in support of ENFM’s mandate implementation. The Malta Declaration of 3 February 2017 placed additional focus on reinforced efforts to strengthen and develop cooperation, coordination and information sharing with other actors.

ENFM engaged actively with its main interlocutors (incl. EUBAM Libya, EU DEL Libya, EUROJUST, EUROPOL, EU Member States, FRONTEX, NATO’s MARCOM, OSCE,
Close cooperation also took place in the context of training in which international and non-governmental organisations participated. UNHCR and IOM, who have supported training of ENFM crews, also extended their support to the Libyan training in the field of international human rights and refugee law.

At the European level, ENFM participated in EU coordination meetings led by the EEAS and the Commission on capacity building of the Libyan Navy and Coastguard. There is a continued need for effective coordination among all training providers, including with the Seahorse Mediterranean Network and Frontex. Seeking to maintain a complementary and coordinated approach, the Op Cdr travelled to Madrid in February 2017 and met with Spanish Guardia Civil representatives to discuss the respective training programmes. The Operation also attended, when invited, the meetings of the EU Integrated Political Crisis Response (IPCR) on the CMR. The Op Cdr maintained contacts with international organisations and visited their HQs in Geneva, Brussels and New York to further enhance awareness about the operation and exchange information related to migration, training as well as to enhance the operation’s understanding of other ongoing efforts.

The Operation produced a non-paper supporting the idea that conducts undertaken in the context of migrant smuggling and human trafficking in Libya should be considered as crimes against humanity. This matter was particularly promoted by the Op Cdr in his visits and in particular with the ICC. The recognition of migrant smuggling and human trafficking as crime against humanity would significantly facilitate the prosecution of migrant smugglers and human traffickers on the basis of the principle of universal jurisdiction. This initiative will be discussed at the next SHADE MED meeting, on 8-9 June 2017 in Rome, where the non-paper will be circulated for further discussion by participants of the legal working group.

Shared Awareness and De-confliction in Mediterranean (SHADEMED) forum

The operation continued to successfully build on the SHADE MED initiative with the third forum held on 7-8 November 2016 at NATO Joint Force Command (JFC) Naples, co-chaired by MARCOM and ENFM. 156 representatives from 64 different organisations attended the meeting. A fourth forum is being prepared for 8-9 June 2017 in Rome. Unique in its open and inclusive format, which continues to gather a wide audience, the SHADE MED enhances the common operational picture and situational awareness of the actors in the Mediterranean Sea.

Sharing Information and Intelligence

Information and intelligence sharing with relevant partners continued. ENFM continues to exchange info related to the core task with FRONTEX and has agreed to support FRONTEX ICC with Vessel Detection System checks, whenever operationally feasible. Information related to all three tasks has been exchanged with EUROPOL (e.g. related to vessels of interest, vetting of trainees and smugglers’ outboard engine related information).

Nonetheless, there is an important information gap as regards in particular the money flow into and out of Libya as a result of smuggling activities. Through its engagement with law enforcement agencies, the operation is striving to improve its understanding of the financial side of the smugglers’ business model related to both persons and arms.

Following the adoption of the Malta Declaration, ENFM and EUROPOL drew up a list of short and medium-term measures to increase information exchange. Information exchange focused on the core task and was done using the SIENA system, which is accessible to trained personnel in OHQ and FHQ.

Cooperation with others was also stepped up. A working arrangement between the United Nations Office on Drugs and Crime (UNODC) and ENFM for enhancing cooperation and sharing of unclassified information in areas of common interest within the mandate of both organisations was signed on 24 November 2016.

Meanwhile, a working level agreement has almost been agreed with the National Central Bureau of INTERPOL in Rome to enhance information exchange, while a letter of intent is on mutual participation in training activities is expected to be signed with the OSCE in the near future.

NATO cooperation was a particular focus of the ENFM efforts, which resulted in an administrative arrangement on cooperation between Op Sea Guardian and ENFM signed by the Op Cdr and the Commander of MARCOM at the end of the reporting period. The arrangement covers the exchange of information and logistic support.

As regards the US, ENFM has in total handed over 23 requests for information (RFI) via the AFRICOM/EUCOM point of contact in Brussels, but has only received six replies. The operation made particular efforts to address the situation, including through a Note Verbale handed over by the EU Delegation in Washington ahead of the Op Cdr’s visit there in May 2017.

The Operation has also engaged with the US Sixth Fleet to discuss Replenishment at Sea and information exchange. ENFM participated in the US Sixth Fleet led Exercise PHOENIX EXPRESS as observers.

Moreover, ENFM has established contacts with the Tunisian Maritime Operations Centre, run by the Tunisian Navy, to improve the Operation’s maritime situational awareness. To this end, discussions on the exchange of classified information with Tunisia concerning illicit activities in ENFM’s area of operations were also initiated.

Observatory on migrant smuggling and human trafficking project

On 25 May, the OHQ met with the Italian National Prosecutor at the Direzione Nazionale Antimafia headquarters in Rome. One of the outcomes of the meeting was an agreement on a structured programme of activity to launch a “European Observatory on migrant smuggling and human trafficking”. The aim of the project, in accordance with the spirit of enhancing information sharing with law enforcement agencies, is to support the sharing of data and information, in a structured manner, between those organisations already involved in addressing the issues associated with migrant smuggling and human trafficking. The Operation is hoping to include EUROPOL, EUROJUST, FRONTEX, INTERPOL, UNODC and ICC alongside national level bodies, such as the Italian Ministry of the Interior, Coastguard and the Direzione Nazionale Antimafia. The project will seek to draw together the contributors expertise and knowledge, before later publishing the findings. Furthermore, it will also entail the possibility to acquire useful data whose collection and analysis will contribute to the understanding of the criminal phenomenon.
Campaign Assessment

MSO 1: Situational Awareness and Understanding Achieved

As regards the first military strategic objective, the operation has continued to improve its understanding of the smugglers' business model through enhanced information sharing with key partners. Information sharing and collaboration with FRONTEX continued through the Liaison Officer exchange agreement and a robust C4 structure. ENFM also continued to access the Joint Operation Reporting Application (JORA) system with incident reports, suspect vessel detections and results of ENFM interaction with vessels and bi-weekly summary reports from FRONTEX Op. Triton.

The FHQ is using a MARINE TRAFFIC PRO account to gain further information on specific vessels including track history, port of calls, future port of destination, photos, Automatic Identification System (AIS) / Maritime Mobile Service Identity (MMSI) data and call signs. This information can be cross referenced to increase the understanding of the maritime situation. The FHQ continues to work with the NATO Shipping Centre in order to supplement information gathering on specific vessels. National contributions are used, however, information is limited and RFIs are often only partly answered. ENFM is seeking to benefit from further contributions made via collaboration with NATO and U.S.

Opportunities to exploit the presence of U.S. assets in the region for information sharing have been explored, as well as de-confliction and coordination between ENFM and Sea Guardian. Increased NATO cooperation could also boost understanding on the periphery of ENFM’s AOO, in particular in order to detect possible routes used by arms traffickers which could be fused with existing ENFM data. ENFM would also benefit from an increased capacity to gather information, critically the inclusion of more ISR assets.

MSO 2: Migrant vessels and enabling assets are neutralised ideally before they are used by traffickers or smugglers

ENFM has continued to dispose of smuggling assets in line with its mandate. In the reporting period, the operation disposed of 106 vessels. The continuing inflow and production of new vessels makes it difficult to estimate a percentage of success. The operation’s assessment is that this is 30 % complete, which is good considering that ENFM is operating only in international waters. The capacity building of the Libyan Coastguard and Navy will lead to enhancing their effectiveness in fighting all illicit traffics inside their TTW, thus also contributing to disrupting the smugglers and traffickers business model. Therefore, the operation’s assessment will possibly improve once the capacity building starts to deliver effects or if there is progression from Phase 2A to Phase 2B/3 and ENFM is authorised to operate in the Libyan TTW. This would allow more targeted intelligence and greater freedoms to effectively deter and disrupt smuggler and trafficker networks.

MSO 3: Contribution to the EU Comprehensive Approach to persuade migrants and deter smugglers and traffickers from crossing the Mediterranean Sea

ENFM continued to actively contribute to the wider EU comprehensive approach to counter irregular migration, which includes political, development and humanitarian support. ENFM can now draw on an extensive network of a high number of international and regional actors based on the Key Leader Engagement of the Op Cdr. The SHADE
MED forum is used as a tool to support the operation’s information strategy by bringing together civilian and military actors involved in the Mediterranean Sea.

In the reporting period, ENFM intensified its relations in particular with the UN by involving UNHCR, IOM and UNSMIL in the training of the Libyan Navy and Coastguard. There was also enhanced focus on engagement with law enforcement authorities. As such ENFM is an important component of the EU-wide efforts to build a comprehensive picture of the smuggling business model. It is important to note that ENFM can only work within its AOO and is at present not authorised to carry out any information operation activities in the countries of origin (often sub-Saharan Africa).

In sum it is assessed that this LoE is 35% complete. The operation’s information strategy will be updated upon the completion of the Strategic Review to better reflect ENFM’s mandate and objectives.

Next Steps and Key Challenges

The absence of a “legal finish” for suspected smugglers and traffickers caught in Libyan territorial waters and funding for further training were flagged as key challenges in the last Six Monthly Report. Despite efforts, a sustainable and flexible funding mechanism is not in place and no particular changes took place as regards the “legal finish” and the formal legal framework of ENFM to operate within Libyan TTW. The legal finish for suspected smugglers apprehended in Libyan TTW or territory remains linked to either an agreement between the EU and Libya on the handover of captured individuals (with human rights safeguards), or an agreement between Libya, the EU and one MS, to transfer suspects captured in Libyan TTW or territory to such MS for prosecution.

The capacity to continue training the Libyan Coastguard and Navy long enough to deliver its effects represents another key challenge ENFM is currently facing. If MS continue supporting ENFM through assets and funding, and if the Libyan Coastguard and Navy are able to address the difficulties they are facing due to the current situation in Libya, training might lead to an increased effectiveness of the Libyan Coastguard and Navy, thus contributing also to fight irregular migration and save lives at sea.

Monitoring and advising

A realistic timeline for the training of an effective Libyan Navy and Coastguard with the capacity to fight all illegal smuggling and conduct coastguard duties, while running Libya’s search and rescue region, is expected to take much longer than the current ENFM mandate.

The key to the development of an effective capacity is also linked to the ability to be self-sustaining, which is why the Libyan Coastguard gaining qualified personnel with the knowledge and skills to effectively maintain and service naval units and related equipment, needed to carry out maintenance is crucial. This requires a long-term engagement to build self-sustainability and the training, equipment and supply chain that enables it. An important part of the training has already been conducted with maintenance courses expected to be delivered during the upcoming Italian and Spanish modules.

Some monitoring procedures are already in place for ENFM’s training of Libyan personnel (in accordance with the MoU operation signed with the Libyan Committee of Experts) which set out that the operation’s OHQ is to be provided with regular updates on the place
of employment of the trained personnel as well as an analysis after six months of the suitability of the training received. The next step is that training task should be elevated to capacity building, encompassing a monitoring and advising role, in order to strengthen accountability and follow-up.

A monitoring and advising mandate involving relevant Libyan, EU, MS and International Organisations would complement the ongoing training and promote a correct application of the skills transmitted through the training. It would also allow making a more accurate assessment of the effectiveness of the Libyan coastguard. ENFM is already doing prudent planning for options that would allow ENFM to monitor events in the territorial waters while formally operating in international waters.

**Information Sharing – including with JHA actors**

Exchanging information is an integral part of the ENFM mission, and this was flagged as a next step/key challenge in the last Six Monthly Report. ENFM has therefore strived to further improve the quality of information that it is able to collect and share with partners.

Going forward, the operation intends to work even more closely with justice and home affairs actors, in particular EUROPOL, to contribute to the law enforcement response to the crime of smuggling and trafficking. In parallel, the operation continues to support Italian judicial authorities in their efforts to bring such perpetrators to justice.

ENFM could also be in a position to explore new avenues of enhanced information sharing, including with actors that are set to deploy in Libya when the security conditions are in place. Enhancing ENFM’s intelligence gathering capacity with dedicated over or in-country intelligence assets, especially related to human intelligence and signal intelligence/electronic warfare, would also improve the operation’s efforts in this regard.

As a result of scheduled training to the Libyan Coastguard and Navy on the unclassified SMART system, some real-time information could also be shared with the Libyan Coastguard to contribute to improving their maritime situational awareness.

**Funding mechanisms**

A key challenge going forward remains the issue of finding a sustainable funding mechanism to implement the Operation’s two supporting tasks. A flexible mechanism for funding the training programme has been missing since the outset, despite efforts to identify a solution. Voluntary national contributions have in the end permitted the Operation to continue implementing the training programme, but without ensuring the necessary guarantees about future training activities. Similarly, in the context of the arms embargo, a solution for the costs related to the destruction of seized weapons remains yet to be identified.
Conclusions

The criminal smuggling and trafficking networks in Libya are visible and critical symptoms of the political, economic and security instability that is affecting the country. This instability has implications for the internal security of European and neighbouring countries. By improving maritime security on the high seas in the Central Mediterranean ENFM is actively contributing to EU and international efforts for the return of stability in Libya.

Information sharing must be at the heart of the collective response against the threats that challenge the security of the Mediterranean. In accordance with its mandate, ENFM has been able to collect important information that the Operation has handed over to justice and law enforcement authorities in support of this collective response. Going forward, information collection and exchange – ensuring that important information is collected and transmitted without delay to law enforcement and justice authorities – will be the focus of ENFM’s contribution to the ongoing European and international efforts to dismantle the smuggling business model.

To support these efforts, and drawing on discussions with key partners, ENFM also intends to launch the First European Migrant Smuggling Observatory, as well as a non-paper outlining the case for recognising migrant smuggling and human trafficking as crime against humanity, at the next SHADE MED forum in June.

It is clear that the solution to the increasing number of migrant arrivals on the CMR does not rest solely on military options, but needs to be in concert with political, development and humanitarian support. It is equally clear that any solution is dependent on Libyan cooperation.

ENFM has already trained 133 Libyan Coastguard personnel, many of whom operate in the areas where the migrant launches are made. The Operation is now preparing to provide more training to a larger group of candidates, once these have been selected by the Libyan Committee of Experts. By building on these relations and conducted trainings ENFM is in the best position to support the Libyans in their efforts to tackle all illicit smuggling in their territorial waters.

There is already reason to be cautiously optimistic as the Libyan Coastguard is showing greater interest and activity in assuming the search and rescue responsibilities that belong to it. Supported by an agreed realistic monitoring and advising framework, also comprising human rights issues, the Coastguard will be in a position to deliver better results, building on last year’s rescue of over 18,500 migrants.

Although the arms embargo implementation continues to be hampered by a lack of actionable intelligence and force elements, thanks to a strategic positioning of assets by the Op Cdr, ENFM has been able to deliver concrete results and further strengthened its deterrence effect on the high seas, as also recognised by several members of the UN Security Council. The boarding of MV EL MUKTHAR demonstrates ENFM ability to undertake effective action in implementing the arms embargo.

Continued support from the Member States in the form of assets and personnel will be essential to continue building on these successes.
EUNAVFOR MED OPERATION SOPHIA SIX MONTHLY REPORT

REPORTING PERIOD: 1 JUNE 2017 – 30 NOVEMBER 2017

EXECUTIVE SUMMARY

EUNAVFOR MED Operation SOPHIA (ENFM) is continuing to contribute to wider EU efforts for the return of stability in Libya, in cooperation with international and national actors. ENFM is the first EU maritime force in the Central Mediterranean and is playing a key role as a maritime security provider in an area of strategic interest to the EU. The Operation is delivering positive effects at sea and from the sea, including through the training provided to the Libyan Navy and Coastguard, and its presence constitutes an internationally recognised deterrent effect.

By the end of June, 2017 had seen the highest number of migrants smuggled on the Central Mediterranean Route to Europe. However, from July onward a significant drop in the migration flow was observed, which lasted until the end of the reporting period. This is due to a number of factors, including an increase in the capability of the Libyan Navy and Coastguard, changes in the local dynamics and periods of fighting between rival groups in Sabratha, which used to be one of the main departure points. EU and Member States’ bilateral efforts in the countries of origin and transit have also contributed to reducing the flow of irregular migrants.

Although the Libyan Coastguard is still far from being fully operational, they have undeniably played a more proactive role in the reporting period. In 2017, the Libyan Coastguard saved almost 20,000 lives, which is a marked increase compared to the previous years (800 lives saved in 2015). At the same time, the number of deaths at sea has decreased.

During the reporting period, ENFM continued to actively disrupt the migrant smugglers and human traffickers’ business model through apprehending persons suspected of such activities.

1 As stated in the Annex A to the EUMC Military Advice (EEAS(2017) 1122 REV 3 dated 28 September 2017): "2. Mission ... by combining these operations with surveillance within the ACO, and information sharing on broader illicit trafficking and illegal exports that are contrary to UNSR 2146 (2014) and UNSCR 2362 (2017). Operation SOPHIA enhances situational awareness and maritime security in the Central Mediterranean in line with the MSO concept."
crimes, disposing of boats and engines used for these illicit activities and the collection of data and information related to trafficking and smuggling. In the upcoming months, ENFM will focus its efforts on better understanding the activity ashore in the areas of departure to enhance the Operation’s ability to better predict how smugglers will adapt to the changing situation on the ground. Unmanned Aerial Vehicle (UAV) assets, when available, should improve the picture and contribute to a more effective assessment.

The Operation continued to implement the UN arms embargo on Libya, in accordance with UN Security Council Resolution 2357(2017) that was renewed in June 2017. The results achieved by ENFM in the last six months have delivered an internationally recognised deterrent effect in international waters.

ENFM training of the Libyan Coastguard and Navy, which commenced in October 2016, continued to progress well in the reporting period. The general assessment is positive; trainees have been motivated and eager to expand their knowledge. The importance of the training was also recognised on different occasions by Libyan civilian and military authorities.

Recent events at sea involving the Libyan Navy and Coastguard highlight the need for continued training, with the Libyan Coastguard Commander showing a strong personal commitment to the training. A problem linked to the payment of salaries, which emerged in October during the last training module provided in Italy, remains a national Libyan issue for which a solution might be found thanks also to the personal commitment of the Head of the EU Delegation to Libya.

During the reporting period, 68 Libyan personnel were trained in Rome and in Taranto (Italy). Since the beginning, ENFM has delivered 201 certificates to 188 Libyan personnel upon successful completion of training. The selection of a further 150 candidates by the Libyan authorities for the next training packages planned for Spain, Greece and Italy in early 2018 is expected soon. Minor changes have also been introduced to improve the vetting process.

Through the training, ENFM has established an excellent relationship with the Libyan Navy and Coastguard based on reciprocal trust. As a result, the Libyan Navy and Coastguard have been receptive of the feedback and recommendations provided by ENFM during training and initial monitoring activities.

With the extension of the mandate new tasks were added to the Operation: monitoring the Libyan Navy and Coastguard, gathering information on oil smuggling and enhancing information sharing. Recent events at sea involving the Libyan Coastguard have confirmed the need to put in place an effective monitoring mechanism. While the information flow provided by the Libyan Coastguard is slightly improving this activity needs to be supported with:

- assets capable of monitoring the activity of Libyan Patrol Boats at sea (UAVs);
video-recording systems provided to the Libyan Navy and Coastguard Patrol Boats in order to collect information for "after action" reports;
- a more continuous presence in the Libyan Operations Room that would enhance ENFM's ability to observe and evaluate on duty behaviour of Libyan personnel and how they conduct and coordinate their institutional tasks.

As regards gathering of information on oil smuggling, the Operation is starting to develop a deeper understanding of how oil smugglers operate. Information collected is shared on a permanent basis with relevant agencies.

ENFM will also continue to enhance information exchange with all relevant EU, international and national law enforcement agencies, including the European Border and Coastguard Agency FRONTEX and EUROPOL, along with the Italian "Direzione Nazionale Antimafia ed Antiterrorismo" and Italian prosecutors who are playing an important role in disrupting the smuggling business model. Additionally, the Operation remains ready to host the Crime Information Cell at sea.

Meanwhile, the Operation's outreach activities have been aimed at strengthening the already existing good relationship between ENFM and different national, international, non-governmental, civil and military organisations and broadening the network of ENFM's partners.
MIGRATION ACROSS THE MEDITERRANEAN

During the reporting period irregular migration across the Mediterranean continued on the Central Mediterranean Route (CMR, North Africa to Malta and Italy), the Western Mediterranean Route (WMR, from North West Africa to Spain) and the Eastern Mediterranean Route (EMR, from Turkey to Greece) as depicted in table 1.

The CMR continues to be the predominant route, with 53,246 migrants smuggled during the reporting period (112,425 since the beginning of the year). However, the number of irregular migrants using the CMR decreased significantly when compared both with the previous reporting period and with the same period in 2016.2 Of the 53,246 irregular migrants travelling in the CMR during the reporting period, 76% were male, 11.5% female and 12.5% minors. The drop in arrivals, compared to 78,392 during the previous reporting period, can be seen as a result of various circumstances. Under pressure from the international community to stop migrant smuggling and human trafficking, Libyan authorities increased their efforts to address the irregular flow of migrants. The Libyan Navy and Coastguard (LNCG) significantly increased their presence at sea, acted effectively in safety of life at sea (SOLAS) events and rescued around 11,000 migrants at sea in the reporting period (almost 20,000 since the beginning of the year).

The makeup of the migrant flow was dominated by individuals from Western and Central Africa comprising 84% of all migrants on the CMR. Nigeria continues to be the main country of origin (15%), followed by Tunisia (10%), Guinea, Mali, Ivory Coast and Sudan (each 7%). The number of migrants from Bangladesh decreased from 8% in the previous reporting period to 3.3%. The number of irregular migrants coming from Tunisia increased significantly with 656% compared to the previous reporting period.

Although not part of ENFM’s mandate, during the reporting period the Operation was directly involved in 41 SOLAS events, with ENFM units rescuing a total of 5,542 migrants (287 SOLAS events and 42,147 rescued migrants since the beginning of the Operation) that represents 10% of the total number of migrants rescued in the Central Mediterranean. This average remains unchanged since the beginning of the Operation.

NGO ships continued to operate in the area off the coast of Western Libya during the reporting period. In June, there were approximately nine vessels operating at any one time, often close to Libyan Territorial Waters. However from July onward, many NGOs withdrew their vessels, in part linked to the requirement to sign the Code of Conduct issued by the Italian Government. From August onward there were on average four vessels operating at any one time. Of those organisations that continue to operate, all

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2 From July to October, CMR departures fell by 60%, 81%, 55% and 78% when compared to 2016 (see table 2, Migration Flow on the Central Mediterranean Route).
have now signed the Code of Conduct. Furthermore, the NGOs now appear to operate further out in international waters than previously.

Migration Flow 2017
01 Jun – 30 Nov 2017

Table 1
Migration Flow, Mediterranean Sea (1 June – 30 November 2017)
SMUGGLING BUSINESS MODEL

At the start of the reporting period it appeared that 2017 was going to see a greater number of irregular migrants smuggled or trafficked on the CMR compared to previous years. All assessments at this point projected that migrant numbers would continue to increase and overtake the previous highest annual total of 2016.

The month of June saw approximately 23,000 people crossing the Mediterranean. However, starting in July there was a significant drop in migrant arrivals, confirmed in the following months. A number of factors contributed to this decrease, including an increase in the capability of the LNCG, alongside local arrangements and an intense period of fighting in Sabratha (which had accounted for 70% of all departures from Libya in 2017 until that point). Based on the data observed between July and November, it is now likely that 2017 will see the lowest number of migrants since pre-2014 (see table 2).

Wider EU and Member States’ efforts, including EU cooperation with authorities in Niger against migrant smuggling, appear to have reduced the numbers of irregular migrants
entering into Libya. The International Organisation for Migration (IOM) has acknowledged that, in the first six months of 2016, some 5,000 – 7,000 migrants were transiting per week into Algeria or Libya. In October 2017, the IOM numbers showed a decrease to 5,500 migrants per month. These above factors together will have an increasing impact on the smugglers business model (SBM) going forward as the capability of the LNCG continues to increase and EU efforts continue.

However, there appears to have been no significant changes in the long established sub-Saharan smuggling routes used, which pass through Sabha in the southwest emanating from hubs in Tamanrasset in Algeria and Agadez in Niger through to the northern coast of western Libya. AQIM and Jama’a Nusrat al-Islam wa al-Muslim (JNIM) are assessed to be financially exploiting these smuggling routes, together with various Tuareg tribes. The same north-south pattern is present in eastern Libya, generally passing through Khartoum and Dongola in Sudan and then on to Kufrah in south-eastern Libya. Along this route the Tebu tribe appears to be the main financial beneficiary. Reports from the European Border and Coastguard Agency (FRONTEX) suggest that sexually motivated harassment and exploitation of female migrants continues to take place along the various routes.

On the CMR, the vast majority of SOLAS events (696) continue to take place in the waters off the coast of Libya between the ports of Zuwarah and Sabratha. During the reporting period, 82% of launches have taken place from a smaller stretch of the Libyan coastline between Zawiya and Sabratha, west of Tripoli. Since mid-September, following the clashes in Sabratha, there has been an increase in launches East of Tripoli (mainly from Al Khums and Gasr Garabulli areas).

**Smugglers Tactics, Techniques and Procedures (TTP)**

There has been a significant evolution in the SBM during the reporting period. June saw smugglers continue to use coordinated mass launches with a large number of vessels launched in convoy. However, by July this had all but stopped and there was a return to single launches from the departure points.

In the last six months, both rubber and wooden boats continued to be used, although a decrease in the number of migrants per boat has been observed, compared to the previous reporting period. Although in the past attempts to produce rubber boats locally were observed, during the last six months smugglers used only imported rubber boats. There are low quality-low price vessels which have a greater chance of sinking than other vessels. They are not constructed to withstand the wear and tear of multiple use, although this does not stop the smugglers seeking to reuse them where possible. Locally constructed purpose-built wooden boats continue to be used as an alternative to rubber boats as, although of limited seaworthiness, they are more robust craft than the rubber alternative. A very small number of fishing vessels were used in the past, while during the last six months none of them were observed. In the late summer 2017, the Operation observed the use of fast boats in fiberglass to quickly carry small groups of migrants of North African or Middle Eastern descent out of Libyan territorial waters, possibly to avoid contact with the LNCG.
The majority of sub-Saharan migrants rescued in this reporting period appear to have been living in Libya for more than six months, although the waiting time can vary from just a few days to several months. Reports issued by IOM and FRONTEX indicate that different nationalities are charged different rates for their journey to Europe. Reports also indicate that the average fee, paid per person, in the reporting period for a Sub-Saharan migrant crossing the Mediterranean is approximately €820. This price is solely for a space on a rubber boat, which appears to be only used by Sub-Saharan migrants. This appears to represent an increase of approximately €100 in the average cost of a crossing, compared to the previous reporting period. The journey on the more seaworthy wooden boat, according to reports, is twice as much. Reports showed that migrants from North Africa or Middle East would pay significantly more for the same journey.

Weapons smuggling

The majority of ammunition and weapons used by the various actors in Libya are still from the Gaddafi-era weapons inventory. Although an intra-theatre arms transfer is believed to occur inside the Libyan Territorial Waters, there is little intelligence suggesting any inter-theatre transfers and, since the last boarding on 19 June when ENFM seized weapons on board the MV EL MUKTHAR, the Operation has not detected any weapons smuggling activity carried out in international waters.

Oil smuggling

ENFM has tracked suspected oil tankers leaving Libya with smuggled oil headed towards areas outside Libyan territorial waters, where oil tankers conduct ship to ship transfers to smaller vessels which then disperse to third harbours (including to EU Member States harbours). The Operation suspects that the other smaller vessels have large cisterns or tanks hidden under a canopy of even hull. They transit into Libyan territorial waters posing as fisherman to pick up smuggled fuel for onward transit.

LNCG role

During the reporting period the Libyan authorities and Coastguard have been highly active in trying to stop illicit activities in their territorial waters with a particular focus on oil smuggling, seizing a number of vessels which allegedly were involved in oil smuggling. This is helping to counter an illicit activity that has become rampant in the western parts of the country. Thanks to the fruitful relationship established with the LNCG it has been possible to receive timely information on illicit activities such as, on 15 August, a list of vessels “chartered” by the Libyan authorities.
OPERATIONAL UPDATES

Today, 27 Member States are contributing to the Operation with assets, personnel and additional voluntary financial contributions.

Manning

The OHQ is composed of 180 positions and 10 positions of OHQ Liaison Staff. As on 30 November, the Operation Headquarters (OHQ) is manned at 85% by 162 staff members of whom 100 are from the host nation (Italy) and 62 from other Member States (Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Latvia, Lithuania, Malta, The Netherlands, Poland, Portugal, Slovenia, Spain, Sweden and the United Kingdom). At the end of November, the Operation welcomed the first officer from Ireland in the OHQ. The Operation has Liaison Officers deployed in the EEAS, including in the EU Military Staff, as well as in Frontex, UNSMIL and EUROPOL. There are also personnel from ENFM in the US Africa Command (AFRICOM), and NATO's Allied Maritime Command (MARCOM).

The standing FHQ CO requirement is for 82 positions; however this has been temporarily reduced to 46 posts because of the space available on the current Flagship. The Force Headquarters (FHQ), which was deployed since 31 August 2017 on board the Flagship CANTABRIA (ES), is currently manned at 94% by 43 staff members. Of them, 14 are from Spain and 29 have been deployed by 14 other Member States (Austria, Belgium, Croatia, Czech Republic, Finland, France, Germany, Greece, Italy, Lithuania, Portugal, Romania, Slovenia and the United Kingdom). The total number of personnel in the Operational Force, including the ships' crews, air detachments and logistical elements, has reached a medium average of 1100 units (354 from the host nation and 807 multinational).

There are still various manpower challenges, not least the fact that a number of key posts remain vacant. These posts are predominantly manning positions (currently DACOS CJ1, DACOS CJMed, however, in the coming months the OHQ expect vacancies in the posts of ACOS CJ1, ACOS CJMed and DACOS CJ6 in the OHQ).

Furthermore, ENFM faces frequent personnel rotations that make it more difficult to carry out the activities. Therefore longer tour lengths, of at least 6 months, and even longer for key positions such as ACOS and specialists, would greatly benefit the Operation.

Asset Flow

During the reporting period, the force received direct support from a total of 14 ships with an average of four to five ships assigned to the force. In total, 9 nations have contributed with surface, sub surface and air assets during the reporting period (Belgium, France, Germany, Ireland, Italy, Luxembourg, Portugal, Spain and the United Kingdom). These were deployed throughout the Area of Operations with airborne surveillance present across the southern end of the Lampedusa triangle providing real time queuing for surface

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Footnote:

2Flagships ITS SAN GIUSTO (until 31 Aug) followed by ESPS CANTABRIA; FGSs BLAISON, L'ADROIT, DUCUNING and PREMIER-MAITRE L'HER; ESPS VICTORIA; HMS ECHO; FGSs RHEIN and MECKLENBURG-VORPOMMERN and LÉ NIAMH.
units who were tasked to spot escorts or jackals, particularly during dawn hours when most launches from Libya are undertaken.

In addition, air operations continue with the employment of shore based Maritime Patrol Aircraft (MPA) from Portugal (one aircraft), Spain (one aircraft), Luxembourg (two aircrafts) and one French MPA that provides a non-permanent contribution. Two on-board medium helicopters were embarked in ENFM naval assets.

The Operation continues to suffer from a significant under resourcing of assets. In general, ENFM only has approximately one third of the approved naval and air assets required, as set out in the CJSOR approved by the PSC. Among the critical capabilities necessary to properly fulfil the mandate it is worthwhile to underline:

- a permanent presence of a capable Flagship that allows the Force Commander to exercise the Tactical Command at sea of the assigned naval, air and sub assets;
- an ISR capability (such UAVs) that can ensure effective data gathering better suited to support core and supporting tasks;
- a ROLE 2 capability on board that could allow an increased freedom of movement of assets at sea (including the possibility to carry out opposed boarding when this capacity is available).

Some progress was made on 22 November with the Athena Special Committee agreement on common funding of UAV capability (subject to an initial assessment after 240 hours of operation). 120 flying hours per month have been requested by ENFM to properly implement the assigned tasks. At the 8th Global Force Generation Conference, on 23 November, Italy offered the UAV assets as well as a Flagship to take over from ESPS CANTABRIA starting from 14 December.

**DELIBERATION AGAINST TASKS**

Disrupting the Smugglers Business Model

The Operation continued to focus efforts on identifying and apprehending persons suspected of participating in migrant smuggling and human trafficking from Libya to Europe. During the reporting period, ENFM activities contributed to the apprehension of 18 persons suspected of smuggling and trafficking crimes by Italian authorities, bringing the total number of facilitators arrested due to ENFM activity to 127. ENFM contributed towards disrupting the smugglers networks through collecting, analysing and sharing information with relevant agencies, including FRONTEX and EUROPOL. During the reporting period ENFM assets also disposed of 69 boats (57 RB, 11WB and 1 FG)\(^4\) which had been used for migrant smuggling/human trafficking and would otherwise been used again by smugglers. The total number of boats neutralised by ENFM assets is 511 since the start of the Operation.

\(^4\) RB: Rubber boat, WB: Wooden boat and FG: Fiber glass
Training the Libyan Navy and Coastguard

Since training started in October 2016, ENFM has delivered certificates of attendance to 201 Libyan trainees upon completion of the training programme.

During the last six months, the training of personnel from the LNCG continued to progress well. In July, ENFM provided a Service-oriented infrastructure for MARitime Traffic tracking (SMART) system course for three Libyan Coastguard trainees to support information exchange. In September, two further modules of “Training Package 2” were delivered in Italian Navy training facilities in Taranto. Patrol Boat Crew Training for 59 individuals was held between 25 September and 17 November. EU Agencies, International Organisations and NGOs (FRONTEX, EASO, IOM, UNHCR, CISOM, the RAVA Foundation), as well as training teams from Italy, UK and Germany delivered lectures on various topics including human rights, assistance to vulnerable categories and first aid. An additional Trainers’ Training course was conducted from 19 September until 6 October for six Officers and Petty Officers who had previously attended Training Package 1. Three Libyan tutors supervised the training activities on behalf of the Libyan Authorities.

The quality of the trainees, as for the previous training modules, has been good and they have displayed an eagerness to learn and develop their skills.

Based on the lessons learned during the previous training modules, Member States authorised the payment of a “per diem” to mitigate economic difficulties experienced by the trainees during the training period. Nevertheless, this measure was not complemented by national Libyan actions aimed at providing salaries in due time and the problem was again raised by the trainees during the last training package. The issue required an immediate and firm involvement of OPCDR and the Head of EUDEL Libya and, thanks to the latter’s personal engagement with the Libyan military and civilian authorities at national level, the problem was eventually solved.

The vetting support provided by national, international and EU agencies has been valuable. The feedback provided by one MS after the start of the training module in Taranto raised some initial concerns among the Libyan Coastguard. After the necessary verifications and the involvement of all relevant parties (LNCG, EEAS, EUDEL Libya, Libyan national authorities) 18 trainees were repatriated. As a lesson learned, the duration of the vetting has been slightly prolonged.

In line with the MoU on training signed by the OPCDR and the LNCG on 23 August 2016, planning is now underway for future training packages (tentatively planned for early 2018) for Libyan Navy and Coastguard personnel: 30 trainees are due to participate in Crete (Greece), 36 trainees in Cartagena (Spain) and 85 trainees in Italy.

The involvement of Libyan Navy personnel in ENFM training is specified in the MoU. It is worth recalling that:
- MS agreed to leave to the Libyans the authority to select their candidates for training;
the Libyan Coastguard is part of the Libyan Navy. In terms of military employment, the present situation in Libya allows the Navy HQ a certain degree of flexibility. Therefore Navy personnel can easily be “transferred” to the Coastguard function;

- in the last months, thanks to Italian maintenance support provided on bilateral basis, the Libyan Navy is returning at sea and is carrying out “constabulary operations” (including search and rescue operations).

Therefore, there is also a need to train the Libyan Navy personnel.

The last envisaged training package (TP3) that is to be delivered on board LNCG vessels will be conducted only when ENFM will be authorised to enter into Phase 2B (in the Libyan Territorial Waters). The training needs to be synchronised with the Libyan Maritime Rescue Coordination Centre (MRCC) project carried out by the Italian Coast Guard (FOC of Libyan MRCC estimated in 2020).

Concerning the financial aspects, 2.6 Million € have been provided on a voluntary basis by MS for the training task, with 24% of these funds spent so far. The remaining funds are assessed to be sufficient to cover the planned expenses for training up to 500 people. A relevant part of the costs relates to travel expenses (from/to Libya). In order to limit the expenses, the Operation is looking for MS contributions in terms of flight hours, as envisaged in the ATARES (Air Transport & Air to Air Refuelling and other Exchange of Services) arrangement through the MCCE (Movement Coordination Centre Europe) and in the EATC framework.

The training has been an excellent tool to strengthen the relationship with the LNCG, improve confidence building and enhance the exchange of information (such as in the case of weapon’s seizure on board of the MV EL MUKTHAR or on 3 September, when OPCDR received an information from the Libyan Coastguard concerning four people, allegedly Yemeni nationals suspected of being involved in serious crimes, who were trying to leave Libya by boat in the attempt to escape arrest). As a result of this excellent relationship, the LNCG has been receptive of the feedback and recommendations provided by ENFM during training and initial monitoring activities. For example, this was the case in the meetings between OPCDR and the LNCG after events that took place on 1 and 6 November involving LNCG patrol boats, where the latter promised to set up a lessons learned process.
Countering Illegal Arms Trafficking (CIAT)

ENFM continues to be the only operation that is implementing UNSCR 2357 (2017). The presence of the Operation in the area has achieved an internationally recognised deterrent effect against arms smugglers in international waters. During the last six months, a total of 431 sailings, 26 friendly approaches and one inspection were carried out by the Operation. Since the start of the task, the Operation has conducted 978 sailings, 74 friendly approaches, 7 flag enquiries and 3 inspections.

A lack of capable ISR assets such as UAV assets reduce the Operation’s capacity to build up a clear maritime picture. Despite the lack of actionable maritime intelligence on individual vessel and cargo movements assessed to be on route towards the Area of Operations, initial intelligence about the existence of an intra-theatre route between Misrata and Benghazi led OPCDR to decide to maintain a permanent asset in the Gulf of Sirte and in front of Tobruk. This resulted in two inspections and subsequent seizures carried out by ENFM: the first during the previous reporting period on 1 May on board MV EL MUKTHAR while the second on 19 June again on MV EL MUKTHAR. On the first occasion, the seized arms, currently stored in an Italian Navy depot in Sicily under custody of Italian judicial authorities, were inspected by the UN Panel of Experts in September 2017. The Committee was satisfied with the procedure adopted by ENFM to dealing with seized arms. On the latter occasion, the weapons (a small amount consisting in five AK-47s, two machine guns and a limited quantity of ammunitions) were disposed of at sea.

ENFM has limited capabilities for conducting CIAT activities. Naval assets allocated to the task should have on board specialist teams (including Arabic interpreters and search dogs) fully trained in all boarding techniques and procedures. However, ENFM naval assets are currently capable of unopposed boardings only. This, combined with the unavailability of a Medical Role 2 facility, reduces the Operation’s ability to conduct the CIAT task (although Poland has recently offered an opposed boarding team). The need for Member States to fill these gaps has been highlighted in periodic Force Generation Conferences.

Exercises have been conducted by the OHQ, the FHQ and ENFM units at sea during the reporting period. These exercises have focused on practicing Maritime Interdiction Operations (MIO), including ROE, the process for obtaining Flag State Consent, the practical execution of boardings and inspections and the preparation of the related reports. The consequent lessons learned have allowed the staff to improve their readiness to tackle such events in future, should circumstances change.

Due to the distance from the CIAT mission area to Marseille, the only officially designated Port of Diversion, the operation faces challenges that have not been fully resolved. The Athena Committee, having looked into the financial aspects related to CIAT, determined that only the costs associated with the transportation of diverted vessels can be financed from common funds, excluding for the time being the remaining costs related to the stay at the port of diversion or to the storage and disposal of the seized weapons and ammunition. A decision on the financial and legal implications related to the seizing of weapons during CIAT operations is still pending at political level. Therefore, at present, in case weapons
are found, ENFM will transfer such material to a willing Member State for storage and disposal. In case this option is not possible, ENFM will dispose of such material at sea, provided that this causes no harm to the marine environment or to the safety of navigation.

Gathering Information on illegal traffic, including crude oil Smuggling

EU Council Decision 1385/2017 requires ENFM to conduct surveillance activities and gather information on illegal trafficking, including information on crude oil and other illegal exports that are contrary to UNSCR 2146 (2014) and UNSCR 2362 (2017), thereby contributing to situational awareness and to maritime security in the Central Mediterranean. In this regard, the Operation has developed a good understanding of how oil smugglers operate through the observations of the “patterns of life” of suspected vessels. To that end, ENFM assets have been deployed in a dynamic manner that increasingly includes patrolling areas where suspected illegal oil trafficking activity occurs. They are tasked to identify possible oil smuggling using their on board surveillance systems. Suspicious vessels are tracked also via the FRONTEX JORA (Joint Operation Reporting Application) system. Moreover, the Operation has also instructed assets in Direct and Associated Support to gather information and collect imagery about oil smuggling and to track and report on oil tanker activity.

The main areas of concern for oil smuggling and illicit activities are around the vicinity of the Gulf of Sirte and to the north of Zawiyah. As LNCG capacity has increased, they have focused more on counter-smuggling and it is likely that ongoing action by Libyan authorities has resulted in the smugglers’ adapting their operating patterns, including changing routes to markets.

During a meeting with Libyan Prime Minister Serraj, he requested that ENFM’s task should not be limited to gathering and exchanging information on the oil embargo, but also to act upon such information. This was conveyed to the Chairman of the EU Military Committee by letter on 11 October 2017.

Monitoring

Following the signature of an additional annex to the existing MoU on training of the LNCG on 21 August 2017, ENFM has developed and begun to implement a monitoring mechanism. This is achieved via ‘information collection’ through daily reports from the LNCG Operations Room, ‘remote monitoring’ by ENFM, and single day ‘periodic meetings’ between ENFM and LNCG representatives. In particular:

- Information Collection: reporting performed by the Libyan Coastguard Operations Room needs to be further improved in terms of content and timing. To mitigate these shortfalls, ENFM OHQ is constantly engaging the LNCG Operations Room to support a continuous flow of the required information.
- Remote Monitoring: Remote Monitoring by ENFM contributes to verifying the overall effectiveness of LNCG operational activity at sea. The performance of LNCG personnel is also monitored with special focus on those trained by ENFM. Remote monitoring
would be greatly enhanced by an augmented persistence of air assets in the Area of Operation with more performing ISR sensors. In the future, Member States’ commitment to ensure common funding for UAV assets (120 hours/month) – if confirmed - will ease this issue.

- Periodic Meetings: the first single day periodic meeting took place in Tripoli on 26 September 2017 under EUDEL Libya’s organisation and security framework. Later, three further meetings have been organised on 2, 6 and 13 November, while on 15 November OPCDR met the Libyan Coastguard Commander.\(^5\) However, the frequency of periodic meetings is limited and depends on EUBAM Libya and EUDEL Libya availability to provide the necessary logistic and security support. The effectiveness of this activity is severely impaired by limitations in the duration of the visits as dictated by MS during the approval phase of OPLAN 5.0.

At present, the Operation is relying on reporting from LNECG, the limited information collected by the ENFM assets (given that ships, if near Libyan Territorial Waters, are readily tasked for search and rescue and MPA assets do not have a persistent surveillance capability). With the support of EUDEL Libya and EUBAM Libya, today ENFM can assess the Libyan performance in their Operations Room for 4-5 hours per day, a few days per month. In this way, it is only possible to collect partial information, which will not allow a complete and exhaustive assessment on the level of effectiveness and professionalism achieved by the LNECG. Due to the above mentioned challenges, a clear picture of LNECG’s capability will require time to properly address the current shortfalls. A first report on monitoring will be submitted to the Member States in February 2018.

**Information sharing**

Exchange of information with other actors remains a key part of the Operation’s mandate. It continues on a regular basis, with the purpose of improving situational awareness on the smuggling activities of interest (migration, oil and weapons). The already close cooperation with FRONTEX and EUROPOL has been further enhanced, with regular meetings/VTCs, permanent ENFM Liaison Officers and with a careful review of the classification levels of the Operation’s products (marking the documents “law enforcement sensitive” whenever possible, thus allowing a better sharing of information). Collaboration with FRONTEX was strengthened through the deployment of the agency’s VTC device in OHQ allowing the exchange of sensitive information and assessments in bi-weekly VTCs.

EUROPOL has recently upgraded ENFM from strategic to operational third party in the SIENA system. SIENA’s architecture needs to be further improved: the system today allows uploading intelligence products from OHQ and FHQ (such as monthly intelligence reports, vessels of interest lists etc.) but does not allow downloading EUROPOL intelligence products.

ENFM also updated its migrant interview questionnaires to get more targeted information, which are shared with EUROPOL, and is contributing with one staff member to

\(^5\) Only two other meetings are planned in Tripoli until the end of the year.
EUROPOL’s Information Clearing House. Different classified means of communication are used depending on the counterpart’s capabilities: ENFM Classified Mission Network (CMN), the Battlefield Information Collection and Exploitation System (BICES), “ACID” software, SIENA and JORA networks. Further work is ongoing in order assess the feasibility to set-up ENFM’s classified mission network terminals in FRONTEX and EUROPOL HQs. This solution should further ease the exchange of high classification intelligence products.

NATO cooperation remains relevant. In line with the administrative arrangement on cooperation between Op Sea Guardian and ENFM that was signed by OPCDR and the Allied Maritime Commander (COM MARCOM) in May 2017, the Operations exchange information (such as daily situation reports, lists of vessels of interest and intelligence reports) relevant for the fulfilment of the respective mandates.

The Service Oriented Infrastructure for Maritime Traffic tracking (SMART) platform, provided by the Italian Navy to ENFM, is designed to enable unclassified information sharing between ENFM, other operations/agencies (such as NATO and FRONTEX), Operation Rooms ashore (such as the Commander in Chief of the Italian Naval Fleet, Tunis and Tripoli) as well as maritime shipping companies. With the shipping industry a fruitful discussion is ongoing in order to improve voluntary exchange of information with merchant vessels sailing in the Area of Operation.

Crime Information Cell

ENFM has been identified to host a pilot project aimed at enhancing CSDP-JHA cooperation. The Operation is ready to host the Crime Information Cell on board of one of its warships. Having a Crime Information Cell afloat will enable increasing timely sharing of relevant information to JHA Agencies in order to identify, prevent and disrupt criminal activity within Member States. Furthermore, a warship can operate close to the Territorial Waters of a Third Country while remaining in International Waters allowing the Crime Information Cell to be present in the area of operational interest without entering the territory. Moreover, warships are self-sustainable and capable of operating at sea for long periods in all weather conditions (in contrast to other types and smaller naval assets). ENFM naval assets can provide a Crime Information Cell with logistic support, dedicated working spaces (fully compliant with safety and security regulations) and real time satellite communications (voice and data). Last but not least, warships can ensure self-defence in any situation from any threat.
SUPPORT TO OPERATIONS

Intelligence

Accurate, timely and robust intelligence support continues to be one of the critical requirements for ENFM to succeed in its main and supporting tasks. In the last six months, ENFM increased the production of intelligence reports in particular with regards to the additional task of gathering information on illicit oil smuggling. ENFM has produced a Vessel of Interest list (VOI List) containing roughly 300 vessels that are possibly involved in illicit activities in the AOO. This list is compiled by merging information coming from FHQ assets operating in the AOO, MS military sources, NATO sources and information from law enforcement agencies. ENFM also produces weekly and monthly Intelligence Summaries (INTSUM), Intelligence Reports and Special Reports. In addition to routine reporting, during the reporting period the OHQ produced 12 INTREPs, 9 SPECREPs and 5 SECREPs. 30 Requests For Information (RFIs) were submitted and 14 replies received. Most of the responses were provided by EU Member States, but the Operation also exchanged products with NATO/MARCOM, FRONTEX, EUROPOL and the US. EU SATCEN also provided 13 products in response to requests from ENFM related to the core task, the arms embargo and oil smuggling. All products were provided in the requested time and the analysis has increased ENFM's situational awareness. There is currently no direct exchange of information with the US and all documents are exchanged via the EEAS in Brussels.

Communication and Information System (CIS)

The CIS architecture at OHQ and FHQ level is well organised with the support of Italy as host nation.

This reporting period saw the operational requirement to extend the Classified Mission Network (CMN) to the Spanish CHOD/JOC in Madrid, as well as to the Portuguese COMNAV in Lisbon. A feasibility study for further extensions to EUROPOL and FRONTEX for the sharing of mission specific data is under way and is due to be completed shortly after site surveys and follow up evaluations. In parallel with the extension, the CMN policy has also been revised to ensure the security of the network.

Logistic Support

ENFM is well sustained by the established logistics infrastructure in the region. The Forward Logistic Base (FLB) in IT Naval Base Augusta, the Forward Logistic Site (FLS) in IT Air Base Pantelleria and the Forward Operating Base (FOB) in IT Air Base Sigonella all effectively support the operation. The FLB, FLS and FOB are situated within the JOA and are included in ENFM's Command and Control (C2) architecture. The FLB and FOB constitute the main operational logistics hubs for the operation. Greece provides additional logistic sites at the FLS Souda and FOB Souda, both in Crete.

In the beginning of the reporting period, the lack of an Auxiliary Oiler affected the operational tempo for the naval assets deployed in the AOO. However, the situation
improved on 1 September 2017 when the supply ship ESPS CANTABRIA (capable of conducting replenishment at sea) joined the operation as flagship.

Moreover, the arrangement between NATO MARCOM and ENFM on 30 May 2017 established the framework of mutual logistic support between ENFM and NATO Operation Sea Guardian, including replenishment at sea.

**Medical Support**

Since 2016 the afloat medical support to ENFM still lacks a Role 2 Medical Treatment Facility (MTF) that is currently provided by a Role 1 on each vessel. The Role 1 MTF on ITS SAN GIUSTO was replaced from 31 August 2017 by the Role 1 MTF on ESPS CANTABRIA. Due to a lack of a surgical team, in particular anaesthesiology capabilities, it could not serve as a Role 2 MTF, despite the suitable medical infrastructure. Whilst these capabilities were present on board of the MECKLENBURG-VORPOMMERN, the infrastructure on board of this ship did not allow it to be considered having a Role 2 capability. The medical situation results in an increased medical risk with a limited capacity to meet the recommended medical support timelines for damage control surgery.

A mitigation risk assessment is conducted in the planning and execution phases of the operational activities, taking into consideration the position of assets with on board helicopters and the position of ashore facilities. In particular, casualty evacuation (CASEVAC) is available via organic rotary assets in ESPS CANTABRIA and ITS ZEFFIRO. In situations where it is not possible to follow the 10-1-2 rule, units reduce the distance for evacuation with use. The recommended MEDEVAC capability (comprising medical equipment and medical personnel commensurate to the patient’s needs) is not available leading to a lack of continuity in the medical care.

The Role 3 MTF for ENFM personnel is assured by hospitals in Catania (Italy, 45 Km distance from FLB Augusta and 22 Km from FOB Sigonella), Msida (Malta, 2 Km far from the port) and Heraklion (Greece, 132 Km far from FLS Souda).

Discussions on agreements for Role 3 MTF support both in Tunis (Tunisia) and Alexandria (Egypt) are ongoing. The signature of the agreement with Tunisia, already authorised at PSC level, and formally approved for financial aspects in the ATHENA Committee, is now waiting for a final check of language used in the arrangement (EEAS/CMPD with EUDEL Tunis are in the lead). Meanwhile, the agreement with Egypt is still in an evaluation phase.

Medical support for OHQ personnel is provided by Role 1 MTF at the infirmary of the Cenotocelle Base and the Role 3 by Cefio Military Hospital in Rome in accordance with a Technical Agreement with the Italian Ministry of Defence.
OUTREACH ACTIVITIES

Cooperation within EU and with International Organisations.

Alongside the operational and tactical achievements, Key Leader Engagement and Outreach Activities form a major part of the day to day business of ENFM. During the reporting period, the Operation Commander and other senior members of ENFM have continued to focus on engaging relevant military and civil international actors. Engagement with justice and law enforcement authorities have been a priority, with ENFM conducting meetings with EUROJUST, FRONTEX, INTERPOL, EUROPOL and the International Criminal Court (ICC) throughout the period. Further to the submission of the note verbale submitted to US authorities on behalf of ENFM in May, the Operation Commander met with senior officials in the US Departments of State and Defense in September. The Operation Commander also conducted strategic engagement with African Union officials during a visit to Addis Ababa, where follow up steps were agreed to in terms of information sharing and further engagement, and with Libyan political and military authorities in Tripoli as part of an EU delegation in October.

Exploratory meetings took place in Tunis with the Tunisian military leadership on areas of possible cooperation. In addition to the agreement to use Role 3 medical facilities in Tunisia that is almost ready to be signed, ENFM will continue to engage the Tunisian Navy in further discussions on the exchange of classified information with Tunisia, joint exercises and participation in LNCG training. MS will be kept updated on the issue and any step forward will be submitted in advance for MS approval.

Meetings were also conducted with EUDEL Libya, UNSMIL, UNHCR Libya, the International Maritime Organization, the International Chamber of Shipping and with representatives of EU Member States. These efforts have resulted in an increased international and regional understanding and acceptance of the operation and supported information exchange related to migration, training and operational matters.

In the reporting period, technical arrangements have been signed the OSCE Special Representative and Co-ordinator for Combating Trafficking in Human Beings (27 June), the Italian Direzione Nazionale Antimafia e Antiterrorismo (4 July), INTERPOL National Central Bureau (NCB) Rome (21 July) and the ICC Office of the Prosecutor (7 September). The document signed with the OSCE Special Representative will allow the participation of ENFM personnel in the workshops and training activates organized by OSCE. The Protocol signed with the Italian Anti-mafia Directorate set up the “First European Observatory on human traffickers and migrant smugglers”. Finally, the arrangements with INTERPOL NCB Rome and the ICC Office of the Prosecutor allow the Operation to enhance the vetting of LNCG training candidates.

Shared Awareness and De-confliction in the Mediterranean (SHADE MED)

The fourth SHADE MED forum was held in Rome on 8-9 June 2017. With 188 participants from 37 countries and 98 organisations, the event brought together a range of actors with an interest in irregular migration and maritime security in the Mediterranean. High-level key note speakers from EEAS, EUROPOL and INTERPOL focused on the need for effective
cooperation. There were operational updates from ENFM, the Italian Operation MARE SICURO, NATO, the Italian MRCC and FRONTEX. Following discussions between ENFM and the ICC, the recognition of migrant smuggling and human trafficking as a crime against humanity was discussed at the legal working group. Other working groups covered the smugglers’ business model, capacity building, communications and migration/SAR. As a result a paper on “Migrant Smuggling/Human Trafficking as a Crime against humanity” was issued at the end of the event.

This reporting period also saw the 5th SHADE Med Forum, which was hosted by the Italian Navy in Rome on 23-24 November 2017 with the support of the OHQ. The event attracted over 200 attendees from 36 countries and 94 international organisations. The central theme of the conference was “situational awareness, information exchange and capacity building”. The six working groups covered themes across “Info Exchange”, “Smuggling Business Model”, “Communication System Information Exchange”, “Training Libyan Navy Cost Guard”, “Migration & SAR” and “Capacity Building”. One of the outcomes of the forum was the drafting of guidance on the voluntary exchange of information between ENFM and ships operating in the Central Mediterranean Sea, and a paper supporting the establishing international controls on the export of inflatable boats and outboard motors to Libya.

First European Observatory on Migrant Smuggling and Human Trafficking

On 25 May, OPCDR signed an agreement with the Italian National Prosecutor at the DNAA headquarters in Rome, which launched a structured programme of activity under the title of the “First European Observatory on Migrant Smuggling and Human Trafficking”. The aim of the project, in accordance with the spirit of enhancing information sharing with law enforcement agencies, is to support the sharing of data and information in a structured manner between organisations already involved in addressing migrant smuggling and human trafficking related issues. The Operation intends to involve EUROPOL, EUROJUST, FRONTEX, INTERPOL, the UN Office for Drugs and Crime and the ICC alongside national level bodies, such as the Italian Ministry of the Interior and the Italian Coastguard.

The project will seek to draw together the contributors of expertise and knowledge, before publishing the first findings before the end of 2017. Furthermore, it will also entail the possibility to acquire useful data that will contribute to the understanding of the criminal phenomenon.

Gender related issues

In line with UNSCR 1325 (2000) on Women, Peace and Security and EU policy, ENFM continued to implement a gender-sensitive approach and cultural awareness in the reporting period. Gender mainstreaming remained an integral part of the induction training organised for all new units joining the mission. In addition to understanding EU policy,
attendees are also given specific training about sexual exploitation and abuse and how this can affect those migrants they might encounter at sea. Among the people rescued at sea, women and children are the most vulnerable and ENFM personnel are trained to be vigilant for signs of abuse and coercion as well as for indicators of trafficking. Gender mainstreaming also continues to be part of the training programme for the LNCG. The training aims to facilitate the understanding of basic gender concepts and help to shape how they respond effectively to women they encounter at sea.

Particular attention has also being paid in the Specialist Staff manning, recently reviewed to offer a more tailored and effective response to the issue (along with one gender advisor and one cultural and religious advisor, one further gender advisor has been recruited with specific expertise on migrants, smugglers and traffickers).

KEY CHALLENGES

The positive results that ENFM has achieved in contributing to disrupt the smugglers’ business model during more than two years of activity on the high seas suggest that the Operation could be even more effective in Libyan territorial waters, where smugglers usually find refuge. In this regard, as is well known, a solution to the “legal finish” issue must be found and Libyan as well as international authorisations need to be obtained.

Supporting tasks related to countering illicit arms and oil smuggling activities are “intelligence driven” tasks that need to be supported with actionable intelligence by the EU and the Member States. Meanwhile, exchange of information with EUROPOL, FRONTEX and other judicial and law enforcement agencies at EU and international level needs to continue at the right pace and with the right level of attention. The pilot project on the “Crime Information Cell” should enhance the exchange of information, in particular with law enforcement agencies.

As regards logistic support for the arms embargo, a solution should be found for covering costs related to port fees and to the storage and destruction of weapons and ammunition.

The current legal framework does not allow any immediate or direct action to counter illicit oil smuggling. Nevertheless, this activity seems to grow in relevance and its negative effects are evident not only in Libya and its economy, but also in the destination ports. Further considerations could be made to evaluating the possible benefits of an active contribution of ENFM in fighting this illicit activity. From the operational point of view, the present CJSOR should allow the execution of a new task, if so decided by MS.

Training the LNCG is an integral part of the EU capacity building activities. It is now necessary to move from an “urgency to act” phase to a more structured approach where Libyan needs are analysed in a more comprehensive and systematic manner. In this regard, along with Brussels-based meetings among stakeholders, the Operation intends to organise more focused meetings to better synchronise the training task with other capacity
building initiatives, in particular those related to the establishment of a Libyan MRCC and equipping the Libyan Coastguard.

Moreover, the existing MoU is open to the legitimate Libyan Navy and Coastguard forces. When political and security conditions allow, the training could be used as an operational tool to ease the integration process between the different sectors of the Libyan Coastguard including the Eastern part. This would require a careful assessment and Member States' authorisation.

The monitoring task is now essential for a proper assessment of Libyan Coastguard behaviour and capacity to fulfil their institutional tasks. To have a complete and clear picture, taking into account that around 50% of the trained personnel work ashore, a more continuous presence ashore in their Operations Room is crucial.

A constant force flow generation remains mandatory to achieve timely and effective results. In particular, assets such as a Flagship, UAVs and a ROLE 2 platform remain top priority needs. An operational assessment at the end of 240 flight hours of the UAV assets (scheduled at the end of February 2018) will be provided to the Member States for their further decision on common funding UAV assets (the requirement is assessed, for the time being, in 120 hours/month).

ENFM faces frequent personnel rotations that make carrying out the activities more difficult. Therefore longer tour lengths, of at least 6 months, and even longer for key positions such as ACOS and specialists, would greatly benefit the Operation.

CONCLUSIONS

ENFM has firmly established itself as a maritime security provider that, through the ability of its warships to contrast illicit activities in a timely and effective manner, acts as a deterrent against a wide range of threats in the EU’s immediate neighbourhood and has a readiness to intervene in SOLAS events (still numerous in the area) whenever necessary.

The support provided to the Libyan Coastguard and Navy through the training delivered by ENFM, alongside Member States’ bilateral initiatives (in particular those aimed at providing assets and equipment for the Libyan Coastguard) have increased the Libyan operational activity at sea and improved their capacity to fulfil their institutional mandate. The Libyan Coastguard and Navy have also contributed to the decrease in the number of deaths in Libyan territorial waters.

The first results of training and the excellent relationship that has been built during two years of cooperation with the Libyan Coastguard and Navy confirm the decision of Member States to work with the Libyan authorities. However, achieving a more consistent Libyan capacity to fight illicit activities at sea requires time and patience as ENFM continues to build on the positive results already achieved.

As part of the EU’s capacity building efforts, monitoring is a key complement to training. As recent events at sea have demonstrated, the information gathered by the Libyan
Coastguard and the ongoing remote monitoring are not sufficient to build-up a consistent report. Considering that relevant decisions are taken in the Operations Room ashore where around 50% of trainees work, it is evident that without a more continuous presence ashore it will not be possible to achieve consistent results.

After two years of intensive efforts, the exchange of information between the Operation and other EU, UN and international actors, in particular law enforcement and judicial agencies, is providing positive results. ENFM will continue to invest resources in this field, and the recent initiative taken at political level to set-up a pilot project on the Crime Information Cell supports the Operation's overall efforts to this end. Additionally, the outreach activities carried out by the OPCDR and key ENMF personnel remain an essential key enabler for the Operation.

ENFM has been acknowledged as a successful CSDP operation that is, along with other EU instruments, delivering positive effects in contributing to stabilise Libya through disrupting illicit activities at sea. The EU and the Member States should therefore continue to carefully shape a common narrative in line with the ENFM Information Communication Strategy, in order to build on the positive results achieved so far.
EUNAVFOR MED OPERATION SOPHIA SIX MONTHLY REPORT

Reporting Period: 1 December 2017 – 31 May 2018

Executive Summary

Libya as a whole continues to face a protracted threat of insecurity and instability. This reporting period has observed countless political reconciliation efforts which continue to be hampered by violence, and an unparalleled reduction in migratory flows through the Central Mediterranean Route (CMR) which has redefined the status quo. The EU and the wider international community remain steadfast in their support to the legitimate Libyan authorities through various diplomatic, civilian and military lines of effort.

EUNAVFOR MED Operation SOPHIA (ENFM) continues to perform a multifaceted function while serving its primary objective to contribute to disrupting the smugglers’ business model (SBM) in an all-inclusive EU integrated approach. The presence and dynamic roles conducted by ENFM assets at sea and by air have simply reinforced its prominence as a maritime security provider in the Mediterranean, not least enhancing the visibility of the EU in the global maritime domain.

An increasingly capable Libyan Coast Guard and Navy (LCG&N) is undertaking its institutional tasks fighting illicit activities and saving lives at sea. The monitoring mechanism even if recognized at the EU and international level as the only way to effectively assess LCG&N professional behaviour and capacity to fulfil their institutional tasks, identifying any training and equipment shortfalls, is currently been held back by decisions related to administrative and funding issues that has stopped support provided by EUBAM Libya. Efforts to identify alterantive arrangements are ongoing and MS will be updated in this regard shortly. ENFM issued its first Monitoring Report to Member States in February. The second monitoring report will be issued three months after the monitoring ashore will resume.
Migratory flows have continued to emanate from Libya’s shores but at a slower pace totalling to -76% if compared to the previous reporting period. In the preceding months of this reporting period a number of variables have impacted migratory flows departing from Libya. The combined effects delivered in a synergic way by multiple EU, national and international actors have impeded on traffickers and smugglers’ freedom of movement. The presence of ENFM in high seas, combined with the patrolling of LCG&N in their SAR area near the Libyan coast has decreased the freedom of manoeuvre at sea of smugglers/traffickers. A more persistent presence at sea of LCG has resulted in gradual increase in the SOLAS events conducted by the LCG which was reflected in a significant reduction in the intervention conducted by ENFM.

The operation remains the only international actor implementing the arms embargo on the high seas off the coast of Libya, achieving a deterrent effect as recognized by the UN Security Council during the VTC called last 4 June, at the request of the Russian ambassador (currently presiding over the UN Security Council).

In gathering information on the illegal trafficking of oil exports, ENFM has identified key pinch points of possible illicit activity within the Joint Operations Area (JOA) and amassed a relevant list of Vessels of Interest (VOIs). The operation’s first Oil Smuggling Report was released to Member States on 28 May.

Information collection has been augmented in Intelligence, Surveillance and Reconnaissance (ISR) capability with the trial use of an Unmanned Aerial Vehicle (UAV) in this period. This type of assets has confirmed its high value for the core and supporting tasks. At the end of the trial period and after 240 flight hours, a dedicated report will be issued in order to provide an update and evaluation to MSTraining has been delivered in collaboration with Member States (MS), EU, UN, national and international organisations to a total of 213 LCG&N personnel (since the start) and 25 in this reporting period (22 in Crete and 3 in Italy), which has enhanced their operational competence to patrol their territorial waters, exclusive fishing zone and self-declared SAR area.

A combination of bilateral efforts to readily equip the LCG&N with assets and an EU Africa Trust Fund project to build up a Libyan Maritime Rescue Co-ordination Centre (MRCC) are in progress. Finally, EU efforts to assist UN agencies through the AU-EU-UN Task Force in the voluntary return of 16,000 people from Libya since November 2017 have also proven to be invaluable. Further consolidating ENFM’s role within the EU’s comprehensive approach to undertake its core task in contributing to disrupting the SBM has hitherto proven effective.

ENFM has enhanced its outreach activities and exchange of information with law enforcement agencies, international agencies and third countries; promoting synergies with cross-sectoral partners to improve interoperability.

In and amongst efforts to enhance the exchange of information between CSDP operations, MS law enforcement agencies and EU JHA agencies, a pilot project for a Crime
Information Cell on board the flagship will be launched soon, pending MS approval of the revised OPLAN. Furthermore, the first report on the European Observatory on migrant smuggling and human trafficking in coordination with Italian prosecutors has been published.

An active outreach programme propelled by the Op Cdr has in this period continued to project influence and attain recognition of the EU’s dynamism in the maritime security domain. Engagement with third countries including the US and the African Union has supported EU External Action Service objectives and the EU comprehensive approach to migration as well as strengthening ties with national, international, non-governmental, civil and military organisations. Important steps forward have been done in the relationship with the shipping industry with the definition of a common roadmap of regular meetings aimed at strengthening the dialogue. The intervention of the IMO Secretary General in the 99th IMO Maritime Safety Conference in London last 23 May recognizing the important role played by ENFM in the high seas off the cost of Libya goes in the same way.

To advance gender equality, Op Cdr recently adopted a gender strategy that sets out a framework to advance gender issues in all aspects of the mission.

In this reporting period, the Operation has delivered the above multidimensional effects despite marked restrictions and a slower-than-expected evolution of the political situation in Libya.

While from an operational perspective the last six months have confirmed a gradually positive trend in the results achieved in the CORE and supporting tasks, including the training, well complemented by an increasing role of the LCG&N, it is still premature to give an overall assessment. The still fragile situation ashore and a limited Libyan capacity to provide security at sea and ashore requires further engagement in terms of presence at sea, training and monitoring.

**Global context / Migration across the Mediterranean**

During the reporting period, irregular migration across the Mediterranean has decreased on the Central Mediterranean Route (CMR, North Africa to Malta and Italy), the Western Mediterranean Route (WMR, from North West Africa to Spain) and the Eastern Mediterranean Route (EMR, from Turkey to Greece) as shown in tables 1 and 2.

The CMR continues to be the predominant route, with 12,697 migrants smuggled during the reporting period. However, the decreasing trend\(^1\) has levelled the difference between

\(^1\) From December to May, CMR departures decreased by 72%, 8%, 91%, 89%, 79% and 83% when compared to previous year. (table 2, Migration Flow on the Central Mediterranean Route).
the CMR and EMR. Out of the 12,697 irregular migrants travelling through the CMR during the reporting period, 70% were male, 12% female and 18% minors. The drop in arrivals, compared to 53,246 during the previous reporting period, can be seen as a result of several factors, including the increased presence and effectiveness of the LCG&N, improved capabilities to fight illicit activities and recover migrants at sea. This trend is in line with the migration flow reduction in 2017 (114,542 arrivals in the CMR equal to 36.5%) in comparison with 2016 arrivals. Contributing factors are also Libyan internal measures as well as border control efforts in surrounding countries and bilateral efforts carried out by Italy aimed at – amongst other actions - gradually improve the Libyan Navy capacity and sustain the maintenance of LCG patrol boats. Nevertheless it is important to underline that according to UNHCR there are 600,000 people of concerns in Libya who could move at any point, given that the situation is still volatile.

Following the efforts by Libyan authorities in Sabratha in 2017 shutting down smuggling networks, ENFM has seen those networks relocated with an increase of migrant departures from Zuwarah and Abu Kammash. The latter increased its departures from 1% to 29% of all the Libyan departures. The departures from the coastline between Sabratah and Az Zawiyah decreased from 82% to 16% of all the departures from Libyan coast. The decrease of departures in Sabratah led to a percentage wise increase on the east side of Tripoli, experiencing an increase from 17% to 55% having Al Khums as the Libyan main launching area with 39% of all the Libyan departures. In broader terms the reduction of departures from the Libyan coast has been reflected in a (limited) increase of departures from Tunisia.

Tunisia is now the main country of origin of migrants on the CMR increasing from 9% in the previous period to 24%, and followed by Eritreans increasing from 6% to 21%. The top two countries of origin are followed by Nigeria (8%, decrease from 15%), Ivory Coast (6%), Sudan (5%), Mali (5%) and Guinea (5%).

Although not part of the mandate, ENFM’s assets were directly involved in 19 SAR events (54% reduction in comparison with 41 events attended in the previous reporting period), rescuing a total of 2155 migrants (reduction of 61% in comparison with the 5,542 in the previous reporting period). This represents a significant drop to 17% of the total number of migrants rescued in the CMR, compared to the same six month period in 2016/2017.

NGO vessels continued to operate in the area off the coast of Western Libya but in limited numbers. During the reporting period there was approximately one vessel operating at any given time, often close to Libyan Territorial Waters. Compared to an equivalent time frame in 2017, there were approximately two NGO vessels active in the AOO. Incidents between NGO and LCG&N vessels during SOLAS events have been addressed case-by-case through direct contact with the LCG&N. The main cause of shortcomings in

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3 Jan-May 2017 compared with Jan-May 2018
professional conduct were identified in ambiguities concerning Search and Rescue (SAR) responsibilities unilaterally claimed by the NGO vessels, often originated by misunderstandings due to language barriers. A gradual improvement also in this case has been noted thanks to a more cautious approach of the LCG&N (that tries to avoid to be present on the scene of action at the same time of NGO vessels) even if each single event can potentially create delicate situations and tension between the parties further complicated by migrants’ making attempts to escape LCG&N vessels.

![Migration Flow 2018](image)

Figure 1 Migration Flow, Mediterranean Sea (1st of January 2018 to 31st of May 2018)

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3 Percentage refers to the timeframe 01Jan18 to 31May18 compared with 01Jan18 to 31May18
Smuggling Business Model

Smugglers, Tactics, Techniques and Procedures (TTP)

During the reporting period, smugglers had to adapt their TTPs to avoid arrest or employ an unescorted procedure with migrants travelling alone and given basic instruction on how to navigate via a Global Positioning System (GPS). The migrants and facilitators are instructed in how to use a satellite telephone. Upon reaching a certain point on the GPS (outside TTW) they have been instructed to make a phone call to the Maritime Rescue Coordination Centre (MRCC) Rome and await rescue. However, their launch can be even more basic after being instructed to steer the boat in a line as straight as possible until they run out of fuel. For detailed information see figure 3 and 4 of SOLAS-Events below. The LCG&N have coordinated Search and Rescue (SAR) operations and actively patrolled

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4 Percentage refers to the timeframe 01Jan. 17 to 31 May. 17 in brackets compared with 01 Jan18 to 31 May 18
Libyan TTW in order to deter smugglers, rescuing 6535 migrants in the period of this report. Every time an LCG&N vessel conducts SAR, it acts as a disincentive for migrants to pay for the journey as their chance of a successful crossing to Europe is reduced. The return of migrants to Libya by the LCG&N has contributed to dissuade migrants to travel via the CMR. Throughout 2017 the majority of launching points originated west of Tripoli but the reporting period has seen them decrease. However, the loyalty of militias is not a comprehensive, long-term strategy as they often alter allegiance to the highest bidder and may seek alternative illicit activities. These activities may include fuel smuggling which may offer a more valuable business if human smuggling becomes challenging. Fuel in Libya is still heavily subsidized offering a vast profit margin for those involved. It is important to consider that the migrant smuggling plays a large part in the local economy and acts as a source of income otherwise unachievable.

Figure 3 SOLAS Events 01 Dec.16 – 31 May 17 illustrating the point of detection - Data provided by FHQ and MRCC Rome
In the current semester (as evident in figure 4) launches are not any more concentrated near Sabratah but spread (even if heavily reduced in number) along the coast from Abu Kammash to Al Khums).

Arms trafficking

Although as reported in the last Six Monthly Report, no arms trafficking activity has been detected, ENFM continuously monitors the Area Of Operation and the Vessels of Interest (VOI) related to the Countering Illegal Arms Trafficking (CIAT) task.

Three cases of particular interest are worth mentioning. Firstly, MV Andromeda, a Tanzania flagged vessel, which was seized by Greek authorities on 6 January 18 while transporting materiel compatible with the preparation of explosive devices to Libya. Secondly, the Panamanian-flagged vessel Ural, which was seized by Tunisian authorities on 5 February 18 (in Sfax, while transporting various military equipment, and lastly the SHAM 1, a Lebanon-flagged vehicle carrier, which was transporting a number of pick-up trucks from Misratha to Benghazi on 12 April 18, which possibly and quite easily can be modified for military use.
The occurrence of these events indicates a pattern of life suggesting possible arms smuggling in the Area of Operation / Joint Operations Area. A need for a timely exchange of information with EU and MS intelligence and law enforcement agencies remain fundamental to effectively act at sea. Even so, intelligence suggests few inter-theater transfers and hence intelligence focus will be directed to study and to better understand the phenomenon.

**Oil smuggling**

The mandate concerns information gathering and sharing. The activities evolve around seaborne and airborne sensors. Through increased coordination of assets and improved persistence, ENFM improved in time its capability to observe and collect information and to monitor suspect vessels. Apart from ship based surveillance, ENFM has deployed Maritime Patrol Reconnaissance Aircrafts (MPRA) and Unmanned Aerial Vehicles (UAV) to observe and collect information about oil smuggling activities and tasking surface vessels to monitor suspicious vessels and sensitive areas. Information and evidence collected during the reporting period has been disseminated to EEAS, MS, NATO MARCOM, EUROPOL and EBCGA.

Building on previous knowledge, ENFM has observed vessels and tankers close to each other during trans-shipment bunkering operations in Hurd’s Bank, east of Malta which is a well-known bunkering area where vessels and tankers can anchor for free. Observed bunkering operations are conducted outside Maltese Territorial Waters. The Hurd’s Bank is assessed as one potential “end-station” for oil/fuel smugglers coming from Libyan Territorial Waters. Bunkering operations are a constant and daily occurrence in this area and most of these operations are legal and the possibility that smugglers could mix smuggled with legal goods may obstruct the intelligence assessment and shall be further explored during the upcoming six months.

**Libyan Coast Guard and Navy (LCG&N)**

The Libyan Coast Guard and Navy have increased its patrolling activity and is able to sustain operations more consistently. The number of sorties, performed by the LCG observed by ENFM, increased steadily from 5 to 12 per week during this reporting period. They have demonstrated the ability to operate up to 50 NM from the coast, during both day and night conditions, as single units or in multi-ship patrols with sea states up to 3 (0,5m-1,25m wave height). Their professional competence, operating experience and performance has grown but is not yet at a self-sustaining level; training and monitoring is still required. During the current semester the Libyan capacity to work at sea, fighting illicit activities and saving lives has improved until the middle of May. The figures from X to Y underlines the increased contribution in numbers of lives saved at sea. While in the first 12 days of May the contribution of LCG reached 84%, in the second half of May the LCG activity at sea stopped apparently for lack of fuel in the main naval bases, as declared by the LCG&N.
The total amount of people rescued in 2017 (see figure X) by the LCG allows to assess that, if properly supported (with appropriate training, equipment and necessary logistic/infrastructure component) the LCG could be able to manage the migratory flow (if remains limited to the current figures) on their own.

The LCG capacity to command and control all the naval bases is apparently not the same along the coast (with a limited capacity to control the Zawiyah area). This needs to be carefully assessed through a more effective monitoring ashore.

Figure 5 LCG&N contribution in SOLAS events 1 Jan. 2017 – 30 Apr. 2018
Figure 6 LCG&N contribution in SOLAS events 1 Jan. 2018 – 30 Apr. 2018

Figure 7 LCG&N contribution in SOLAS events 1 Jan. 2018 – 30 Apr. 2018
Operational Updates

Presently 26 Member States contribute to ENFM with assets, personnel and voluntary financial contributions.

Manning

In accordance with ENFM OPLAN’s CJSOR there are 227 activated positions in the Operation Headquarters (OHQ) Crises Establishment (CE). The OHQ also maintains liaison with EUMC and EEAS/CPCC in Brussels and with European Border and Coast Guard Agency (EBCGA) in Catania, with UNSMIL in Tunis, EUROPOL (in particular with the European Migrant Smuggling Centre) in the Hague, with NATO MARCOM in Northwood (double hatted from post CJ3/17) and with US AFRICOM in Stuttgart and EUCOM in Stuttgart (double-hatted from post CJE/3). The liaison network will be further extended to include US NAVEUR in Naples and to EBCGA Headquarters in Warsaw. As on 31 May, the OHQ is manned at 90% by 204 staff members of whom 139 are from the host nation (Italy) and 65 from other Member States (Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Latvia, Lithuania, Malta, The Netherlands, Poland, Portugal, Slovenia, Spain, Sweden and the United Kingdom). There was an increase in the occupancy of the individual positions from 62 in last period to 65 in this period from the other Member States. The number of the Italian staff is at the same level as the previous period.

The manning challenges are mainly concentrated to the medical branch and language support lacking Arabic interpreters.

A Manpower Review including OHQ and FHQ CE has been conducted in order to make the CE coherent and consistent with the situation. Soon, after the introduction by Op Cdr of the “gender strategy”, a new gender branch will be created to extend the gender management from the internal organization of the Operation to the training and capacity building activities focused on LCG&N. The overall number of personnel will remain unchanged.

50 positions are activated for the FHQ Crisis Establishment (CE) and one liaison to EBCGA International Coordination Centre (ICC at the military airport Pratica di Mare). As of 31 May, the Force Headquarters (FHQ) is manned at 84% by 43 staff members. Of them, 19 are from Italy and 24 have been deployed by 14 other Member States (Belgium, Croatia, Czechia, Finland, France, Germany, Greece, Ireland, Lithuania, Portugal, Romania, Slovenia, Spain and the United Kingdom). The number of staff is at the same level as the previous period. The total number of personnel in ENFM, including the ships’ crews, air detachments and logistical elements, has reached 1175 people from 26 nations (376 from the host nation and 799 multinational).

ENFM continued to suffer personnel high-rate turnovers. Frequent personnel rotations induce a high demand for induction training and frequent handover / takeover activities
which may impair overall effectiveness and reaction capability. Longer tour lengths, of at least 6 months, have been promoted during Force Generation process but longer tours should be considered for key positions such as ACOS, DACOS and specialists.

**Assets Flow**

During the reporting period, 10 nations have contributed with surface, sub surface and air assets (France, Greece, Germany, Ireland, Italy, Luxembourg, Poland, Spain, Slovenia, and United Kingdom). A total of 11 ships, in direct support, have been assigned to the operation with an overall average of 4 to 5 ships. Comparing the asset flow with the previous reporting period, the past six months has seen a small decrease (from 13 to 11 surface assets). These have been deployed throughout the Area of Operations along with airborne surveillance present across the southern end of the Lampedusa triangle providing real time information to surface units who were tasked to spot escorts or jackals. A total of 6 air assets have been allocated to ENFM which is equivalent to the previous reporting period.

In addition, air surveillance operations continue with the employment of shore based Maritime Patrol Reconnaissance Aircraft (MPRA) from Spain (one aircraft), Luxembourg (two aircraft), Poland (one aircraft), Italy (one UAV) and two French MPRAs that provides a non-permanent contribution, in associated support. Medium sized organic helicopters were embarked in some ENFM naval assets.

The contribution of assets in associated support on average consisted of 2 joining periods, with a maximum of 11 days and a minimum of 1 of support.

In this regard the operational contribution provided by associated support assets is to be considered with different outcomes and values. Submarines in associated support to the Operation are to be considered of great value, as well as the assets, in support for more than 5 days (average) and operating in the AOO, provide a good contribution to the operational activities. Instead the contribution provided by naval assets while transiting outside the AOO and/or in limited period is to be considered marginal.

ENFM still suffers from a significant shortfall of assets. In general, barely only half of the approved naval and air assets described in the CJSOR are provided by MS. Within the reporting period, ENFM has continuously been forced to operate in limited specific zones of the area of operations. Occasions when there have been no ENFM assets on task still occur whilst ships are alongside for port visits and maintenance (2 times). At the 13th Force Generation Conference held in Brussels on March 20, 2018 both Italy and Spain Military Representatives suggested ENFM to consider the possibility to employ a smaller Flag-ship. This option, at the moment, is not considered feasible due to the current numbers of tasks assigned to the Operation. Moreover, the imminent introduction of the Crime Information Cell host on board of the require adequate capacities.
The most important shortfalls evident during the entire duration of this reporting period are hereby listed:

- Role 2 Medical Treatment Facility allowing ENFM to conduct opposed boarding
- Oiler vessel in direct support to allow ENFM to increase its presence in the Area of Operations.

**Delivery against Tasks**

**Core task: Contributing to disrupting the SBM**

The Operation continues to focus its efforts to identify and apprehend persons suspected of participating in migrant smuggling and human trafficking from Libya to Europe. During the reporting period ENFM has contributed to the apprehension of 21 persons (148 from the starting of the Operation) in this aspect and delivered them to the Italian prosecutions authorities. ENFM continuously shares information with relevant agencies including EUROPOL and EBCGA which contributes to the disruption of the smugglers and traffickers business model. During the reporting period 37 boats were disposed of which otherwise could have been reused by smugglers or traffickers. The grand totals of disposed boats are 549 since the launch of the Operation.

**Supporting Task: Training and Monitoring the Libyan Coast Guard and Navy**

The aim of ENFM’s efforts in Libya is to support the Libyans to achieve Libyan ownership and sovereignty over territorial waters and within the declared SAR area of responsibility. This has become an important complement to the ENFM role acting and deterring as necessary in international waters.

To this extent LCG&N capacity at sea becomes a fundamental element to fight migrant smugglers and human traffickers and other criminal activities.

LCG&N capacity building is based on training coordinated and delivered by ENFM with the support of EU MS, EU and UN organizations, the equipment provided by the EU (Commission) and EU MS including the Libyan Maritime Rescue Coordination Centre (MRCC) and National Coordination Centre (NCC).

Since the previous update, ENFM delivered the following courses:

- SMART course in Italy, mid-April for three trainees (2 LN and 1 LCG)
- Naval Communication course in Greece, late April to early May for 22 trainees (21 LN and 1 LCG).

To this date, 213 Libyans (158 LCG and 55 LN) have been trained.
The planning of future training to be held in Spain and in Italy is ongoing. The following
following courses will be delivered:

- Maritime Law and Visit Board Search and Seizure (VBSS) for 29 LCG&N operators
  in Cartagena for 4 weeks starting on the 26 of June and ends 21 of July.
- Deck Officer and Petty Officer course for up to 14 LCG&N operators in La
  Maddalena for 9 weeks starting on the 17 of September and ends 19 of November.
- Maintainer course for up to 40 trainees in La Maddalena.

The Operation Room course, also offered by Italy, has been put on hold, due to a lack of
interest by the Libyan Committee of Experts (LCoE). However, on the same occasion the
LCoE stated an interest for the Croatian offer of a basic diving course (for up to 10
trainees) and initial steps have been taken to verify its feasibility.

So far, the overall assessment of Training Package 2 shows a high level of motivation. It
must be noted that in the last round of people selected, more than 25% of the available
training seats were not filled by LCG&N. In particular, the number of trainees has been:

- 22 out of 30 for the Naval Communication training in Crete;
- 3 out of 5 for SMART training in Italy
- 29 out of 36 for Maritime Law and VBSS in Spain

It is also worth mentioning that the personnel selected by LCoE for the last and upcoming
courses belongs to the Navy while previous modules were attended by Coast Guard
personnel.

The last Package 3 training phase, to be delivered on board LCG&N vessels, is for the
time being on hold.

On 1 June a dedicated report on training task was delivered to MS. MS are encouraged to
continue to contribute to this crucial task, offering dedicated modules and/or funds.

Monitoring

Along with training, monitoring of LCG&N remains an essential element in the Capacity
Building program. The monitoring mechanism, based on Annex F to the existing MoU on
training of the LCG&N signed on 21 August 2017, involves information collection through
daily reports from LCG&N Operations Room, remote monitoring by ENFM and single day
periodic meetings between ENFM and LCG&N representatives. More in detail:

- **Information Collection.** Reporting performed by the LCG&N Operations Room
  includes pre-sailing and post-mission reports passed to ENFM OHQ. It is used as a

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7 ANNEXES to be sent by the LCG&N according to the M&A mechanism agreement are:
ANNEX 1: Stand by Units and Scheduled sorties; ANNEX 2: Personnel on Duty; ANNEX 3: Start of Mission Report;
baseline for the assessment of cooperation and has been improved in terms of content and timing with the addition of an interpreter in the JOC. The LCG&N Operations Room is regularly engaged by the OHQ in order to provide a steady flow of the required information. The main tool used by LCG&N Operations Room to exchange information is the SMART\textsuperscript{8} system. Plans are underway to install a secure tracking system on LCG&N vessels with a link to the JOC. Go-Pro cameras were delivered in order to be mounted on LCG&N vessels and to permanently record, whilst at sea, to provide evidence for monitoring, especially in case of sensitive events. It is vital to improve internet access and infrastructure for the LCG&N including possibly by using cell phones for mobile data usage.

- **Remote Monitoring.** Remote monitoring by ENFM assets, including ships, submarines, aircraft and Remotely Piloted Aerial Systems (RPAS), contributes to provide verification of the overall effectiveness of LCG&N operational activity at sea. Using information passed on through the LCG&N Operations Room to provide cueing, or when detected independently, ENFM assets report the position, course, speed and activity of LCG&N patrols. The performance of LCG&N operators is also monitored with special focus on ENFM trained personnel, also by using images from Go-Pro and MPRA.

- **Periodic Meetings.** At present these meetings represent the only opportunity for ENFM staff to carry out a direct assessment on the achieved level of capacity and capabilities (in terms of professional behavior, efficiency and effectiveness). Periodic meetings between ENFM and LCG&N take place in Tripoli (Abu Sitta and Tajura), Tunis and Rome (OHQ). The frequency of periodic meetings in Tripoli is conditional on a number of different factors. Since last October EUBAM Libya has supported ENFM by ensuring travel to/from Tripoli and security (once in Tripoli). During the current six months 3 visits in Tripoli and 3 in Tunis, have been done.

Recently EUBAM Libya has asked to formalize the support through the signature of a dedicated administrative arrangement. Dedicated funds are necessary to cover costs related to travel/lodge and security at present (presence one day per week and twice per month). During the discussion in the Athena Steering Committee held last 18 April 2018, MS decided not to allow the OPCDR to sign a dedicated administrative arrangement with EUBAM Libya asking for clarity on differences of prices applied by EUBAM Libya to EUDEL and EUNVAFOR MED for the same support (travel and security) provided. Since that time a discussion is ongoing at the EEAS level with the interested EU financial bodies (FPI and Athena mechanism), in order to find a solution that would allow EUBAM Libya to support ENFM to carry out daily visits in

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\textsuperscript{8} The Service-oriented infrastructure for Maritime Traffic (SMART) system is a civilian maritime activities tracking tool developed by the Italian Navy. The tool’s embedded chat is used by LCG Operations Room for external communication exchange.
Tripoli. In the meantime EUBAM – in accordance with guidelines received by its chain of command – has stopped, since 14 May 2018, its support to ENFM.

Meanwhile a proposal to extend the periodic meeting duration beyond one day (addressing costs, logistics, legal and security aspects) was addressed by the OPCDR to the PSC through the Chairman of the EUMC, last 6 April 2018, in order to consider and allow a more continuous presence in the Libyan Coast Guard Operation Rooms. This proposal - still considering the EUBAM support - has been assessed by the EEAS and CPCC not sustainable in a longer term period. For this reason, recently the CSDP DSG has requested to the OPCDR to provide a new proposal to carry out the monitoring ashore on a more continuous presence) based on self-sustained solution (without the EUBAM support).

Taking into account the current situation and constraints and the importance of the monitoring ashore to properly assess the LCG&N capacity – otherwise not possible only the information collection and remote monitoring, the next monitoring report will be issued three months after the monitoring ashore starts again.

**Supporting Task: Countering Illegal Arms Trafficking (CIAT)**

ENFM continues to be the only international actor among maritime partners to implement the UN arms embargo on the high seas off the coast of Libya in line with UNSCR 2357 (2017), thereby contributing to situational awareness and to maritime security in the Central Mediterranean. During the reporting period a total of 570 hailings and 20 friendly approaches have been conducted. Such inquiries not only contributed to an important increase of situational awareness, but also consolidate the presence and mission of ENFM amongst merchant shipping and fishing communities. The Operation has hailed and cleared more than 1600 vessels and 94 friendly approach since the task was assigned, carrying out 7 flag inquires and 3 inspections.

Since June 2017, no arms have been seized in international waters. Actionable maritime intelligence on individual vessel and cargo movements towards the Area Of Operation remains key. ENFM has built up a network for exchange of information and intelligence that is providing useful results which reinforce the deterrent effect achieved in the high seas and is recognized at international level. Initial intelligence about the existence of an intra-theatre route between Misuratha and Benghazi led the OpCdr to decide to maintain a more frequent presence of a surface asset in the Gulf of Sirte and in the front of Tobruk.

The presence of the ENFM assets in international waters, in the vicinity of Libyan TTW, has a deterrent effect and limits smugglers and traffickers to freely use the high sea as their main route. In addition to the land lines of communications and air routes also TTW are used to introduce arms into Libya for military purposes.

Waiting for an international authorization to implement the UNSCR also in the TTW – for the time being very unlikely – two possible mitigation actions can be implemented:
- a limited amendment to the ENFM AOO: with a minimum enlargement of the area to the East (see figure 9 below) it will be possible to build up a clearer maritime picture and better understand what happens to the eastern border of the AOO, with a particular focus to the traffic entering in the Libyan territorial waters in proximity of Derna. This amendment to the AOO will be brought with a dedicated letter to the attention of MS for their approval;
- a gradual growth of LCG&N's capabilities in the increasingly autonomous management of the fight against illicit trafficking.

![EUNAVFORMED EXTENDED AOO PROPOSAL](image)

Figure 8 Proposed amendment to the AOO.

Focused operations have been conducted by the OHQ, the FHQ and ENFM assets at sea with other forces including NATO during the reporting period. The exercises have focused on practicing Maritime Interdiction Operations (MIO), according to Rules of Engagement, the process for obtaining Flag State Consent, the practical execution of boarding and inspections and the preparation of the related reports. The consequent lessons
identified/learned have allowed the staff to improve their readiness to tackle such events in future, should circumstances change.

Due to the distance from the CIAT mission area to Marseille, the only officially designated Port of Diversion, the operation faces challenges that have not been fully resolved. The Athena Committee, having looked into the financial aspects related to CIAT, determined that only the costs associated with the transportation of diverted vessels can be financed from common funds, not all costs related to the stay at the port of diversion or related to the storage and disposal of the seized weapons and ammunition. Decision on the financial and legal implications related to the seizing of weapons during CIAT operations is still pending.

**Supporting task: Collecting Information on Oil Smuggling**

ENFM’s undertaking in gathering information on oil smuggling has positively enhanced maritime situational awareness and understanding of patterns of life at sea. In spite of the task itself constituting a supporting task currently operating within a limited mandate, the Operation will continue to reinforce its understanding in this area in the proceeding months. The Operation has amassed an extensive list of 260 Vessels of Interest (VOI) suspected of being involved in illicit activities, under a quarter of which are suspected of involvement in oil smuggling. The indicators identified in the report on the Oil Smuggling (issued on 31 May 2018) have been deduced through the provision of conducting common tasks including tasking MPRAs and RPAs to observe and identify areas of relative interest, and tasking ENFM vessels to monitor suspicious areas.

ENFM vessels have conducted hailings at sea which have been materialised in hailing reports shared with EU Member States, EEAS, EUROPOL, FRONTEX and NATO. Reciprocity of information exchange with the aforementioned has also been highly valued as a means to augment our understanding.

The main areas of interest for oil smuggling have been identified to the outlet from the oil refineries, namely the Gulf of Sirte and north of Zawiyah in western Libya. Particular areas of interest for transport, trans-shipment and potential routes towards Europe or elsewhere have also been determined. Particular areas of interest for transport, trans-shipment and potential routes towards Europe or elsewhere have also been determined.

As a lucrative industry, seemingly costing Libya more than $750 million each year and a marker of abject instability, the illegal trafficking of oil exports has been interlinked with other forms of illicit activities protruding from Libya. Those networks involved in oil smuggling are therefore believed to be interconnected with human smuggling and trafficking networks as a means of monetary gain. Such deductions require supplementary analyses which may well be explored more extensively if the operation’s mandate in this tasking is bolstered.
The requirement for an enhanced mandate at sea in this area has been conveyed by Prime Minister Al-Serraj of the UN-backed Government of National Accord (GNA).

In line with the present mandate (article 2b paragraph 4 of the Council Decision 2015/778), unless otherwise directed by Member States, ENFM will explore the feasibility to exchange information on crude oil and other illegal exports that are contrary to UNSCR 2146 (2014) and UNSCR 2362 (2017) with the legitimate Libyan authorities. This action would allow the Libyan authorities to fight more effectively, also with the LCG&N, this kind of illicit activity.

A stronger implementation of the UNSCR (e.g. inspections on board of merchant vessels suspected to be involved in oil smuggling) could be further explored if so decided by MS.

Enhanced information sharing with law enforcement agencies

The exchange of information, which was initiated at the launch of ENFM, is delivering the expected results. Productive exchanges of information are in place with NATO, EU and UN organizations in near real time (MARCOM, EUROPOL, EBCGA, INTERPOL) or through meetings and regular VTCs (UNSMIL, UNHCR, IOM ICC, EUROJUST, Italian DNAA, relevant National Prosecutors). A growing and promising relationship with the Shipping Industry will be pursued through regular meetings, workshops and the unclassified web-based communication platform SMART.

Along with this, the exchange of information with stakeholders interested in fighting migrant smugglers and human traffickers, namely EUROPOL, INTERPOL and ICC, is also delivering positive results and is ruled by specific arrangements signed in the past months.

In particular, a close cooperation is ongoing with EUROPOL, facilitated by the presence of an ENFM Working Visitor to the EUROPOL HQ (in The Hague). ENFM has also been the first partner to adhere to the Information Clearing House Mechanism set-up by EUROPOL. In addition, work is ongoing with EUROPOL to conclude a new working arrangement on the exchange of relevant information following EUROPOL decision to raise ENFM from a strategic to operational partner.

The imminent initiation of the Crime Information Cell (CIC) pilot project hosted on board the flagship will further enhance the exchange of information on crimes in the Central Mediterranean and strengthen cooperation between Common Security and Defence Policy (CSDP) operations, MS law enforcement agencies and Justice and Home Affairs (JHA) agencies.

The Crime Information Cell will be tasked to facilitate the receipt, collection and transmission of information on human smuggling and trafficking, the implementation of the UN arms embargo on Libya, illegal trafficking of oil exports from Libya in accordance with UNSCR 2146 (2014) and 2362 (2017), as well as crimes relevant to the security of the operation itself.
The pilot project will last six months. At the end of trial period, any lessons learnt from the pilot project would also be used to inform future CSDP-JHA cooperation in a wider context.

First European Observatory on Migrant Smuggling and Human Trafficking

Cooperation with the Italian National Anti-Mafia and Counterterrorism Prosecutor’s Office (Direzione Nazionale Antimafia ed Antiterrorismo, DNAA) through the “First European Observatory on Migrant Smuggling and Human Trafficking” has allowed better understanding of the Smugglers’ Business Model and with future enhancement being coordinated with DNAA authorities and IT Prosecutors it will provide a useful tool for an effective inter-agency cooperation to disrupt SBM. In line with the Operation mandate, this initiative – launched in July 2017 - aims to contribute to disrupt the SBM (CORE task) and to enhance the exchange of information with all relevant stakeholders, including EUROPOL and FRONTEX. The first report, soon distributed to the EU MS and relevant stakeholders, should be considered as a relevant step forward in this direction. In this regard, MS could further support the initiative inviting EU Commission to support and cooperate – through the above mentioned agencies.

Synergies with other CSDP actors (EUBAM, EULPC, EU DEL) and other EU instruments (such as the EUTF project)

Coordination with relevant EU stakeholders has been well consolidated in time. Political support provided by EUDEL remains essential in the constant and continuous outreach activity carried out by the OPCDR and ENFM force in Libya (with regard to the relationship with GNA and LCG&N) supporting the Operation when necessary timely and with effective results. The support provided by EULPC in all the ENFM activities, with a particular focus on training, has been assessed as equally positive.

The recent Project “Support to Integrated Border and Migration Management in Libya” (SIBMMIL)”, consists of a steering committee led by the EU Commission and Italian MOI, and is aimed at finding synergies through different EU (Commission, EEAS, EUBAM and ENFM) and MS (namely Italy with the MOI, MOD, MFA, including among the other organizations the Italian Coast Guard and Italian Guardia di Finanza). During the last committee, on 8 March 2018, it was underlined the relevant role ENFM can play in three of four EU trust fund activities. In summary, ENFM shall act as a “primary focal point” for all the activities related to the LCG. The monitoring, in particular with its periodic report (the first one issued at the end of February), will provide along with the assessment on the status (location of trained personnel and naval assets), on the efficiency and effectiveness of the LCG, all the necessary information in terms of training and equipment needs of the LCG.

As far as General Administration Coastal Service (GACS) is concerned, with the possible evolution of the present mandate, MS could evaluate the possibility to include in the future - as part of the monitoring task –ENFM support to EUBAM Libya in monitoring the GACS at sea and from the sea.
Stakeholders’ involvement in SIBMMIL is useful to synchronize and coordinate all efforts by different EU and national institutions involved in the capacity building of Libya.

The recent agreement signed on 26 January 2017 with EUBAM Libya paves the way for a more structured cooperation on the maritime domain between EUBAM Libya and ENFM (the “EU Maritime Sub Working Group” has been recently launched by the EUBAM HoM and ENFM OPCDR). ENFM will support the EUBAM task in contributing to the drafting of the Libyan Integrated Border Management Security Strategy (process lead and owned by the Libyan authorities). The EU maritime sub working group will work as a “mechanism” where it will be possible for ENFM and EUBAM Libya to compare objectives, needs and requirement of GACS and LCG, finding possible synergies and helping the counterpart to enhance the capacity building process. The MSWG will further contribute to the overall Libyan capacity to fight illicit activities at sea.

**Support to Operations**

**ISR capability**

During the reporting period ENFM has received an important ISR capability through UAVs, which have been used for a dedicated trial period. Successful in tracking migrant vessels, IT Predator showed interesting results and provided valuable information related to Intel: real time video, imagery and products with dedicated pictures including analysis, according to ENFM collection requirements were available and consistent. Despite initial inclement weather conditions impeding flight capabilities and limitations imposed by the mandate (fly path outside the Libyan territorial waters) UAV supported ENFM Intel requirements with valuable products.

**Intelligence**

Robust intelligence support continues to be a key requirement for ENFM. For the past six months the focus on the core task has been maintained while oil smuggling and CIAT have increased the need for gathering information. Intel standard reporting has been maintained to give the proper situational awareness to ENFM and external entities. Links with Member States for information exchange have been essential to contribute to build the actionable intelligence to the operation.

ENFM has produced a Vessel of Interest list (VOI List) containing roughly 260 vessels that are possibly involved in illicit activities in the AOO. This list is compiled by merging information acquired from FHQ assets operating in the AOO, MS military sources, NATO sources and information from law enforcement agencies. ENFM also produces weekly and monthly Intelligence Summaries (INTSUM), Intelligence Reports and Special Reports. In addition to routine reporting, during the reporting period the OHQ produced 41 INTREPs, 13 SPECREPs and 1 SECREPs. 30 Requests For Information (RFIs) were submitted and
38 replies received. Most of the responses were provided by EU Member States, but the Operation also exchanged products with NATO/ MARCOM, FRONTEX, EUROPOL and the US. EU SATCEN also provided 10 products in response to requests from ENFM related to the core task, the arms embargo and oil smuggling. All products were provided in the requested time and the analysis has increased ENFM’s situational awareness. There is currently no direct exchange of information with the US and all documents are exchanged via the EEAS in Brussels.

Communication and Information System (CIS)

The CIS architecture at OHQ and FHQ level is well organised with the support of Italy as Host Nation. To further enhance the exchange of maritime information in the Mediterranean, ENFM is providing the unclassified collaboration platform SMART, developed by the Italian Navy. Efforts to integrate Shipping Companies / Unions into this information exchange have increased.

Logistic Support

Established logistic infrastructure in JOA is well sustained. The Forward Logistic Base (FLB) in IT Naval Base Augusta, the Forward Logistic Site (FLS) in IT Air Base Pantelleria and the Forward Operating Base (FOB) in IT Air Base Sigonella all effectively support the operation. The FLB, FLS and FOB are situated within the JOA and are included in ENFM's Command and Control (C2) architecture. The FLB and FOB constitute the main operational logistics hubs for the operation. Greece provides additional logistic sites at the FLS Souda and FOB Souda, both in Crete. Since February 2018 the Operation lacks an Auxiliary Oiler, creating a logistic limitation considering the extent of the AOO and the diversity of tasks. The Arrangement between NATO Allied Maritime Command and ENFM dated 30 May 2017 provides the possibility to reciprocally support in this regard.

Medical Support

The lack of a Role 2 Medical Treatment Facility (MTF) since 2016, presents an associated increase of the medical risks due to the Operation’s reduced capability to meet the established medical timelines for damage control surgery, notwithstanding Roles 1 on the deployed ships. These risks will be increased in case of non-friendly boarding activities being approved. A mitigation risk assessment is conducted in the planning and execution phases of the operational activities, taking into consideration the position of assets with on board helicopters and the position of ashore facilities. In situations where it is not possible to follow the 10-1-2 rule, units reduce the distance for evacuation.

AIRMEDEVAC capabilities based on rotary wing assets afloat have to be requested and deployed. Currently only ITS SAN GIUSTO, ESPS SANTA MARIA (until May 17, 2018) and ESPS NUMANCIA for the remainder of the reporting period, feature organic assets, and it is strongly recommended to have as much as possible MEDEVAC assets in the suitable ships, prioritizing this capacity over others, particularly in frigates, carriers and other big platforms.
The availability of ground Role 3 MTF to ENFM personnel (Italy, Malta and Greece) remains as in the previous report; the signature of the agreement with Tunisia was delayed by local authorities, pending their resolution (EUDEL Tunis and EEAS are engaged on this issue to achieve in short term the signature). A possible agreement with Egypt is still in an evaluation phase and has not registered any significant progress. Medical support to OHQ personnel follows the existent arrangements, Role 1 MTF at the infirmary of Centocelle Air Base and Role 3 Celio Military Hospital in Rome.

Financial Support

The current available funds in the amount of 9.8 Million €, approved by the ATHENA Special Committee (SC) on 07 December 2017, are assessed to be sufficient to cover all cost in order to run the operation.

Concerning the training of LCG&N, additional funds have been provided on a voluntary basis by MS in the amount of 2.7 Million €. So far 25% of these funds have been spent. The remaining funds are assessed to be sufficient to carry out all planned training for a total up to 500 participants.

The execution of monitoring ashore will require the allocation of dedicated funds. The estimated amount of money necessary to run the monitoring ashore with the support of EUBAM Libya – as interim solution – has been already submitted to the attention of Special Committee. The ongoing discussion at EEAS level for the EUBAM support a interim solution leave this issue pending for the time being.

As requested by the DSG CSDP a dedicated proposal for a long term solution (not based on EUBAM Libya support) will be submitted in due time to the attention of MS for their evaluation and assessment.

Gender Mainstreaming

In continuity with the attention attached to this relevant topic by international and EU institutions, underlined by the EUMC’s Chairman with a dedicated letter\(^9\) to the Operation Commanders, the Operation continues to put great effort into promoting gender mainstreaming, developing further initiatives and consolidating the activities already in place. A point paper that summarizes the current and future initiatives has been sent to the EUMC’s Chairman on 24 April.

In addition to consolidated induction training activities aimed at raising awareness among the participants to the Operation here below the most important activities carried out in the last semester:

\(^9\) CEUMC letter dated 8 December 2017
• On 11 April 2018 ENFM delivered a gender perspective module to the LCG&N trainees creating a basic understanding for the meaning of gender and a rationale why gender matters in military operations and how to address women during SAR operations.

• During the International Women’s Day female staff members had the opportunity to debate gender issues in an OpCdr organized event inside the OHQ with the intent to highlight the importance of gender mainstreaming.

• On 15 May the Gender Strategy was finalized. The document intends to give greater impetus on this relevant topic working in parallel on two main work-strands: internally (at OHQ and Task Force at sea level) and externally (in the training task with a proper involvement of the LCG&N).

A high level seminar, organized by ENFM, will be held in Rome on 19 June on the margin of the SHADE MED Conference. International military and political authorities will intervene sharing thoughts and personal experience.

**Outreach Activities**

**Cooperation within the EU and with International Organisations**

The OpCdr’s determined outreach activities have been well-maintained and conducted to better interact within the EU and with Regional/International Organizations, civilian/military actors and Third States. Most notably, these ongoing efforts including ENFM staff are a means of continuously communicating and explaining the multifaceted aspects of the Operation. The OpCdr’s approach has embraced inclusivity in keeping stakeholders and those interested in the stabilisation of Libya, management of the migration flow and, more generally, the security of the Central Mediterranean continuously engaged. The interlocutors have been engaged and updated on the main results achieved comprehensively by the EU and ENFM in the stabilisation of Libya, highlighting the progress achieved in the reporting period by the LCG&N. There has also been an explicit focus on projecting EU values on human rights and gender mainstreaming and keeping messages in line with the recently published Information Communication Strategy.

In this reporting period, the OpCdr has undertaken a number of key visits to Washington D.C. and New York, Addis Ababa, Tunis, London, Brussels and Malta. In the US, meetings with senior State Department/Department of Defense/US Coast Guard officials again offered a platform for the OpCdr to project the EU’s collective and dynamic role in the Central Mediterranean and on migration. The US Coast Guard was and is as ever particularly keen to continue engaging with ENFM as they tackle their own migration related policy concerns towards their southern hemisphere. Current difficulties in speeding up processes to exchange information between US-ENFM were identified, and a promise given by the State Department that they would focus on resolving this in due course.
Meetings with UN officials in New York provided an opportunity to enlighten them on ENFM cooperation with UN agencies including UNHCR, UNODC and the IOM, and the visit was meticulously timed before the renewal of the UNSCR on the arms embargo on Libya in June.

The OpCdr’s visit to Addis Ababa took place in conjunction with EEAS Deputy Secretary General for Economic and Global Issues, Christian Leffler and his team. The joint effort symbolised a practical example of an EU integrated approach. Addis Ababa also offered the OpCdr an opportunity to help cultivate the EU’s relationship with the African Union and INTERPOL by promoting ENFM support to Libyan security authorities. The OpCdr also successfully instigated a relationship with the Committee of Intelligence and Security Services of Africa (CISSA).

The OpCdr’s repeated engagements in Tunis have included discussions with Tunisian government officials, other North African officials (Egypt, Tunisia, Algeria), UN agencies (UNSMIL/ UNHCR/ IOM), the Libyan Committee of Experts, EU officials and EUBAM Libya. An agreement to use Role 3 medical facilities in Tunisia was postponed by Tunisian authorities in this reporting period and is hoped to be signed in the next reporting period. EUDEL Tunis and EEAS are engaged on the issue.

A more frequent travel schedule to Brussels is standard. The OpCdr continued his commitment to ensure that the PSC, CEUMC and EU Member States are kept abreast of developments and his vision for the future of the Operation.

On cooperation with NATO, as an EU priority, the OHQ has hosted a delegation from the NATO Strategic Direction South HUB Naples and is hoping to sign an agreement with JFC Naples for enhanced cooperation in the next reporting period. Moreover, based on a request to exchange of information raised by the SNMG 2, the possibility to extend the current arrangement with MARCOM - adding the SNMG 2 at the same conditions defined for the Op Sea Guardian - is under evaluation.

The OpCdr has been pursuing a line of effort to enhance engagement with the Shipping Industry. In this regard, the relationship with International Chamber of Shipping (ICS), the Italian CONFITARMA, the International Maritime Organization along with relevant Shipping companies are vital to keep the collaboration alive and fruitful. In this reporting period a workshop has been held between ENFM-ICS personnel in London, where ICS were appraised on ENFM’s role as a maritime security provider in the Mediterranean and invited to further engagement. Further workshops between ENFM and Shipping industry will follow on a regular basis as intersessional meetings between dedicated working groups organized during the SHADE MED conferences. The intervention of IMO Secretary General in the 99 IMO Maritime Safety Conference in London last 23 May, recognizing the important role played by ENFM in the high sea off the coast of Libya, confirms the relevance achieved by the Operation in the International Maritime community.
Engagement with justice and law enforcement agencies remained a top priority with ENFM conducting meetings with EUROJUST, EBCGA, INTERPOL and EUROPOL. This is expected to be enhanced in the next reporting period with the implementation of the Crime Information Cell pilot project.

A special meeting was held last 24 April at the EU OHQ, with the Italian National Prosecutors and the Italian National Directorate for Anti-mafia and Counterterrorism to formalize the issue of the first report on the “First European Observatory on Migrant Smuggling and Human Trafficking”.

In the framework of the EU Comprehensive Approach and in order to work in synergy with other EU initiatives, with a particular focus on training and monitoring the LCG&N, ENFM participates to the meetings organized by the Italian Ministry of Interior (namely “Support to Integrated Border and Migration Management in Libya” - SIBMMIL) and co-chairs with EUBAM Libya the Maritime Sub Working Group. Regular meetings are also held in this regard with the Italian Coast Guard.

A request recently raised by the European Parliament Special Committee on Terrorism allowed the OpCdr to present to the Committee last 23 April the role played by ENFM in the Central Mediterranean and the achieved results. A visit to the OHQ in favour of the Committee has been organized last 6 June.

**Shared Awareness and De-confliction in the Mediterranean (SHADE MED)**

The 6th edition of SHADEMED will take place next 19 and 20 of June in Rome. This edition will be focused on “connecting capabilities and awareness in the Mediterranean” and organized with a plenary session and dedicated working groups on specific topics. The event will be host as usual in Rome by the Italian Ministry of Defence and will be co-chaired by ENFM and MARCOM.

The event has been organized with the support of Luxembourg that provided - as in the past editions - the necessary funding.

**Key Challenges**

Instability deriving from the shifting dynamics of the security and political situation in Libya are invariably difficult to predetermine. Therefore, the key challenges outlined in the previous reporting period are either still relevant or have been partially addressed.

The Smugglers’ Business Model remains indeterminate. They constantly develop their tactics and we continue to adapt accordingly. Coordination and de-confliction with other EU partners in the region, including EUBAM Libya, Member States and law enforcement agencies are therefore more pertinent than ever to pursue through a comprehensive approach.
As Libyan political reconciliation talks progress and LCG&N capabilities are gradually built up, an extension of the mandate by at least 18 months is considered a reasonable proposal to let effects develop and mature over time. This period should allow to better assess if the results achieved in the past six months can be sustainable in time and Libyan authorities will be able to manage on their own the current and future situation ashore and at sea. In the meantime the Operation should continue to be present in the high seas contributing as maritime security provider to act and deter as necessary. The ENFM action in the high seas should complement the activity carried out by the LCG&N, adapting its role in relation to the gradual growth of the LCG's ability to perform its institutional tasks. The initial results so far achieved by the LCG&N needs to be sustained in time by EUNAVFORMED, EU and MS. Such an extension would go hand in hand with the ongoing EU and bilateral efforts to support the creation of a Libyan Rescue and Coordination Centre, which is hoped to be up and running by 2020.

With regards to the supporting task on capacity building, the target to train 500 LCG&N personnel by 2018 remains a milestone but depends on Libyan capacity to nominate suitable candidates. One challenge in this field is that some LCG&N personnel rely on second jobs and might therefore not have the economic means to undergo training courses abroad. Another challenge is the fact that the LCG&N is far to achieve a sufficient level of assets and equipment to do conduct their jobs effectively. This calls for a continued credible capacity building program at EU level. Training and equipment, if not appropriately sustained over time, will lead to a regression of the relevant results achieved since July 2017 by the LCG&N: without efficient and performing patrol boats, it will not be possible to fight illicit activities at sea and this shortfall will likely be used again by traffickers to regain the upper hand.

Furthermore, in regard to the monitoring mechanism, the recent decision of the Athena Committee leaves ENFM no choice but to stop such monitoring ashore. Efforts are underway to find a solution. To improve monitoring, there is also a need for Member States to continue investing in UAV.

With regards to the supporting task on the arms embargo, there are still financial issues related to port fees and arms disposal. On this, Member States have still not found a solution.

In relation to gathering information on oil smuggling, the current Area of Operation excludes some areas of interest for oil smuggling.

Taking into account the enduring defeat of Daesh across North Africa and the Levant - there is a perceived risk of Violent Extremist Organisations (VEOS) exploiting the Central Mediterranean Route. Potential terrorists/ foreign fighters could use migratory flows to reach European shores. These concerns are more often expressed at the political level and confirmed by national and EU reports. Even if so far no evidence has been collected there is a potential risk that could be addressed by ENFM.
Concerning the future of the Force Generation, ENFM currently faces the following challenges:

- absence of flagship as of 1 January 2019,
- absence of Role 2 Medical Treatment Facility on board (that would enable increased freedom of movement of assets at sea, including the possibility to carry out opposed boarding when such a capacity is available),
- absence of UAVs (except for those provided by the Italian Air Force) by the 1st of June 2018;
- absence of Auxiliary Oiler Replenishment for Naval Assets.

On manning, the rotation of personnel in the OHQ is still too high. The duration of a deployment should be at least six months.

**Next steps**

As pointed out throughout this report, ENFM remains one of the most relevant maritime security providers as a part of the EU comprehensive approach to migration, delivering tangible results across civ-mil boundaries.

Even if the situation, ashore and at sea, gradually improves it is still fragile and volatile. Hence it is assessed that an extension of the mandate for at least 18 months should be considered as a minimum to support Libya in the upcoming months, in fighting illicit activities and contribute to the stabilization of the country, including the management of migration flow. A further assessment will be necessary at the end of the period, taking into account the results achieved by the LCG in terms of effective capacity to fulfil their institutional tasks. In this regard, the monitoring task will play a substantive role as a useful reference for the achieved results and further needs of the LCG&N (in terms of training and equipment needs and requirements).

With regards to the **core task**, the Central Mediterranean Route, compared with the Western/Eastern routes, remains the most active migration route reaching Europe. Taking into account the evolution of the situation, Member States could decide to enlarge the AOO towards these adjacent routes as well.

Furthermore the progression of the First European Observatory on Migrant Smuggling and Human Trafficking proves, with its first report recently published, that it could be a useful tool to better understand the illicit activities intertwined with the phenomenon of irregular migration. Information sharing is moreover manifested by the Crime Information Cell pilot project which should be enstated in June, pending final details to be set, providing an opportunity to further deepen cooperation between internal and external EU security bodies and enhance the timely exchange of information.
Furthermore, taking into account the enduring defeat of Daesh across North Africa and the Levant, there is a perceived risk of Violent Extremist Organisations (VEOS) exploiting the Central Mediterranean Route. Potential terrorists and foreign fighters could use migratory flows to reach European shores. ENFM’s presence on the high seas off the coast of Libya is therefore potentially capable of contributing to counterterrorism efforts. Concerning the **supporting tasks**, for the contribution against illicit arms trafficking, on the basis of UNSCR 2357(2017), ENFM is going to propose an extension of the Area of Operation in the south-east region to include the approaches for eastern Libyan ports, thus acting as an extended deterrent to prevent vessels from entering the Libyan Territorial Waters without passing through the Area of Operation.

In regards of the contribution to information gathering on crude oil and other illegal exports off the coast of Libya that are contrary to UNSCR 2362(2017), the first Oil Smuggling Report has been released on the underlying system of oil smuggling and the pattern of life in the Area of Operation. Again, time is essential to be able to elaborate and make best use of the findings. There is a potential for Member States to decide if ENFM should be able to take a more active role (e.g. as in the case of illicit arms trafficking) in disrupting this particular smuggling business. This has been directly emphasized several times to the OPCDR by President Al-Serraj and the Libyan Coast Guard authorities, with the request to report such a possibility to the PSC. In the meantime, in line with the current mandate, unless otherwise directed by Member States, EUNAVFOR MED will work on modalities of exchanging information on crude oil and other illegal exports that are contrary to UNSCR 2146 (2014) and UNSCR 2362 (2017) with the legitimate Libyan authorities as well as the UN panel of experts (in line with the UNSCR 2362).

In the domain of capacity building of the Libyan Coast Guard and Navy, ENFM is recognised as the EU primary focal point, acknowledging the added value of the training and monitoring which, through the LCG&N growing capacity to tackle illicit activities and saving lives at sea, is showing positive effects. To further improve there is a need for a more continuous presence ashore in the LCG&N sectors’ operational room, that when authorized by the PSC, will enable a more exhaustive assessment on the LCG&N’s professional behaviour, including training and equipment needs and requirements. This will feed into the project “Support to Integrated Border and Migration Management in Libya” complementing other EU and MS efforts in building a capacity to properly manage the migration flow and the security of borders.

The sharing of information, including actionable intelligence, with law enforcement agencies, maritime security organisations and partners, is steadily growing achieving mutual benefits. The Crime Information Cell will provide a good opportunity to further enhance not only the exchange of information but also the capacity to cooperate between internal and external security EU bodies. Furthermore it should also be noted that ENFM has enhanced its cooperation with NATO Op SEA GUARDIAN with promising results. Future activities will include the strengthening of relations to NATO in particular extending the current arrangement with MARCOM adding, at the same conditions, SNMG 2 to the
Op Sea Guardian. Moreover, a dedicated arrangement with JFC Naples dedicated to the exchange of information with the NATO STRATEGIC DIRECTION – SOUTH HUB, will contribute to the commonly agreed principles in the EU-NATO joint declaration in Warsaw 2016.

Finally, taking into account a possible terroristic presence in the JOA, it should be considered not to exclude “a priori” the possibility to take heed of a possible contribution of a maritime force already operating at sea. The Crime Information Cell could also play a role in this field.

Conclusions

ENFM has continued to deliver effect – at sea and from the sea - as maritime security provider in the Central Mediterranean region. This is necessarily important to recognize against the backdrop of the fragile situation and a limited Libyan capacity to control and secure the situation ashore and at sea. As a maritime force presents in the high seas, ENFM is able to act and respond as required given that threats emanating from Libya are no less a threat to international peace and security. In this regard it should not be excluded “a priori” in the future a possible contribution to the counterterrorism.

The operation’s undertaking over the past six months has yet again reinforced its role as a maritime security provider delivering against EU, Libyan and wider UN Member States’ interests. Moreover, over the past six months, the operation has further integrated itself within the EU’s comprehensive approach in alignment with the European Union Maritime Security Strategy (2014) and Global Strategy on Foreign and Security Policy (2016).

The operation continues to be recognized by the international community, including the UN-backed Libyan Government of National Accord, for its role in the high seas in acting as deterrent to illicit activities and supporting Libyan institutional development. An enhanced mandate in the areas highlighted throughout this report could facilitate greater strategic effect. In light of existing limits in place which confine ENFM assets to international waters, an implicit end state to help develop Libyan ownership is the present driving force of our engagement with the Libyan Coast Guard and Navy. In order to ensure that Libyan officials operate effectively and in compliance with their institutional tasks, monitoring ashore will need to be reinstated with the full support of EU Member States.

The sharing of information, including actionable intelligence, with law enforcement agencies, maritime security organisations, partners and MS, is steadily growing. Solid relationships have been established through Liaison Officers and Working Visitors and through regular VTC/meetings which has helped to increase a reciprocal understanding of respective needs, therefore achieving mutual benefits. The Crime Information Cell will provide a good opportunity to further enhance not only the exchange of information but also the capacity to cooperate between internal and external security EU bodies.
The EU’s concerns (pushed by the international community) that illicit activities are carried out in areas still not completely under control of the LCG&N – as is likely in Zawiya - can be dealt only indirectly by ENFM through the capacity building process. Only through a combined EU effort, that is able to carry on the capacity building program (then providing more training and equipment) along with other initiatives that strengthen the Libyan capacity to fight illicit activities ashore, will allow a gradual extension of areas ashore and at sea under control of the LCG&N. A more continuous (not permanent) presence of ENFM personnel in the Libyan Operation Rooms will foster the activity of collecting information from all the sectors then contributing much more effectively to build up a consistent and complete picture of the LCG&N capacity to fulfil their institutional tasks.

The Operation cannot be assessed as a standalone EU activity but as a part of a more complex and comprehensive EU and international effort. The next six months offers EU Member States an opportunity to confirm the operation’s credentials as a maritime security provider. In contributing to disrupting the smugglers’ business model, implementing the UN arms embargo on Libya, gathering information on oil smuggling, capacity building, training and monitoring the LCG&N and finally underpinning this with a progressive programme to enhance information exchange, ENFM showcases the dynamism of the EU’s combined authority on the global stage.
EUNAVFOR MED Operation SOPHIA
EUROPEAN OPERATIONAL HEADQUARTERS
ROME

MONITORING MECHANISM
LIBYAN COAST GUARD AND NAVY

MONITORING REPORT
October 2017 – January 2018

Rome, February 2018
## CONTENTS

<p>| | | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>INTRODUCTION</td>
<td>Explanation of the monitoring mechanism.</td>
</tr>
<tr>
<td>2</td>
<td>EXECUTIVE SUMMARY</td>
<td>Summary of the pertinent points covered during the reporting period.</td>
</tr>
</tbody>
</table>
| 3 | OPERATIONAL INFORMATION | Information gathered on:  
1. Operating Areas  
2. Operating Times  
3. Equipment Availability and Serviceability |
| 4 | ASSESSMENTS | Assessments on the capacity, effectiveness, efficiency and professional behaviour of the LCG&N. |
| 5 | EFFECTIVENESS OF THE MONITORING MECHANISM | Assessment on the effectiveness of the three pillars of the monitoring mechanism during the reporting period, including recommendations for improvement:  
1. Information Collection  
2. Remote Monitoring  
3. Periodic Meetings |
| 6 | NEXT ACTIONS | Recommendations resulting from the analysis of the LCG&N and the monitoring mechanism. |
| 7 | CONCLUSION | Conclusion, including future key dates and the date of the next report. |
| 8 | ACRONYMS | Table detailing the acronyms used in the report. |

## ANNEXES

<table>
<thead>
<tr>
<th>ANNEX</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>The Annex provides a list of Libyan Coast Guard and Navy naval assets and their efficiency status.</td>
</tr>
<tr>
<td>B</td>
<td>The Annex provides the list of place of employment and assignment of the LCG&amp;N personnel trained by EUNAVFOR MED. It includes also a summary of training packages and modules done and planned.</td>
</tr>
<tr>
<td>C</td>
<td>The Annex provides a description of specific relevant events concerning LCG&amp;N activity which might have strategic or operational implications.</td>
</tr>
<tr>
<td>D</td>
<td>The Annex includes the requirements list of the Libyan Coast Guard submitted to DG HOME on 22 February 2017.</td>
</tr>
</tbody>
</table>
1. **INTRODUCTION**

   **a. General.** Monitoring of the Libyan Coast Guard and Navy (LCG&N) is an essential component of the Libyan maritime capacity building programme, whose relevance has been recognised by all the stakeholders during the ENFM outreach activities (MS, UN, AU, EU, international and national organizations and representatives). The monitoring, which is carried out with the fundamental participation of Libyan Coast Guard and Navy personnel, helps to shape the future training programme, define future training requirements, and helps the LCG&N to define its equipment (including assets) shortfalls and requirements. Monitoring and training the LCG&N, along with a structured equipment plan that includes supply and maintenance, is a key component of the EU comprehensive approach, where it is essential to coordinate, synchronise and de-conflict efforts, resources and activities to maximise benefits and eliminate duplication. Therefore, to ensure effectiveness, complementarity of efforts will be sought with other existing EU and bilateral initiatives, in particular MS bilateral initiatives, EUTF project and EUBAM Libya whose envisaged activities are of specific relevance for the building of Libyan CG capacities.

   **b. Monitoring mechanism.** The monitoring task was assigned to ENFM by the Council Decision of July 2017\(^1\). Its procedures are described in the Op. SOPHIA OPLAN 5.0 (dated 9 October 2017), in accordance with the Annex to the Memorandum of Understanding (MOU) signed on 21 August 2017\(^2\), and a concept note distributed to Member States (MS) dated 17 October 2017.\(^3\) The monitoring mechanism is based on three fundamental pillars:

   - **Information Collection.** This is reporting performed by the LCG&N Operations Room which includes pre-sailing and post-mission reports sent to ENFM OHQ. This data is used as a baseline for an assessment of cooperation. The LCG&N Operations Room is regularly engaged by the OHQ Joint Operations Centre (JOC) in order to provide a steady flow of the required information. The main tool used by LCG&N Operations Room to exchange information is the SMART\(^4\) system.

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\(^1\) Council Decision (CFSP) 2017/1385  
\(^2\) MOU Annex F signed on 21 August 2017  
\(^3\) OPCDR letter to the CEUMC prot. nr. IT EU OHQ/2226/2017/CG dated 17 Oct. 2017  
\(^4\) The Service-oriented infrastructure for Maritime Traffic (SMART) system is a civilian maritime activities tracking tool developed by the Italian Navy. The tool’s embedded chat is used by LCG Operations Room for external communication exchange.
Remote Monitoring. Remote monitoring by ENFM assets, including ships, submarines, aircraft and Remotely Piloted Aerial Systems (RPAS), contributes to the verification of the overall effectiveness of LCG&N operational activity at sea. The procedure compares information provided by the LCG&N Ops Room to provide cueing, with – when detected independently – reports by ENFM assets about the position, course, speed and activity of LCG&N patrols they detect. Remote monitoring also includes the use of two “Go-Pro camera” kits provided by ENFM to the LCG at the end of the 2017 to equip the LCG Patrol Boats. These cameras will take imagery of LCG operations, which will then be uploaded to a cloud-based system for analysis for ENFM staff.

Periodic Meetings. Periodic meetings between ENFM and LCG&N take place in Tripoli, Tunis and Rome (OHQ). The frequency of periodic meetings is conditional on a number of factors. In particular the meetings in Tripoli are possible only when EUDEL and EUBAM Libya are able to provide the necessary logistic and security support. Meetings in Tunis are affected by the availability of commercial flights from Tripoli. Nonetheless, on average meetings are scheduled and attended once or twice per month. Daily meetings represent today the only opportunity to carry out a direct assessment on the achieved level of capacity and capabilities (in terms of professional behaviour, efficiency and effectiveness).
2. EXECUTIVE SUMMARY

a. **Reporting Period.** This report covers the period 1 October 2017 – 31 January 2018.

b. **Report Coverage and Content.** This is the first report regarding the monitoring mechanism on the Libyan Coast Guard and Navy (LCG&N). The report is comprised of statistics and analysis from three different sources of information: Information Collection from the LCG&N; Remote Monitoring by ENFM assets, cooperation on exchange of information with the Italian Navy and the Italian Coast Guard Maritime Rescue Co-ordination Centre in Rome (MRCC); Periodic Meetings between ENFM staff and the LCG&N.

c. **Operational Information.** Throughout the period, LCG&N activity has been limited to the “Western” sector, “Tripoli” sector and the “Central” Sector (western part of the “Gulf of Sirte” as showed in figure 1). In all cases the LCG&N patrol vessels operated within 50 nm of the coast. There have been, on average, four or five sorties per week. The overall number of sorties has been affected by weather conditions and sea state. LCG&N reporting activity has been irregular, with a limited number of reports provided, but the quality of the information received has improved over time. An essential role is played by the use of the SMART system in reporting, but this is adversely affected by a known lack of permanent electricity supply and intermittent internet connection in the Libyan Operation Rooms in Tripoli.

During this reporting period approximately 75% of LCG&N missions operated with “Bigliani class” patrol boats. These patrols tend to sail in darkness and to return to base in daylight. Responses to SOLAS events have been consistent and grew in number after the training of LCG crews by ENFM. A total of 4447 people picked up at sea by the LCG&N during the reported period (against a backdrop of approximately 20,000 migrants rescued by the LCG&N in 2017 as a whole).

d. **Assessments.** The shortest known sorties were approximately 3 hours long and were assessed to be for sea trials and training. The maximum sortie length was approximately 36 hours. In the latter part of the reporting period, when professional competence and operating experience had grown, the LCG&N tended to sail at night in order to be ready for possible intervention in SOLAS events by first light. Among the LCG assets (see Annex A) there are four “Bigliani” Class patrol boats: one, named “Sabratha”, is used to a greater extent than the others. In the framework of an effective bilateral effort, the Italian Navy is assisting with maintenance work LCG&N ships in Tripoli, contributing
to restore the full efficiency of 8 ships/patrol boats (see Annex A). Action by the LCG&N during the reporting period has been assessed as routine and safe. LCG capacity and professionalism is increasing slowly but continuously due to the training provided by ENFM. Command and control is basic, but there is a clear ability to operate at any time of day and night, in coordination with other vessels, and in a life-saving capacity.

e. Effectiveness of the Monitoring Mechanism. The monitoring mechanism is starting to show satisfactory results with a growing understanding of the capabilities of the LCG&N and the effectiveness of ENFM training. Information Collection from the LCG&N has been sporadic at times, with a noticeable increase in self-reporting from the Libyan Ops Room immediately following periodic meetings. However, there remains room for improvement.

To date, monitoring has focused on Tripoli-based activity and LCG&N patrols in the surrounding areas. The monitoring will be extended to the LCG&N stations in Zawiyah and Misratah during the next period.

Bad weather conditions have not allowed so far an effective use of UAV assets for remote monitoring purposes. The next monitoring report will include results on their effectiveness.

Go-Pro cameras were provided to the LCG&N at the end of 2017 in order to record activity in real time and allow for remote assessment by OHQ specialists. The first videos were uploaded on 8 February 2018 and are currently undergoing analysis. Monitoring ashore has been conducted during a series of one-day visits in close cooperation with EUBAM Libya (each lasting a maximum of 4 hours due to travel constraints). The visits have so far been limited to the Joint Operation Room located in the city centre of Tripoli, while it has not been possible to visit the Libyan Coast Guard Operation Room in Tajoura (located 15 km out of Tripoli)

As a consequence of the limited number of visits and insufficient time spent in the Libyan Operation Room, the ability to make a clear and accurate assessment about the capacity of the LCG&N to coordinate SAR operations is currently limited. The current framework for the meetings needs to be improved to guarantee an adequate degree of direct understanding to allow for a proper assessment on the capacity, effectiveness, efficiency and professional behaviour of the LCG&N. It is therefore necessary to increase the frequency and length of the periodic meetings.

f. Next Actions. It is recommended to increase the number and duration of meeting opportunities with LCG&N in the Operation Rooms. In order to increase the length of
visits to Tripoli for monitoring ashore, it may be possible to make use of the facilities provided by other agencies operating in Tripoli, such as EUDEL, EUBAM and MSs already present in Libya. To aid future discussion, a possible arrangement covering personnel's legal status and security aspects will be presented to the PSC through the Chairman of the EUMC in due course. Further attention will be given to the English language course in the next training modules. In the upcoming weeks the monitoring of LCG&N will also be extended to the stations in Zawiyah and Misratah. Moreover, the exchange of information between the EU OHQ and the Joint Operation Room in Tripoli will be complemented by the exchange of information with the “central” sector Operation Room. In broader term the monitoring task shall be implemented seeking synergies and complementarity of efforts with other existing EU and bilateral initiatives, in particular with EUBAM Libya, the EUTF project and Italian bilateral activities, contributing with monitoring the LCG&N

g. **Next Report.** The second report on monitoring will refer to the period February – May 2018 and will be issued in June 2018.
3. OPERATIONAL INFORMATION

a. Operating Areas. The LCG&N aim to ensure the integrity of internationally recognised Libyan territorial waters and monitor maritime activity to the full extent of the Libyan Exclusive Economic Zone.

The LCG organization in Western Libya is divided into three operational sectors (the “Western” Sector, “Tripoli” Sector and the “Central” Sector, which covers the western part of the Gulf of Sirte; shown in figure 1), each with an HQ. The “Western” Sector HQ is located in Zawiyah, the “Tripoli” Sector HQ is located in Tripoli and the “Central” Sector HQ is located in Misratah. The HQs have been described by the LCG representatives as facilities with limited room and communication capabilities. Today only Misratah’s HQ is relatively equipped to communicate with naval assets at sea in its sector. The LCG is looking for more consistent facility solutions for the sector’s HQ in Tripoli (in the Abu Sitta Naval Base) and in Zawiyah (in the Oil Terminal harbour). The three sector’s HQ should be coordinated by the LCG Operation Room (co-located in Tajura with the LCG HQ). In the meantime the LCG Operation Room compensates for the temporary lack of sector’s HQ in Tripoli. Finally, as regards SOLAS/SAR events, the LCG has its own representatives in a Joint Operation Room (located in Tripoli centre) together with representatives of different national departments (LCG, Border Police, Fishery, Port Authority, Environment, Costal Police).

The LCG operates from three bases in the West of Libya: Tripoli, Zawiyah and Misratah. However, their operating patterns are not evenly distributed. During the monitoring period nearly all patrols departed from and returned to Tripoli. Of 70 known sorties from October to the end of January, 56 were from Tripoli (6 in October, 13 in November, 16 in December and 21 in January). This is shown in the diagrams below. It is assessed that the reason for this is that greater oversight and Libyan inward investment in the LCG is available in the capital. In the majority of sorties the LCG patrol vessels operated within 50 nm off the coastline.

In addition, on 10 July 2017, Libyan authorities sent a letter to the International Maritime Organisation (IMO) declaring a Libyan search and rescue (SAR) region. This declaration was subsequently withdrawn on 6 December 2017 and replaced with a new communication to the IMO dated 14 December 2017 whereby Libyan authorities informed that the Libyan Government has considered the Tripoli flight information region (FIR) as the Libyan SAR region, which was communicated to and approved by the International Civil Aviation Organization (ICAO).
Figure 1  Organisation of LCG operating areas

Figure 2  Number of Departures in October 2017
Figure 3  Number of Departures in November 2017
Figure 4  Number of Departures in December 2017

Figure 5  Number of Departures in January 2018

Summary of Departures October 2017 - January 2018
Figure 6  Number of Departures throughout the Reporting Period
b. Operating Times. The monitored LCG&N sorties were unevenly distributed throughout the period. In the first two months of the monitored period the majority of sorties were single day, daylight-only missions. The shortest known sorties were approximately 3 hours long, assessed to be for sea trials and training. The maximum sortie length lasted approximately 36 hours. In the latter part of the reporting period, when professional competence and operating experience had grown, the LCG&N tended to sail at night (the usual time of departure from port was between 0200Z and 0300Z) in order to be at the limit of territorial waters by first light.

From the information received through Information Collection and Remote Monitoring it has been calculated that the average patrolling time of the LCG units was 10 hours. This allowed them to sail in darkness, respond to SOLAS events at first light if necessary, and then return to harbour in daylight to disembark rescued migrants. This is assessed to be an efficient operating model for the LCG at this stage of their development. In comparison, the Libyan Navy (LN) units, such as “Ibn Ouf”, have been observed at sea for several days in a different operating pattern, confirming that a different command and control architecture is in place.

Weather conditions have a significant impact on the conduct of patrols, with the LCG tending to remain in port when sea states are 3 or higher. The diagram below shows the days in which active patrols were conducted at sea. It can be seen that sorties are concentrated into certain days which correspond with favourable weather conditions, with sea states 3 or below. Nevertheless this operating pattern does not affect their capacity to tackle the possible SAR events related to the migration flow, due to the fact that smugglers limit their activity to similar (and even lower) sea state conditions.

The diagrams also show the number of patrols carried out per day by the LCG. Although sorties are usually single ship events, in some cases they involved 2 or 3 vessels. This indicates a growing capacity to conduct coordinated activity at sea, rather than simple, single patrols. These coordinated operations are not limited to Coast Guard vessels but have been seen between Coast Guard and Navy ships, particularly LN “Ibn Ouf”. Given the different command and control architecture and organisational structure of the Coast Guard and Navy, this cooperation demonstrates a degree of sophistication. This will be monitored in future to determine if an upward trend develops as experience grows.

There are times when patrols have been theoretically possible due to permissive weather conditions and sea state, but no activity has been observed. For instance, on 24
December the sea state was 2 (and therefore favourable) but the LCG&N did not proceed to sea. This is assessed to be because that date was a national holiday to celebrate Libyan Independence Day. The adherence to national holidays should give some indication of likely activity in future.

Finally, the diagrams below also show the presence and the number of Non-Governmental Organisations’ (NGOs) ships deployed in the area of operations during the reporting period. It can be seen that NGO vessels are equally affected by weather conditions, although slightly less than the LCG&N patrol boats, probably due to the higher displacement of the NGOs vessels. There is a strong correlation between NGO presence, migrant launches from Libya and LCG&N activity; however, this correlation does not necessarily mean causation.
Figure 7  Missions, Sea State and NGO Presence in October 2017

MONTHLY MISSIONS DISTRIBUTION NOVEMBER 2017

CINCNAV REPORT  FHQ REPORT  LNCC REPORT

SEA STATE NOVEMBER 2017
Figure 8  Missions, Sea State and NGO Presence in November 2017

Figure 8  Monthly Missions Distribution December 2017

Figure 8  Sea State of December 2017
Figure 9  Missions, Sea State and NGO Presence in December 2017
c. **Naval assets and serviceability.** During the reporting period there were three operational “Bigliani” Class patrol boats in the LCG inventory. These are part of the flotilla of four boats refurbished by Italy after the Arab Spring and returned to Libya in May 2017. In addition, the LCG operates three “Damen Stan” and one “Hamlin” Class patrol boat. The Italian Navy is continuing a programme of maintenance assistance with the Libyan authorities. A list of LCG&N assets is in Annex A.

The diagram below shows the number of sorties carried out by each vessel during the reporting period. It can be seen that approximately half of all sorties during the first three months of monitoring have been conducted by the Bigliani Class “Ras Al Jadar” (o “Ras Gder”) and “Sabratha”, leading to the conclusion that they were the most effective and reliable ships at that time. In late December and January, “Sabratha” alone was used. The LCG are rotating their assets through a “maintenance and leave” schedule in order to sustain consistent capability. They appear able to sustain one to two vessels active at sea at any particular time. From early November 2017 onwards the Libyan Navy “Ibn Out” (an amphibious ship) was observed operating at sea, usually once per week. The only other LN vessel observed is the “Al Sadad”, which was at sea for approximately 7 hours on 25 November 2017.
Figure 11  LCG&N Vessels Employed in October 2017

Figure 12  LCG&N Vessels Employed in November 2017

Figure 13  LCG&N Vessels Employed in December 2017
d. **LCG&N personnel trained by EUNAVFOR MED.** To date, 188 LCG&N personnel have been trained by ENFM (201 certificates of attendance have been issued, with some individuals attending more than one course), and of those approximately 80% are employed in the Tripoli area, mainly as patrol boat crews. EUNAVFOR MED retains a record of trained personnel, their location and the nature of their assignment. According to the information received from the LCG&N, backed up by discussions during periodic visits, it is assessed that approximately 70% of the crews of the active Bigliani class patrol boats, and 30% of other units, have been trained by ENFM. The list of the LCG personnel trained up to 31 January by ENFM, their working positions and a summary of courses provided is in **Annex B**.

The table below shows the average number of ENFM-trained people present on board the LCG patrol boats during the reporting period.
e. **Periodic Meetings.** By the start of the monitoring a total of seven meetings had taken place with the Libyan Coast Guard and Navy: six in Tripoli\textsuperscript{5} and one in Tunis\textsuperscript{6}. The meetings were all chaired by OHQ ACOS CJ7 who was accompanied to all but one meeting by EUDEL member. During the initial 6 meetings in Tripoli ACOS CJ7 met 37 former ENFM trainees out of 188 trained, employed across a range of departments including Libyan Coast Guard (LCG) Patrol Boats, Libyan Navy Training Depot, Operations Rooms in Abu Sitta, Tripoli and Tajura, Libyan Navy and Libyan Coast Guard Legal Offices and the Tripoli migrants’ debarkation point.

The visits at the Joint Operation Room confirmed a critical infrastructural situation (limited communication systems, power supply, telephones and personal computers). The situation is further adversely conditioned by a limited presence of personnel with insufficient language (English) skills and limited software tools (SMART) knowledge.

During the visits, the Patrol Boat’s commanding officers and crew highlighted a chronic shortfall in the maintenance of their equipment, which was being compounded by the non-availability of spare parts.


\textsuperscript{6} 20 Dec 2017.
Overall the feedback on all the training packages was very good, and former trainees identified a positive development amongst their personnel, not only in terms of technical knowledge, but also in the military and the moral sense.

The meeting on 20 December 2017 in Tunis saw members of ENFM (including the Liaison Officer to USMIL in Tunis), EUDEL, EUBAM, UNSMIL as well as four senior members of the LCG&N, meet to discuss the monitoring mechanism. Information Collection was identified as the greatest challenge, as the Libyan Coast Guard have not been sending all the period updates which have been required of them. This could partly be explained by technical difficulties, exacerbated by a lack of trained personnel, but the LCG&N representatives were invited to overcome these issues by whatever means possible.
4. **ASSESSMENTS**

a. **General.** Based on initial results of the monitoring mechanism, the LCG has showed a gradual improvements of professional behaviour. At this stage in its development, it appears that the “Bigliani” Class patrol boats are appropriate platforms for the duties of the LCG. Much progress has been made since the cessation of operations after the 2011 revolution, and the command and control mechanism is starting to work (even if they have to deal with major limitations in terms of equipment – including naval assets – and infrastructure). There is growing evidence of cooperation between Libyan agencies (particularly the Coast Guard and the Navy) and thousands of lives have been saved at sea by their efforts. The training provided by ENFM to Libyans sailors has been considered overall effective and tailored to the scope. Positive feedback has been received from LCG authorities. Moreover, during the last meeting with the Op Cdr held in Tunis on 6 February 2018, the LCG’s Commander confirmed that a kind of basic “lessons learnt” process had been established: relevant events at sea were being discussed with the Patrol Boat Commanders and mistakes were properly addressed in order to avoid similar behaviour in future. Of note, the LCG’s Commander also confirmed that in one specific case disciplinary measures had been taken against one Patrol Boat Commander.

b. **Operations.** The LCG&N are now able to operate in day and night conditions, as single units or in multi-ship patrols, and in sea states up to 3. Their professional competence and operating experience has grown but is not yet at a self-sustaining level; training and monitoring is still required. Though not the only way, one method of assessing the effectiveness of the LCG&N is to analyse their migrant rescue efforts. In at least two cases there has been effective collaboration with the Libyan Navy and, in total during the reporting period, 4447 people have been rescued at sea. This represents approximately 20% of the overall total number of people rescued at sea during the reporting period. In none of these events has ENFM uncovered evidence of ill-treatment. This is assessed as positive. However, Libyan crews do not routinely destroy the inflatable migrant boats on completion of SOLAS events and this can be dangerous for international navigation. This will be raised at the next meetings in Tunis/Tripoli and addressed in future training. The lack of a permanent presence in the Libyan Operation Room prevents proper and instant dialogue to verify the current situation at sea.

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7 Numbers provided by the Italian MRCC.
Finally, the evidence gathered during the reporting period demonstrates that LCG&N presence at sea has increased over time. As Figures 11 to 14 show, the number of missions accomplished each month grew from 11 in October 2017 to 24 by January 2018. Not only does this indicate that a sustainable operating model has been adopted, it also shows the proactive and positive approach by the LCG Command to make effective use of their resources and guarantee a more continuous presence at sea.

Relationships between NGOs and LCG are difficult to assess. The present report clearly states that ENFM is not in the position today to provide a complete and clear picture on the activity carried out at sea by the LCG Patrol Boats. The events occurred at sea are almost exclusively based on NGO’s media reports, generally blaming for the allegedly incorrect LCG actions at sea. Nevertheless it is evident that interactions between LCG Patrol Boats and NGO vessels, in particular during SOLAS events, can be problematic (further details are available in Annex C). A more effective monitoring (through ISR assets, “Go-Pro” kits of cameras, and a more continuous presence on ENFM personnel in the Libyan operation rooms) will allow a better situation assessment on the LCG professional behaviour. In any case, the gradual improvement of LCG’s operational capacity to operate at sea should hopefully lead to an improvement in the relationship with the NGOs.

c. Training. Trainees are confident and appreciative of the information received. To further improve training achievements, future training packages will gradually be more practical oriented (incorporating practical “hands-on” training wherever possible) and long enough for subjects to be fully mastered. It is advisable to continue specific training for operators in the Ops Room, including the use of the SMART system. Information collection and remote monitoring showed an urgent need for improvement in English language: it is therefore recommended to provide dedicated English language courses in the future. In the short term, as a further mitigation measure, it will be explored the possibility of having Arabic speaker personnel in Operation Sophia or Arabic-English interpreters with Operation Sophia or LCG personnel.

d. Equipment. Equipment shortfalls are a significant limitation for the Libyan Coast Guard in the performance of their duties, both at sea and ashore. The LCG Commander confirmed, during the last meeting with the Op Cdr (Tunis, 6 February 2018) an urgent need to address a lack of adequate assets, such as Patrol Boats, RHIBs and related equipment and spare parts. It is apparent that the “Bigliani” class require a consistent amount of fuel on board for the daily activity, and that the limited tonnage and overall length of the vessels make the coordination and conduct of SOLAS events more difficult. The lack of fuel in Tripoli harbour apparently affects the operational activity not only of the LCG but also of the LN.
It is also reported that some basic items, such as life-saving and lifting equipment, are not always available. This will be discussed with the LCG at future meetings with a view to update a comprehensive list of requirements (in Annex D the last available list of LCG requirements submitted to the EU Commission). The updated list of LCG requirements will then be checked with the relevant EU stakeholders and submitted to the attention of MS with the next monitoring report. In this regard EULPC could support ENFM in checking periodically the LCG’s list of requirements.

In the Operations Rooms ashore, the lack of effective and reliable communication systems hampers Libyan capacity for the minimum level of execution of command and control, including that necessary to coordinate SAR/SOLAS events. Furthermore, a lack of infrastructure services (e.g. personal computers, power supply and internet connection) represent a known limitation for operations.

5. EFFECTIVENESS OF THE MONITORING AND ADVISING MECHANISM

The monitoring mechanism starting to show satisfactory results with a growing understanding of the capabilities of the LCG&N and the effectiveness of ENFM training. However, at present, the Operation is relying primarily on sporadic self-reporting by the LCG and on remote monitoring by ENFM assets when in range. With the support of EUDEL Libya and EUBAM Libya, ENFM visits to the LCG&N are limited to a maximum of 4 hours per day, and to one or two days per month. In this way, it is not possible to make an exhaustive direct assessment on the level of effectiveness and professionalism achieved by the LCG&N. A more detailed assessment of each of the three pillars of monitoring is given below.

a. Information Collection. The connectivity and exchange of information between the Joint Operation Room (see para 3.a.) and the ENFM OHQ has remained limited and, generally, of low quality. The reporting by LCG, initially sporadic and poor has seen improvements over time, but it is not yet at a consistently acceptable standard. This is assessed to be due to a lack of English speaking staff and limited training in the use of SMART chat. The lack of feedback provided by the Joint Operation Room continues to be an issue, especially the Annexes giving mission reports, which are essential for a complete view of the activities of the LCG&N crews. However, despite this, there have been some small improvements in the reporting of naval activities, rather than via third parties (e.g. Italian CINCNAV and the Naval Liaison Communication Centre located on board of the Italian warship moored in Tripoli).

8 It is often missing or late, and it is invariably incomplete, with critical information such as dates and timing missing.
Go-Pro cameras were provided to the LCG&N at the end of 2017 in order to record activity in real time. Some videos have been recorded by the LCG and shared with ENFM and the system has been proven to be technically viable. A proper assessment of the material provided is ongoing. Further instruction will be provided to the LCG in order to make better use of the recording equipment.

b. Remote Monitoring. Of the 65 known sorties during the reporting period, only 13 were directly observed by ENFM assets, and the majority of those were by surface ships (11). This suggests a lack of suitable airborne ISR, which could be improved by more persistent presence. In the near term there is an ongoing trial of UAVs supplied by the Italian Air Force; this could become a key capability which will be assessed over the next monitoring period. Italian CINCNAV ships have been particularly useful reporting the departure of LCG&N sorties from Tripoli. However, that monitoring is from a distance and is not able to report the behaviour of the LCG&N crews when at sea. ENFM OHQ requires, wherever possible, more detailed information on the conduct of Libyan activities such as times of events, number and composition of crews, crews clothing, conditions of boats and equipment, in order to facilitate and progress the monitoring process and make a value-added assessment (in this regard a more continuous presence in the Libyan Operation Room / LNCC should help to fill the numerous information gaps).

c. Periodic Meetings. By the start of the monitoring a total of seven periodic meetings had taken place with the Libyan Coast Guard and Navy; six in Tripoli and one in Tunis. Meetings are a key component for the effectiveness of the mechanism, because they represent the only way to make a direct assessment of the LCG operational behaviour, capacity and capabilities to carry out their institutional mandate ashore and at sea. Moreover it will offer the possibility to discuss and understand the real needs and difficulties of the LCG&N and to try to remedy these. Despite the outstanding support provided by EUDEL Libya and EUBAM Libya the number of daily meetings in the reporting period were not adequate to make a robust assessment. Considering that relevant decisions are taken in the Operation Rooms ashore, it is evident that without a more continuous presence ashore it will not be possible to achieve consistent results. A more continuous presence of ENFM staff in the Libyan Operation Rooms would therefore be beneficial to the monitoring mechanism. To aid future discussion, a proposal covering legal and security aspects is ongoing and will be presented to the PSC through the Chairman of the EUMC in due course. Visas for travel to Libya are now held by a number of ENFM personnel and this will increase participation in periodic meetings in future.

\[\text{Bad weather conditions have not allowed so far an effective use of UAV assets for remote monitoring purposes.}\]
6. **NEXT ACTIONS**

The following actions will be carried out:

a. The LCG&N Ops Room will be regularly contacted by the OHQ Joint Operations Centre to improve reporting.

b. English language and SMART training will be given priority during future Training Packages. In the short term, as a further mitigation measure, it will be explored the possibility of having Arabic speaker personnel in Operation Sophia or Arabic-English interpreters with Operation Sophia or LCG personnel.

c. Videos collected by the Go-Pro camera equipment installed on board LCG Patrol Boats will be properly evaluated by OHQ specialists.

d. Equipment requirements will be discussed with the LCG in future periodic meetings.

e. As soon as there is evidence of LCG&N activity in other coastal areas, monitoring of LCG&N will be expanded to other stations (e.g. Zawiyah and Misratah).

f. A proposal (addressing costs, logistic, legal and security aspects) will be soon addressed to the PSC, through the Chairman of the EUMC, in order to consider a more continuous presence in the LCG Operation Rooms.

g. The utility of RPAS for monitoring purposes during the UAV trial period will be assessed.

h. To seek synergies and complementarity of efforts with other existing EU and bilateral initiatives, in particular with EUBAM Libya, the EUTF project and Italian bilateral activities, contributing with monitoring the LCG&N.
7. **CONCLUSION**

The first four months of LCG&N monitoring has confirmed the appropriate employment of ENFM-trained Libyan personnel, an increased amount of activity at sea, and a rising capability. It has also highlighted areas for future improvement which are being factored into future planning. The Libyan Coast Guard, along with the Libyan Navy, has increased its patrolling activity and is able to sustain operations more consistently. It should be acknowledged that this positive results have been possible thanks to the technical support provided by the Italian Navy’s maintenance assistance, framed in the overarching bilateral Italian effort. Along with the maintenance of vessels, it is clear that there is a need to provide good, basic equipment and training to the LCG&N, including communications equipment, rubber boats, life jackets, life buoys and recording equipment.

The Libyan capacity to work at sea is being demonstrated daily and is shown in the number of migrants recovered and lives saved at sea. However, it could be further improved through a synergic combination of training and equipment. In this regard the EU Trust Fund activities, complemented by the CSDP mission and operation activities should require in the upcoming months articulation of efforts and identification of synergies. Moreover Member States should complement the EU effort providing the necessary equipment that the EU Commission will not be able to supply. Indeed there could not be a sufficient operational capability without complementing training with equipment. Furthermore in the supplying process it is necessary not to forget the Libyan Navy that, in its constabulary role, is starting to deliver effect at sea contributing with the Libyan Coast Guard to saving lives at sea.

It is clear that the capacity and capability of the LCG&N is building slowly. There is no doubt that further progress will be made through the training activities. The goodwill of LCG leadership and the LCG personnel trained by ENFM should be recognised. There is willingness to be proactive in fighting all types of illicit activities. In this endeavour and effort, hampered on daily basis by numerous difficulties and sometimes by mistakes, LCG needs to be fully and clearly supported.

The respect of human rights is clear to the LCG leadership and is taken by them in due account and priority. In this regard, continued participation of UN and EU agencies in the ENFM training is of high importance. Activity at sea of LCG will be better monitored with the use of portable cameras and also on this point the LCG Commander has fully understood and agreed on the relevance of recording videos. It is worthwhile to underline that during SOLAS events the LCG is responsible for the action carried out at sea during the operation, while the responsibility of rescued migrants is transferred to the authorities ashore when the migrants are disembarked.
Relationships between NGOs and LCG are difficult to assess. A more effective monitoring will allow a better situation assessment of the LCG’s professional behaviour. In any case, the gradual improvement of LCG’s operational capacity to operate at sea should hopefully lead to an improvement in the relationship with the NGOs.

Finally, the situation ashore is complex in terms of the dynamics that is necessary to understand.

For the reasons expressed above the monitoring mechanism needs to be properly balanced with a more continuous presence in the Libyan Operation Rooms ashore. In this regard a detailed proposal will be soon addressed to the PSC, through the Chairman of EUMC.

The present report has been drafted by the ENFM with the support of the LCG, Italian CINCNAV, EUDEL Libya, EUBAM Libya and EULPC. The informal discussions with many other stakeholders, such as EU, UN, NATO, national and international agencies have been equally important.

The next report will cover the period February – May 2018 and will be issued in June 2018.
8. **LIST OF ACRONYMS USED IN THIS REPORT**

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Meaning</th>
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<tbody>
<tr>
<td>CINCNAV</td>
<td>Commander in Chief of Naval force</td>
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<td>ENFM</td>
<td>EU Naval Force Mediterranean</td>
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<td>EUBAM</td>
<td>EU Border Management Agency</td>
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<td>EUDEL</td>
<td>EU Delegation to Libya</td>
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<tr>
<td>FHQ</td>
<td>Force Headquarters</td>
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<tr>
<td>KTS</td>
<td>Knots (nautical miles per hour)</td>
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<td>LCG</td>
<td>Libyan Coast Guard</td>
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<tr>
<td>LN</td>
<td>Libyan Navy</td>
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<tr>
<td>LCG&amp;N</td>
<td>Libyan Coast Guard and Navy</td>
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<tr>
<td>LST</td>
<td>Landing Ship Tank</td>
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<tr>
<td>MPA/MPRA</td>
<td>Maritime Patrol Aircraft / Maritime Patrol Reconnaissance Aircraft</td>
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<tr>
<td>MRCC</td>
<td>Maritime Rescue Co-ordination Centre</td>
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<tr>
<td>NLCC</td>
<td>Naval Liaison Communication Centre</td>
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<tr>
<td>NGO</td>
<td>Non-Governmental Organization</td>
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<td>OHQ</td>
<td>Operation Headquarters</td>
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<td>OSC</td>
<td>On Scene Coordinator</td>
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<td>RHIB</td>
<td>Rigid Hull Inflatable Boat</td>
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<td>RPAS</td>
<td>Remote Piloted Air System</td>
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<tr>
<td>UAV</td>
<td>Unmanned Aerial Vehicle</td>
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LIBYAN COAST GUARD AND NAVY ASSETS

Libyan Coast Guard Assets:

Name: SABRATHA
Class Name: Biglami
Type: PB 654
Service: 4
Displ.(Tons): 95
Length (mt): 27
Width: 7
Speed (Kts): 42
Delivered at Libyan navy on 04 may 2017.
Arrived at Tripoli from Gaeta (Ita).

Name: AL KIFAH
Class Name: Hamlin
Type: PB 206
Service: 1
Displ.(Tons): 120
Length (mt): 37
Width: 6
Speed (Kts): 27
GUNS: 2X27 mm at bow (twin)
2 prob. DSHK at stern (1 for side).

Name: GAMINES
Class Name: Damen Stan Patrol FCS 1605
Type: PB 287
Service: 3
Displ.(Tons): 24
Length (mt): 16
Width: //
Speed (Kts): 40
Libyan Navy assets:

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<td>Maximum draught:</td>
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<td>Construction:</td>
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<td>ACTIVITIES DONE</td>
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<tr>
<td><strong>TP1</strong>: 93 pax from LCG&amp;N trained on board of ENFM units (ITS S. Giorgio and HNMS Rotterdam), from 26th Oct 2016 to 13rd Feb 2017. Topics: CG roles and functions.</td>
<td><strong>TP2 Italian module.</strong> LCoE expressed interest in providing candidates for the following submodules: 25 pax (Officers and Petty Officers) for Maintainers Training submodule; 25 pax (Officers and Petty Officers) for Operation Room training submodule; ca 30 pax (Officers and Petty Officers) for the Deck Officers/Petty Officers training submodule. Candidates mostly belong to the Libyan Navy; possibly some elements from the LCG. A meeting was held at the IT Navy OHQ on 17th Nov 2017 to update IT counterparts about the aforementioned Libyan interest and to update on details about the 3 aforementioned submodules already discussed last March. Further definition of details of course will be accomplished when LCoE will provide names of candidates.</td>
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<tr>
<td><strong>TP2</strong>: Greek module (2 weeks) for Senior Officers conducted at the Training Centre in Crete, from 30th Jan to 09th Feb 2017, 20 pax trained (+ 1 tutor). Topics: Maritime Law Enforcement.</td>
<td><strong>TP2 second SMART course.</strong> Premises for the course will be of the IT CINCFLEET OHQ; the organization of the training is ENFM responsibility. Vetting Phase 2 for 3 candidates has been concluded on 15 February 2018.</td>
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<tr>
<td><strong>TP2</strong>: Maltese module for Senior Officers, conducted at the Maritime Safety and Security Training Centre in Malta, from 06th Mar to 07th Apr 2017, 20 pax trained (+ 1 tutor). 2 courses (each 2 weeks long): Operational Maritime Law and On Scene Coordinator.</td>
<td><strong>TP2 Spanish module.</strong> Two courses, International Maritime Law and VBSS (18 pax each from of the Libyan Navy - Officers and Petty Officers), are planned to take place in June/July. A draft for the Technical Agreement is under evaluation. A meeting at the Training Center facilities to understand didactic and logistic details for the training is planned by ACOS CJ7 for 20/21 February 2018.</td>
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<tr>
<td>ACTIVITIES DONE</td>
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<td><strong>TP2 Greek module.</strong> Vetting Phase 2 has been concluded on 15 Feb 2018. Start of training is planned for 26 March 2018, preceded by Vetting Phase 3 spanning 4 days. End of training is envisaged for 9 May 2018. Training in Naval Communication is 7 weeks for 30 participants. A meeting with the LCoE was done in Tunis for 05-07 February 2018 IOT discuss further details on upcoming trainings.</td>
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<td>TP2: Italian module. Two submodules conducted: Trainer's Training (3 weeks - from 19 September till 6 Oct 2017) for 6 pax and Patrol Boat Crew Training for 59 pax + 3 tutors (8 weeks - from 25 September till 17 November 2017), delivered at the ITA Navy School in Taranto.</td>
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RELEVANT EVENTS

1. Relevant Event n.1. On 7 October, a Comoros flagged tanker “MV Algoeast” was allegedly shot at by the LCG&N whilst underway near Abu Kammash, west of Zuwarah. The LCG&N claimed that it had ignored repeated hails and calls to stop and be boarded.

The LCG&N reported that they had been monitoring the vessel whilst it was anchored in the vicinity of Abu Kammash and had taken on-board a cargo of fuel. The vessel was suspected of illegal activity, most likely oil smuggling.

The vessel’s fuel tanks and its engine room were damaged during the engagement but no oil leaked into the sea. There was no known environmental impact. Following the incident, the LCG&N patrol boat returned to Tripoli. “MV Algoeast” was next seen heading away from Libya towards Hurd’s Bank, east of Malta.

Figure C1 Algoeast event

The event highlights the increasing proactive role of the LCG in fighting illicit activities, including oil smuggling
2. **Relevant Event n.2.** On 6 November the ships and assets present on the scene of action were the following:

- Libyan Coast Guard / RAS AL JADR / Hull Number 648 / Tripoli (one of the four patrol boats, BIGLIANI class, returned to Libya by Italy in May 2017).
- French Warship / PREMIER-MAITRE L’HER / EUNAVFOR MED
- Portuguese Military Patrol Aircraft / MPA P3C “WOLF” / EUNAVFOR MED
- NGO Vessel / Sea Watch 3 / NGO
- Italian Navy Helicopter / SH90 / ITALIAN NAVY OPS MARE SICURO.

The Portuguese Aircraft, at the end of his duty on station, was the first ENFM asset to detect the migrants’ rubber boat before leaving the area due to fuel shortage. In accordance with the tactical procedures, the aircraft launched SAR kits at sea as a precautionary measure.

The LCG patrol boat RAJ was the first ship to arrive on the scene of action, while the NGO Vessel SW3 arrived thereafter. RAJ was then observed increasing its distance from the scene of action before returning on the scene while SW3 and LHR were approaching the scene.

Based on the information provided by the LCG Point of Contact (POC), the Libyan Patrol Boat was tasked by the Libyan Operation Room as “On Scene Coordinator”.

The SW3 started rescue operations despite RAJ inviting her to stay away from the scene in order to not destabilise the scene of action. Indeed, after the NGO vessel intervened in the scene of action, some migrants voluntarily jumped into the water from the LCG&N Patrol Boat and from the migrants’ rubber boat, attempting to reach SW3’s rubber boat (it is well known that when LCG&N Patrol Boats and NGO vessels are both on the scene of action, migrants don’t want to be rescued by the Libya Coast Guard because they obviously don’t want to go back in Libya).

LHR intervened on the scene of action to rescue some migrants already in the water and a number of dead bodies.

Almost at the end of the rescue operation, RAJ suddenly started sailing toward Tripoli. The decision was taken due to the relative high number of migrants rescued (around 50) and the contingent chaotic situation on board of the LCG&N patrol boat that was not easy to manage and keep under control with only a few crew members. Indeed some migrants already rescued on board of the LCG Patrol Boat, having seen the NGO vessel, had become nervous not following crew’s instructions and jumped in the water.
At the end of the event, LHR rescued 3 migrants and recovered 4 dead bodies. SW3 rescued 54 migrants and a child (unable to revive, becoming the fifth known fatality from the event). The LCG&N reported to have rescued 47 migrants.

8 out of 13 RAJ crew members have been trained by EUNAVFOR MED, while the Commanding Officer has not been trained by the operation.

The OPCDR, Rear Admiral Credendino, immediately discussed the event with the Libyan Coast Guard Commander, Commodore Toumia, during a dedicated meeting on 15 November in Tunis. The meeting had already been called by the OPCDR – in the framework of the monitoring mechanism - immediately after an event on 1 November where one LNCG Patrol Boat and the German frigate MECKLENBURG-VORPOMMERN were involved (see written report sent by the OPCDR to the CEUMC on 15 November 2017 letter n. IT-EU OHQ/2388/2017/CB).

During the meeting, Commodore Toumia underlined the enormous difficulties faced by the LNCG Patrol Boats when they intervene in the rescue operations and have to act as “On Scene Coordinator” in the presence of NGO vessels: as the 6 November event demonstrated, the situation on board of the LCG&N Patrol Boats in such cases can change quickly and the safety of the crew and rescued migrants could be put at risk. He nevertheless recognised that in some cases the professional behaviour of his commanding officers is not adequate and that there is a strong need to continue the training.

Furthermore he underlined that their capacities ashore in the LCG&N Operation Rooms does not allow properly carrying out the institutional tasks as MRCC. The LCG Commander emphasised the importance of the training as the most effective tool to increase the skill and professional knowledge of the LCG&N personnel as well as the need to have efficient and well equipped patrol boats.

The OPCDR invited Commodore Toumia to urgently call a meeting with all his Patrol Boats’ commanding officers to share with them the lessons learned from the last events at sea. Moreover, the OPCDR requested to take – if and when necessary – the required disciplinary action in order to demonstrate that misconduct is not tolerated. At the end of the meeting, Commodore Toumia assured that he would very soon call for a meeting with all the Patrol Boats’ commanding officers to discuss the events that had occurred at sea. As a result of the OPCDR intervention, during the last meeting held in Tunis on 6 February 2018, the LCG Commander confirmed that a basic “lessons learnt” process had been established: relevant events at sea were being discussed with the Patrol Boat Commanders and mistakes were properly addressed in order to avoid similar behaviour in the future. Of note, the LCG’s Commander also confirmed that in one specific case disciplinary measures had been taken against one Patrol Boat Commander.
The event demonstrates how complex rescue operations can be when a Libyan Patrol Boat and an NGO vessel interact on the scene of action where a Libyan Patrol Boat has already been appointed as “On Scene Coordinator”. The lack of equipment, procedures and the use of English language in a complex and demanding emergency scenario have resulted in a lack of reliable communications between the Libyan operation Room and the LCG Patrol Boat acting as “On Scene Coordinator” and between the latter and all the actors on the scene of action, thereby influencing the coordination of the event.

The behaviour of the LCG&N Commanding Officer (not trained by ENFM) demonstrates the need to continue with the training of the Libyan Navy and Coast Guard so that in the future similar events should not happen anymore.

3. Relevant Event n3. On 27 January 2018, there were a series of SOLAS events involving the LCG, the Italian Guardia di Finanza and an NGO vessel. During the first event (EV63) LCG “Al Kifah” and NGO “Aquarius” both arrived at the scene and VHF comms were established. “Al Kifah” arrived on scene at 05.40Z, assumed the OSC role and ordered NGO “Aquarius” to leave the area. LCG PB “Al Kifah” then conducted SAR and rescued 87 people; it completed the action by 0600Z and turned to head towards Tripoli.

Meanwhile, “Aquarius” proceeded to another SOLAS event (EV 64, related to EV 66). The ENFM MPRA Seagull monitored Aquarius from 0838Z to 0938Z, noting that it picked people out of the sea, that there was no further VHF communication between it and the Libyan Navy, and that “Al Kifah” was at least 15 nm away. LCG “Al Kifah” was
observed by Seagull in position 3318N- 01205E at 0614Z with rescued people on board. Later, while on its way back to Tripoli, “Al Kifah” diverted towards another SOLAS event (EV 68). It declared responsibility for the event as OSC and notified an ETA of 1005Z at the scene of action. However, the Italian GdF Monte Cimone had already arrived at the scene of EV 68 and commenced SAR operations. “AlKifah” turned back towards Tripoli and took no further part in the event. It arrived in harbour at 1625Z.

![Figure C3 Aquarius event](image)

To summarize, EV 64 (related to EV 66) was conducted by NGO “Aquarius” in vicinity of 3320N - 01157E and was declared closed at 09.50Z. During this event there was no known VHF communication between ships involved. Taking into account the mentioned positions related to LCG “Al Kifah”, the position where EV 64/66 took place and the observation of Seagull (from 08.38Z to 09.38Z), there is no evidence of Libyan presence at EV 64/66.

The only known VHF communications between the Al Kifah and the NGO Aquarius are those relating to EV 63. Other communications intercepted by Seagull are assessed to be between NGO “Sea Watch” and LCG “Sabratha” to the East of Tripoli and related to a different SOLAS event (EV 65).

Verifying the events happened on 27 January 2018, the involvement has been the following: EV 63 LCG Al Kifah, EV 64/66 NGO Aquarius, EV 68 Italian GdF Monte Cimone.

The event was resumed by the media that reported partially what happened at sea. This is a typical example of communication that, instead of clarity, risks being counterproductive, increasing frictions between the parties. Briefly the communication on
the VHF occurred but was not referred to the event where the NGO vessel was involved in rescue operations.

4. Other events. The two events below were reported in separate reports by FGS Mecklenburg. Although they are not key events as defined above, they have been included as supporting evidence of LCG&N behaviour and methods.

On 13 December 2017 at 15:31LT, Mecklenburg reported to the FHQ an unknown contact identified as an LCG vessel, probably a “Bigliani” class patrol boat, which was 6nm far from his position and proceeding inbound at 18 KTS. A warning was issued on VHF Ch16 asking the Libyan patrol boat to keep 5NM distance. At 15:35 the distance of the LCG&N vessel was 5.5nm and so another warning was issued. The LCG&N vessel reduced speed to 5.5 KTS (probably because the warning was translated into Arabic by a nearby merchant ship). At 15:44 the LCG&N vessel turned away and proceeded outbound at approximately 20 KTS. This event shows clearly that language barrier remains one of the main issues that can negatively affect communication and cooperation between the LCG&N and other actors at sea.

Figure C4 Mecklenburg event 1.

On 14 Dec 17 at 10:51LT the FHQ reported to the OHQ JOC that LCG&N Sabratha and LN Ibn Ouf were sighted attending a SOLAS event approximately 50nm North-East of Tripoli (in positions 3311N-01422E and 3309N-01416E respectively). Later, at 12:08LT
Mecklenburg reported to the FHQ the visual identification of both ships. The FHQ instructed Mecklenburg to keep a distance of 8NM from them and to monitor their activity. At 12:53LT Mecklenburg reported to the FHQ that LCG&N Sabratha was leaving the scene of action and heading towards Tripoli at 17kt, while LN Ibn Ouf was still conducting SOLAS. At 13:13LT Mecklenburg reported to the FHQ that LN Ibn Ouf, according to the procedure, used its RHIB in order to take on board all migrants from a fishing vessel which had previously rescued them. At 20:40LT a report from the MRCC confirmed that LN Ibn Ouf had embarked 113 people. This case highlights the LCG&N vessels’ improving *modus operandi*; they took advantage of the training provided by ENFM and assumed full responsibility for the event and the rescued migrants.

*Figure C5 Mecklenburg event 2.*
REQUIREMENTS OF THE LIBYAN COAST GUARD  
(Submitted to DG HOME on 22 February 2017)

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### Gloves
7.25 Gloves

### Goggles for the face
7.26 Goggles for the face

### Slip-shoes
7.27 Slip-shoes

### Reflective mirror
7.28 Reflective mirror

### Night vision goggles
7.29 Night vision goggles

### Mask and fins
7.30 Mask and fins

### Strobe light
7.31 Strobe light

### Fuel transfer pump
7.32 Fuel transfer pump

#### Vehicles
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#### Equipment II
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