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Safety of Life at Sea
SAR case study - *Tampa*

China-ASEAN Academy on Ocean Law and Governance
1st Special Program of Maritime Law Enforcement
National Institute for South China Sea Studies (NISCS)
China-Southeast Asia Research Center on the South China Seas (CSARC)
Australian National Centre for Ocean Resources and Security (ANCORS)
20-26 October 2019, Haikou, China

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Safety of life at sea - practical problem

How to facilitate ship Masters to save lives at sea?



“Dead men tell no tales. Nor do they sue. Only those castaways who survive, and who can identify a passing ship, would be able to sue the ship’s captain for leaving them behind. A decedent’s family would have little means of discovering which ships may have passed by a loved one.”

Patrick J Long, ‘The Good Samaritan and Admiralty: A Parable of a Statute Lost at Sea’ (2000) 48 *Buffalo Law Review* 591, 610



Safety of life at sea - Outline

- Introduction
- Safety of Life at Sea under customary international law
- Safety of Life at Sea under international conventions
 - LOSC
 - SOLAS
 - SAR
- Conventions dealing with safety of shipping
 - SOLAS
 - Colregs
 - STCW
- Problem of asylum seekers
- Right of access to ports
- Obligation to permit disembarkation
- Refugee and humanitarian law

Safety of life at sea - a patchwork of rules

Law of the Sea

SOLAS


Salvage Convention

SAR Convention

Humanitarian Law

IMO Guidelines (2004 + 2009)


Moral obligation / customary international law




Safety of life at sea

“The impulsive desire to save human life when in peril is one of the most beneficial instincts of humanity, and is nowhere more salutary in its results than in bringing help to those who, exposed to destruction from the fury of winds and waves, would perish if left without assistance. To all who have trust themselves to the sea it is of utmost importance that the promptings of humanity in this respect should not be checked or interfered with by the prudential considerations which may result to a ship or cargo from the rendering of the needed aid.”

Scaramanga v Stamp (1880) CPD 295



Chief Justice Cockburn
1802-1880



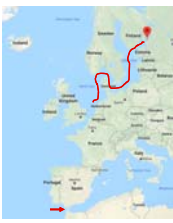
Scaramanga v Stamp (1880) CPD 295


Facts

- Defendant chartered a ship to carry cargo (wheat) to the Plaintiff for a voyage from Cronstadt to Gibraltar
- While at sea, the Master saw a ship in distress
- The sea was smooth; he could have rescued the crew
- But he came up with a better plan: tow the vessel to rescue crew + cargo
- But failed; Master's own ship grounded and was lost
- Ps, as owners of cargo, argued that Master should not have deviated from his journey

Decision

- Ship was justified to deviate to save human life but not to save the cargo





Safety of life at sea

Note: civil law countries (eg France, Germany) were more exacting (than common law countries) in requiring rendering of assistance, and prosecuted Masters who failed to do so

International discussions held in 1885 to try to agree and adopt a universal obligation of assistance – but unsuccessful

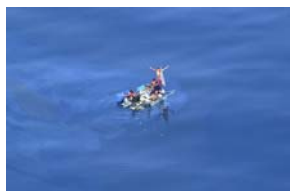
This changed in 1912



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Topics covered

- SOLAS
- LOSC
- Brussels Convention 1910
- Salvage Convention 1989
- STCW Convention 1995
- Colregs 1972
- *IMO Guidelines on the Treatment of Persons Rescued at Sea, 2004*
- *M/V Tampa*



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Safety of life at sea

Two main issues:

1. The obligations under customary international law and international conventions and non-binding instruments concerning safety of life at sea
2. Specific problems relating to the enforcement of international obligations



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Safety of life at sea

- There is a question of whether there exists in international law an obligation on coastal States to permit **entry of ships in distress** into their territory where there is a humanitarian risk involved. This in turn will require an examination of the concept of 'distress', when a ship is 'in distress' and the powers of the coastal States, flag States and SAR States if such an obligation exists.
- Regardless of the answer to this question, there is also another question of whether there exists under customary international law or any of the conventions an obligation on the coastal State or SAR State to permit **disembarkation** of persons from the rescuing ship if the ship is in the territorial waters or SAR region of that State.
- What rights, if any, exist for persons in distress to be rescued under refugee or humanitarian law?



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Safety of life at sea under customary international law

- Rhodian Sea Law → *Byzantine Empire – regulations governing navigation and trade c. 7th century*
- Code of Justinian → *a compendium of maritime law that governed trade in the Mediterranean c. 1320*
- Lo Libre de Consolat de Mar (1063)
- Maritime Ordinances of Trani (1063)
- Navigation Code of Port of Arles (1150)
- Rules of Oleron (1266)
- Ordinance of Louis XIV (1681)
- Laws of Visby → *Baltic Sea*
- Laws of the Hanse Towns (1597)
- *Luke v Lyde (1759)* → *The case established the dicta "that the maritime law is not the law of a particular country, but the general law of nations"*



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Safety of life at sea under international conventions

1. Conventions that deal with the preservation of life *per se*
 - *Brussels Convention, the Salvage Convention, SOLAS, LOSC and the SAR Convention*
2. Conventions that seek to eliminate, as far as possible, the circumstances in which there is a need for lives and ships at sea to be saved
 - *SOLAS, the Colregs and STCW*



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Brussels Convention on Assistance and Salvage at Sea 1910 (ratified 1913)

Every master is bound, so far as he can do so without serious danger to his vessel, her crew and her passengers, to render assistance to everybody, even though an enemy, found at sea in danger of being lost (Article 11)



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Salvage Convention 1989

Article 10

1. Every master is bound, so far as he can do so without serious danger to his vessel and persons thereon, to render assistance to any person in danger of being lost at sea
2. The States Parties shall adopt the measures necessary to enforce the duty set out in paragraph 1



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International Convention on Safety of Life at Sea (SOLAS)

The master of a ship at sea which is in a position to be able to provide assistance on receiving a signal from any source that persons are in distress at sea, is bound to proceed with all speed to their assistance (Reg 33)

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LOSC Art 98 - Search and Rescue

Duty to render assistance

1. Every State shall require the master of a ship flying its flag, in so far as he can do so without serious danger to the ship, the crew or the passengers:
 - a) to render assistance to any person found at sea in danger of being lost;
 - b) to proceed with all possible speed to the rescue of persons in distress, if informed of their need of assistance, in so far as such action may reasonably be expected of him;
 - c) after a collision, to render assistance to the other ship, its crew and its passengers and, where possible, to inform the other ship of the name of his own ship, its port of registry and the nearest port at which it will call.

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Australia: Navigation Act 2012 Section 181 Obligation to render assistance

- (1) The master of a vessel contravenes this subsection if:
 - (a) the vessel is at sea; and
 - (b) the master has reason to believe that one or more persons are in distress at sea; and
 - (c) the master does not both:
 - (i) cause the vessel to proceed as fast as practicable to the assistance of the person or persons; and
 - (ii) inform the person or persons that the master is doing so.
- (2) Subsection (1) does not apply if:
 - (a) the master is unable to comply with paragraph (1)(c); or
 - (b) in the special circumstances of the case, it is unreasonable or unnecessary for the master to comply with paragraph (1)(c); or
 - (c) the master of the vessel is informed by the person or persons in distress, or by the master of another vessel, that assistance is no longer necessary; or
 - (d) the master is informed that another vessel has been requisitioned and is complying with the requisition.

Fault-based offence

- (3) A person commits an offence if the person contravenes subsection (1).
Penalty: Imprisonment for 4 years.
- Note: A defendant bears an evidential burden in relation to the matter in subsection (2)

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LOSC Art 18(2) - Innocent passage Rescue

Passage shall be continuous and expeditious. However, passage includes stopping and anchoring, but only in so far as the same are incidental to ordinary navigation or are rendered necessary by *force majeure* or distress or for the purpose of rendering assistance to persons, ships or aircraft in danger or distress

LOSC Art 98 - Search and Rescue

Duty to render assistance

2. Every coastal State shall promote the establishment, operation and maintenance of an adequate and effective search and rescue service regarding safety on and over the sea and, where circumstances so require, by way of mutual regional arrangements cooperate with neighbouring States for this purpose.

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Search and Rescue Convention 1979 (SAR)

- designed to provide the framework for search and rescue operations
- designed to ensure that such operations are conducted with maximum speed and efficiency, no matter where the distress incident occurs
- came into force on 22 June 1985 and as at 5 August 2019 it had been ratified by 113 countries representing 80.41 per cent of world merchant shipping tonnage

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Search and Rescue Convention 1979 (SAR)



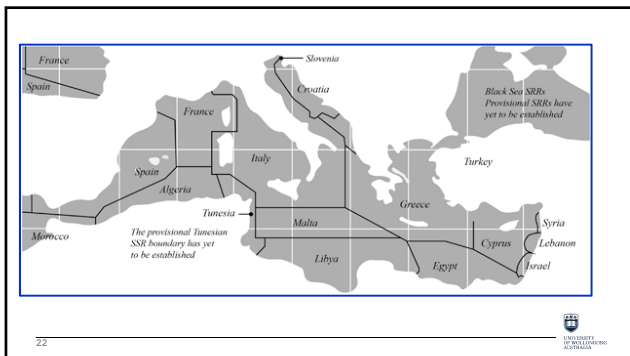
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Obligations under SAR Convention 1979

- Parties to the Convention must provide adequate SAR services in their coastal waters
- Parties are encouraged to enter into SAR agreements with neighbouring States
- Parties should take measures to expedite entry into its territorial waters of rescue units from other Parties
- preparatory measures which should be taken, including the establishment of rescue coordination centres and sub-centres
- Parties required to establish ship reporting systems

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Search and Rescue Convention 1979 (SAR)

- revised Annex to the SAR Convention was adopted in May 1998 and entered into force in January 2000
- clarifies the responsibilities of Governments and puts greater emphasis on the regional approach and co-ordination between maritime and aeronautical SAR operations
- revised Annex includes five Chapters

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Search and Rescue Convention 1979 (SAR)

Chapter 1 Terms and Definitions

Chapter 2 Organization and Co-ordination

- requires Parties, either individually or in co-operation with other States, to establish basic elements of a search and rescue service
- Parties should establish search and rescue regions within each sea area - with the agreement of the Parties concerned
- Parties then accept responsibility for providing search and rescue services for a specified area

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Search and Rescue Convention 1979 (SAR)

Chapter 3 Co-operation between States

- Parties to co-ordinate search and rescue organizations, and, where necessary, search and rescue operations with those of neighbouring States
- a Party should authorize, subject to applicable national laws, rules and regulations, immediate entry into or over its territorial sea or territory for rescue units of other Parties solely for the purpose of search and rescue

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Search and Rescue Convention 1979 (SAR)

Chapter 4 Operating Procedures

- search and rescue operation is split into three emergency phases – **uncertainty phase** (where the vessel or person is missing), **alert phase** (where the vessel or person fails to respond to requests by the search and rescue centre) and **distress phase** (where there is positive information that rescue is necessary). The procedures to be followed in each phase are set out in Article 4.5
- Search and rescue operations are to continue until they have been successful or until “all reasonable hope of rescuing survivors has passed”

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Search and Rescue Convention 1979 (SAR)

Chapter 5 Ship reporting systems

- Includes recommendations on establishing ship reporting systems for search and rescue purposes, noting that existing ship reporting systems could provide adequate information for search and rescue purposes in a given area

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2004 Amendments to SAR (in force 1 July 2006)

- aim to ensure that the obligation of the ship master to render assistance is complemented by a corresponding obligation of States to co-operate in rescue situations, thereby relieving the master of the responsibility to care for survivors, and allowing individuals who are rescued at sea in such circumstances to be delivered promptly to a place of safety

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2004 Amendments to SAR (in force 1 July 2006)

- new paragraph in Chapter 2 - Organization and co-ordination, relating to the **definition of persons in distress**;
- new paragraphs in Chapter 3 - Co-operation between States, relating to **assistance to the master in delivering persons rescued at sea to a place of safety**; and
- a new paragraph in Chapter 4 - Operating procedures, relating to **rescue co-ordination centres initiating the process of identifying the most appropriate places for disembarking persons found in distress at sea**

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IMO Resolution A.920(22) on Review of safety measures and procedures for the treatment of persons rescued at sea (January 2002)

- Following 2001 *Tampa* incident
- requested IMO to review all IMO instruments so that any existing gaps, inconsistencies, ambiguities, vagueness or other inadequacies could be identified and any action needed could be taken
- Survivors, including undocumented migrants, asylum seekers and refugees, as well as stowaways, should be treated, while on board, in accordance with relevant international agreements and long-standing humanitarian maritime traditions

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Amendments to SOLAS

Amendments to SOLAS Chapter V - Safety of Navigation



- added a definition of search and rescue services
- added to clarify the existing longstanding obligation to provide assistance, adding the words: *"This obligation to provide assistance applies regardless of the nationality or status of such persons or the circumstances in which they are found."*
- add a new regulation concerning a ship master's discretion, which states that *"the owner, the charterer, the company operating the ship... or any other person shall not prevent or restrict the master of the ship from taking or executing any decision which, in the master's professional judgement, is necessary for safety of life at sea and protection of the marine environment."*

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Guidelines on the Treatment of Persons Rescued at Sea, adopted in May 2004, provide guidance with regard to humanitarian obligations and obligations under the relevant international law

IMO Maritime Safety Committee
MSC 78/26/Add.2


These confirm that the obligation of the Master to render assistance should be complemented by the corresponding obligation of IMO Member Governments to coordinate and cooperate in relieving the master of the responsibility to provide follow up care of survivors and to deliver the persons rescued at sea promptly to a place of safety

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- The government responsible for the SAR region in which survivors were recovered is responsible for providing a place of safety or ensuring that such a place of safety is provided (para. 2.5)
- A place of safety is a location where rescue operations are considered to terminate, and where:
 - the survivors' safety or life is no longer threatened;
 - basic human needs (such as food, shelter and
 - medical needs) can be met; and
 - transportation arrangements can be made for the survivors' next or final destination (para. 6.12)

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- While an assisting ship may serve as a temporary place of safety, it should be relieved of this responsibility as soon as alternative arrangements can be made (para. 6.13)
- Disembarkation of asylum-seekers and refugees recovered at sea, in territories where their lives and freedom would be threatened should be avoided (para. 6.17)
- Any operations and procedures such as screening and status assessment of rescued persons that go beyond rendering assistance to persons in distress should not be allowed to hinder the provision of such assistance or unduly delay disembarkation (para. 6.20)


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Disembarkation of the rescued persons

- First take steps to ensure that the master is released from all responsibility with the least deviation from the ship's voyage as possible, provided that the safety of the persons rescued is not compromised
- Secondly, the parties responsible for search and rescue operations must take steps to ensure that persons rescued are disembarked at a place of safety

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Conventions dealing with Safety of Shipping

SOLAS

- all aspects of the safety of ships including
 - their construction
 - life-saving appliances
 - radio communication
 - requirements for carriage of various types of cargoes both general and hazardous
 - rules governing safety of navigation; and
 - other measures to enhance marine safety and security

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SOLAS


Chapter V of SOLAS goes into great detail about

- how a ship must be navigated and routed
- what equipment needs to be on the ship
- particularly navigation systems and equipment such as
 - radar
 - long range tracking equipment
 - automatic identification systems; and
 - navigation charts and signals

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ColRegs

- Trinity House → 
- *Steam Navigation Act 1846*
- *Colregs*
 - "the Rules of the Road", set out detailed rules which all ships must follow including
 - conduct of vessels in particular situations
 - the use of lights and shapes and
 - of sound and light signals
 - designed to ensure that ships are navigated properly thus avoiding collisions and the creation of distress situations

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STCW Convention 1978 (in force 1984)

Standards of Training, Certification and Watch-keeping (STCW) Convention

- Flag States are under an obligation to “give the Convention full and complete effect” to ensure that “seafarers on board ships are qualified and fit for their duties”
- Standards of Competence
 - national governments issue certificates to masters, officers, and ratings who “meet the requirements for service, age, medical fitness, training, qualification and examinations” as set out in the Convention’s annex

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STCW Convention 1978

Port State Control

- Article X allows port State parties to **verify** that seafarers on ships in their ports are in fact qualified
- port State authorities must accept the certificates presented “unless there are clear grounds for believing that a certificate has been fraudulently obtained or that the holder of a certificate is not the person to whom that certificate was originally issued”

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STCW Convention 1978

- If deficiencies are found, the port State authorities are to inform the ship’s master and the flag State, providing specific details of deficiencies identified and how they “pose a danger to persons, property or the environment”
- If the deficiencies are not corrected, the port State “shall take steps to ensure that the ship does not sail” and report the situation to the Secretary-General of the IMO

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STCW Convention 1978

- may also carry out an assessment of seafarers' ability to maintain the Convention's watchkeeping standards where *"there are clear grounds for believing that [watchkeeping] standards are not being maintained"*
- Such clear grounds may be found where the ship has been in an accident, has illegally discharged substances, has been improperly navigated, or *"is otherwise being operated in such a manner as to pose a danger to persons, property or the environment"*



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Problems

Problems with implementing Safety of Life at Sea

- Right of Access to Ports
 - little support for the concept of a general right to access ports
 - request for entry can be permitted, conditioned or refused by the coastal State
 - over the past century there has been a growing trend for coastal States to refuse access to ships in distress where there is a risk to the environment of the coastal State

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Problems


- Obligation to Permit Disembarkation
- Annex to the SAR Convention "rescue" is defined as:
 - an operation to retrieve persons in distress, provide for their initial medical or other needs, and deliver them to a place of safety
- No detail is provided in SAR as to how this is to be done and in particular what is meant by a "place of safety"
- Guidelines define a place of safety as:
 - a location where rescue operations are considered to terminate. It is also a place where the survivors' safety of life is no longer threatened and where their basic human needs...can be met. Further it is a place from which transportation arrangements can be made for the survivors' next or final destination

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Problems

- an assisting ship should not be considered as a place of safety
- a place of safety could be a place on land or on another vessel or facility at sea but the *Guidelines* stress that identification of a place of safety depends on the peculiar factors of the case and that a variety of important factors need to be taken into account
- the *Guidelines* state that screening and status assessment of rescued persons should not impede their disembarkation in a place of safety




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Australian approach

- large life boats and directing them to sail to Indonesia raises many of these factors
- life boats are
 - seaworthy
 - stocked with food and water
 - not overloaded
 - properly crewed
 - have adequate navigation equipment
 - accompanied by a border protection vessel
- Based on the definition of “distress” set out in the *Eleanor [The Eleanor [1809] Edwards]* Admiralty Reports 135, 161] arguably they are not in distress, the rescue provisions under the *SAR Convention* need not be invoked and therefore the question of place of safety does not arise



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IMO FAL 5 Principles

In January 2009, the Facilitation Committee of the IMO (FAL) set out five principles for dealing with disembarkation of person rescued at sea (FAL.3/Circ.194 22/01/2009)

1. SAR authority must cooperate with other parties concerning disembarkation
2. Any operations and procedures such as screening and status assessment of rescued persons that go beyond rendering assistance to persons in distress are to be carried out after disembarkation to a place of safety

The master should normally only be asked to aid such processes by obtaining information about the name, age, gender, apparent health and medical condition and any special medical needs of any person rescued. If a person rescued expresses a wish to apply for asylum, great consideration must be given to the security of the asylum seeker. When communicating this information, it should therefore not be shared with his or her country of origin or any other country in which he or she may face threat

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IMO FAL 5 Principles

- 3.
 - All parties involved should cooperate with the Government of the area where the persons rescued have been disembarked to facilitate the return or repatriation of the persons rescued
 - All parties involved should cooperate in order to ensure that disembarkation of the persons rescued is carried out swiftly
 - Government responsible for the SAR area where the persons were rescued should exercise primary responsibility. If disembarkation from the rescuing ship cannot be arranged swiftly elsewhere, the Government responsible for the SAR area should accept the disembarkation of the persons rescued BUT only in accordance with immigration laws and regulations of each Member State

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IMO FAL 5 Principles

- 4. All parties involved should cooperate with the Government of the area where the persons rescued have been disembarked to facilitate the return or repatriation of the persons rescued. Rescued asylum seekers should be referred to the responsible asylum authority for an examination of their asylum request

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IMO FAL 5 Principles

- 5. International protection principles as set out in international instruments should be followed
 - obligations not to return persons, where there are substantial grounds for believing that there is a real risk of different forms of irreparable harm (non-refoulement)
 - *Convention Relating to the Status of Refugees* 1951 (Refugee Convention)
 - No Contracting State shall expel or return (*refouler*) a refugee in any manner whatsoever to the frontiers of territories where his life or freedom would be threatened on account of his race, religion, nationality, membership of a particular social group or political opinion
 - *Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment* 1984
 - No State Party shall expel, return or extradite a person to another State where there are substantial grounds for believing that he would be in danger of being subjected to torture

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Refugee and Humanitarian Law

Refugee Convention

- Does non-refoulement contained in Article 33(1) of the *Refugee Convention* mean that asylum seekers cannot be rejected at a frontier?
- depends on the circumstances and whether or not the person(s) fall into one of the exceptions in Article 33(2) which include the right to refuse on security grounds or on the grounds that the applicant has committed a serious crime
- the non-refoulement principle consequentially requires at least temporary right of disembarkation to assess status of the persons rescued
- Thus *Refugee Convention* does not require the rescuing State to grant asylum to the rescued persons

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Conclusion

- problems concern largely how to deal with persons rescued
- international maritime law has proved to be largely ineffective since both places of refuge and disembarkation involve, to some extent, an infringement of the sovereignty of the flag States and coastal States who are being asked to admit persons prior to proper screening and evaluation of status. In these days of heightened security fears this is not likely to change

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Conclusion

- The best way to resolve the problems inherent in the saving of life at sea regime is by regional cooperation so that a number of countries agree to 'spread the load'
- This can lessen the fear that one, sometimes small, country will be left with the problem of dealing with a large number of refugees
- It can also set up an efficient procedure for the speedy disembarkation of persons rescued and the processing of their status
- a proper level of cooperation between countries in a region can ensure that proper procedures to ascertain the status of the persons seeking asylum are developed

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Note: some regional States not party to SAR

Table 1: Status of Ratification of main international instruments by coastal States in the SCS

Treaties /Instruments	China	Vietnam	Philippines	Brunei	Malaysia	Indonesia	Singapore	Thailand	Cambodia
1982 UNCLOS	√	√	√	√	√	√	√	√	Signed, not ratified
1944 Chicago Convention	√	√	√	√	√	√	√	√	√
1979 SAR Convention	√	√	✗	✗	✗	√	√	✗	✗
1974 SOLAS Convention	√	√	√	√	√	√	√	√	√
2002 DOC	√	√	√	√	√	√	√	√	√

Note: "√" indicates the sign and ratification by the State; "✗" indicates that the State has not

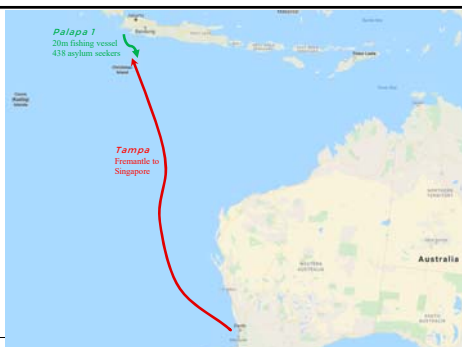
Tampa case study



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Tampa case study



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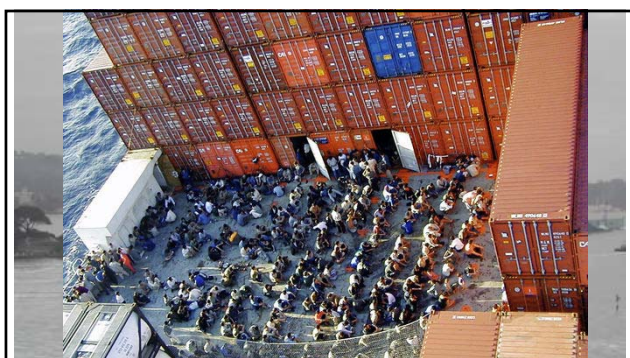
Tampa case study

- TAMPA (262m container ship), 26 Aug 2001, distress call from Australian RCC centre
- 438 people picked up between Christmas Island and Indonesia
- Rescued people resisted return to Indonesia
- Australia refused TAMPA access to Australian territorial waters
- TAMPA issued MAYDAY and approached Christmas Island
- Australia needed to resolve the situation



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Tampa case study - key issues

- Conduct and responsibility for the maritime search and rescue operation
- Australia's closure of its Territorial Sea to the *Tampa*
- *Tampa's* entry into the Christmas Island territorial sea in distress
- Boarding of the *Tampa* by SAS



Australia, Indonesia and Norway all parties to LOSC

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Tampa case study – key issues

Closure of Australia's Territorial Sea

- LOS Convention: **Art 25(3)**
 - The Coastal State may, **without discrimination** in form or in fact among foreign ships, suspend temporarily in specified areas of its territorial sea the innocent passage of foreign ships if such suspension is **essential for the protection of its security**...

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Tampa case study – key issues

Closure of Australia's Territorial Sea

- Australia's port closure for *Tampa*
 - Any justifiable grounds?
 - Vessel not engaging in innocent passage?
- Conformity with Article 25(3)?
 - Specific closure for a single ship?
 - Essential for the protection of security?
- *Tampa* has engaged in humanitarian SAR operation

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Tampa case study

The *Tampa* in distress

- Who determines if a vessel is in distress?
- Can such a claim be legitimised?
- Rights of vessels in distress
 - Customary international law
 - LOS Convention: **Art 18(2)**
- Was the *Tampa* in distress?
 - Excessive passenger load following SAR
 - Health and sanitary conditions
 - Was *Tampa* unseaworthy?



"A delegation of five men came up to the bridge. They behaved aggressively and told us to go to Australia. They said they had nothing to lose."
 Captain Arne Rinnan

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SAS boarding of Tampa

Monday 11am (local time)
The MS Tampa sits outside the 12-nautical-mile (22km) zone, after orders from the federal Government to leave Australian waters, and waits

Tuesday 6pm Captain Anne Rinnan issues a mayday medical call

Yesterday 8.45am Captain Rinnan tells the Christmas Island harbourmaster he is approaching the island for medical assistance

8.50am The harbourmaster refuses the Tampa entry to Australian waters

9am The Tampa stops about 8km from Christmas Island

9.15am Three boats carrying SAS troops, under the command of Lieutenant Colonel Harry Gilmore, and doctors leave Flying Fish Cove to meet the Tampa

9.30am SAS troops board the Tampa and take control

SAS boarding of Tampa

- Was the *Tampa* engaging in innocent passage?
- The meaning of Innocent Passage: [LOSC Art 18, 19](#)
- Passage which is not innocent
 - [Art 19\(2\)\(g\)](#): “the ... unloading of any ...person contrary to the ... immigration law and regulations of the coastal State”
- Status of the *Tampa* in distress

SAS boarding of Tampa

- Rights of protection of the coastal State
- LOS Convention: [Art 25](#) “The coastal State may take the necessary steps in its territorial sea to prevent passage which is not innocent”

Tampa case study

- TAMPA case aftermath;
 - The obligation of signatory States to the **International Convention on Maritime Search and Rescue** and **SOLAS Annex 3** to provide 'place of safety' was reinforced (IMO 2004/06)
 - Australia passed a Border Protection Bill to allow for removal of unwanted ships from Australian territorial waters
 - A well trimmed organisation like WW was relatively well geared to handle major surprise incidents – it pays to prepare for the unexpected



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Tony Bullimore 1992