



PREMIER MINISTRE

National strategy for the security of maritime areas

Adopted by the inter-ministerial sea committee on 22 October 2015

Le Premier Ministre

Boulogne-Sur-Mer, le 22 octobre 2015

France, with its vast maritime areas, both off metropolitan France and off its overseas territories, has to cope with an increasing number of issues in order to exert its sovereignty over them, monitor them, control the activities which take place in these areas, and protect them in the long term at the service of the blue economy.

In the midst of a tense geostrategic environment, the security of our maritime areas and, more broadly, security on high seas, is subject to a major challenge when coping with numerous threats and illegal activities: piracy, terrorism, cyber-attacks, trafficking of all kinds, illegal fishing, pollution...

Securing seas and oceans involves increasing cooperation between States and regional organisations. This is the context in which the European Union adopted a Maritime Security Strategy on 24 June 2014.

This is also why, on 2 December 2014, at the maritime economy forum in Nantes, I announced that France would establish a national strategy supplementing that of the European Union. This is the purpose of the present document, by which we will indicate the course to follow in order to enable the free, peaceful and controlled use of the seas.

A handwritten signature in black ink, appearing to read 'Jean-Denis', with a stylized, cursive script.

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A French strategy to cope with the maritime challenge

France, with its abundant coastal areas and the diversity of its overseas departments and territories, is a major maritime nation. In addition to the size of the area coming under its sovereignty or its jurisdiction, 95% of which borders its overseas territories, entire facets of its economy, its industry and its diplomacy are focused at sea. The security of this strategic area is also essential for our defence, and particularly with regard to deterrence.

The great number of risks and threats to our areas and our maritime activities, as well as the necessity of encountering global solutions to them, in an inter-ministerial and international context, justify the preparation of a national strategy. The plurality of French players acting at sea requires a reciprocal approach to preserve all of our interests. Maritime threats and risks are increasing and the extent of their consequences for national security requires an integrated approach, planned over the long-term. Indeed, in an increasingly unstable international strategic context, where the weakness of numerous States, economic competition and predation of resources stand as aggravating factors, we are witnessing the development of threats at sea while environmental risks or those related to climate change are constantly increasing.

The present strategy therefore aims to identify the risks and threats to which we will be confronted over the next ten years, in our national maritime area and in the international maritime areas of interest for France. In this regard, it forms part of an extension of the White Paper on defence and national security of 2013 and provides a national vision that supplements the maritime security strategy of the European Union adopted in 2014. Furthermore, it determines the priorities of our actions in coping with current and future challenges, and the solutions that we must provide within a national context, but also in relevant regional theatres and internationally. In particular, it concerns ensuring territorial integrity and protecting our citizens, in our national maritime area as well as in international maritime areas, and curbing trafficking of all types, while defending our economic and environmental interests.

This guidance relies on the concept of the State action at sea (action de l'État en mer – AEM) and the Coast Guard Function, the cornerstone of this strategy. It suggests ways to improve governance and legal instruments, enablers for diplomatic, technological or operational action, and the adaptation of our capacity for action in an inter-ministerial context, in partnership with other States and regional or international organisations, as well as with private players. It is based on a permanent process of intelligence analysis with a view of targeted actions to optimise our efforts in budgetary and security areas.

Definition of the strategy

The national strategy for the security of maritime areas is intended to offer a coherent national inter-ministerial framework to improve the fight against maritime insecurity, based notably on an analysis of maritime risks and threats, in the short or medium terms, likely to affect the strategic interests of France and its partners¹. It also aims to define our common objectives and order our priorities, so as to ensure our sovereignty and sovereign rights over our maritime areas, both off France and off its overseas territories, to contribute to the maritime security of the European continent, to support the international action of France in this field with its partners and international organisations, and to contribute to European growth by ensuring conditions that are favourable to an ambitious policy of development through oceans which matches the enormous maritime area involved. The present strategy does not cover the protection of the nation against military threats, because the latter comes under the general military strategy and the concept of military forces employment, but it contributes to strengthening it through intelligence or the planned adoption of certain measures.

To reach these objectives, this strategy favours a dynamic approach to the issues of maritime safety and security. Maritime security is defined as preventing and fighting all intentional activities which are hostile to our interests. It is essentially defined in relation to threats (terrorism, illicit trafficking, piracy, pillaging of resources or assets, intentional pollution...). Maritime safety, in accordance with international law, is mainly related to issues of safety of navigation, ships, persons and goods and, more generally, to the safety of States. It thus mentions the prevention and the fight against events which are of natural, anthropic or unintentional origin, which harm people, the environment, ships or infrastructures. It is essentially defined in relation to risks (climatic hazards, events at sea...).

Although the two domains appear to be distinct, they are closely related. Indeed, the achievement of a security objective indirectly contributes to the achievement of a safety one, and vice versa. This duality is fully expressed through the use of naval, air and land forces of the Coast Guard Function administrations in the context of State action at sea and in maritime defence of the territory (*Défense maritime du territoire - DMT*).

This national strategy comes within a favourable European context. Initiated during the Greek presidency, in June 2014, the Council approved a European Union Maritime Security Strategy which constitutes an application of the European strategy for the security of the worldwide maritime domain. Emphasising the breaking down of barriers between players and optimising what exists, it suggests a trans-sectoral approach based on the synergy of instruments and policies, both military and civilian, providing a continuum between internal and external security and ensuring that the Union has a decision-making autonomy. Adapted to the distribution of competences between the different services of the Commission, the European Union Maritime Security Strategy focuses on issues related to maritime security, suggesting ways for improvement without modifying the internal organisation or sovereign competences of the Member States. A support to national action, the European Union Maritime Security Strategy constitutes a global framework for action that is compatible with, and supplements, our strategy.

The latter takes into account the specificities of our maritime area, particularly overseas, and preserves our autonomy while ensuring our capacity for assessment and decision-making and our freedom of action in the organisation and use of our resources. It can therefore be considered as a national contribution to European strategy, fully participating in its implementation and meeting the strategic requirements specific to France. Nevertheless, it is not a variation but rather an autonomous exercise, which contributes globally to securing European and worldwide maritime areas. It is also fully coherent with all international commitments of France in this domain and with other national strategies. It concerns all of the seas in the world and also extends to key or strategic land or maritime infrastructures. Giving a long-term view out to 2025, it will be revised every 5 years.

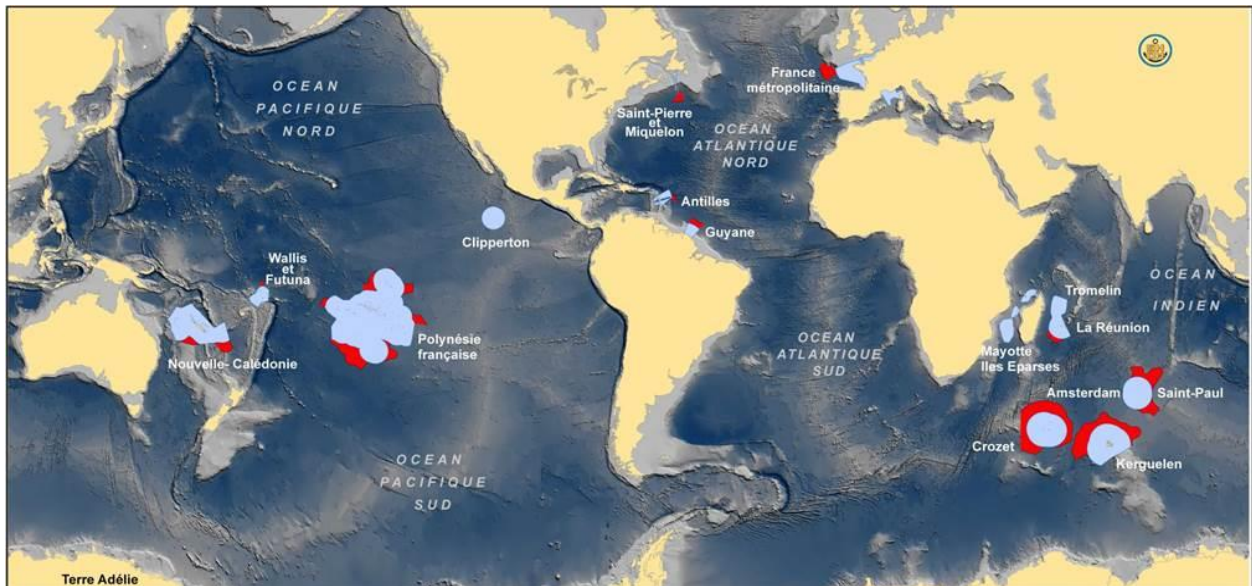
Through this strategy, France intends to assert its rights and assume its duties by ensuring, through coherent and coordinated actions, the free, safe and sustainable use of seas, thus confirming its rank as a major maritime power and its intention for economic development through seas.

¹ Integrity of the national territory and its air and maritime approaches, unrestricted exercise of our sovereignty, protection of our population, economic activities and strategic supplies, as well as the environment.

Maritime France



France has a considerable maritime area of about 11 million km² with nearly 18,500 km of coastline. Present in all seas and oceans around the world, with the exception of the Arctic, France thus has considerable assets which constitute coveted wealth and help to assert its position as a great maritime power. They give us rights, particularly to preserve our sovereignty and our sovereign economic rights, but also duties under international agreements that France has signed.



Map of French maritime areas with requests for extension of the continental shelf (in red) (source: SHOM)

Although our maritime area contributes to our rank as a major world power, these areas also occupy a major place in the development capacities of overseas departments and territories (*départements et collectivités d'outre-mer - DOM-COM*). In these territories, issues of economics and sovereignty are very sensitive. Marine resources² represent a major driver of growth for our *DOM-COM*³ which they should make best use of. This is, for example, the case for tourism, with the rapid increase in demand from cruise passengers at worldwide scale, which represents estimated world revenue of €110 billion, with 23 million passengers, a third of whom are in the Caribbean. Whether they are already exploited or may be exploited in the medium or long terms, these resources must be preserved from the covetousness that they may arouse.

Territories /Relative shares	Maritime areas	Legal population
French Polynesia	46.22%	0.41%
New Caledonia	12.85%	0.48%
Kerguelen Islands	5.64%	0.00%
Crozet Islands	5.33%	0.00%
St Paul and Amsterdam Islands	4.78%	0.00%
Metropolitan France / Corsica	4.51%	95.85%
Clipperton Island	4.09%	0.00%
Scattered Islands	3.67%	0.00%
Réunion	2.91%	1.26%
Tromelin Island	2.87%	0.00%
Wallis and Futuna	2.53%	0.02%
Guyana	1.31%	0.36%
Adélie Land	1.09%	0.00%
Guadeloupe	0.90%	0.61%
Mayotte	0.61%	0.33%
Martinique	0.50%	0.59%
Saint Pierre and Miquelon	0.12%	0.01%
Saint-Barthélemy	0.04%	0.01%
Saint Martin	0.02%	0.05%

Beyond this patrimonial aspect, the economic importance of the maritime sector in France must be emphasised. In 2013, the maritime sector employed 50% more people than the automobile sector and as many as in the aeronautical and telecommunication sectors combined, with a production and services value of about €70 billion. The commercial fleet (transport and maritime services) of more than 100 UMS⁴ consists of 295 ships bearing the French flag, to which are added 741 ships under other flags controlled by French interests. France also has a fleet of more than 7,000 fishing vessels, a third of which

² Fish and plant resources, energy resources (hydrocarbons, renewable maritime energy...) or mineral resources (sulphur, cobalt-bearing crusts, polymetallic nodules...).

³ See the information report from the Senate No. 430 dated 9 April 2014 on overseas exclusive economic zones.

⁴ "Universal Measurement System": measurement of tonnage for vessels more than 24 m long undergoing international voyages.

Domain of activity	Direct employment	Value of production (billions of €)
Merchant fleet	22,000	15
Ports	39,000	4.5
Construction and shipbuilding activities	42,000	8.5
Offshore ancillary services for the oil industry	32,000	17.6
Nautical industry	40,300	4.4
Fishing and aquaculture	60,050	8.4
Renewable marine energy	800	0.1
Marine resources	2,250	0.5
Defence and a State's action at sea	37,200	4.2
Marine and oceanographic research institutes	3,690	0.4
Training organisations	2,000	0.1
Other activities	17,065	5
Maritime administrations	3,300	0.2
Total (rounded)	301,655	68.9

(Source: French maritime cluster)

are overseas. The harbours of Marseille and Le Havre are ranked respectively 6th and 8th at European level, while Boulogne-Sur-Mer has maintained its 1st place amongst the fishing ports in Europe. Also, several French companies or establishments are among world leaders in the following sectors: energy (oil, gas or wind), shipbuilding (particularly military ships, cruise liners and fishing or pleasure vessels), goods transport, port logistics, cruises, scientific exploration, the laying of submarine cables, protection of the maritime environment and offshore maritime services. Furthermore, France has an ocean-going navy, of high operational level, inter-operative and with worldwide scope. Capable of intervening alone and as part of joint and international operations on distant theatres, maintaining a continuous presence in theatres of major importance and protecting our essential security interests, it is able to provide all of the strategic functions defined in the 2013 White Paper on defence and national security: knowledge and anticipation, deterrence, protection, prevention and intervention. Other than its skills and means of combat

enabling it to respond to threats of force, the French navy fully participates in the State action at sea, the true backbone of this strategy, within the Coast Guard Function (CGF).

The international strategic context

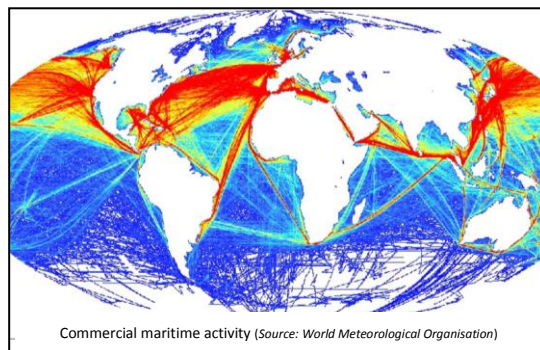


Globalisation is one of the key factors in understanding the new strategic situation. It is characterised by an explosion in tangible and intangible flows, by new inequalities between States and, within them, increased pressure on resources and a major impact on the environment. This globalisation, which is a growth factor, contributes to the growing interdependence of States and disrupts the concepts of space and time.

At the same time, the development of maritime trade favours the emergence of transverse threats targeting or using ships as part of illegal activities. The end of the unipolar American period, marked by the withdrawal from the Iraqi and Afghan theatres and strategic rebalancing towards Asia, together with new budgetary restrictions, is opening a new era, more fluid and uncertain. Although the predominance of the United States remains, we are seeing the emergence, or the return, of great maritime powers which contribute to establishing new regional balances, which are potentially more unstable.

Globalisation and resources

More than 90% of international trade by volume is shipped by sea (main raw materials, manufactured goods...). The link is even closer between the sea and energy resources, both for their transport and their exploitation. Thus, about 30% of worldwide oil production and 27% of gas production is extracted at sea, where about 20% to 30% of estimated reserves are located. While international maritime traffic currently reaches nearly 10 billion metric tons per year, the transport of energy products represents nearly a third of it⁵. Globalisation is therefore largely combined with an increasing maritime influence in the economy⁶. Climate change is also a factor which amplifies tensions or potential conflicts. We may therefore also fear large migratory movements caused by the increase in sea levels in certain regions. The increase in the number and



Commercial maritime activity (Source: World Meteorological Organisation)

⁵ Source: UNCTAD – Review of maritime transport 2014.

⁶ See the information report from the Senate No. 674 dated 17 July 2012 – Maritimisation : la France face à la nouvelle géopolitique des océans.

intensity of natural disasters (cyclones, storms, floods, droughts...) is accompanied by an increase in requirements for humanitarian assistance. These developments are particularly worrying in the Indian Ocean, the Pacific and the Caribbean. Climate change also has consequences for the availability of resources and access to them. Fish resources are also subject to strong international competition, which is exacerbated by worldwide demographic growth, the increasing coastal predominance in the economy (nearly half of the world's population lives less than 80 km away from the coast, where two thirds of wealth is produced) and the natural limits of exploitable resources. The evolution of fishing zones, for migratory or sedentary species, favours illegal fishing, which is developing particularly in the exclusive economic zones of States which often lack sufficient abilities for surveillance and control.

Cross-cutting threats

This upheaval in world trade also promotes the expansion of illegal, criminal or terrorist activities. The maritime areas, their immensity and the development of legal activities offer great opportunities for concealment in this regard. Although, by definition, it is difficult to quantify, the annual income from transnational organised criminality is probably around €1,000 billion per year, representing nearly 1.5% of worldwide GDP. The United Nations Office on Drugs and Crime (UNODC) estimates that illicit trade represents 7% of worldwide goods exports. As this is mainly carried out by sea, this shows the extent of the corruption of flows. The explosion in trade and the gigantic size of ships also increase control difficulties.

The physical security of maritime flows has been affected by the resurgence in piracy and maritime robbery since the beginning of the 1990s (particularly in South-East Asia, the Gulf of Aden and the Gulf of Guinea). Also, maritime terrorism, although old, has become even more serious due to the considerable development of the jihadist threat, the internationalisation of its networks and the regionalisation of certain armed groups with sophisticated military and technical resources. Maritime trade is particularly dependent on the security of routes and strategic passages; this partly explains the increasing number of projects aiming at opening new communication channels, which may, in time and if they are completed, modify the geopolitics of world maritime transport (Arctic routes, Nicaraguan canal, Kra canal...). Lastly, we are seeing ever more frequent porosity between the different threats (piracy, terrorism, trafficking in weapons, drugs or migrants, cyber-attacks...), one of the main causes of the development of which is the weakness of certain States and their inability to control their land and maritime territories.

Threats of the use of force

By nature, the ocean is a privileged space for expressing power politics. In this context, the return of threats of the use of force is another factor which favours latent maritime insecurity and is likely to have an impact on our strategic priorities, notably for the French navy and consequently on the State action at sea. Although Western countries are in the lead in terms of resources for surveillance and intervention in international maritime areas, this is gradually being challenged. Indeed, certain powers are developing significant naval capabilities which could be able to counter our freedom of action at sea, pursue territorial ambitions in disputed maritime areas and thus threaten freedom of navigation in international waters. In this regard, we are seeing a growing and permanent presence of naval forces in the Indian Ocean, not only Western but increasingly from East Asia and the Middle East, related to the importance of this area which connects Europe to the Far East and which opens onto the Arabian/Persian Gulf and its energy resources.

Confronted with a hardening of the international strategic context and a near strategic environment that is more unstable, France maintains its capacity for naval action over the entire spectrum, including its nuclear deterrent force. Highlighted by the White Paper on defence and national security, the links between external and internal security create a sea-land continuum in which the security of maritime areas often constitutes the first line of defence. The variety of threats and the multiplication of theatres of intervention require the maintenance of appropriate reaction and engagement abilities. This implies being able to fight in a coordinated manner on several fronts, from the high seas to strategic land spaces open to the sea, in the first rank of which are the ports, in order to preserve our freedom of action. The Navy is therefore the outstation for protecting our interests. The continuity of the maritime environment

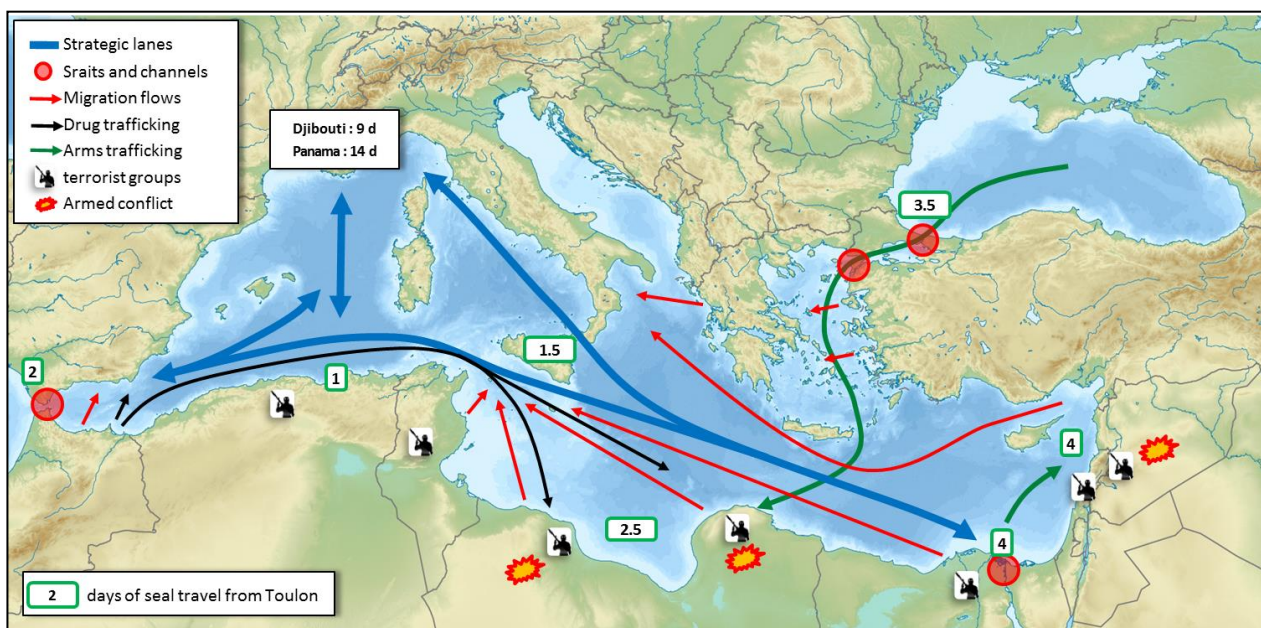
in areas with very different legal statuses nevertheless implies an organisation adapted to each area, with administrations having authority for surveillance and intervention and the most relevant legal powers.

Geography of maritime risks and threats

A rapid geographical overview can introduce several main risk and threat characteristics. We notice that they are variable in form and, on a greater or lesser scale, are spread throughout all seas of the globe. Their evolutions are difficult to predict as there are so many factors: political or economic situation, conflicts, competition, climate change, adaptation of modes of action, etc. However, everything indicates that they will last over the long term, with growing intensity and an impact on the ever more numerous coastal populations. Consequently, the analysis of risks and threats, detailed subsequently from a thematic point of view, is essential to meet these challenges in a way that is adapted to each zone.

Mediterranean: potential destabilisation

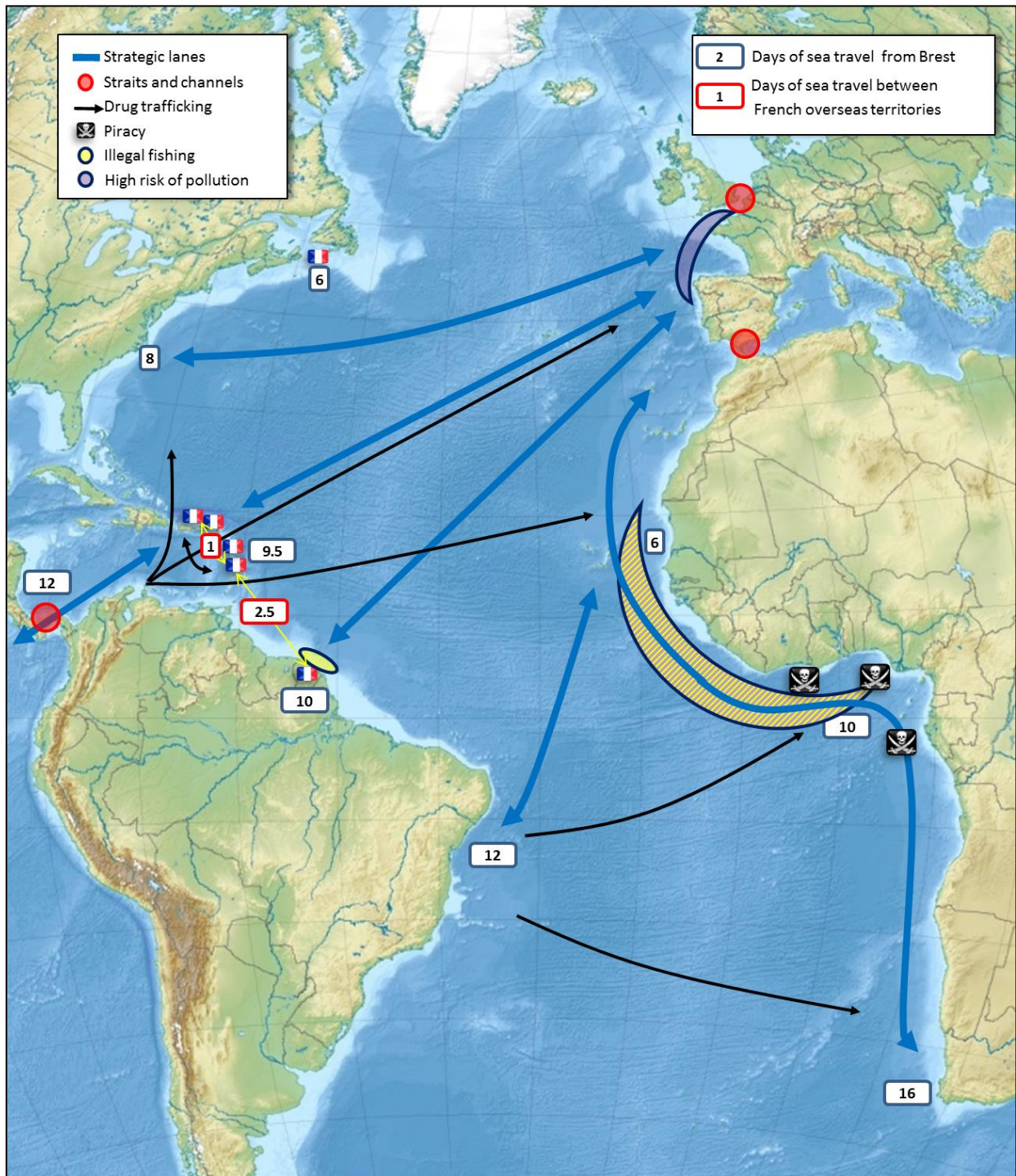
The geopolitical and security situation of the central and eastern Mediterranean has considerably worsened over the last few years, notably due to the wars in certain States (Syria and Libya) and the considerable development of Islamist terrorism (Al Qaida, Daesh and other armed groups affiliated to them), which are weakening all countries of the southern Mediterranean. Some of them are no longer able to control their territories and the flows which cross them, a situation that is leading in particular to a massive increase in refugee flows or economic migrants, the development of illegal trafficking (drugs, arms, humans...) and a worsening of the terrorist threat from territories placed under the control of armed groups. Although most of the threats are identified, these situations have a particular impact on the security of the European Union and maritime flows. The reaction delay in coping with a threat is very short in a basin that is strategic for links with the East. This destabilisation of the Mediterranean basin contributes to increase the threat against our interests and brings it nearer to Europe and France.



Atlantic: a contrasting ocean

The maritime routes connecting Europe to the American continent, including the Caribbean, are less exposed to these risks and threats, notably due to the significant presence of North American and European navies. The extent of maritime traffic along the coast of the North East Atlantic and the English Channel-North Sea nevertheless increases the risk of pollution, whether intentional or not. Although the threats are often at more than one week's trip by sea, the Atlantic zone remains difficult to monitor. Also, the waters off French Guiana, rich in fish resources, are frequently pillaged by fishermen from neighbouring countries, while oil prospecting operations are increasing tensions. The use of force at sea

by the services of the State in the Caribbean is essentially the consequence of interception of vessels trafficking drugs. This region is a major drug transit zone, notably for cocaine coming from South America and going to Europe and Africa.

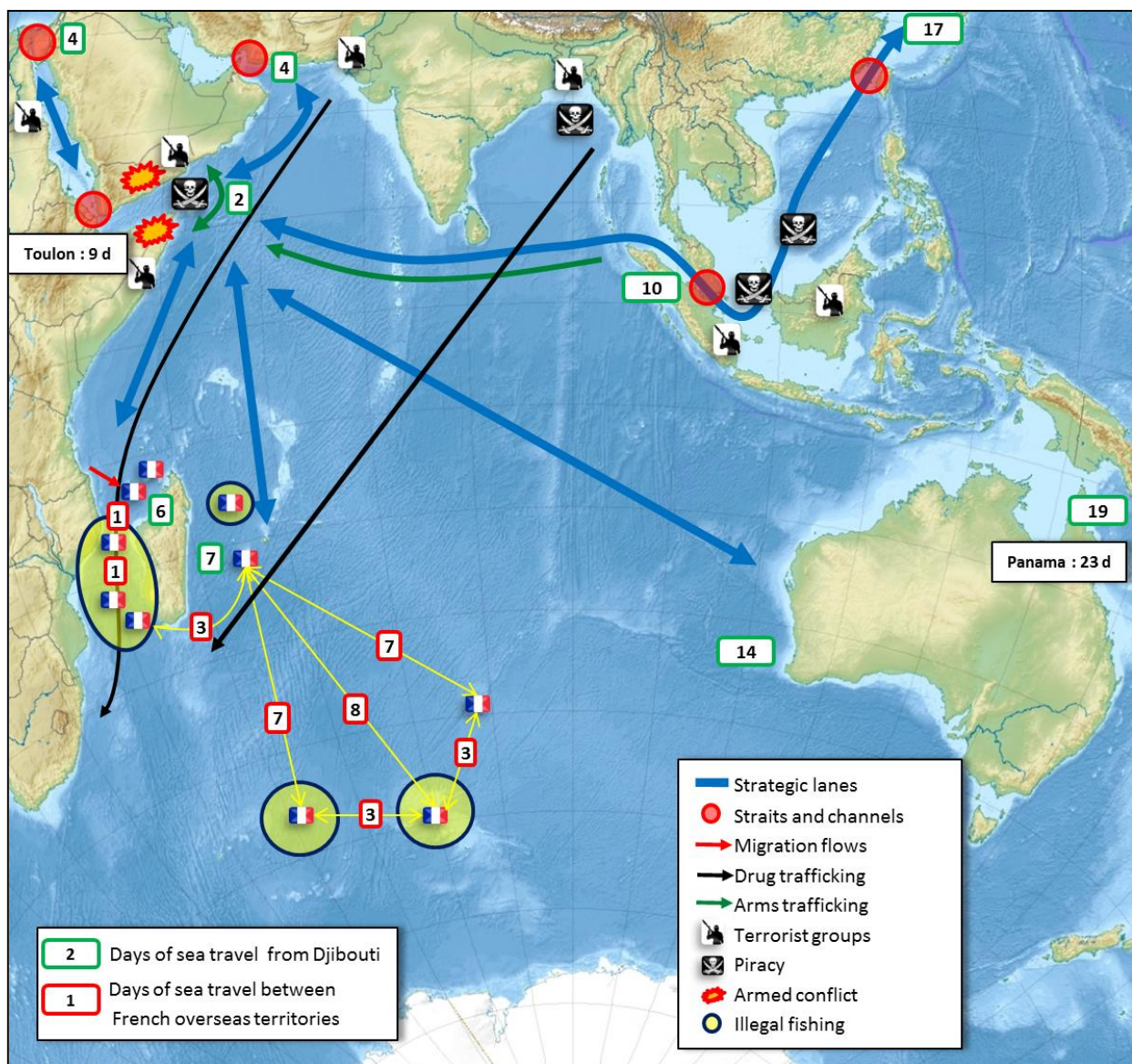


The Gulf of Guinea, on the other hand, is subject to strong pressures and a great variety of threats: the equivalent of 300,000 barrels of onshore and offshore oil is misappropriated every day, while the number of attacks by pirates, accompanied by hostage taking, remains at a high level. Illegal fishing causes lost earnings for the countries of the region estimated at €350 million each year and the transatlantic cocaine routes which pass through the region help to destabilise West African countries. Maritime insecurity is a major and persistent issue throughout this area, and is notably likely to affect the security of European citizens, our energy supplies and the preservation of our fish resources. Maritime

piracy is nevertheless contained due to considerable efforts by neighbouring States, efforts which must be pursued and supported at an international level.

Indian Ocean and East Asia: recurrent tensions

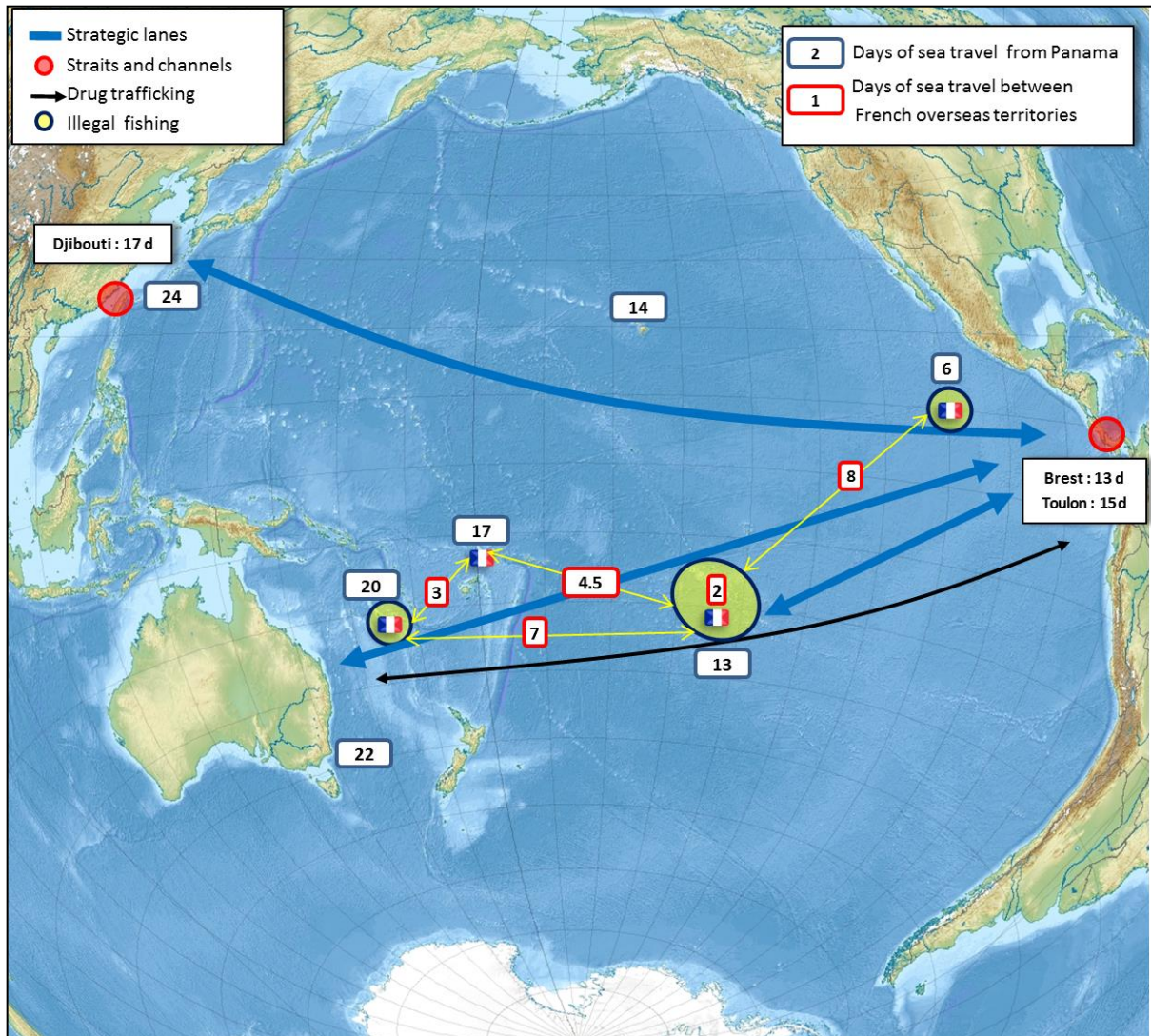
In the Indian Ocean, the commercial maritime route linking Europe to Asia is in the north while a large number of our overseas territories are in the south. The combination of issues concerning access to energy and profound inter-state rivalries is likely to directly affect the security of this route of major strategic interest for Europe. Most of the threats are concentrated in the area: piracy, terrorism, traffic in migrants, drugs and arms, illegal fishing and unauthorised collection of data on the nature of the seabed or under the seabed. Our overseas departments and territories are also harmed. Thus, each year, thousands of Comorians try to reach Mayotte⁷ while predatory ships pillage our fish resources (Mozambique Channel, Tromelin, French Southern and Antarctic Lands (FSAL)...) and certain States are taking an interest in the energy or mineral resource potential of disputed zones. Lastly, the claims of several States to areas in the South or East China Seas risk a crisis that could threaten freedom of navigation.



⁷ Very recently became a French department and ultra-peripheral region of the European Union.

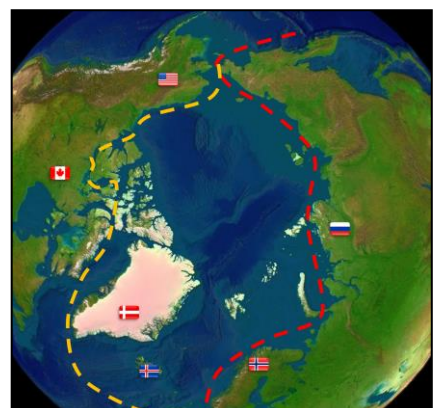
Pacific: relative stability in immense maritime areas

In the Pacific, the main maritime routes are north of the equator, while our interests are in the south. The probable increase in the number and intensity of natural disasters, worsened by climate change, constitutes the major risk, while illegal fishing and illegal exploitation of resources, particularly underwater, are the main regional maritime threats. We also notice a phenomenon of drug trafficking between South America and Australia, passing by Polynesia and New Caledonia. Lastly, the surveillance of protected maritime areas, for the preservation of resources in our overseas Exclusive Economic Zones is a major issue in this region of the globe.



The Arctic: A threatened environment

At this stage and in the medium term, the main issues in the Arctic region are essentially economic and environmental. The economic prospects (energy, minerals, fishing and tourism) that are provided by this ocean, marked by worrying climate change, have encouraged a sovereignty-assertion movement by neighbouring States and a rise in military activity. It is, however, more of a strengthening of instruments for ensuring maritime safety (search and rescue, prevention of pollution) than a militarisation of the region. The prospect – still distant – of regular use of polar maritime routes is also contributing to the great interest of the large maritime powers of Europe, Asia and the Americas in this evolving maritime area.



France, with Adélie Land, a territory of 432,000 km², is one of 7 "owner" states, which, under the 1959 Antarctic Treaty, agreed to freeze the exercise of their sovereignty over certain areas of the Antarctic, without renouncing to it. The two stations (Dumont d'Urville and Concordia), under the administration of the French Southern and Antarctic Lands (FSAL), support scientists coordinated by the Polar Institute – Paul Émile Victor (*IPEV*) responsible for acquiring data for French laboratories involved in polar programmes and drilling in deep ice under the *European Project for Ice Coring in Antarctica* (EPICA). It is essential that these stations, which are difficult to access, be regularly supplied and that personnel be rotated on time. This is the mission carried out by the "Astrolabe" and, from 2017, that of its successor. The issues are scientific (the operation of a privileged climate-change observatory) and the maintenance of a form of peaceful international cooperation.



Control our maritime areas

Metropolitan and overseas France does not stop at the coastline. Our sovereignty extends at sea and to its underwater area, up to the limits of our territorial waters, according to the procedures defined by the United Nations Convention on the Law of the Sea⁸ (UNCLOS). Beyond, France exerts certain sovereign rights within the limits of our exclusive economic zones, then those of any extensions of the continental shelf.

Transport ceases to be maritime as soon as a vessel docks in a port, when land, air or river transport takes over. Conversely, it becomes maritime again as soon as the ship casts off. In spite of the discontinuity of the environment, ports are therefore the points of convergence of land and maritime interests. This strong interdependency extends more broadly to the entire coastal region (5% of the surface area of the territory), on which numerous national security issues are concentrated and where 12.5% of the French population lives.

Our maritime areas are therefore, for the national territory, both extensions and approaches – with a depth varying according to the risk or the threat in the light of the time necessary to implement countermeasures. This dual function is fully part of a sea-land continuum (or land-sea, according to the point of view), echoing the security-defence continuum. To preserve their major assets, the control of these areas is crucial. It is therefore necessary to know, and for others to know, the boundaries, to monitor traffic and to regulate activities taking place to ensure our defence and security at all times, have our sovereign rights respected and prevent any threats to our territory which might come from them.

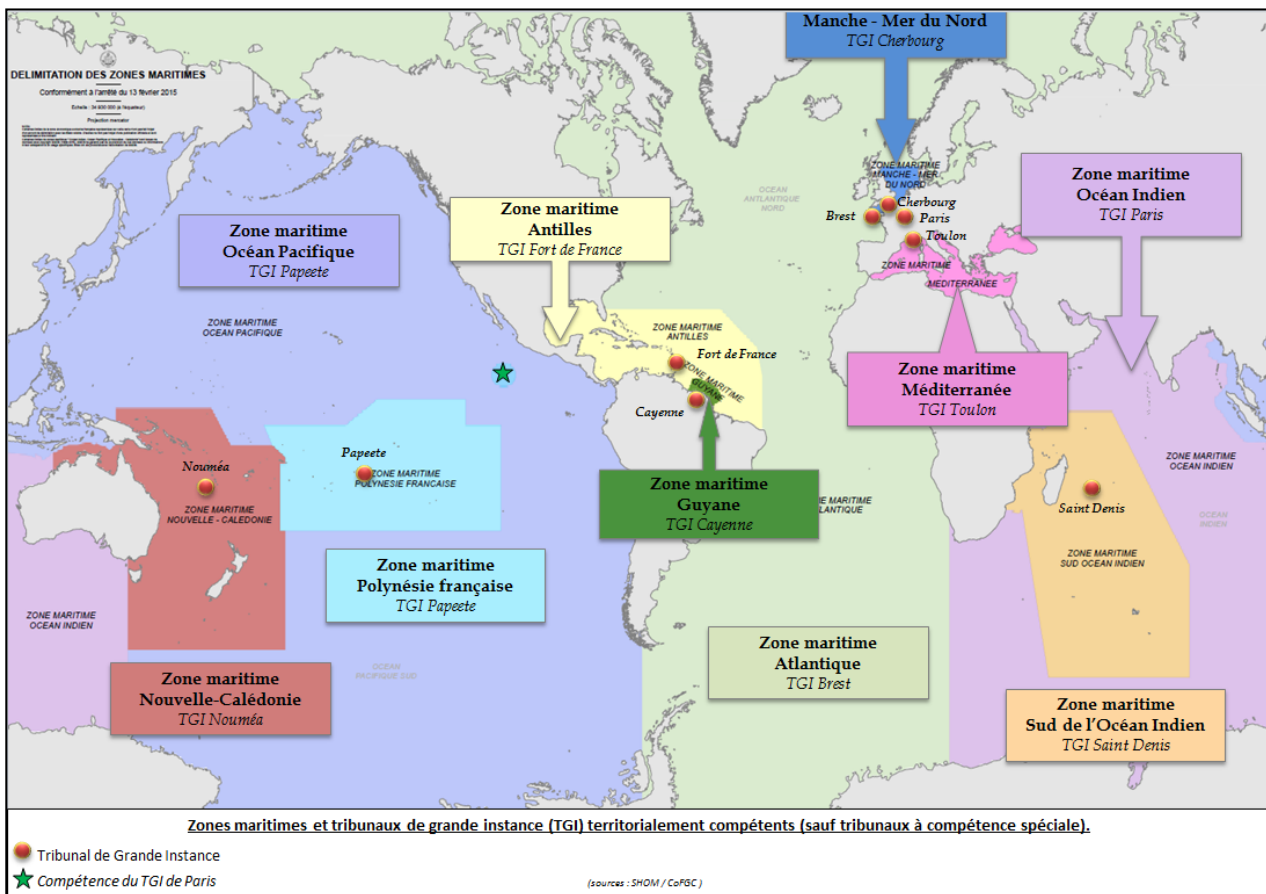
⁸ Signed at Montego Bay on 10 December 1982 and coming into force on 16 November 1994.

Provide a framework for the State action at sea



State action at sea is an administrative and operational organisation that France has established to fulfil its obligations as a coastal and maritime state. It is exercised on the oceans and seas around the world, which are divided into ten maritime zones: three off Metropolitan France (Channel/North Sea, Atlantic, Mediterranean) five overseas (southern Indian Ocean, Antilles, French Guiana, French Polynesia and New Caledonia maritime zones) and two covering only areas on high seas (Indian Ocean, Pacific Ocean). These maritime zones include areas placed under our jurisdiction and those having the status of high sea over which France may exercise certain responsibilities, either in relation to its own ships or to foreign ships or stateless vessels abiding to the international conventions that France has signed.

In each zone, the State is represented by a single administrative authority: the maritime prefect in metropolitan France or, overseas, the Government delegate for the State action at sea assisted by the commander of the maritime zone. For the exercise, by the State, of its policing powers at sea, each zone is designated a competent court (*tribunal de grande instance, TGI*), which is that of the head office of the maritime prefecture or, overseas, the Government delegate for the State action at sea, except in the case of specialised competence.



The administrations having maritime assets act in the context of the Coast Guard Function. This includes the French navy – including the maritime gendarmerie – customs, French maritime affairs, national gendarmerie, civil protection and the national police⁹. These administrations provide a State representative for the sea, pursuant to his powers of coordination, with their resources to allow him to fulfil the missions assigned to him. This organisation is also based on the versatility of the various naval and air resources of the administrations of the Coast Guard Function, with the aim of achieving the

⁹The Coast Guard function is organised by an executive committee which meets under the chairmanship of the Secretary-General for the Sea. As well as the directors of the administrations intervening at sea, the overseas director-general sits on this committee (Article 6-1 of the amended decree No. 95-1232 dated 22 November 1995 relative to the inter-ministerial sea committee and the general secretariat for the sea).

effectiveness and efficiency which must guide the operational use of resources and their upstream dimensioning. Generally, State resources are able to fulfil a wide variety of coastal missions as far as high seas, thus contributing to preserving our interests at sea and national security.

Given its inter-ministerial character, this organisation is based on leading and coordinating, by the Secretary-General for the Sea in the name of the Prime Minister, State representatives for the sea and administrations of the Coast Guard Function, which is done. This is also done in partnership with the general secretariat for defence and national security, the general secretariat for European affairs and all of the services and administrations of the ministries participating in France's maritime policy.

This organisation, based on versatility and synergy, responds to the maritime issues facing France and is able, due to its flexibility and pragmatic character, to take a completely European view of enhanced coordination (surveillance of external borders, cross-border criminality, maritime safety, control of fishing¹⁰ ...).

AREAS WHERE EFFORT WILL BE APPLIED:

- ***Intensify the use of this organisation, which meets the requirements for the efficiency and effectiveness of State action in maritime areas.***
- ***Improve the knowledge of our organisation model amongst our partners on the European and international scenes.***

Enforce the boundaries of our maritime areas



The precise definition of the maritime areas placed under our sovereignty or our jurisdiction determines the State action at sea. These areas represent a national asset with great economic potential and ensure that we have a minimum strategic depth, essential to the preservation of our interests. France has also chosen to register, since 2002, several requests for extensions of the continental shelf with the UN Commission on the Limits of the Continental Shelf (*EXTRAPLAC programme*). The determination of the limits of our maritime areas is based on the principles laid down by UNCLOS¹¹. The coordinates of these limits, fixed by decree, are represented on the charts of the Navy's hydrographic and oceanographic service (*service hydrographique et océanographique de la marine - SHOM*) and are the only charts officially recognised by France. A copy of these instruments is registered with the UN general secretariat.

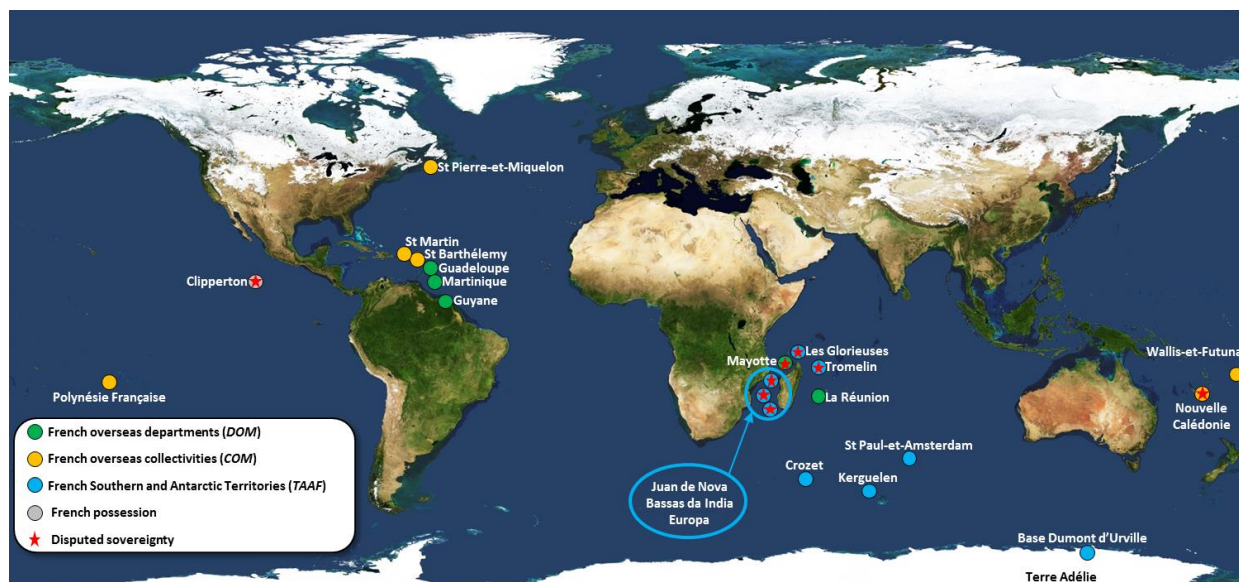
France is continuing its programme of negotiating agreements on the limits, which will ensure the legal security necessary to the exercise of our rights. Third-party States¹² have several disagreements and sovereignty disputes with France concerning these limits. In accordance with the provisions of the UNCLOS, France has chosen not to agree to submit the disputes relative to maritime limits to international jurisdictions. In the absence of a definitive settlement of a dispute, France retains sovereign rights over the areas thus delimited. No decision by any third-party State¹³ may therefore be binding upon it. Intergovernmental agreements or negotiations in progress are limiting the actual risks of our limits being reappraised but nevertheless without totally preventing the development of illegal activities in our waters. However, the discovery of exploitable resources could revive certain claims.

¹⁰ The administrative authority responsible for policing fisheries is the prefect designated in Article R*911-3 of the Rural and Sea Fishing Code, who is responsible for implementing the objectives and control policy set by the minister responsible for fisheries. Resources are planned locally in consultation with the representative of the State at sea, with the national fisheries monitoring centre controlling these resources for this mission.

¹¹ Articles 16, 75, 76 and 84 of the UNCLOS.

¹² Clipperton (Mexico), Scattered Islands (Madagascar for the islands in the Mozambique Channel and the Glorioso Islands, Mauritius for Tromelin), New Caledonia (Vanuatu for Matthew and Hunter) and Mayotte (the Comoros), the EEZ in the Mediterranean and the sharing of the continental shelf in the Bay of Biscay (Spain), extension of the continental shelf of Saint-Pierre-et-Miquelon (Canada).

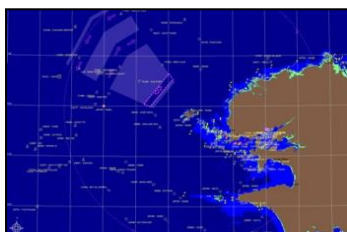
¹³ For example, an authorisation to explore beneath the seabed or to exploit fish resources.



AREAS WHERE EFFORT WILL BE APPLIED:

- Consolidate the work of delimitation, based on the SHOM's scientific expertise.
- Continue our diplomatic actions to resolve our disputes in the contested areas.
- Strengthen our visibility in these zones through a presence and effective administration.

Monitor our maritime areas



In order to preserve our interests and our rights, while contributing to the safety of navigation, broad and appropriate monitoring of these immense zones is essential. It provides the knowledge and the ability to anticipate threats and risks which is necessary to prepare responses. This surveillance must be permanent in waters coming under our sovereignty, off Metropolitan France and overseas, particularly on the shipping lanes accessing our ports and the surroundings of straits and neighbouring traffic separation schemes (including the Dover Strait, the busiest strait in the world in terms of the number of ships, with nearly 100,000 per year¹⁴).

From the coast, surveillance is performed by the network of signal stations and the operational centres of the administrations of the Coast Guard Function (CGF). Most of them are connected to *SPATIONAV*, a system monitoring our maritime approaches that combines information coming from various sensors¹⁵, including those of the regional surveillance and maritime rescue coordination centres (*centre régional opérationnel de surveillance et de sauvetage - CROSS*), which perform similar duties. Land patrols of the departmental or maritime gendarmerie units, as well as the national police and customs in their zones and domains of competence, supplement the system.

This surveillance is supplied with data and relayed at sea by the air and naval resources of the administrations of the Coast Guard Function, in coordination with, and in the context of, their own missions. In these waters close to our coasts, the reaction time is critical: at 200 nautical miles, a fast-moving craft will reach the coast in 5 hours. Consequently, the rapid exchange of information and interception at sea are preferred, to ensure an appropriate response within a short period of time. As

¹⁴ In 2014, according to data from CROSS Gris-Nez, 94,900 ships transited the traffic separation scheme (TSS) in the Dover Strait, either in one of the two shipping lanes (73,000 ships corresponding to an average of 200 per day), or as crossing ferry traffic (21,900 ships corresponding to an average of 60 daily rounds of passenger vessels). The same year, the Strait of Malacca had traffic of 79,344 ships per year, based on ships that made a STRAITREP report.

¹⁵ AIS (Automatic Identification System), radars...

such, the maintenance of our air and naval resources in an operational condition is decisive to ensure this type of action, which requires the same degree of availability and responsiveness as search and rescue operations at sea in our zones of responsibility.

In waters under our jurisdiction and underwater, according to our interests in each zone, monitoring is mainly done by ocean-going ships and long-range aircraft of the Coast Guard Function. Satellite resources¹⁶ or various information systems¹⁷ that connect us to our European partners or allies are used in particular to refine our knowledge of the threat. These may also be clarified by the intelligence collected beforehand by our specialised services.

Lastly, players in the maritime world take part in situational monitoring through initiatives such as voluntary naval control (VNC), which encourages the exchange of information between merchant ships and the French navy in certain areas of interest.

On a central level, strategic maritime information is collected and analysed by the CGF information centre (*centre opérationnel de la fonction garde-côtes - CoFGC*), which is responsible for its delivery to ministerial departments, administrations and State representatives for the sea concerned and, where applicable, to its European, Allied or third-party State counterparts. In this regard, France supports all initiatives to develop exchanges of maritime information, following the example of the CISE¹⁸ approach, undertaken by the European Union as part of its integrated maritime policy.

AREAS WHERE EFFORT WILL BE APPLIED:

- Support the initiatives for sharing maritime information at national, inter-ally and European levels, as well as in the maritime basins covering our overseas departments and territories.**
- Continue to appraise the requirements for satellite surveillance of maritime areas.**
- Perform expert appraisal, and test, the contributions of other complementary tools, notably drones and new-generation radars.**
- Involve more private-sector maritime players in situational monitoring.**
- Consolidate the role of the COFGC as the national maritime situation and analysis centre.**

Enforce our rights in our waters



Knowledge of traffic and maritime activities allows France to adopt the appropriate posture to ensure its sovereign rights at sea and the interests of the nation. Indeed, the immensity of our areas and their potential resources are stimulating envy: prospecting in

our waters, pillaging of fish resources or the cultural assets represented by wrecks... In maritime areas where he is competent, the State representative for the sea is responsible for overseeing the implementation of our laws and regulations as well as Government decisions. To this end, he has a general administrative police power, allowing him to regulate activities at sea. Under his coordination¹⁰, the administrations of the Coast

2013 : In the EEZ of Europa Island (in the Mozambique Channel, where the seabed is likely to contain hydrocarbons), the surveillance frigate Nivôse surprised a seismic prospecting vessel flying a foreign flag, and its accompanying ship. As the captain of the intercepted vessel was unable to provide authorisation delivered by a French authority, he was ordered to lift its measurement equipment and leave French waters, without prejudice to legal and diplomatic action.

¹⁶ S-AIS (satellite AIS), LRIT (Long Range Identification and Tracking), VMS (Vessel Monitoring System – fishing vessels), imaging,...

¹⁷ MARSUR (network of military surveillance systems), EUROSUR (border surveillance), IMDatE (maritime information).

¹⁸ "Common Information Sharing Environment" — Common environment for sharing maritime information.

Guard Function control the activities carried out in the areas under our jurisdiction or sovereignty. Where applicable, the use of force is conceivable to stop an offence, proceed with an inspection or to re-establish order.

In territorial waters, ships bearing the flags of third-party States benefit from the right of innocent passage. France is particularly attached to this principle and its reciprocity. However, in accordance with Article 25 of the United Nations Convention on the Law of the Sea (UNCLOS), France would take all necessary measures to stop a transit which does not comply with the provisions specified by the Convention.

Furthermore, to preserve our interests, this right may be temporarily suspended if any factors lead us to believe that there is any imminent harm to them. Also, Article 27 of the Convention governs the legal competence of France in criminal matters for all offences committed in its territorial waters or internal waters on-board a ship bearing a foreign flag, especially if it has consequences for public order or national security, at sea or on land. Lastly, France assesses the appropriateness of requests for assistance coming from captains of ships or the flag's State.

AREAS WHERE EFFORT WILL BE APPLIED:

- Maintain coherence between our priorities and our surveillance or intervention capacities.***
- Consolidate and adapt our legislation to new risks and threats.***
- Publicise the judicial and diplomatic consequences of the violation of our areas.***

Prevent maritime threats to the territory



The national territory can be targeted from sea. In coping with all forms of maritime threats, the Maritime Defence of the Territory is the permanent framework for ensuring the security of the national territory within maritime approaches and on the coast. For specific terrorist threats, the Prime Minister may decide to implement an enhanced posture, in the maritime domain, of the *VIGIPIRATE*¹⁹ plan. The ports and their facilities are the ultimate interfaces between land and sea. The

neutralisation of these nodal points supplying France and Europe would have significant economic consequences. This is the case for ports covering most of our imports of oil products or our trade, either bulk or containerised. Furthermore, high-risk facilities, such as gas terminals²⁰ or chemical terminals are potential targets in the same way as those receiving cruise liners or passenger roll-on/roll-off ferries. Several critical infrastructures²¹ are also implemented along the Metropolitan coast and overseas. The protection of all of these sites is the responsibility of the maritime prefect and the prefect of the department in their areas of competence. This is why the handling of these maritime threats²² requires regular exchanges between these authorities and the managers of the sites, in the context of the sea-land security continuum.

The inter-ministerial instruction bearing the national doctrine on maritime and port security indicates the threat scenarios likely to be encountered and the measures for vigilance, prevention, protection and reaction when responding to them: specific surveillance and protection system implemented by the State representative for sea and the prefect of the department according to the evaluation of the threat, permanent deployment of *PSMP*²³ of the maritime gendarmerie in certain ports of major interest,

¹⁹ Governmental vigilance, prevention and protection plan to cope with the terrorist threat, dated 17 January 2014.

²⁰ Receiving natural (LNG), petrol (LPG) or ethylene (ELG) gas in the liquid state.

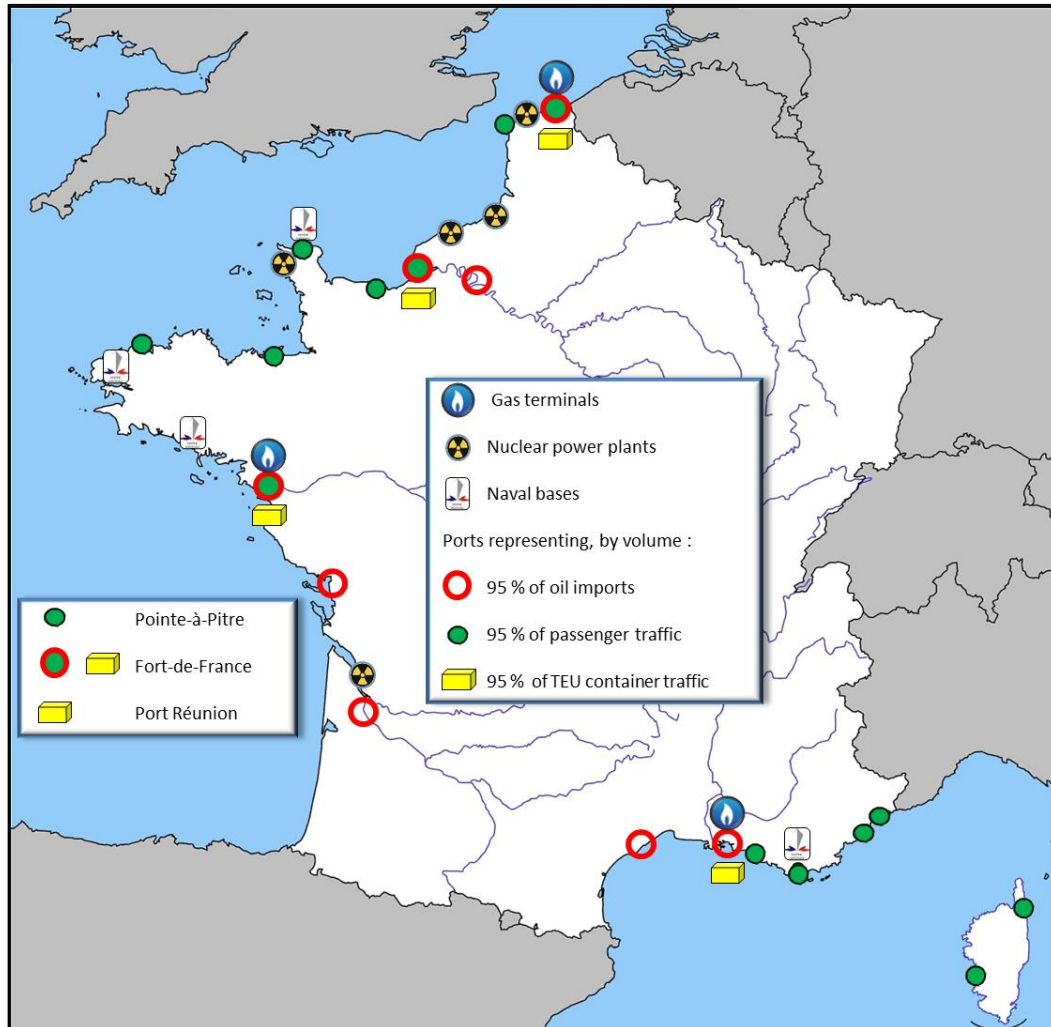
²¹ Naval bases, nuclear power stations, SEVESO sites, Kourou space station, international airports (Nice, Marseille, Ajaccio, Tahiti, La Réunion, Martinique, Mayotte, Saint-Pierre-et-Miquelon...)

²² Kinetic bomb, obstruction of water catchments, radio-electrical interceptions, aerial, surface or submarine drones...

²³ "Peloton de Sûreté Maritime et Portuaire" - Maritime and port security units.

graduation of measures of the ISPS²⁴ code for port vessels and facilities concerned by international traffic, strategy on the management of risks in customs matters and securing the supply chain²⁵...

Although the national activist threat is always latent, particularly amongst anti-nuclear protesters, it remains low in terms of potential impact. However, France is directly targeted by messages from radical groups such as Al Qaeda or Daesh which can easily adapt their actions to destabilise our territory with major impacts on our interests. In this regard, the Mediterranean, the Channel and the North Sea appear to be particularly sensitive.



AREAS WHERE EFFORT WILL BE APPLIED:

- ***Strengthen the security of our ports of major interest (gas terminals, new PSMP...).***
- ***Combine all players concerned in the assessment of the threat coming from seas (at national and local levels).***
- ***Work on resilience scenarios in ports after a major event.***
- ***Regularly reassess threat scenarios and measures suggested for countering them.***

²⁴ "International Ship and Port facility Security" - Security code for ships and port facilities attached to the Convention for the safety of life at sea (SOLAS) strengthened by the regulation (EC) No. 725/2004 and, for ports, directive 2005/65 (EC). Decided by the Prime Minister, the implementation of the measures is based on private operators, the State (in the capacity of maritime and port security authority and point of contact for the IMO), its local representatives and competent administrations. These measures aim to prevent threats and limit their impact.

²⁵ Customs surveillance of goods entering, temporarily staying in, and exiting French ports, under the Community Customs Code (CDC) and shortly the European Union Customs Code (UCC – in force from 1 May 2016).

Protect our nationals and our ships

Maritime areas form a worldwide ocean. Various straits or channels connect them, making it even more necessary to defend the principle of freedom of navigation at sea. This freedom allows a great majority of worldwide goods tonnage to travel via maritime channels, without worrying about most of the geopolitical situations which can disrupt land and air transport. Security of navigation is, however, a major issue in preserving this freedom. Ships are not safe from numerous predators targeting their cargoes, their crews and their passengers or the State whose flag they bear.

Piracy and maritime robbery are criminal acts which are essentially motivated by the hope of making profit. Although the extra cost caused by this phenomenon has reached more than €6 billion per year at a worldwide level over the last ten years, it should be recalled that the first victims of it are seafarers. Some of them are taken hostage each year and dozens are killed or injured by pirates. Maritime terrorism is also a threat for this activity, which concentrates numerous symbols, often symbolic of what the main terrorist organisations targeting France are fighting. Finally, the increasing use of new technologies in the maritime world, and modifications in transport flows, are also generating vulnerabilities that criminal or terrorist organisations may be tempted to exploit.

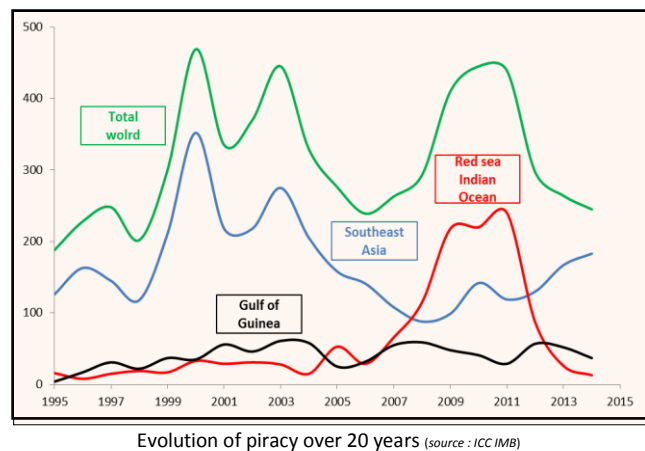
The protection of persons, goods and, more broadly, activities practised at sea therefore requires a policy adapted to each threat. The use of the entire spectrum of possible actions, from anticipation to intervention, can thus strengthen security of navigation.

Combat piracy



Piracy and armed robbery at sea²⁶ are witnessed on each of the strategic maritime routes, particularly in straits and approaches to ports and, sometimes, at up to 1,000 nautical miles from the coasts. Usually structured as criminal organisations taking advantage of the weakness of coastal States, the pirates seek profit (taking hostages to be ransomed, pillaging cargoes, including oil, opportunistic thefts...). They target certain types of vessels²⁷ and are mainly concentrated in three regions. In the Gulf of Guinea, an area where the oil industry takes place and where 70,000 French nationals live, the attacks are increasingly sophisticated and involve great violence. Mainly perpetrated in Nigerian waters, particularly the interior waters, these attacks extend sporadically from Senegal to Angola. In the west of the Indian Ocean, in spite of a notable decrease in reported events (no successful attack has taken place since May 2012), piracy has not disappeared: hostages are often taken while those giving orders remain on land. Lastly, 75% of the attacks throughout the world in 2014 are concentrated in Asia, from the Bay of Bengal to the China Sea, mainly in the neighbourhood of port zones.

Ships flying the French flag have not escaped piracy: over the last twenty years, there have been around forty attacks, or attempted attacks, involving our ships. This is why France is fully committed to the eradication of this criminal phenomenon. The implementation of an appropriate ISPS level in risk areas and the use of best practices are preventive measures which have enabled the number of attacks to be reduced. Furthermore, France is promoting the development of several innovative technological solutions for detection and protection and authorises, under certain conditions, the boarding of private contracted armed security personnel on ships flying the French flag²⁸. On-board protection teams from the French Navy supplement this system from time to time, by decision of the Prime Minister. France also implements a policy adapted to each area.



By combining a deterrent presence and a capacity for intervention, France is taking an active part in the fight, whether as part of the European Union's naval operation (*Atalanta*) in the Gulf of Aden, or by the use of its pre-positioned resources, such as the permanent deployment in the Gulf of Guinea of the naval mission *Corymbe*. At the same time, France is maintaining its capacity for direct response to an attack by pirates targeting its ships or its nationals (notably with the *PIRATE-MER* plan) and reserves the right to bring pirates having attacked its interests before a French court²⁹. France also favours the sharing of information between different actors in the maritime world and State partners, in order to anticipate this threat. To this end, it is implementing voluntary naval control³⁰ in specific zones (Gulf of Guinea, northern Indian Ocean, South-East Asia) and supports the development of centres for sharing information of maritime interest (Information Fusion Centre of Singapore and Madagascar, Inter-regional Coordination Centre in Cameroon). In this regard, faced with the resurgence of the phenomenon in the region, the participation of France in activities carried out in South-East Asia under the regional cooperation agreement on the fight against maritime robbery and piracy in Asia (ReCAAP³¹) must be intensified.

²⁶ Only events committed beyond territorial waters are considered as piracy. Within territorial waters, they are considered as armed robbery.

²⁷ Bulk carriers (25%), cargo vessels, oil tankers, chemical tankers, container ships (15% each), fishing vessels and service ships (8%, usually used subsequently as mother ships), passenger vessels/yachts (3%)

²⁸ Act No. 2014-742 dated 1 July 2014 relative to private ship protection activities.

²⁹ Act No. 94-589 dated 15 July 1994 relative to the exercise of police powers of the State at sea.

³⁰ Inter-ministerial instruction No. 1094/SGDN/PSE/PPS/CIPRS dated 27 June 2001 (cooperation between our ships and the French Navy)

³¹ ReCAAP: "Regional Cooperation Agreement on Combating Piracy and Armed Robbery against ships in Asia".

At the same time, France is supporting coastal states in all their processes for securing their own maritime areas. It is thus supporting the common strategy of the States of the Gulf of Guinea (Yaoundé process³²) and the strengthening of the maritime and judicial capacities of the States of the Horn of Africa, particularly Somalia, with all of the missions and regional programmes of the European Union³³. The strengthening of maritime governance, the training of players participating in the fight against piracy and support to prevention measures on land also contribute to this overall approach. With this aim, France is taking part in the reform of the maritime security sector³⁴ in the Gulf of Guinea and supports the increasing power of regional centres³⁵, particularly as a Member State of the Indian Ocean Commission and partner of the Djibouti Code of Conduct. France is more broadly calling for increased participation by the international community in securing seas and regional adoption of maritime security issues within the Contact Group on Piracy off the Coast of Somalia (CGPCS) and in other European and international bodies³⁶, while emphasising that the problem of piracy can only be resolved on land, notably by stopping those ordering it.

2008 to 2011: Four ships flying the French flag have suffered acts of piracy in the Gulf of Aden (the cruise liner *Le Ponant* and the yachts *Carré d'As*, *Tanit* and *Tribal Kat*). French special forces freed 37 hostages (the skippers of the last 2 yachts died) and arrested some pirates, 15 of whom have already been sentenced by France.

2013: the oil tanker *Adour* was hijacked in the Gulf of Guinea. Given the presence of a French frigate nearby, the pirates abandoned the ship with two hostages who were quickly freed.

Since the beginning of 2015, the decreasing of the phenomenon seems to be confirmed in the Indian Ocean, thus emphasising the appropriateness of the actions carried out by all partners, at sea and on land. The efforts made in the Gulf of Guinea are now starting to bear fruit because the attacks are now almost all confined to Nigerian waters, although there is a constant number of them. On the other hand, in South-East Asia, in spite of the efforts undertaken since 2004, we saw an increase in the number of attacks by 60% in the first half of 2015 compared to the same period in 2014. Although mainly threatening local traffic (coastal shipping and fishing), piracy is nevertheless likely to affect commercial routes of highly great strategic value for Europe and France.

Although the internal situations of coastal States and the freedom of action left to the pirates are allowing this scourge to develop and evolve, a decisive factor remains: the presence of targets. The main hotbeds of piracy and maritime robbery are near the necessary points of transit used by the major shipping lanes. Although it is illusory to consider bypassing these hotspots, which would cause significant delays and extra costs, future developments on these routes should be observed attentively. In this regard, the possible consequences for maritime flows should be anticipated for the work to widen the Panama Canal and the possible opening of the Nicaragua Canal, in a region where criminality at sea is not rare.

AREAS WHERE EFFORT WILL BE APPLIED:

- Adapt our action to the threat to ensure flexibility in our interventions.***
- Contain piracy as close as possible to its epicentre by hindering the pirate's freedom of action.***
- Promote broader sharing of information, especially through Voluntary Naval Control.***
- Facilitate regional handling of these issues, with the support of the international community.***
- Make sure that pirates and those giving them orders are subject to legal action and sentencing.***

³² Inter-regional maritime security architecture based on four levels: inter-regional, regional, multinational and national.

³³ Civil regional mission by CSDP "EUCAP NESTOR", regional programmes of the European commission (MARSIC, MASE...).

³⁴ Project FSP ASECMA concerning cooperation and training by the ministry of foreign affairs and international development.

³⁵ Centres for training and sharing information (Djibouti Code of Conduct), facilities planned for a centre for combining information at Madagascar and an operational coordination centre in the Seychelles in the context of the COI.

³⁶ European Union (EU strategy for the Gulf of Guinea), IMO, the G7' Friends of the Gulf of Guinea Group...

Prevent maritime terrorism



France is designated by name as a priority target for the main international terrorist groups. In contrast to piracy³⁷, our State ships are also targeted, particularly military ships. The threat is global, although zones at high risk or near to conflicts, constricted passages, ports and their waiting zones and strategic routes appear naturally more sensitive. The typology of threats is varied: disruption of our energy supplies, our nationals being taken as hostages, the use of a kinetic bomb against one

of our ships or destruction by explosives hidden in a container, hijacking with a more important objective in mind, infiltration of crews, passengers or migration flows. Foreign interests could also be targeted in our waters, such as cruise liners, with the boom in Mediterranean tourism. This booming activity is symbolic of Western, and particularly American, wealth, as 50% of cruise passengers come from the United States. In the autumn of 2014, in its English-language magazine *Resurgence*, the terrorist group Al Qaeda explained its maritime strategy. Analysing the dependency of the Western powers on energy flows, the movement has called for strikes against oil and methane tankers in the straits, as well as refineries near to the coasts. The most worrying threat is the call for multiple and simultaneous attacks. By 2025, the threat should remain very high and coastal zones will remain the most exposed. We cannot rule out the extension of this phenomenon to high seas. The neutralisation of maritime means of communication and signalling, which are essential both for safety and security of navigation, may also be sought. To prevent this, on national territory, certain critical infrastructures have appropriate protection measures. France has signed the convention for the suppression of unlawful acts against the safety of maritime navigation ("SUA Convention")³⁸ which enables each Member State to exercise its jurisdiction for acts of terrorism committed on the high seas against its interests. France will continue the work to quickly ratify the additional protocols to this Convention and implement them in our national law.

1985: Hostages taken on the Italian cruise liner *Achille Lauro* in the Mediterranean by the Palestine Liberation Front.

2000 and 2002: Suicide attacks against *USS Cole* in Aden, then the French oil tanker *Limburg* off Yemen. The person giving the orders was arrested, with a list of maritime targets.

2004: Several ferries were attacked off the Philippines by the Abou Sayyaf group and an attempted suicide attack was made on the Iraqi offshore oil terminals at Basra.

2008: Bombay attacks by assailants from Lashkar-e-Tayyeba arriving by sea.

2014: Attempts to hijack warships in Egypt and Pakistan, and attack against Pakistani naval bases.

The measures of the *VIGIPIRATE* plan and the ISPS code³⁹, as well as the ICS⁴⁰ system, participate in prevention. The protection of ships begins in the ports, notably when taking stores on board and boarding passengers or goods. The maritime and port security platoons also contribute to it on bodies of water and in the approaches to certain ports. To date, several attempts at terrorist action at sea have been foiled throughout the world. This is why France actively promotes the collection and exchange of intelligence in advance, which is essential to prevent attempts to carry out attacks, particularly with our allies (in support associated with the NATO counter-terrorism operation *Active Endeavour* in the eastern Mediterranean, for example). During an attack targeting our interests or taking place in areas under our sovereignty, France implements the *PIRATE-MER* plan which gives the highest State authorities of the

³⁷ Specific instances of cooperation between pirates and terrorists nevertheless cannot be ruled out.

³⁸ Convention for the suppression of unlawful acts against the safety of maritime navigation, concluded in Rome on 10 March 1988, and its additional protocols of 1998-2005, notably covering piracy and maritime terrorism for ships and fixed platforms.

³⁹ (see note 24) All ships operating in our sovereign waters comply with fixed security measures. Compliance is checked during controls and inspections. In case of serious shortcomings, withdrawal of the international security certificate or immobilisation of the ship may be pronounced, and refusal of access to French ports and waters may be notified. When abroad, French ships make sure that the measures taken on board satisfy the conditions required by the State authorities of the port and those fixed by the Prime Minister.

⁴⁰ "Import Control System" - System for controlling imports aiming to secure international flows of goods before they enter the EU (regulation (CEE) No. 2913/92 from the Council dated 12 October 1992 establishing the Community Customs Code).

State a choice of graduated measures, including the use of force based on the expertise of the National Gendarmerie Intervention Group (*groupe d'intervention de la gendarmerie nationale - GIGN*), marine commandos and helicopter crews in matters of maritime counter-terrorism.

AREAS WHERE EFFORT WILL BE APPLIED:

- ***Develop the exchange of intelligence in the maritime domain.***
- ***Optimise the control of boarding flows: crews, passengers, vehicles and freight.***
- ***Intensify cooperation with private maritime players, not forgetting, in this domain, the essential contribution of the port services.***
- ***Implement new technological solutions to secure ships and freight.***
- ***Regularly reassess the threat in relation with all players in the maritime world.***

Anticipate the evolution of cyber-threats



The 2013 White Paper on defence and national security places cyber-threats among those which can seriously affect national security. Information systems and computer networks have gradually extended themselves to all sectors of economic activity. Their complexity and interconnections make their monitoring increasingly difficult. One of the direct consequences is the increase in vulnerabilities that can be exploited for malicious purposes, including for actions of sabotage and destruction.

Although the maritime sector has not, until now, had much appreciation of the issues of information systems security⁴¹, awareness of cyber-threats is starting to appear.

Among the elements of the sector that are most sensitive to cyber-threats, on-board IT systems are in first place, made up of industrial systems and programmable controllers that are omnipresent on ships. Although these systems have intrinsic vulnerabilities which are often known, the risk is nevertheless greatly increased, notably through maintenance at sea which is increasingly remotely carried out, or the increasing use of "off-the-shelf" IT systems that are widely interconnected to allow real-time exchange of data. As multi-mode nodal points, ports are the central link in the transport of goods. A major cyber-attack against a large port would be likely to massively disrupt the entire supply chain and consequently the economy of a country.

Lastly, navigation and nautical safety are based on numerous systems⁴² some of which seem particularly vulnerable. This is particularly the case of AIS⁴³, the system through which a ship provides other ships and ports information on its identity, position and route. The weaknesses in this protocol mean that it is quite easy to change the data transmitted by a ship and make it pass for another. We should also mention ECDIS⁴⁴, an on board system for providing information and displaying electronic navigation charts, which could have vulnerabilities allowing an attacker to cause, for example, a vessel to run aground. Although State information systems benefit from specific attention and requirements, those of private users, especially operators of vital importance, may have vulnerabilities which it may be difficult to correct. Furthermore, some information which is nevertheless sensitive, such as the position of a ship, is available as open data. These factors allow ships to be targeted, as seen in the scope of piracy. In this regard, the appearance of new systems⁴⁵ must be monitored. Although, for the moment, taking remote

⁴¹ In 2011, the ENISA emphasised, in a report on maritime cyber-security, that "awareness of the problem varies from low to non-existent.". More recently, the "Blue Book", published in 2013 by the "Cluster Marétique" [maritime IT cluster] covering the contribution of new digital technologies to the sector, totally ignored cyber-security.

⁴² Meteorological information, nautical information, telephony and exchange of data, distress, security alerts (SSAS: Ship Security Alert System).

⁴³ "Automatic Identification System" which is based on positioning by satellites (GPS, GLONASS, COMPASS, GALILEO...).

⁴⁴ "Electronic Charts Display Information System" (ECDIS) in other words, the provision of electronic charts.

⁴⁵ Such as the "maritime cloud", initiated by the IMO in the context of e-navigation (import and exchange of information between land and sea).

control of a ship may seem hypothetical, malicious software that was pre-positioned or installed during maintenance operations alongside, intentionally or not, could, for example, cause the steering gear to be neutralised during critical port phases.

At national level, the Military Planning Act of 18 December 2013 constitutes an initial response to these issues, even though it concerns only some of the players in the maritime sector⁴⁶. An order from the Prime Minister will give specific expression to these provisions by the end of 2015. The effort must also cover on-board information systems within ships (studies and corrections of vulnerabilities, consideration of the security of information systems from the design phase...). At the same time, the training of key players in cyber risks and the dissemination of a culture of IT security within the sector are essential to a significant improvement in the overall level of security. This national approach, in close cooperation with the French Network and Information Security Agency (*agence nationale de sécurité des systèmes d'information – ANSSI*), must continue through regulatory and standards work at the international level, as the maritime transport domain is, like cyberspace, not subject to restrictions associated with national borders.

2011: The port of Anvers was victim of cyber-infiltration by drug traffickers, allowing them to recover drugs without arousing the suspicions of the customs authorities.

2013: American students demonstrated that it is possible to decoy a ship's GPS system without any anomaly being detected.

2013: An oil tanker from Pakistan modified its AIS and passed for a chemical tanker, to bypass the US embargo on Iran.

AREAS WHERE EFFORT WILL BE APPLIED:

- Mobilise the main French players concerned by security of maritime-transport information systems, on land and at sea.**
- Identify and correct the vulnerabilities in critical systems and perform specific cyber monitoring.**
- Encourage the inclusion of cyber-security within international standards and regulations.**
- Include this action in cooperation between allies and European partners.**
- Carry out an in-depth study on resilience and operation in degraded mode.**

⁴⁶ The information systems concerned must be protected by specific security measures, defined by the Prime Minister, and will be subject to controls. Any incidents affecting them must also be declared to the French Network and Information Security Agency (ANSSI).

Fight illegal trafficking at sea

Maritime routes have always been a means of illegal trafficking. Globalisation and the development of trade at a planetary level, particularly using containers, have considerably encouraged this traffic: prohibited products, primarily drugs, or heavily taxed or regulated goods. Furthermore, the complacency of flag states or the geographical characteristics of certain transit zones (vast oceanic expanses, chain of islands...) provide opportunities for criminal organisations. Although traffic intended for French territories constitutes a threat, exports also originate on our territories: goods that are stolen or prohibited for export (arms, protected fauna and flora, vehicles, works of art...).

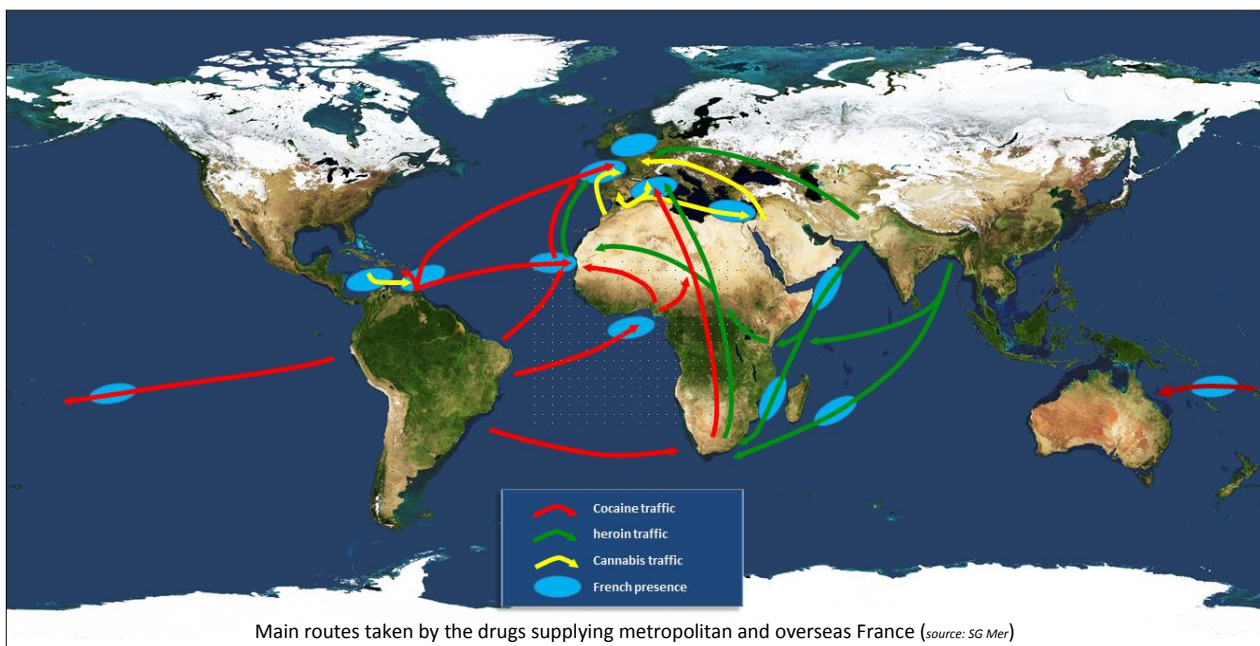
These parallel economies are constantly adapting to the expectations of the markets that generate them and to the efforts made by States to suppress them. According to UNODC, out of the 1,000 metric tons of cocaine produced each year, only 42% are seized. At the same time, numerous conflicts are causing the dissemination of conventional weapons while certain States are continuing their exports of equipment contributing to the proliferation of weapons of mass destruction and their means of delivery. Also, criminal networks are taking advantage of the distress of an increasing number of people seeking to flee their country of origin due to conflicts or for political or economic reasons to reach Europe or our overseas departments and territories. Thus, tens of thousands of migrants are rescued every year, particularly in the Mediterranean and southern Indian Ocean.

Actively participating in the increasing maritime influence in the economy, traffickers are favouring oceanic routes to develop their activities. These criminal organisations, sometimes linked to terrorism, are contributing to the destabilisation of States, their economies and their populations. The development of our surveillance and intervention capacities on these maritime flows remains essential to act as near as possible to the source of these worldwide scourges, which are multi-form and multi-carrier, based on the triplet "intelligence, risk analysis and targeting". Furthermore, this struggle assumes that appropriate legal instruments will be put in place.

Destabilise drug trafficking



Hidden in logistical flows carried by commercial ships or on ships dedicated to trafficking (fishing boats, yachts or sometimes cargo vessels), the smuggled products that enter or leave our territory or the European economic area cover a broad spectrum: drugs, alcohol and smuggled cigarettes, species protected by the CITES Convention⁴⁷, medicines, toxic or electronic waste, counterfeits, stolen vehicles and objects, etc. Control at departure, while underway or at the destination is preferred, depending on the type of carrier, and is based mainly on targeting or intelligence from the customs services or on the work of the investigating services monitoring these criminal organisations on land. Drug trafficking, due to its magnitude and the predominant use of seas, requires a specific approach. The areas of production and the major flows are known (Afghanistan, Burma, Colombia, Peru, Bolivia, Morocco...), however the traffickers are constantly adapting their logistics (routes, means of transport and modes of action)⁴⁸, or creating new production zones to preserve their activity, for which the turnover is estimated by the UNODC at €250 billion per year.



Main routes taken by the drugs supplying metropolitan and overseas France (source: SG Mer)

France wishes to maintain its role as a key player in the international fight against drug trafficking by maritime channels. The interception of these flows in the direct approaches to our coasts is a priority, both in metropolitan France and overseas, whether it takes place at sea or once at the destination. However, given the rapid spreading of arrivals of large quantities of drugs, the neutralisation of primary flows, as near as possible to the source, is crucial to fight this scourge. The permanent or temporary positioning of resources of the Coast Guard Function, both coastal and ocean-going, on the main routes enables a response to this situation (Caribbean, West Africa, Indian Ocean, Mediterranean...). To this end, while using all relevant international legal instruments⁴⁹, France is adapting its national legislation to allow the resources of the Coast Guard Function to intervene while taking into account the operational restrictions to which they are subject. Thus the "disassociation" mechanisms enable the cargo, the ship and the arrested crew to be dealt with separately. Illegal actions related to French territory or committed by French nationals or individuals residing on the national territory will result in

⁴⁷ "Convention on International Trade in Endangered Species" - Also known as the Washington Convention.

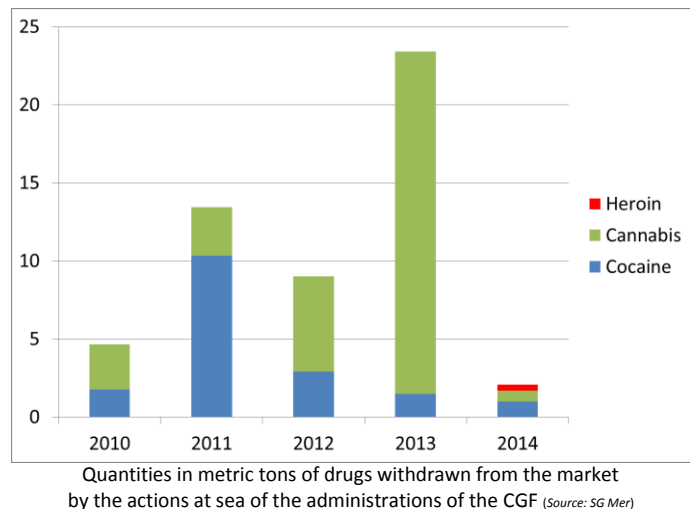
⁴⁸ In July 2014, the Colombian police dismantled a network of drug traffickers who used small submarines to transport cocaine from the interior of the country to the coasts. In July 2015, a submarine containing 2.5 metric tons of cocaine was intercepted in the Pacific Ocean.

⁴⁹ Article 17 of the United Nations convention on the illegal traffic of drugs and psychotropic substances, signed in Vienna on 20 December 1988; Article 108 of the United Nations Convention on the Law of the Sea, signed in Montego Bay on 10 December 1982; agreement concerning cooperation to suppress illegal maritime and air traffic in drugs and psychotropic substances in the Caribbean region, signed in San José on 10 April 2003.

legal action before French courts. The fight against illegal drug trafficking is also based on collecting intelligence and its exchange with our main partners, particularly within specialised platforms (JIATF-S⁵⁰, MAOC-N⁵¹, CECLAD-M⁵²...) or via the MARINFO and YACHTINFO networks. In 2013 and 2014, more than 210 metric tons of cannabis and nearly 4 metric tons of cocaine were seized at sea by foreign services based on French intelligence. This cooperation is also illustrated by the participation of French resources in dedicated multinational operations in the Caribbean or Mediterranean and in joint surveillance operations of the external borders of Europe coordinated by FRONTEX. In this regard, all of the capacity offered by the European Union is efficiently used.

Heroin from Afghanistan or Burma mainly transits by land. The seizure of 366 kg of heroin in the Indian Ocean by French resources shows the existence of maritime outlets, which is confirmed by seizures by other nations in this area or in northern European harbours.

The cocaine traffic, which affects the Antilles, Africa and Europe, remains pressing. Two carriers are favoured: vessels dedicated exclusively to trafficking (yachts, fast-moving crafts, sometimes fishing or service vessels) and regular commercial ships. The nature of certain commercial ships, such as container ships or bulk carriers, is less conducive to inspection at sea and consequently requires coordination with our European or international partners to carry out the inspections at the final destination. Anyways, early detection and the exchange of intelligence are crucial. This also involves monitoring transshipments, as Atlantic crossings are sometimes done by successive relays between several carriers of different types. A "drop off" phenomenon has been observed for several years (dropping floating bags of cocaine near coasts) in the English Channel and North Sea or the western Mediterranean.



For the cannabis resin traffic, in the Mediterranean, the South-North axis seems to be supplemented by a West-East axis. The Libyan coast is gaining momentum as a hub for drug trafficking, particularly the ports of Tobruk and Derna. The traffickers are thus trying to bypass the interception systems in place, particularly by Spain, Italy and France. In 2014, 17 cargoes were intercepted and traffickers are now diversifying their means of transport (fishing boats, yachts...). We are also seeing an increase in herbal cannabis traffic in the Antilles. Setting up dedicated detection resources throughout the area will enable our interception capacity in our own waters to be increased.

AREAS WHERE EFFORT WILL BE APPLIED:

- Adapt our legislation and modes of action according to threat evolutions.**
- Improve our diplomatic and operational cooperation with our foreign partners.**
- Target our efforts on primary maritime flows having an impact on French and European interests, particularly in our overseas territories, in coordination with our partners.**
- Keep targeting/intelligence as a priority, in correlation with our interception resources.**

⁵⁰ "Joint InterAgency Task Force-South" - Joint and inter-ministerial American centre (Key West in Florida).

⁵¹ "Maritime Analysis and Operations Centre - Narcotics" - centre for the analysis of maritime intelligence on drugs (Lisbon).

⁵² "Centre de coordination de la lutte anti-drogue en Méditerranée" Centre for coordinating the fight against drugs in the Mediterranean (Nanterre).

Act against the trafficking of arms and goods contributing to proliferation



In a tense international context, the dissemination of conventional weapons represents a threat for the stability of certain regions around the globe and, indirectly, to our interests. Indeed, numerous criminal networks (terrorists, pirates, traffickers...) are taking advantage of these instabilities to supply themselves with individual or collective weaponry by maritime channels. The traffickers thus benefit from low transport costs and great discretion by inserting their smuggled goods into containerised flows, by performing transshipments at sea, by abusing systems for positioning ships or falsifying loading manifests. The eastern Mediterranean, the Black sea and the Indian Ocean, including the Red Sea and the Horn of Africa, are the main areas concerned. Numerous non-state organisations in other regions nevertheless use similar supply channels. In this environment, knowledge of illegal traffic is a major issue and the role of intelligence services is crucial, as is international cooperation in the diplomatic and customs fields. The role of the French Navy is also essential in checks, at sea, on compliance with embargoes⁵³ on weapons, decided by the UN or the European Union.

Also, the European Union and France have played a major role in the adoption of the Arms Trade Treaty (ATT) which came into force in 2014. This treaty will contribute to strengthening the fight against arms trafficking, particularly by maritime channels, providing that the Member States implement trade control measures specified by the treaty. It will nevertheless take time before the most vulnerable States set up effective instruments⁵⁴, but the European Union and France are committed to undertake assistance measures and are working to make the treaty universal.

This action is notably based on the application of this treaty by the customs administrations in charge of surveillance and control of imported, exported and transiting goods, at sea (up to the contiguous zone) or in ports.

In this context, the engagement of private players is both necessary and has plenty of potential. Thus, the signature in October 2012 by *Armateurs de France* and the French maritime cluster of a good-conduct charter for fighting illegal flows of weapons by maritime channels, in which their members pledge to comply with international rules and standards, implement preventive measures and strengthen relationships with the authorities, shows the way forward and constitutes a model to be promoted.

This expanding threat is feeding regional conflicts, organised crime and terrorism. This is particularly the case in the countries of the Sahel-Saharan strip, where weapons trafficking is continuing to develop and feed regional violence and the threat to the African, French and international forces engaged in peace operations throughout the region. Often disseminated in this region from Libya, these weapons are again sent north through the arc of crisis and are a potential threat for the Mediterranean.

More limited in space, but potentially even more threatening, the traffic in technologies and equipment (dual-use⁵⁵ goods) contributing to the proliferation of weapons of mass destruction and their means of delivery⁵⁶ also uses maritime channels. Several countries are therefore subject, due to their proliferation activities, to international restrictive measures decided by the United Nations Security Council – North Korea, Iran and Syria – which prohibit all trade with them in these domains. The main proliferation flows come from Asia and are mostly going to the Near and Middle East. A significant share therefore transits through the Mediterranean. France is fully committed to the fight against proliferation.

Prevention is based mainly on threat knowledge. Drawn up in a national inter-ministerial framework, this knowledge is based on information collected by our specialised services and supplemented through cooperation at the main maritime transit points, thus enabling France to keep its autonomy in

⁵³ Around twenty countries or non-governmental forces are concerned.

⁵⁴ Adopted by the United Nations General assembly on 2 April 2013, it came into force on 24 December 2014.

⁵⁵ Equipment – including technologies, software and intangible know-how – likely to have both civil and military use which could contribute to the development, operation or dissemination of weapons of mass destruction.

⁵⁶ Resolution No. 1540 (2004) by the United Nations Security Council: nuclear, biological or chemical weapons, ballistic missiles...

assessment and decision-making. Operations to restrict sensitive cargoes are carried out under the *Proliferation Security Initiative*, an international cooperation system launched by the United States in 2003. This system is applied at the national level in the "Proliferation Interception" plan, which is in the process of modernisation. This inter-ministerial plan mobilises all administrations, including those of the Coast Guard Function, to intercept and seize proliferation goods⁵⁷. Cooperation between neighbouring States is also sought, notably as part of the "Mediterranean Initiative", driven jointly by France and Germany.

AREAS WHERE EFFORT WILL BE APPLIED:

- ***Develop cooperation actions with our main allies and European partners.***
- ***Promote the universal application of the ATT and help countries to implement it, notably concerning maritime flows (control of transit and transshipment).***
- ***Promote best practices with the private sector.***

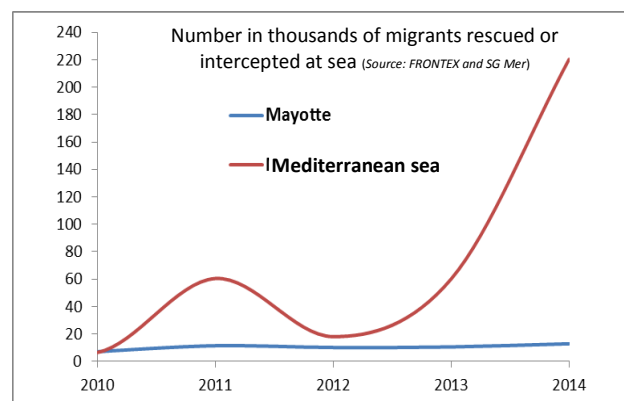
Curb human trafficking and the trafficking of migrants



Conflicts and poverty are driving tens of thousands of migrants to attempt to reach Europe. These, of diverse origins, are concentrated mainly in the countries located in the south of the Mediterranean, hoping to cross it to reach Europe via Italy, Greece or Spain. The criminal networks behind these crossings regularly change their operating procedures (mother ship with dependent boats, cargo ship abandoned by the crew...). Directly affected in the past⁵⁸, metropolitan France is still

indirectly affected by these massive flows⁵⁹. However, our overseas departments and territories are sometimes a first-choice destination for migrants seeking a better security, health or economic situation. In this migratory context, seas are nevertheless only a "buffer zone" in which everyone benefits from freedom of navigation or the right of innocent passage. The migrants are only in an unlawful situation once they reach land⁶⁰ and only the alleged traffickers can be arrested on the high seas⁶¹ in view of appropriate legal action once they have been landed.

Thus, the resources of our administrations based at Mayotte are frequently mobilised to rescue between 10,000 and 13,000 migrants and arrest about 500 traffickers per year, while 18,000 persons are deported. The 2014 and 2015 figures show a stable trend, given that 60% of the people recovered are recidivists. Although the great majority are Comorians, the number of migrants from other countries is increasing significantly (mainly from central or Western Africa, as well as Yemen or Syria). This illegal migration is a major destabilisation factor for the island, where we estimate that 40% of the 250,000 inhabitants are in an unlawful situation. This is causing significant public order problems due to the poor employment prospects for these migrants. The situation in French Guiana, to a lesser extent, is also worrying. Although no statistical study can be exposed, the continuous increase in the number of asylum



⁵⁷ In application of our international commitments, notably the Nuclear Non-Proliferation Treaty (1968) or Biological Weapons (1972) or Chemical Weapons (1993) Conventions.

⁵⁸ Stranding of the *East Sea* in 2001 at Saint Raphaël (910 migrants) or landing on the beach at Paraguanò (Corsica) in 2010 (124 migrants).

⁵⁹ We nevertheless note the appearance of a cross-channel traffic in migrants wishing to reach the coast of the United Kingdom.

⁶⁰ "Code de l'entrée et du séjour des étrangers et du droit d'asile" CESEDA - Code on Entry and Residence of Foreign Nationals and Rights to Asylum.

⁶¹ United Nations Convention against transnational organised crime, known as the Palermo Convention (2000) or the UNCLOS.

seekers, originating in the Caribbean but also, for some, the Middle East, suggests that several hundred migrants arrive each year by sea in French Guiana or near its coasts. This immigration, associated with other illegal traffic or supplies for illegal gold-panning sites, uses the maritime channel as an increasingly frequent alternative to land or river channels.

In the Mediterranean, the situation is extremely worrying. The permanent monitoring of the situation at the external borders of the Schengen area is based mainly on the exchange of information with our European partners (notably through the EUROSUR network for European border surveillance) regarding changes to flows, whatever the kind of offences taking place in this area (smuggling, drug trafficking, return of criminals or terrorists,...). France also supports bilateral or multilateral cooperation initiatives with third-party States, such as the European project *Sea Horse Mediterraneo*⁶².

The presence of a large number of potential candidates for immigration in the Mediterranean basin requires the State, in a European context, to seek and provide appropriate solutions to the resulting migratory flows at sea. Thus, in 2014, more than 220,000 migrants were rescued at sea, mainly on the Italian or Greek coasts, representing 3.5 times more than in 2011, the year of the "Arab Spring". In the central Mediterranean, most of the operations carried out are search and rescue operations at sea⁶³, with traffickers deliberately putting migrants in a situation of distress. In this context, the rescue and assistance operations are carried out according to the fundamental rights of persons.

To answer the underlying security and humanitarian issues, naval and air resources of the administrations of the Coast Guard Function are associated with a surveillance and intervention system coordinated by the FRONTEX agency in the context of joint maritime operations. These same resources can also be made available to a regional centre for rescue coordination, to take part in a rescue operation at sea. These humanitarian missions must be supported by policies on long-term cooperation and solutions on land must be sought beforehand, in order to avoid tragic situations.

AREAS WHERE EFFORT WILL BE APPLIED:

- ***Consolidate the maritime system for fighting illegal immigration in Mayotte.***
- ***Improve the exchange of information on suspect ships and changes to illegal-immigration networks.***
- ***Confirm the level of our contribution in air and naval resources to FRONTEX operations.***
- ***Maintain a specific capability for surveillance and intervention, particularly in the Mediterranean.***
- ***Detect the emergence of new routes, particularly overseas, to adapt our system.***

⁶² Information exchange network and programme for education and training for third-party countries in the south of the Mediterranean.

⁶³ International conventions on saving human life at sea and search and rescue, EU regulation No. 656/2014 (regulations on the surveillance of maritime borders in the context of operational cooperation coordinated by FRONTEX)...

Defend our economic interests

The sea is both the driver and carrier of the worldwide economy. The French economy is no exception to this. We are highly dependent on maritime trade. Our energy supplies and commercial trade mainly transits by sea, while most of our communications travel through submarine cables. 72% of our imports and exports use these channels, which are also essential for supplying our overseas departments and territories and our military presence. The accessibility of major shipping lanes is therefore strategic and vital.

Our maritime areas also offer numerous resources, exploited or potential, which are real assets for our economy, particularly for the development of our overseas departments and territories. The seas and oceans play a growing role in our energy mix, particularly with the development of renewable marine energy. At the same time, scientific missions carried out in our waters provide better knowledge of the potential wealth in their depths and under their seabeds.

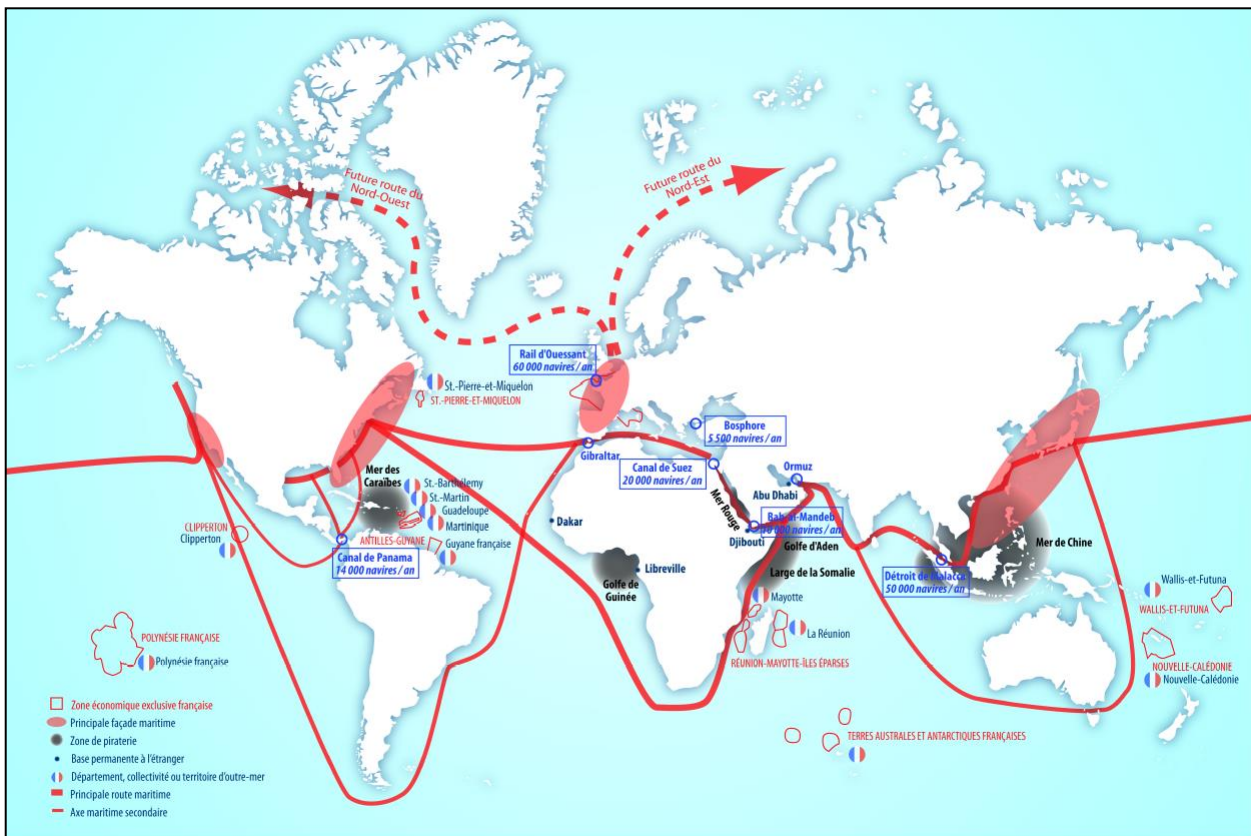
Lastly, climate change, the environmental impact of human activities and the respect of our European commitments require a specific approach in the maritime field. The exploitation of fish resources must meet our own requirements while preserving biodiversity, which is often harmed by illegal fishing. At the same time, the boost in maritime transport is increasing the risk of pollution having a direct impact on the environment, the economy and national security in certain cases.

Promoting our development, while preserving our resources, our interests and the environment, this is the challenge of the increasing maritime influence in the economy.

Ensure our strategic supplies



Concerning energy, about 55% of our imports of crude oil and 25% for natural gas are transported by sea to our ports on the Mediterranean, Atlantic or Channel/North Sea coasts. Strong Asian demand, particularly Chinese and Indian, the geopolitical situation of certain exporting countries⁶⁴ and the reduction in reserves in certain regions⁶⁵ are gradually changing the distribution of our supplies. Thus, the Arabian/Persian gulf represents no more than 20% of our oil supplies and 5% of our requirements for natural gas, most of which transits via gas pipeline or from the producer countries in the whole of the Atlantic zone, including the Mediterranean and North Sea. The same zone is preferred for our imports of uranium or metals and minerals that are strategic for our industry, coming mainly from the American continent, West Africa, the Black Sea and Australia.



Map of the main shipping lanes (source: French Navy)

At the same time, our overseas departments and territories in the Antilles-French Guiana arc and the Pacific are respectively supplied by intra-Caribbean and Atlantic-Caribbean routes and by intra-Pacific routes. The supplies to our military presence and our other territories mainly depend on East-Atlantic routes alongside Africa or those connecting the Mediterranean to the Indian Ocean. In the current security context, the latter route is by far the most sensitive (Suez Canal, Red Sea, Straits of Bab-el-Mandeb and Hormuz) in terms of accessibility and offers few alternatives, especially for our forces based in Djibouti or the United Arab Emirates.

For the rest of our trade, the route connecting the Mediterranean to East Asia remains the main route used by containerised freight (70% of containers going to France coming from the Far East). Other than consumer goods, this commercial traffic includes spare parts and electronic components which are essential to the automobile, aeronautical and space industries in particular. Our trade in agricultural products is, on the other hand, very broadly oriented towards the Atlantic, also including the Mediterranean and the Black Sea.

⁶⁴ Russia, Iran, Iraq, Yemen, Libya, Egypt...

⁶⁵ Especially in the North Sea.

In the short term, the chart of the major shipping lanes should not be disrupted. Indeed, the widening of the Suez Canal will have little impact and the use of Arctic routes for intercontinental trade still remains a far-off prospect, given the difficulties and risks for reliable and sustainable operation (100 ships per year against 100,000 for the Strait of Dover, the primary international strait). Although numerous strategic points of passage punctuate the existing routes (Panama and Suez canals, Straits of Gibraltar, the Bosphorus and the Dardanelles, Straits of Hormuz, Taiwan Strait...), the Straits of Malacca and Bab-el-Mandeb play a decisive role. The Malacca-Suez route remains important for containerised trade with East Asia, while the routes connecting the Gulf of Guinea and the Arabian/Persian gulf remain strategic at the energy level. Furthermore, the Mediterranean concentrates most of these flows.

In the medium term, the relative strategic importance of the eastern routes for our energy supplies could change, given the drop in requirements for crude oil to the benefit of refined products and the increase in requirements for natural gas⁶⁶. These developments suggest a future predominance of Atlantic energy routes, particularly with the prospect of importing crude oil from South America or oil and gas and refined products from North America.

At the same time, in spite of the development of trade with West Africa and South America, the Suez-Malacca route remains essential for our trade. However, although the new Panama Canal will not really change the flows order, it will not necessarily be the same for the projected Nicaraguan Canal, if it is built over the next decade⁶⁷.

AREAS WHERE EFFORT WILL BE APPLIED:

- Analyse, with private players, developments for strategic flows.**
- Adapt our system to any new threats to existing or future routes.**

Protect our energy and communication infrastructures



France currently has little energy infrastructure at sea. Indeed, although several submarine cables are used for national electricity distribution or export⁶⁸, we have only one gas pipeline⁶⁹ and no oil pipelines or any fixed, floating or mobile oil platforms. However, as part of the energy transition, France has chosen to develop renewable marine energy together with the development of wind energy or hydroelectric power in Metropolitan France, as well as to exploit the energy potential of the warm waters of

our overseas territories. Although the security of these infrastructures remains mainly with the operators, the State representatives for the sea⁷⁰ nevertheless regulate the activities taking place nearby in order to consolidate the objectives of safety and security. Beyond their own security, these infrastructures must fulfil broader requirements of national security. To this end, maritime spatial planning, the national sea and coastal strategy and strategies for coastlines or basins must be drawn up in cooperation, to ensure our ability to defend ourselves and ensure our security, freedom of navigation and the protection of our interests. This close coordination is performed, in our territorial waters and in exclusive economic zones, by State representatives for the sea, who ensure the coherence of activities carried out at sea.

Also, 95% of worldwide communications travel through cables laid on the seabeds (connections for Internet, telecommunications, financial flows...). These underwater cables now connect all continents and allow access to broadband Internet for the benefit of regions that until now had little connectivity, such as in Africa. They represent a major issue, both for a globalised economy and for our national security. Keeping them as they are is therefore crucial.

⁶⁶ For example, for the use of gas in land transport (the EU's *Blue Corridor* project). The revision of the Act No. 92-1443 dated 31 December 1992 reforming the system applicable to petroleum products takes into account this new energy situation.

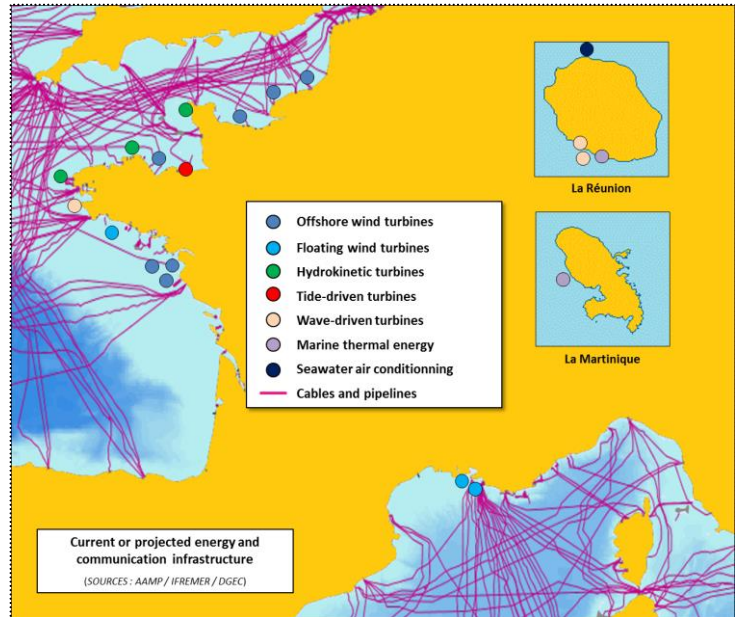
⁶⁷ The Pacific route is longer (6 to 8 additional days), but avoids current risk areas.

⁶⁸ Currently, a cable serves the United Kingdom; a second is planned.

⁶⁹ *FRANPIPE* from Dunkirk to the North Sea.

⁷⁰ Maritime prefect in metropolitan France, Government delegate for the State action at sea overseas.

The threat level to which energy infrastructures is subject is considered low at this stage. However, although the main risks concerning submarine cables are damage during anchoring or trawling operations near our coasts, intentional direct attacks on those infrastructures cannot be ruled out. The development of "cyber" threats requires increasing vigilance to protect our communication networks, especially the physical data-transfer infrastructures. In this regard, the risk of interception or damage to a submarine cable in certain areas by malicious States or terrorist groups must be taken into account when defining its route and during its installation.



AREAS WHERE EFFORT WILL BE APPLIED:

- **Fully integrate issues of national security into maritime spatial planning.**
- **Take into account security risks in the development of new energy infrastructures.**
- **Regularly evaluate the vulnerability and resilience of our communications infrastructures.**

Preserve the environment and our resources



France has chosen to promote sustainable development. In this context, economic and environmental issues are intimately related. In this regard, the main risks and threats likely to affect our economy and our environment are maritime pollution of all kinds, the illegal and undeclared exploitation of our fish resources and the seizure of resources on or under the seabed in our maritime domain. Their potential impacts are even more significant in our marine protected areas.

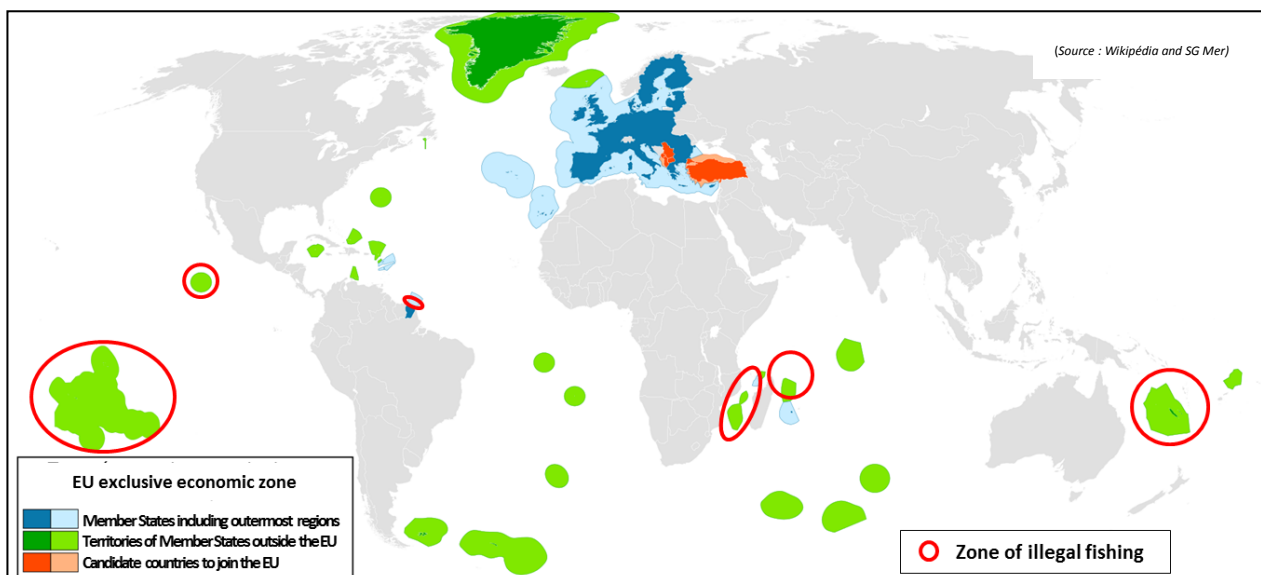
Metropolitan France and the overseas departments and territories have been victims of numerous instances of maritime pollution over the last fifty years⁷¹. Although pollution from oil tankers remains fixed in people's memories, other types of fine and microscopic particle pollution, such as acrylic, polyethylene and polypropylene, also represent a major risk. The loss of containers at sea is just as much a danger for the safety of navigation as a potential source of environmental pollution. Beyond the immediate impact on the environment and navigation, this pollution, whether intentional or not, may have direct or indirect consequences for the economy (port activities, fishing, aquaculture, tourism,...), national security (freedom of action of our resources, including those related to deterrence, obstruction of water intakes at nuclear power stations,...) and, obviously, for public health, both by direct contact with pollutants and concerning food safety. A significant share of pollution prevention is based on maritime safety⁷² which has contributed to the decrease in the number of collisions and events at sea. The air and naval resources of the Coast Guard Function, including the *POLMAR* aircraft operated by the customs service, supplement the surveillance system by patrolling daily to locate any pollution and the ships causing it. Satellite resources such as the European *CleanSeaNet* system run by the European

⁷¹ Torrey Canyon, Amoco Cadiz, Konemu (N.-Caledonia), Erika, Dolly (Martinique), Iveoli Sun, Prestige, Adamandas (Reunion)...

⁷² Checks on the compliance of ships with required standards, monitoring and regulation of maritime traffic performed by the CROSS using the tools *TRAFIC 2000* and *safeSeaNet*, chartering tugs for intervention, assistance and rescue...

Maritime Safety Agency add to this system. The significant reduction in the number of instances of pollution recorded near the French coasts⁷³, which shows the success of the system in place, is also due to suppression, which is performed by specialised courts in Metropolitan France and overseas and the deterrent amount of fines for the owners of diverted polluting ships. Lastly, the fight against pollution is based on the use of national or European means of dispersion or recovery adapted to the nature and quantity of pollutants and deployed under the *POLMAR MER* plan in coordination with its terrestrial counterpart.

The controlled exploitation of the sea's living resources is also a major issue in preserving biodiversity and the maintenance of an aspect of our economic activity. French waters, particularly overseas, are rich in fish species and are subject of envy. The European common fisheries policy sets rules for managing fishing fleets and preserving fish stocks for all community waters, including off Metropolitan France and the overseas departments, and in the waters of States with which it has signed agreements. All of the resources of the administrations of the Coast Guard Function take part in fisheries surveillance and policing missions in the context of the State action at sea to apply the directives from the maritime fisheries and aquaculture department. In particular, it concerns preserving over-exploited species in cooperation with international bodies and neighbouring States and protecting our areas from having our resources pillaged by "rogue ships" while defending the development of local fishing activities, particularly overseas, in the regional fisheries management organisations.

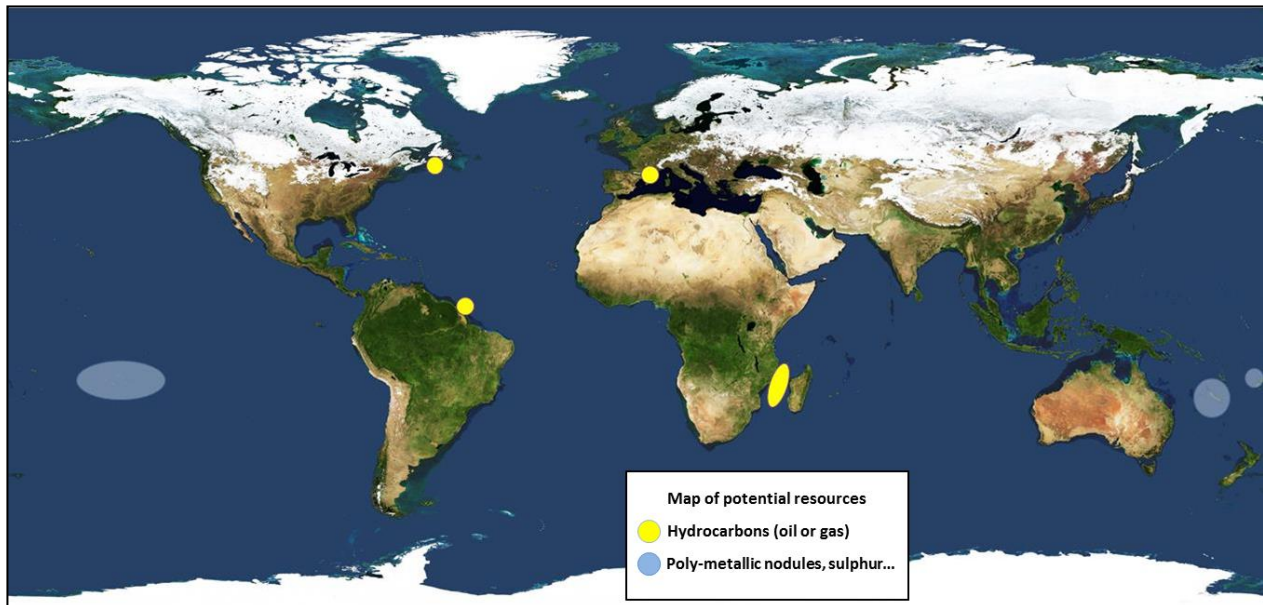


Thus, in French Guiana, in spite of the increasing cooperation of the Suriname and Brazilian authorities, 20 to 30 illegal fishing boats operate in our waters every day. In 2014, 65 fishing vessels were checked and inspected and 47 metric tons of fish were seized in this area. The level of violence of certain fishermen requires the regular programming of fishery policing operations, in an inter-ministerial framework. In the Pacific, in spite of the delivery of free licenses to Mexican fishermen, illegal fishing persists around Clipperton and Asian fishing vessels operate at the limit of the French Polynesian EEZ. In the Mozambique Channel, we note a resurgence in this illegal activity, while in the southern territories, the pillaging of the toothfish appears to have been stamped out, notably due to French-Australian cooperation, the use of satellite surveillance resources and the deterrent character of patrols and penalties.

Lastly, the energy and mineral resources of the sea represent a major issue for the future, notably for our overseas territories which have great potential (oil prospecting in French Guiana and Saint-Pierre-et-Miquelon, gas issues around the Scattered Islands...). In the current state of knowledge acquired concerning the inventory of energy and mineral resources present off France and the overseas departments and territories, and in the absence of convincing results, the preservation of our economic interests is mainly based, for the moment, on the definition of zones under French jurisdiction and their

⁷³ This trend is confirmed throughout the world: the *International Tanker Owners Pollution Federation* lists 35 spillages of more than 7 metric tons of oil between 2010 and 2014 (26,000 tons in total) against 358 for the 1990s (1,133,000 metric tons).

recognition by the international community, together with the continuation of data acquisition campaigns. We should also plan a gradual increase in the control of activities as new knowledge about these areas is acquired (acquisition of data, discovering resources, demonstration of the exploitable character, start of production). Consequently, our ability to assert our sovereignty in French maritime areas is crucial (regular patrols, granting economic rights...).



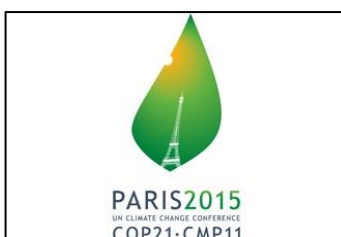
Map of the potential resources in the waters under French jurisdiction

The foreseeable increase in maritime traffic is likely to increase the risk of pollution in the forthcoming years, particularly in the English Channel-North Sea, which serves the ports of northern Europe. However, all of the prevention and suppression measures taken at national and European levels can limit this risk. On the other hand, climate changes and the race for resources, particularly fish, mean that the pillaging of fish resources is one of the great challenges that we will have to cope with over the next decade. Furthermore, the potential allocation of exploration licences in French areas disputed by neighbouring coastal states could reawaken certain claims, as in the southern Indian Ocean.

AREAS WHERE EFFORT WILL BE APPLIED:

- Promote the establishment of cooperation agreements with States that are concerned with these problems and strengthen the existing agreements.***
- Consolidate the regulatory framework for marine scientific research.***
- Strengthen our action in these zones that are most sensitive to predation of various kinds.***
- Strengthen the French presence in regional fisheries management organisations outside Europe.***

Anticipate the effects of climate changes and their impact on maritime security



The 5th report from the International Climate Change Expert Group, published in 2013-14, confirms that the temperature rise since the last century is due to the accumulation of greenhouse gases of anthropic origin. It concluded that the average temperature of the surface of the globe increased by 0.85°C from 1880 to 2012 and that the rise in the average level of the oceans is accelerating: 1.7 mm per year between 1901 and 2010, 2 mm per year between 1971 and 2010 and 3.2 mm per year

between 1993 and 2010.

These climatic changes are resulting in physical and environmental events of varying significance depending on the regions: drought, increasing number and growing intensity of extreme climate events (storms, cyclones...), rise in sea levels and accelerated coastal erosion, changes to fisheries zones and displacement of animal species likely to have health consequences. Consequently the international community has already undertaken to act against the effects of climate change and has set itself an objective of limiting the average temperature increase by 2100, but much effort still has to be made. Having said that, the conferences of parties to the United Nations framework convention on climate change (COP) and the parties to the Kyoto protocol (CMP) are being held, like those meeting in Paris in November-December 2015 (COP21/CMP11).

The effects of climate change are a risk for the security of populations and infrastructures, likely to affect Metropolitan France and our overseas departments and territories as well as numerous unstable States whose capacity for adaptation and resilience are limited. Thus, maritime security and the State action at sea will be directly affected by climatic changes and particularly by the increase in the number and intensity of extreme climate events which go hand in hand with an increase in the number of humanitarian rescue and assistance operations, notably for the benefit of neighbouring States to whom we have a duty of solidarity.

A growing pressure on resources at sea could also be a source of conflict, particularly due to the displacement of fish resources and, consequently, illegal fishing activities. The opening of new shipping lanes, particularly the Arctic routes, and the increasing maritime traffic in zones very far from means of rescue should also affect the safety of navigation and available resources. Lastly, the effects of climate change are likely to threaten famine or submersion of island States and vulnerable coastlines and cause population migration, particularly by sea, towards safer countries.

AREAS WHERE EFFORT WILL BE APPLIED:

- Undertake, at the inter-ministerial level, a risk analysis caused by climate change for the State action at sea.***
- Improve the capacity to assess maritime emergency situations (cyclones, tidal waves...) by strengthening the surveillance systems in certain maritime zones, particularly in the overseas departments and territories, by sharing information between administrations and in the context of international cooperation.***
- Support the entry into force, in 2017, and implementation of the polar code, which concerns all areas of operation of ships in zones where maritime traffic is becoming possible due to climatic warming, and take part in promoting the controlled organisation of navigation in these extreme zones.***
- In areas identified as being at risk, maintain a coherent network of nautical and air resources, responsive and versatile, able to assist populations.***

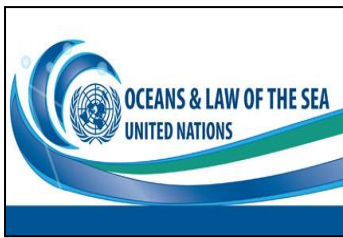
Promote a safe international maritime domain

Based on customary international practices, the law of the sea has gradually been standardised, mainly through the United Nations Convention on the Law of the Sea (UNCLOS). In spite of the adoption of this convention in 1982, ratified by 85% of States, territorial claims or interpretations of the rights and duties of States or ships flying their flags are likely to call these principles into question and thus affect our freedom of action, our security and our interests.

The United Nations Convention on the Law of the Sea is a standard framework accepted by the great majority of States, which best guarantees, in a compromise between the parties, the principles of freedom of the seas and the rights and interests of the coastal States and the flag. It also introduces concepts such as the common heritage of mankind for the exploitation of mineral resources under high seas seabed, which enables the benefits of their exploitation to be shared with developing or landlocked States. This common framework, based on the peaceful use of the oceans and the protection of the marine environment, must be preserved from the temptations of certain States to escape their commitments or interpret the law abusively.

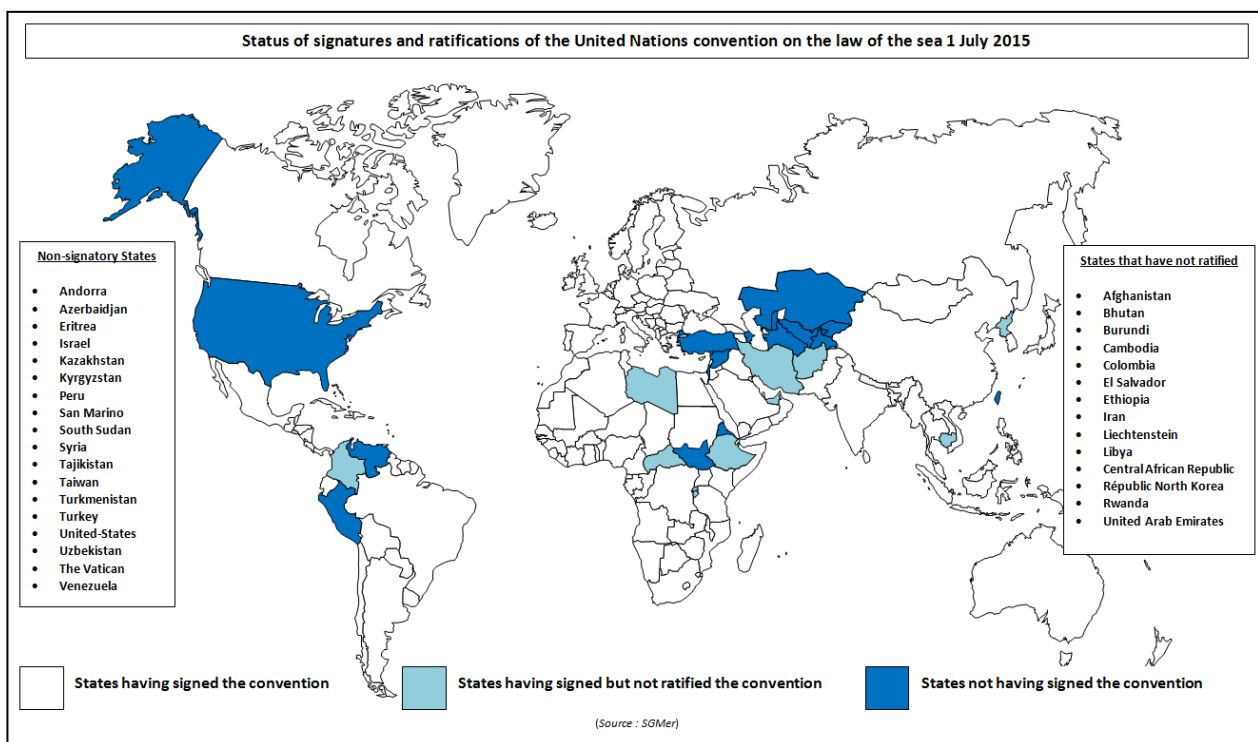
Backed by its experience in the field of the State action at sea and its influence across several regions of the globe, France has its positions heard on the subjects of governance of maritime areas, both in international and regional organisations and in zones that are strategic for the preservation of its interests and those of its partners. France is also favourable to the development of cooperation, at all levels, with its allies and European partners, as well as with third-party States sharing the same concerns in the maritime domain.

Contribute to compliance with the law of the sea



The security of maritime areas primarily depends upon compliance with the legal standards applicable to them. The main instrument in this context, the United Nations Convention on the Law of the Sea (UNCLOS), establishes rules applicable to coastal States, States without coastlines and flag States. 166 States and the European Union are party to this Convention⁷⁴. Others apply it and defend the principles without having ratified it. The rules already mentioned concerning maritime areas, as well

as the rights and duties of States, are sometimes the subject of claims or reservations which differ from the interpretation usually recognised by the Convention. Thus, certain States try to limit the effects of the right of innocent passage in territorial waters or freedom of navigation in the EEZ, while others claim "historical waters", a concept that is absent from the UNCLOS. Concerned to defend both the letter and the spirit of the Convention, France monitors these initiatives which tend to ignore the requirements of the Convention or restrict them, and will continue to express its support for the principles of the Convention and to manifest its opposition to these actions as often as necessary, by diplomatic means or by the regular transit of its air and naval resources in these waters, while continuing dialogue with the parties concerned in order to bring points of view together.



The Convention also recognises the freedom of high seas, associating with it provisions relative to the main offences that may be committed and sets the framework within which States fight this type of criminality. This Convention is supplemented by other treaties, in particular the convention for the suppression of unlawful acts against the safety of maritime navigation and its protocols ("SUA convention"), the United Nations convention against illegal traffic in narcotic drugs and psychotropic substances ("1988 Vienna convention"), and the additional protocols to the United Nations Convention against transnational organised crime ("Palermo protocols"). In accordance with its commitments in these domains, France intends to maintain its actions against various forms of trafficking. In this regard, it emphasises the responsibilities of the flag State in the matter, as well as its rights. Boarding a ship may consequently only be carried out in application of the rule of law or the agreement of the flag State.

⁷⁴ The statement of signatures, memberships and ratifications by States of the UNCLOS is shown on the United Nations site: https://treaties.un.org/pages/ViewDetailsIII.aspx?src=TREATY&mtmsg_no=XXI-6&chapter=21&Temp=mtmsg3&lang=en%20

In a context where access to resources is becoming a major issue, France remains aware of the positions adopted on the Convention by all coastal States or flag States, and to possible future changes, particularly concerning the governance of the high seas and its possible impact on the security of maritime areas. In particular, it defends freedom of navigation and overflight in international waters, the right of innocent passage and the right to transit and passage through archipelagic waters; it therefore opposes any attempt to use force or coercive action to settle a territorial dispute. It encourages the parties to a territorial dispute to seek to resolve it peacefully in accordance with international law. The declaration by the G7 foreign affairs ministers on maritime security in Lübeck (15 April 2015) reasserts the traditional positions of France in this domain.

AREAS WHERE EFFORT WILL BE APPLIED:

- Maintain our support to the main principles of the United Nations Convention on the Law of the Sea.***
- Continue to promote its proper application, and that of international instruments for fighting crime committed at sea.***
- Encourage the conclusion of regional or bilateral agreements on the application of the conventions, in order to facilitate their application or give them more effect.***

Promote the action and influence of France amongst our partners



Due to the immensity of the maritime areas placed under our jurisdiction, our international responsibilities and the support and assistance missions that France undertakes for the benefit of States that do not have sufficient resources to fully control their maritime areas, our resources for maritime control are, in certain cases, only just sufficient, while the risks and threats will increase. In this context of great restrictions on resources, the ways forward consist notably of strengthening complementarity and inter-ministerial synergies, acquiring equipment and technologies to improve efficiency and developing international cooperation, at bilateral or multilateral levels. To cope with maritime risks and threats, France favours a global, cooperative, inter-sectoral approach, based on the principle laid down by the United Nations Charter of the peaceful settlement of disputes in accordance with international law.

To act in this direction, the action and influence of France should be developed within the decision-making bodies of the United Nations and the specialised international organisations attached to it, particularly the Security Council, the General Assembly, the Commission on the Limits of the Continental Shelf, the International Maritime Organisation and the United Nations Office on Drugs and Crime. France's actions also fully come within the framework of the European Union, both at the political and institutional, as well as operational, levels. We are also developing our positions in these fields within the EU, NATO and regional organisations to which we belong (Indian Ocean Commission and the Pacific Community) as well as in numerous regional fisheries-management organisations, to protect the interests of French ship-owners, particularly those overseas. Lastly, we are promoting our positions and interests within ad hoc multilateral fora, such as the various coastguard forums or the friends of the Gulf of Guinea, in the context of the G7. Within these bodies, France must continue to play a driving role by being proactive in improving the governance of maritime areas.

Also, France supports the development of best practices and initiatives of third-party countries, particularly in zones where governance of maritime areas has been traditionally weak while maritime risks and threats are high. Also, France has implemented a policy of support to the reform of maritime control resources, in each of the regions most affected by maritime insecurity. It continues to support these efforts within suitable regional groups and bodies (the steering committee of the Djibouti Code of Conduct, the Contact Group on Piracy off the Coast of Somalia and the European EUCAP NESTOR mission

in particular) and remains particularly keen that legal instruments should be promoted and enforced for effective suppression of offences.

In the zones of strategic interest that it identifies, with the European Union, France is continuing its commitment in order to provide those States which are committed to the fight against maritime insecurity with its experience and inter-ministerial know-how and its maritime expertise. This undertaking is continuing in particular in the Gulf of Guinea, as demonstrated by the project in support of the reform of the maritime security sector in the Gulf of Guinea (ASECMAR) carried out for the benefit of 17 countries by the department of security and defence cooperation of the ministry of foreign affairs and international development. Broken down into three components, this project offers States a better application of their sovereignty in their maritime areas through the protection of fishing resources and biodiversity and has now enabled four States to set up legislation and an inter-ministerial maritime administration (Benin, Togo, Ivory Coast and Guinea Conakry).

AREAS WHERE EFFORT WILL BE APPLIED:

- Promote the secondment of maritime experts within international, European or regional organisations, institutions and fora and to the States of priority interest.***
- Raise awareness on maritime issues within the diplomatic and consular network.***
- Support the development of maritime governance, in strategic zones of interest.***
- Promote the adoption of legislative frameworks for effective suppression of offences committed at sea.***

Strengthen maritime cooperation with third-party States



In current circumstances of security and capacity, cooperation actions carried out by France with third-party States are essential to the preservation of our interests and international security. Naturally, joint actions undertaken with members of the Alliance or our partners in the European Union are comprehensive and diverse within the domain of maritime safety and security. In this regard, France is particularly keen to take part in those related to the European Union's maritime security strategy. In this context, France considers the sharing of information of maritime interest to be a specific area of interest and action. Thus, it takes care that the system for the enhanced sharing of information, which forms part of the European Union Maritime Security Strategy action plan, can be implemented in order to contribute to strengthening coordination between European partners, then with third-party States. In this regard, France seeks to improve the coordination, synergy and coherence between NATO and the EU, in the context of the respective implementation of the Alliance's maritime strategy and that of the European Union Maritime Security Strategy, in accordance with the competences of each of these organisations.

Beyond these two institutional frameworks, France is developing its actions with other States or other international or regional organisations. It favours the strengthening of operational cooperation, as it does in the Gulf of Guinea, particularly via the *Corymbe* mission and the NEMO exercises, and training actions⁷⁵. France is also pursuing organisational cooperation for the benefit of neighbouring States, especially supporting the improvement of the "College for the State action at sea", located in the Republic of Ivory Coast and known as the "Inter-regional Maritime Security Institution" (*Institut de Sécurité Maritime Interrégionale – ISMI*). This institute will have the aim of training middle and senior management in all public institutions and private companies working close or far from the maritime sector. France, which favors local players to handle their maritime security issues, also supports the initiatives undertaken by third-party States under the programmes to strengthen their capabilities (EU

⁷⁵ Since 1990, nearly 25,000 African seamen have benefited from training actions.

CRIMGO in the Gulf of Guinea, MASE and CRIMARIO in the Indian Ocean, in support of the implementation of the Djibouti Code of Conduct,...). The synergy between these different modes of cooperation shows and promotes the French model of inter-ministerial cooperation in the context of the State action at sea, in a pragmatic manner that is adapted to the requirements and abilities of our partners.

In the regions where the States have not only the resources to assert their sovereignty over maritime areas but have also set up regional cooperation organisations to improve the fight against risks and threats, France intends to be able to contribute to this, in accordance with its interests and its resources. In South-East Asia, for example, where we already have a liaison officer at the Singapore Information Fusion Centre, France is evaluating the conditions for its participation in activities carried out under the Regional Cooperation Agreement on Combating Piracy and Armed Robbery against Ships in Asia (ReCAAP) in order to contribute to the fight against piracy and maritime robbery across the region. In the Caribbean, France supports and takes part in initiatives to share intelligence and information of maritime interest, on the model of the French cooperation with the Joint InterAgency Task Force-South (JIATF-S). The strengthening of links and exchanges between networks of defence attachés, customs attachés and internal security attachés who directly participate in this type of cooperation must also be sought in order to better contribute to exchanges of information of maritime interest between partner countries. Lastly, bilateral or multilateral operational cooperation, particularly in areas where French resources may not be sufficient, is sought. The agreement between France and Australia in the southern Indian Ocean to fight illegal fishing, or specific operations to fight drug trafficking in the Mediterranean or the Caribbean, are examples that France wishes to emulate.

AREAS WHERE EFFORT WILL BE APPLIED:

- Concentrate our efforts on the overseas departments and territories to favour the signing of bilateral technical agreements in relation with the State action at sea.***
- Promote operational cooperation with the States in zones where we share common interests.***
- Evaluate the possibility of having liaison officers within the Coast Guard administrations of our main partners.***

Prepare the future

The present strategy explains the maritime risks and threats, lists our priorities and specifies the areas where effort will be applied to improve the security of France and the protection and development of its interests.

Six avenues for progress have been identified, which aim to improve the inter-ministerial governance of the State action at sea, to supplement our body of law, develop new technological tools, improve our knowledge of the maritime situation in all areas of the globe where our interests are at stake and develop synergies, both with private players and international partners.

Improve governance

Implement the strategy

After validation, the strategy, with the governmental priorities and action plan arising from it, will then be applied by each ministry as it is concerned. This strategy will also be applied in each maritime zone in the mission statement sent by the Prime Minister to each State representative for the sea. The implementation and updating of the strategy will require monitoring and regular updates to the assessment of maritime risks and threats. This work will be done by a steering group, composed of representatives of the ministries and administrations contributing to it, meeting at least once a year under the chairmanship of Secretary-General for the Sea (SG Mer). Proposals for a five-yearly review of the strategy will be presented by SG Mer to the national maritime conference and the executive committee of the Coast Guard Function⁷⁶ before being submitted to the inter-ministerial sea committee (CIMER) for decision.

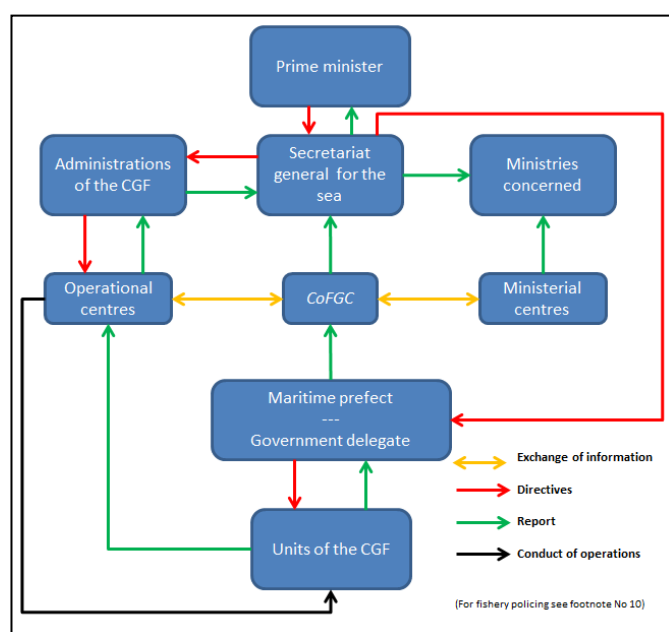


Confirm the inter-ministerial framework of the State action at sea

In the field of the State action at sea, SG Mer oversees, at the central level, the coordination of actions carried out within this framework. In order to take into account evolving risks and threats and all these actions, particularly those carried out in a European or international framework, the organisation principles of the State action at sea in Metropolitan France and overseas, and the order by the Prime Minister dated 22 March 2007, will be updated. The international dimension of SG Mer should also be consolidated, given the increasingly European and international character of the maritime security.

Strengthen the coherence of the Coast Guard Function

SG Mer brings together the executive committee of the Coast Guard Function under its chairmanship. The Coast Guard Function establishes a comprehensive plan, revised annually, for achieving the objectives set by CIMER. Beyond the appraisal of condition, this forecasting document will rely on the updated analysis of risks and threats to propose a target plan that is coherent with governmental priorities arising from the national strategy for the security of maritime areas and other national strategies, notably those covering the sea and the coastline or defence and national security. Attached directly to SG Mer, the operational centre of the Coast Guard Function holds the reference worldwide maritime situation. In this respect, it constantly monitors



⁷⁶ Articles 6 and 6-1 of the amended decree No. 95-1232 dated 22 November 1995 relative to the inter-ministerial sea committee and the general secretariat of the sea.

and centralises maritime information in liaison with the ministerial centres concerned and its counterparts in other States or European and international institutions, and keeps national crisis-management centres informed of any events of a maritime nature. Other than preparing situation reports for informing the highest political authorities and the main players concerned, it will make a continual analysis of maritime events and disseminate a monthly summary for assessing the development of risks and threats and providing data to the steering group.

Supplement our body of law

Clarify our legislative and regulatory framework

The United Nations Convention on the Law of the Sea dated 10 December 1982 must be effectively implemented in our internal law for all of its relevant provisions. Therefore, a national programme is being undertaken to specify the limits of our maritime areas where they are not completed, based on the expert appraisal of the Navy's hydrographic and oceanographic service (*SHOM*). Other than providing precise knowledge of the geographical limits of each of the areas in question, this work consolidates our position in the matter in relation to the international community. At the same time, a ruling relative to maritime areas is currently being prepared. This text sets the general framework necessary to the definition and use of our maritime areas, grouping and consistently organising the application of the maritime areas defined by the UNCLOS and currently shown in the different legislative texts prior to this international Convention.

Likewise, concerning the fight against terrorism at sea and against the proliferation, by maritime channels, of unconventional weapons and their means of delivery, the ratification of the additional 2005 protocols to the Convention on the suppression of unlawful acts against the safety of maritime navigation, dated 10 March 1988, will supplement our body of law. At the same time, given the terrorist threat, we should make sure of the existence of a complete legal framework for inspecting ships in territorial waters. These measures on the prevention of terrorism will enable the maritime and port security platoons to carry out the necessary operations on suspect ships entering a French port.

In the field of marine scientific research⁷⁷, a decree being prepared will specify the State's response to external requests (collection of data on the marine environment, the seabed and under the seabed, trials of equipment, etc.).

Adapt our legislation to evolving risks and threats

Changes in the security context or international instruments may require adaptations, as was the case for piracy with the adoption of the Act No. 2011-13 dated 5 January 2011. These developments or adaptations to instruments and legal texts must remain exceptional, comply with the principles of the law of the sea and be proportionate to the magnitude of risks and threats. These legal rules need to be transposed to internal law. The Act No. 94-589 dated 15 July 1994 relative to the fight against piracy and the procedures for the exercise, by the State, of its policing powers at sea, and the Defence Code⁷⁸ define the procedures for the implementation of control and coercion measures in a general framework, and, more precisely, for illegal trafficking in drugs, illegal immigration by sea or maritime piracy.

Given the constraints to which our operational resources are subject, a new approach to fighting illegal drugs trafficking is necessary. This is expressed in the new concept of "disassociation", which will consist, when an interception takes place at a long distance from a French port, in the separate treatment of the persons arrested, the seized cargo and the ship. This procedure will ensure the effectiveness of interception operations while allowing the State's ship to resume its operational activity as soon as possible.

⁷⁷ Marine scientific research is the subject of part XIII and Articles 238 to 265 of the UNCLOS. Its principles were fixed in French law by Act No. 86-826 dated 11 July 1986 relative to marine scientific research.

⁷⁸ These provisions were codified in Articles L.1521-1 to L.1521-18 of the defence code.

Likewise, the ratification of the additional protocols to the Convention for suppressing unlawful acts against the safety of maritime navigation will entail modification of the French legislation to define a new framework for intervention adapted to the offences that are targeted.

Develop the use of new technological tools

Resolutely commit to the digital era

Each sector has its own "occupational" information systems, whether at the national level or the European level (*SafeSeaNet*, EUROSUR, MARSUR, E-CUSTOMS, SIS, etc.). In accordance with the "CISE" approach undertaken by the European Commission, the idea of synergy and interoperability between these systems, as it concerns unclassified maritime information, could be implemented, in compliance with European and national law on the protection of private data. Other than these information systems, specific applications (IMDatE, JORA, etc.) are used to facilitate the exploitation of the bulk data that may be returned, notably through behavioural analysis tools. This increasingly comprehensive digital environment should be adopted in order to identify the most relevant working tools for the services of the State and, where applicable, to influence their development paths at the European scale.

Nevertheless, given the increasing pressure from risks and threats of a maritime character, it is necessary to suggest an approach in two stages: in the short term, strengthen the national approach to overall knowledge of the maritime situation (Maritime Domain Awareness) and continue the process of exchanging inter-sectoral information at the national and European levels (European project for sharing information of maritime interest, following the example of the maritime information bulletin project for European waters); in the longer term, support more ambitious European projects (maritime cloud or big data, for example).

At the same time, the digital revolution in the maritime sector, both for on-board systems and for port installations, introduces new vulnerabilities. Consequently, it appears necessary to develop, firstly, our action to promote the adoption of new cyber-security standards adapted to the maritime world within the European Union and the IMO, both for the ports and for ships; and secondly, to make sure that national regulations in matters of information systems security, in application of Article 22 of the military planning act dated 18 December 2013, and the recommendations drawn up by the services of the State under the authority of the French Network and Information Security Agency (*ANSSI*), are applied satisfactorily by all operators in the sector.

Strengthen the use of surveillance tools

Surveillance in immediate proximity to the territory requires the use of detection resources enabling our surveillance network to be made "watertight" and enabling rapid intervention where applicable. In this regard, the deployment of new surveillance radars and the modernisation of existing equipment, based on trials of surface wave HF radars, are likely to provide a better assessment of the maritime situation and direct the action of administrations, at sea and on land.

At the same time, the space industry is seeking a better response to government requirements for maritime surveillance: radar or optical satellite imaging, spatial AIS, satellite communications, etc. The European Union, notably through the security component of the earth observation programme "COPERNICUS" and the geo-positioning programme "GALILEO", intends, in future, to develop services resulting from space technologies, based on a new constellation of satellites and new generation sensors. From this point of view, specific budgets have been allocated to the European Maritime Safety Agency (EMSA) and to FRONTEX to produce a "users" expression of requirements within their domain of competence, in close association with the Member States and with the assistance of the European Union Satellite Centre (SATCEN). These fundamental projects will be subject to particular monitoring because they are likely to significantly contribute to national and European interests. Concerning the identification of modes of access to satellite resources at least cost, the "*TRIMARAN*" project, carried out in France in 2014/2015, modelled and tested a concept of a one-stop-shop for access, by several administrations, to a range of satellite services for maritime surveillance. The services of the State will be able to capitalise on the lessons of this trial, which is unique in Europe, and promote it in the various

European and regional bodies and to our close international partners. The use of satellite imaging is particularly adapted overseas, where the zones to be monitored are immense and difficult to monitor with limited aero-maritime resources. An appraisal of requirements, cross-referenced with Government priorities and our capacity for intervention, will be carried out by *SG Mer* in order to include them in the comprehensive plan for the Coast Guard Function.

Furthermore, the contribution of drones in the domain of maritime surveillance, whether they are on-board or deployed from land, will be appraised and trialled as a resource that enables information-collection capacity to be increased. European programmes and projects relative to these technologies and to the regulation of their use (insertion of drones in the civil airspace, then more advanced integration into the management of air traffic) will be monitored and negotiated, with the aim of possible operational implementation in various sectors, both military and civil (defence, protection of external borders, security, etc.).

Increase our operational efficiency

Improve the exchange of intelligence

Intelligence is a priority and sharing it ensures that the administrations concerned act efficiently. With multi-form and multi-carrier threats and criminal and terrorist organisations often acting in several domains, enhanced cooperation is necessary between all players, each having elements specific to their domains of competence. Thus, in order to better meet the objectives of obtaining information and anticipation, the competent services will improve their exchanges of maritime intelligence, particularly in order to obtain a shared view of the evolution of risks and threats, understood in the context of the land-sea security continuum.

Improve the organisation of information of maritime interest

At the local scale, maritime information coordination teams, bringing together all administrations operating in each maritime zone and on the coast, also encourage exchanges in the context of the land-sea continuum. Meeting formally upon request from the maritime prefect, or the Government delegate for the State action at sea overseas, their routine organisation will be enhanced to strengthen cooperation between the administrations and services.

Lastly, lessons learned will be used to best advantage in the common maritime centre for the French Polynesia maritime zone, to continue to improve the exchange of maritime information.

Optimise the use of resources

Given the development of new tools for detecting and monitoring maritime activity, for improving the sharing and analysis of maritime intelligence to improve the targeting of our actions, plus operational and budgetary constraints on our air and naval resources, France must, from now on, strengthen the interception policy to ensure the security of its areas. This concept is based on maintenance of a good level of ocean-going projection capacity, mainly provided by the resources of the French navy, and a network of coastal and semi-ocean-going resources for intervening within deadlines compatible with shorter notice and adapted to the nature of the missions to be carried out. Nevertheless, operational patrols remain essential in the identified maritime areas, to continue to assert our sovereignty and deter certain illegal acts.

Joint maritime operations carried out in the context of the European Union and in an ad hoc bilateral or multilateral framework can improve the effectiveness of our action by increasing our efforts and those of our partners sharing the same concerns. In this regard, operational cooperation must consequently be developed with neighbouring States and regional organisations, particularly in our overseas departments and territories. France will promote the conclusion of bilateral agreements aiming to share the monitoring of our maritime areas. These "*ship riding*"⁷⁹ agreements, like those that France has made

⁷⁹ Not to be confused with the "*law enforcement detachment*" (*LEDET*) which is not compatible with our French law due to the fact that it is impossible, for a foreign agent, to exercise coercion on French territory (the State ship being considered French territory in law).

with Australia for fisheries monitoring, enable representatives of third-party States to be embarked on State ships so that these agents can ascertain, alongside the French inspection team, offences in the zones subject to the sovereignty or jurisdiction of their State. Such agreements are concluded on the principle of reciprocity.

Lastly, the level of the terrorist threat to which our interests and territory are subject confirms the requirement for vigilance in our ports and requires improving our reaction capacity in ports of major interest. Thus, the deployment of additional maritime and port security platoons will again be studied. Furthermore, a usage doctrine, in maritime and port security matters, must specify the concept for the use of these platoons, and administrations of the Coast Guard Function and the *PIRATE-MER* plan will be adapted to include these new threats.

Associate more the private maritime sector

Promote the production of a secure maritime environment

The various sectors of the maritime economy have an interest in securing maritime areas. In order to meet their expectations, within the limits of the sovereign prerogatives of the State, an annual meeting bringing together the representatives of the private maritime sector with those of the State will take place together with the meeting of the strategy steering group in order to find out their assessment of the evolution of risks and threats. This meeting will enable an interim review of the implementation of this strategy and adaptations that may be possible to take into account the concerns of the private sector.

Furthermore, as the knowledge of maritime traffic and activities practised at sea throughout the entire globe is an essential element in the analysis of risks and threats, broader participation, by all players, French or foreign, in maritime situational oversight, will be sought. With regard to the results of voluntary naval control, it is now important to plan to strengthen the contribution of private ships in collecting maritime information. The involvement of all stakeholders, notably including port players and operators of sensitive land infrastructures, will contribute to a better assessment of risks by the services of the State thanks to the regular transmission of information to the administrations.

Promote French know-how and experience

French industrialists offer numerous solutions, often innovative, notably in the field of detection, protection or processing of information of maritime interest. France supports research and development in this domain, notably within business clusters. Furthermore, the closer association of experts from the administrations concerned, as soon as these solutions are designed, will ensure their effectiveness and rapid implementation. Industrial solutions and national intervention capacity must continue to be designed in a complementary manner.

Also, unlike many countries, we do not have a specialised research centre on questions of maritime security. Thus, to support French strategic research in this domain, the State will support the creation of a network of academic experts, possibly with the support of the private sector. At the same time, meetings with foreign research centres will be organised in order to encourage international cooperation and promote our experience in the major maritime topics.

Bring our action within a multilateral and cooperative framework

Act in accordance with strategies developed in the context of the European Union

The European Union Maritime Security Strategy supplies a common framework for action for EU Member States and is a particularly effective tool for rationalising and optimising European actions in the domain of maritime security. It provides the necessary conditions for the implementation of bilateral or multilateral cooperation with other Member States, European institutions and bodies or third-party States, focused on 130 actions or sub-actions developed in its action plan. As it has already done with Denmark, Spain and Portugal in the Gulf of Guinea, France will continue to play a driving role in designing

and implementing common projects with its European and foreign partners. It will ensure that the subject of maritime security is maintained as a priority of the European Union and that the action of Member States and institutions continues to fit coherently within this frame of reference. Among all of the actions proposed, it will particularly endeavour to achieve the objectives of improving the sharing of information, support to securing the Gulf of Guinea and strengthening the coordination, synergy and coherence of initiatives of the EU and NATO, notably in terms of Maritime Domain Awareness, while fully respecting the competences of each of these two organisations.

France affirms its engagement in all projects and actions relative to the security of the maritime areas of the European Union. In this regard, it favours active participation in European projects aiming to increase capacity for surveillance and intervention in these areas. It promotes its expertise in the sovereign domains, as well as the know-how of its companies.

Particular attention must be paid to supporting products and tools that improve the ability to learn about and anticipate the maritime situation at the European level, bearing in mind the unique challenges of a Member State present in three of Europe's strategic maritime coastlines.

In this regard, France is providing its expertise in maritime surveillance in the CISE project and the COPERNICUS programme. It participates in exchanges of information at the European level via systems such as EUROSUR and in intelligence gathering via platforms such as MAOC-N and the MARINFO and YACHTINFO networks. It will assert itself as a player in European maritime surveillance by providing data to European systems from its own sensors.

In accordance with its own operational requirements, France actively participates in maritime operations coordinated by the FRONTEX agency, and promotes its expertise to the Agency through the participation of its activities concerning the maritime domain. It encourages exchanges between the European services of the Coast Guard Function, particularly in matters of training, via the promotion of a European network of schools covering the Coast Guard Function and the work of the FRONTEX Agency.

Furthermore, consistent with the participation of the French administrations in European actions, France will continue to seek European support, including relevant European funds⁸⁰ for contributing to adapting and strengthening maritime capacity for surveillance and action.

Have France's voice heard within international bodies dedicated to maritime security

France will continue to be represented at the diplomatic and technical levels in each of the organisations dedicated to maritime security, in the first rank of which is the International Maritime Organisation (IMO), where our visibility must be strengthened still further. Consolidated inter-ministerial instructions must be sent to our permanent representation at the IMO, on subjects of strategic interest for France, before the meetings of the Maritime Safety Committee. France will also be represented in each of the regional fora contributing to the fight against maritime insecurity in priority zones of interest for France.

Promote the development and interconnection of centres for sharing and merging information throughout the world

France supports the creation and improvement of centres for sharing and merging information, particularly in the Indian Ocean and the Gulf of Guinea, both bilaterally (by sending experts, such as in Madagascar, or in the context of support to the Yaoundé process) and in the framework of the European Union (as in the appointment of a French director for the European Commission's MARSIC and CRIMARIO programmes). It will also pay attention to the creation of privileged exchanges with its own national operational centres so that, eventually, it will be able to acquire the most complete possible image of the worldwide maritime domain, starting with the operational centre of the Coast Guard Function.

⁸⁰ Internal Security Fund or European Maritime and Fisheries Fund.

