



PREMIER MINISTRE

Blue
Book

A NATIONAL STRATEGY FOR THE SEA AND OCEANS

DECEMBER 2009

The sea covers most of our planet.

With its wealth of animal, plant, mineral and energy resources, the sea lies at the focus of environmental, economic and social questions that transcend coastal regions alone. The potential for development in the oceans is immense.

This "new frontier" is as yet poorly understood in its workings, its strengths and its weaknesses. Oceanography is costly, for the sea is vast and the marine environment hostile. But this research is necessary.

This country has a presence in every ocean and every latitude and is responsible for extensive marine areas under its jurisdiction. France has decided to return to its historic maritime role.

In the Grenelle Round Tables for the environment and the sea, French citizens had a unique opportunity to express their views and confirm the importance for them of the sea, the protection of its irreplaceable environment and the need to manage this common good of humanity in a concerted and responsible manner. The conclusions of the Ocean Round Table provide us with a remarkable "toolbox" to explore and use.

On 16 July 2009 in Le Havre, the President of the Republic expressed the desire to see a Blue Book on France's maritime policy. That is the purpose of this document "Blue Book: a national strategy for the sea and oceans".

I trust that this Blue Book will give us our bearings and help us manage those special places "where the sea meets the land".



François Fillon

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A maritime policy for France

Although France is a historic maritime nation, the exceptional assets it possesses are not fully used.

As the 21st century opens, and this country faces major challenges, we can no longer neglect these opportunities or ignore the considerable responsibilities that our location confers upon us.

We need a maritime policy that is clear, rational and ambitious.

Before examining the content of such a policy, it may be useful to recapitulate the importance of the sea and the use of the sea for the lives of those who live on land and to highlight the issues, challenges and assets that justify France asserting itself once more as a maritime nation.



Issues of maritime policy

*For nearly three thousand years,
the sea has fashioned the development of humanity.*

Once the first attempts at navigation allowed human beings to move some distance from their point of departure with a good chance, or at least the hope, of returning safe and sound, the sea was no longer a moat separating peoples but became rather a passage joining those who lived along the coastlines.

History records the epic Great Discoveries. In less than three hundred years, European navigators explored almost the entire Earth and laid the foundations for the global trade that would ensure the prosperity of Western nations.

The sea was now a prize that had to be held, so as to use its resources, primarily fisheries, guarantee the freedom of movement of traders, and, in time of war, exert a country's power over an adversary.

Not until the second half of the 20th century did the aeroplane break the liners' monopoly in passenger transport. At the same time, decisive technological advances in submarine exploration started to open up the sea's third dimension, depth, particularly the seabed, beginning with the continental shelf.

After developing coastlines so as to fit them for maritime activities, after reclaiming from the sea an acre or two for overcrowded countries, humanity now has the technology to live permanently at sea, and soon perhaps beneath the surface.

The boom in tourism has radically altered the geography and economy of coastlines, where the tourist sector is now the largest in terms of revenues and employment. Together with the increase in leisure sailing, this has meant a new dimension for the sea, now no longer reserved to the professional world of "seafarers". This new physical relationship has made more people aware of the key role of oceans and seas in the workings of the global ecosystem.



People now look at the sea in a different way. Where once countries' territorial waters ended at the legal vacuum¹ of the high seas, it is now considered to be a common good,² vast and yet fragile and limited, which can be properly managed only in a shared, global manner.

Eighty per cent of the world's countries are "neighbours by sea"

The physical continuity of the oceans and seas, technological advances in navigation and freedom of movement at sea mean that every country that has a coastline is the "neighbour by sea" of nearly 80% of the world's countries. This "neighbourhood" quality is a direct encouragement to both legal trade and smuggling. Fortunately, it also means that 80% of the world's countries can in an emergency receive "heavy" assistance from the international community.

Seventy per cent of the world's trade travels by sea

Globalisation lives by international trade, and three-quarters³ of that trade travels by sea. This dependency can only increase in the future because of the freedom of navigation at sea and the much cheaper costs per ton, however commodity prices may vary.

Were it not for the intensive use of the sea, there would be no globalisation. In addition to the trade in goods, the sea carries most of the intercontinental flow of information by means of submarine cables. The fibre optic revolution has enabled "real-time exchanges" that make all financial systems interdependent.

The sea as a source of wealth

Historically, fish stocks were the first source of wealth from the sea. Each year most of the 100 to 120 million tons fished go to feed human beings⁴ and the fisheries sector provides a living for more than 200 million people throughout the world.

1 - *Res nullius*, belonging to no one.

2 - *Res communis*, the good of all and the responsibility of all.

3 - Two-thirds of trade by value, and 80% by tonnage.

4 - Three-quarters directly for human food, and the rest as fodder for livestock and fish-farming.



And yet fisheries are only part of what marine biodiversity can offer humankind.

Offshore mineral resources account for a major proportion of known reserves⁵ and there are high hopes for the future with the development of “deep offshore” exploration.

The exploitation of the sea as a source of fully renewable energy is only just beginning, but current knowledge suggests immense potential here.

The sea as an increasing geopolitical asset

Whether as an area to be occupied or claimed, or on the contrary, where free access is to be guaranteed for all, the control of the sea, so long a source of conflict, remains a crucial issue. The outline “law of the sea”, laid down at Montego Bay,⁶ is guaranteed de facto by the naval power of the democracies, including France.

For the democracies, the sea is an area that provides a mobility and strategic depth that do not exist on land, where every square inch comes under an established national sovereignty. Because sea-borne power can be used to influence a country with no or little land action, it helps resolve crises with minimum violence.

Where land intervention, whether military or humanitarian, is inevitable, only the use of the sea can provide major logistical support.

Furthermore, for France as for the other four permanent members of the UN Security Council, the oceans, because of their physical characteristics, are a sanctuary for nuclear deterrence capabilities, described in the White Paper on defence and national security (June 2008) as the basis for our national defence strategy.

Political and economic aspects of the sea are debated in international forums, at global and increasingly regional level, where it is crucial to be a legitimate and influential participant.

5 - For oil, 22%, and for gas, 37% (source: Ifremer).

6 - By the United Nations Convention on the Law of the Sea (UNCLOS), signed in 1982 and entered into force in 1994.



Freedom of the seas, a double-edged dogma increasingly restricted

The “high seas open to all” principle has fostered the extraordinary wealth of human trade across water. Its two pillars are the legal right and actual possibility to use sea routes in safety.

One of the foundations of this legal right is the United Nations Convention on the Law of the Sea. This international convention is the result of a trade-off between the interests of flag States and coastal States and seeks to preserve the basic principle of freedom of circulation at sea while recognising the sovereign rights of States to exploit oceanic resources off their coasts.⁷ However, the principle of freedom of the seas is not an absolute one and it has been tempered by a large number of international conventions and resolutions, particularly to protect the marine environment and ensure maritime security.⁸

These legal developments meet a growing need for regulation; but care must be taken to avoid inappropriate decisions threatening this foundation of global prosperity and the ability of the democracies to take action.

The security⁹ of circulation at sea, which for more than a hundred years had been taken for granted in peacetime, is once again under threat. The resurgence of piracy off Somalia, in the Gulf of Guinea and the South East Asian straits is recent evidence of this. This threat could well reach alarming proportions if it were to be supported by States with significant resources. The security of circulation at sea is not achieved by decree but by action.

The other side of the coin is that this open area facilitates a number of illicit activities and makes possible others that threaten the common good.

Criminal organisations and uncooperative States use the vast expanses of the seas to carry out their activities, counting on the huge difficulty of ensuring permanent surveillance and taking advantage of legal protections.¹⁰ These activities may involve trafficking in narcotics, weapons, nuclear proliferation equipment, human beings, migrants, contraband, and also illegal fishing and prohibited waste disposal.

7 - Resources in their economic zone and coastal shelf.

8 - Pollution control (a State's right to intervene on its own initiative against a vessel in difficulty that threatens its coasts); safety of navigation (traffic separation systems in straits), protection of maritime approaches against terrorist threats, etc.

9 - Experts often distinguish between security (French *sûreté*) from threats due to human aggression and safety (*sécurité*) from the risk of accidents at sea.

10 - Particularly “flag law”, with the use of an increasing number of flags of convenience.



Other organisations or individuals operating in areas outside national jurisdictions can quite legally commit major assaults on the ecosystem and biodiversity.

States are aware of the ineffectiveness of isolated national endeavours against what has become a global problem and are seeking solutions in concerted action.

*Time to wake up and choose:
determined protection of the marine environment*

"Our interactions with the sea are more intense, more varied, and create more value for Europe than ever before. Yet the strain is showing. We are at a crossroads in our relationship with the oceans.... Europe must respond to this challenge; in a context of rapid globalisation and climate change the urgency is great." (European Union Blue Book, October 2007).

At a time when the limits to the seas and oceans' ability to absorb and recycle the results of human activity are beginning to be reached, the maritime ecosystem is seen by all to be vital for humanity.

Climate change, risks of modification to major currents such as the Gulf Stream, El Niño oscillations, rising sea-levels, melting and disappearance of the ice cap, acidification of the ocean, phenomena for which human beings are partly responsible, all illustrate the fragility of a world that once seemed invulnerable. The consequences, as yet hard to evaluate, will necessarily be considerable. One need only remember that France's temperate climate is the direct result of oceanic influence.

But "huge"¹¹ does not mean unlimited. This can be seen in the exhaustion of certain species by overfishing. The oceans cannot indefinitely absorb unharmed all the waste and pollution of human origin.¹² The impact on habitats and associated ecosystems is reaching alarming proportions, particularly in coastal areas but also in the open sea. Marine biodiversity is also threatened by the proliferation of invasive species due often to human activity.

¹¹ - Over 70% of the Earth's surface.

¹² - Eighty per cent due to land-based activities (waste discharged into watercourses and the atmosphere) and 20% of maritime origin (accidental or chronic).



Development of protected marine areas and ecosystem management of marine areas and resources: a French response

This country possesses a wide variety of instruments: parks, reserves, site listing, areas of special interest, Natura 2000 listing, etc. Protected marine areas were at first restricted in size, mere extensions of protected land areas, but now cover the open sea (Pelagos sanctuary, for example).

The implementation plan for the Rio Earth Summit on Sustainable Development included the elimination of illegal fishing by 2004, management of fishing capacity by 2005, application of the ecosystem approach by 2010, development of marine protected areas by 2012, and general restoration of depleted fish stocks by 2015.

Although some of these ambitious objectives are far from being met, progress has been achieved by national and European strategies for biodiversity and protected marine areas: establishment of the French Southern and Antarctic Lands reserve, including an extensive marine section, creation of new protection instruments such as marine nature parks, and the delimitation of Natura 2000 zones at sea.

In June 2008, the EU Marine Strategy Framework Directive was adopted to strengthen the surveillance of activities and environments and take measures to achieve **good environmental status** for French metropolitan waters by 2020, i.e., to provide ecologically diverse and dynamic oceans and seas which are clean, healthy and productive.

We must make a success of this for current and future generations.

An unequalled opportunity to meet the challenges of the future

"The sea will save the Earth. The sea holds the greatest potential for the life of humankind: food potential with its plankton, seaweed and animal protein; medical potential with the enzymes and compounds of marine species; energy potential via 'blue energy', etc.; scientific potential since the number of known species is a few score thousand out of estimated millions; economic potential with the many jobs and sectors of excellence and millions of workers, etc."



We must act quickly, but together

"...In this area, as for the climate or the preservation of biodiversity, we are the last generation to have full ability to act. To act, before it is too late."
(Nicolas Sarkozy).

The time for observing and hesitating is past. The problem is a global one and requires a global solution. This is an opportunity for France to "pick up the thread of our rich, stormy, centuries-old history"; France, because of the place this country occupies in the maritime community as a result of our history, geography and culture, has a particular responsibility to assume and the duty to set an example.

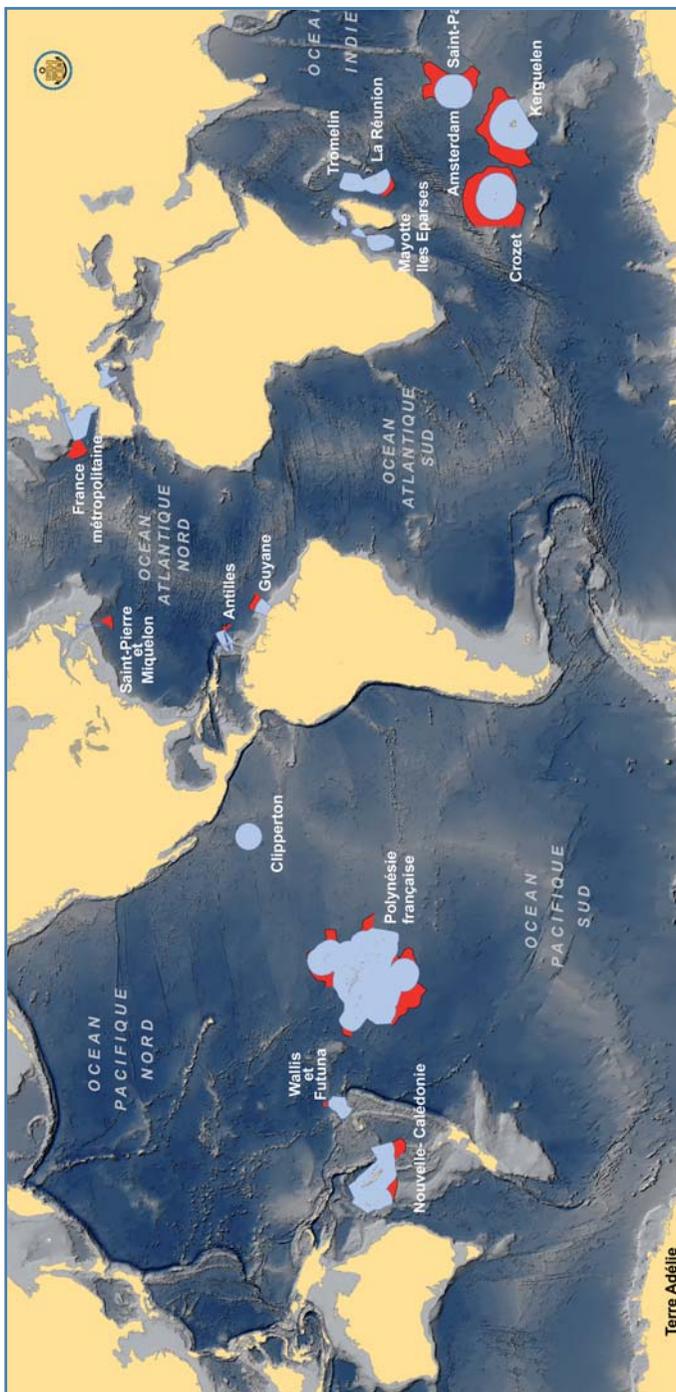
France's maritime assets

The Earth's second-largest maritime space: "the Archipelago of France"

France, with its overseas départements and territories, is present in every ocean; we have a natural place as a coastal State in almost all the international and regional forums.

The creation of an economic zone has given France jurisdiction over nearly 11 million square kilometres of maritime space (of which more than 96% round the overseas possessions), second only to the United States.





Map of maritime areas under national jurisdiction (blue) and national request for extension (red) (copyright: SHOM)



Consolidate and exploit France's maritime excellence

As one of the world's largest coastal States, France is also an unsuspected maritime power. Although some sectors are facing major difficulties,¹³ this country can boast oceanographic research of worldwide renown; booming coastal tourism (40% of tourism); service companies on all international banking and insurance markets. And we maintain the full range of maritime capabilities and associated skills: in sea transport with highly efficient French shippers; in civil and naval shipbuilding; in maritime surveillance; in deep-sea fishing with high-tech fleets; in offshore gas and oil with world leaders; in tourism (leisure boat building, thalassotherapy, etc.).

Recognised and respected capabilities for action at sea worth strengthening

France is a major stakeholder in international coalitions to maintain the safety of the seaways. The French Navy's wide range of capabilities¹⁴ maintain its rank and presence throughout the world's seas.

Counter-piracy operations in recent years have revealed our ability to carry out complex military actions requiring close interministerial coordination, a single command, deployment of resources from the three armed services, gendarmerie and other administrations, followed up by legal proceedings. This ability to support determined political decisions has been widely acclaimed.

As early as the 1970s, France created a specific system to administer the vast maritime areas under its jurisdiction: government action at sea (AEM) for law enforcement and surveillance work. This system, coordinated at interministerial level, is based on the key function of the government's delegate for action at sea: the maritime prefect for metropolitan France and the regional prefect or high commissioner for the overseas territories. In 2004, the maritime prefect was vested with the administrative authority to implement public policies at sea, usually in close liaison with the land-based prefects.

¹³ - Like those of other developed countries, with merchant shipping under the national flag, shipbuilding sites (for container ships, bulk, oil and gas carriers) and competition from foreign crews.

¹⁴ - A consistent naval force from coastal patrolboats to aircraft-carriers.



In the area of sovereignty operations at sea, this French system, suited to the circumstances of the last thirty years, needs to change in order to meet the challenges of the future, such as France's increasing commitments and obligations, restricted resources and the requirement to align with European maritime policy.

Towards an integrated maritime policy

The oceans have no borders: the currents generated by solar radiation transport heat and energy throughout the world, not to mention organic and inorganic substances. In this way every ocean, sea, basin and marine ecosystem is **interdependent**.

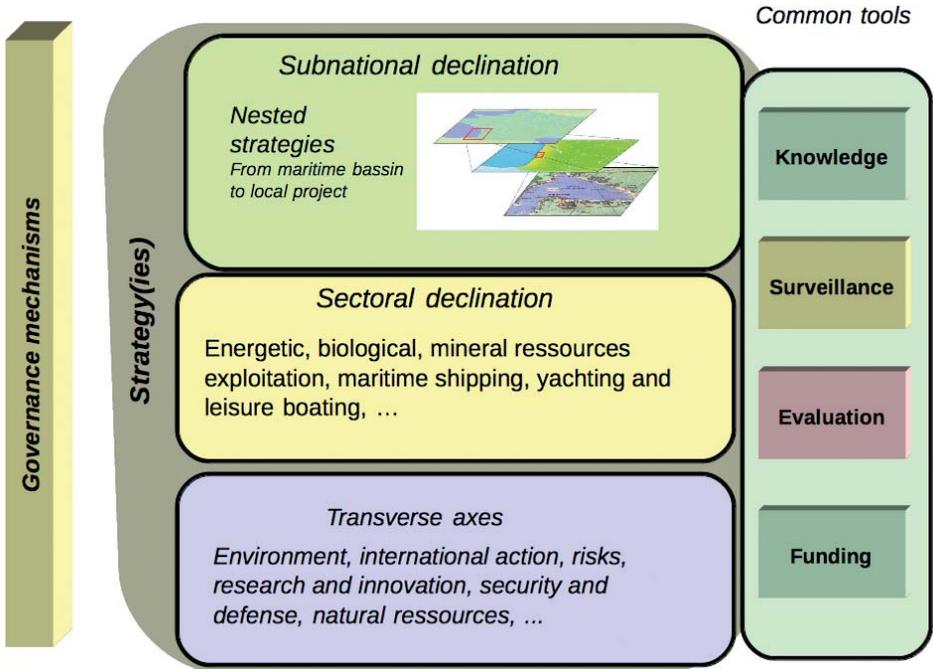
Although there are brief, intense disasters (storms, cyclones, tremors and tsunamis), these natural processes are generally slow compared with the timing of human action; one example is climate change, visible over decades, but with causes that may be due to short-term decisions or preferences.

This high degree of interdependence forces us to transcend any strictly sectoral or geographical approach when devising maritime policy. It requires land-use policy to take account of the proximity of the sea and maritime activities and, conversely, the impact of the sea and these activities on coastal areas.

Each sectoral or territorial policy must now be just one component in a unified whole, and cannot be designed in isolation.

Any decision-making process must therefore consider **all the various scales** (in space and time) and envisage all the **long-term consequences** of the choices made, be they environmental, economic or social.





Maritime policy global view (from Secrétariat général de la mer)

The growth in human activity on coasts and at sea requires proper management of its effects on the environment and resources. The government must meet this requirement as it concerns public space and resources. It can only envisage the issues by involving all stakeholders in the decisions that concern them, decisions that must be based on a shared vision of the issues and objectives.

France's maritime policy, prepared by the Minister for the Sea, must be an **integrated policy designed for sustainable development**. It must necessarily address in a consistent manner **both the sea and the coastline**. It must also be firmly aligned with France's international and European action.

In order to reconcile the legitimate, conflicting and even contradictory aims of the various policies that contribute to it, it is **the responsibility of an integrated maritime policy for sea and coast to impose on all sectoral and territorial policies a working method** based on a coherence between the various objectives obtained by **vigilant decisions from the public authorities** at all levels of policy design, implementation and evaluation.

Objectives understood by all stakeholders and citizens will make it possible to anticipate the potential issues, impacts, conflicts and developments. Each contributing policy will be constructed according to an integrated management approach, starting from **maritime prospective** and using **appropriate governance**.

This integrated policy will involve, where necessary,¹⁵ **strategic planning** of all uses of space and resources; it will be supported by **evaluation** and transparent **monitoring systems**, to assert stakeholders' **social and environmental responsibilities**.

¹⁵ - Exclusive activities, localised or non-renewable resources, international or European commitments, etc.



Four priorities for maritime policy

France's maritime policy is proactive and ambitious, with four major strands:

- *be future-oriented and environment-friendly;*
- *aim to develop a sustainable economy of the sea, a source of added value and employment, particularly for coastal populations;*
 - *promote the maritime dimension of the French overseas territories;*
- *enable France to assert its position in Europe, and through Europe, globally.*



Invest in the future

Understand in order to manage

National priorities for research are linked to France's assertion of its sovereignty over the maritime zones within its jurisdiction, and the management and sustainable exploitation of marine resources:

- ▶ **gradual coverage** of the maritime zones under French jurisdiction by mapping and inventorying marine resources, beginning both overseas and in metropolitan France with sensitive zones (such as coasts) and zones of potential resources;
- ▶ **knowledge of the zones and processes** linked to major environmental issues by using an ecosystem approach (biodiversity, physical and biological processes, etc.);
- ▶ **knowledge of impacts** and effects of human activity.

Priorities include capacity-building in **collective expertise** and common databases, and the dissemination of results to policymakers, users and the general public via a **sea and coast portal**.

These actions will need to be carried out by existing government bodies, sectoral (inventories, impacts, etc.) or crosscutting (research, etc.). They will involve in a coordinated manner the top-class operators¹⁶ this country possesses, particularly with the new **Alliance of Sea Sciences**. The tasks are to

- ▶ **define**, together with the national sea and coast management governance bodies, **national programmes** of research with joint funding, in liaison with the corresponding international and European¹⁷ programmes;
- ▶ **optimise the actions of public establishments** and their networking at national, European and international level;
- ▶ **establish** in public agencies and establishments a **network of national thematic referents** in charge of coordinating data collection by public structures and disseminating those data;
- ▶ **develop unified national portals** for delivering information.

¹⁶ - A large number of public establishments and similar bodies under various ministries are in practice involved in understanding and managing the sea and coast: Ifremer, SHOM, marine protected areas agency, IRD, CNRS, universities, BRGM, ONEMA, water agencies, Météo-France, IGN, CNES, MNHN, IFP, CEA, Conservatoire du Littoral, CEMAGREF, IPEV, CEDRE.

¹⁷ - Particularly EMODNET, the European Marine Observation and Data Network; see SEC (2009) 499.



These actions include socio-economic stakeholders who collect useful data during their activities and impact studies.

With our researchers, institutes, laboratories and research vessels, marine research is already a field of excellence for French research. It will form the core of a **fully-fledged oceanography policy**.

In the marine field, research is at once scientific, social, environmental, economic, technological and industrial. The needs extend far beyond the field of the environment and life sciences. They now cover the human and social sciences, and **support for innovation** in the field of marine natural resources, integrated management and maritime activities. The intersectoral role and mission of sustainable economic development of **competitiveness clusters** provide an ideal framework for putting maritime and marine research to practical use.

An integrated approach involves pursuing all these objectives at the same time and **coordinating** stakeholders and resources (particularly major assets such as oceanography vessels) to achieve **interdisciplinarity** in programmes.

The national research and innovation policy will comply with France's commitment to develop marine and maritime research at national and European level; wherever possible it will be based on international and European actions (under the Framework Programme for Research and Technological Development, in line with the guidelines of the European integrated maritime policy¹⁸). It will include specific provisions for the French overseas territories, particularly for marine areas.

Particular attention will be paid to understanding and modelling climate and biodiversity change, understanding the interactions between living species and human activities (particularly in the fields of toxicology and ecotoxicology), risk management, observation of the oceans and coastal zones, and continuing exploration of the oceans and inventorying of marine resources.

¹⁸ - "A European Strategy for Marine and Maritime Research: A coherent European Research Area framework in support of a sustainable use of oceans and seas", COM (2008) 534.



Effectively protect the marine environment

Protecting the marine environment is a key objective of French and European maritime policy; this is based on the principles of precaution and preventive action, on the principle of reduction (especially at the source) of the damage caused to the environment, and on the “polluter pays” principle. It must integrate the services rendered by ecosystems.

This protection can only be achieved by **systematically considering the marine environment** in any decision or project, maritime or land-based, that may affect that environment. **Environmental evaluation** is a crucial instrument in meeting this objective; feasibility studies for implementing evaluation will be done for all plans, programmes, projects and activities.

The development of a **strategic, integrated approach** to human activity and its impact on the marine environment is a priority.

Environmental evaluation will need to cover the **services rendered by ecosystems**. The economic use of ecological services is crucial in the long term, but is too often neglected in short-term choices for development or infrastructure. This use will be developed and thought will be given to ultimately including it in the preliminary studies required for any administrative authorisation.

The principle of **environmental responsibility** and its consequences in terms of repairing serious damage to the environment will be applied to maritime activities.

The use of **environmental taxes** will encourage environment-friendly practices and reduce negative impacts on the marine environment.

Environmental taxes are already levied on land-based activities, via water management arrangements; studies will be done on how to adapt these taxes to allow for the impact of land-based and maritime activities on the marine environment.



Protection of ecosystems and biodiversity: a priority of French policy

France has a particular responsibility here since this country's overseas maritime zones are home to a considerable proportion of global biodiversity (coral reefs, mangroves, etc.). **National biodiversity strategy** includes a "sea" action plan, steered by the Ministry for Ecology and the Sea; all sectoral and local plans and programmes must be compatible with this plan.

France also supports the inclusion of marine issues in the mandate of the recently formed Intergovernmental Science Policy Platform on Biodiversity and Ecosystem Services (IPBES), which will advise public policymakers. Like the IPCC, IPBES will produce global and regional status reports on biodiversity and land and sea ecosystems, changes and the economic and social consequences of its erosion; it will establish short- and mid-term scenarios enabling politicians to evaluate the impact of their decisions on the environment, especially in economic terms.

France will continue to take an active part in international action on biodiversity, particularly concerning corals and mangroves under the International Coral Reef Initiative (ICRI) which France is currently co-hosting (2009-2011).

France will strengthen the protection/restoration of threatened marine species at national and international level, by promoting and supporting their CITES listing. This country will launch an initiative in favour of biodiversity in its overseas territories (IFREBIOM) to stop the disappearance of emblematic species threatened with extinction (on the criteria of the IUCN Red List) and endangered ecosystems.

The fight against invasive species will be intensified, in maritime transport (implementation of the International Maritime Organisation's ballast water management convention) and other activities likely to encourage these species (fish and shellfish farming, aquarium trade, etc.).

France is working to establish in the maritime zones under its jurisdiction and the high seas a coherent, representative network of Marine Protected Areas (MPAs), its preferred instrument for protecting species, habitats and ecosystems, for the sustainable development of activities and trying out and implementing best practice in integrated management. France is meeting



its commitments in this field via a **national strategy for marine protected areas**, using the Agency for Marine Protected Areas created in 2006. The aim of this national strategy is to extend MPAs to 10% of the zones under French jurisdiction by 2012 (international CBD objectives) and to 20% by 2020, half of which on average in the form of reserves and fisheries reserves.

In establishing MPAs, particular attention will be paid to transition zones, particularly rich and threatened (estuaries, tidal flats, wetlands, reefs and mangroves), forming a "marine blue network" integrated with the coastal blue corridor.

Outside zones under French jurisdiction, this strategy will promote action at European and international level, and under regional sea conventions (such as the Atlantic and Mediterranean) to develop the high seas network of protected marine areas.

Surveillance and control in MPAs will be closely enforced in all these projects; the appropriate resources will be allocated to the coastguard function.

Reduction of activity impact

Reducing the pollution due to **land-based activities** (industry, agriculture, transport, urbanisation, etc.) both overseas and in metropolitan France is a priority objective of national policy, particularly under the **Water Framework Directive**. Structure plans for water infrastructure and management, and their associated action plans, will integrate the water quality and aquatic environment objectives laid down by international commitments, particularly those of the United Nations Environment Programme's Global Programme of Action to protect the marine environment from land-based activities and regional sea conventions, and the objectives associated with future marine protected areas in coastal zones. To ensure land-sea integration, water catchment committees and water governance bodies will be brought into the governance of the sea, as sea and coast stakeholders take part in water governance.



In addition, greater efforts will be made to reduce the flow of nutrients (nitrates, phosphates) from all sources (agriculture, industry, wastewater treatment plants, etc.) in all catchment areas in vulnerable zones with run-off areas subject to eutrophication (algal bloom, whether harmful or not), with the objective of a 40% reduction by 2014. Measures for dealing with macro-waste will be strengthened.

The **marine strategy framework directive** of 17 June 2008 defines a strategic approach for European waters for achieving “good environmental status” by comprehensive management of the impact of activities on the marine environment, even beyond coastal zones. Implementation of the directive will be a **priority for French maritime policy**; the ecosystem-level integrated management approach contained in the directive will gradually be applied to all maritime basins under French jurisdiction. **Estuaries and tidal flats** are sensitive areas where action will need to be strengthened.

Even greater care than elsewhere must be taken with land-use planning and activities in coastal areas. Many of the above measures come directly under planning laws: in addition to questions of landscape and urban integration, building activity along coasts can cause the gradual destruction of narrow strips of land of great interest or necessary for marine ecosystems (polders, infilling, excavation, physical alteration, etc.). This building activity must be reduced, with lower tolerance thresholds for wastewater networks, and any destruction of coastal habitats by building must be compensated for both qualitatively and quantitatively; a clause to that effect must be added to all **planning documents in coastal areas**, and strictly enforced by the administrative authorities when building permits are applied for.

Risk prevention

A large proportion of **sea-related risks** are concentrated in coastal zones, whether of natural or human origin. These risks are aggravated by climate change and even more by the increasing density of population and activities along the coastline.



The effects of **climate change** on average sea level will be examined in a study of all French coastal zones (metropolitan and overseas) and a specific national strategy will be devised for coasts.

In metropolitan France and overseas, erosion threatens some built-up coastal zones and those host to a natural heritage of value.

An effective **national strategy on coastal erosion** will be developed, including action to protect vulnerable zones where this is worthwhile and strategic withdrawal; it will be developed in consultation with the local authorities concerned and will take account of the particular risks associated with climate change. **Marine submergence** also threatens built-up areas, where extreme weather events may cause a combination of heavy rainfall and high tides. Some coastal areas, particularly in the overseas territories, are exposed to the threat of **tsunamis**; the deployment of **monitoring and warning systems** will be gradually extended to all the areas concerned within the framework of international cooperation at ocean basin level.

All these vulnerable zones will be identified and included in risk prevention plans, structure plans and planning documents. This work will be based on the new protocol on Integrated Coastal Zone Management (ICZM) of the Barcelona Convention that France has ratified.

Educate and train for sea-related employments

At present the initial and in-service education and training for the various sea-related employments involves a host of bodies, courses, and training centres which are often too compartmentalised.

The core of maritime education itself has many stakeholders: Ecole Navale, national higher maritime school (comprising former national merchant navy schools), maritime vocational secondary schools, maritime apprentices' schools and certified establishments.

This multiplicity makes the French education system for sea-related employments hard to grasp, even in sectors of excellence, and impacts negatively on its attractiveness at national level, let alone European and international



level. It does not encourage synergies either within or among establishments. Consequently, a **comprehensive education strategy for current and future sea-related employments** must be adopted. It will be jointly defined by the ministries in charge of education and training.¹⁹

The strategy needs to

- ▶ inventory all the training courses, current and future needs connected in any way with the sea and coasts;
- ▶ establish a system to improve career advice and simplify the structure of education for sea-related occupations, including the VAE work experience recognition system;
- ▶ ensure complementarity between public and private education and implement an action plan to raise the standards in quality education for all sea-related occupations;
- ▶ improve recognition nationally and internationally of the degrees and qualifications of maritime workers, particularly ship's crews.

Unlike some countries, France will not entrust the education and training of maritime workers solely to the general education system but will continue, alongside that system, to raise the standards in quality education for all sea-related employments.

These changes to sea-related education will

- ▶ improve the attractiveness of sea-related occupations;
- ▶ train enough qualified staff for the needs of the labour market;
- ▶ include in curricula the notion of sustainable development as adapted to a given sector of activity.

To that end, the *Ecole Nationale Supérieure Maritime* will prepare students for **sea-related engineering** diplomas; it will replace the four merchant navy schools. The relevant higher education establishments will become members of a clearly structured network with direct links to universities and research establishments, particularly those in seaboard regions. This new network will achieve the operational synergies essential to the system's viability. In addition, the curriculum of the courses taught in all sectors and at all levels (including CAP and post-*baccalauréat*) needs to include or more thoroughly cover sustainable development and protection of the marine and coastal

¹⁹ - Education, higher education, defence, industry, sea, ecology, youth and sport, etc.



environment. Course scope will be extended to the new employment opportunities arising in sea transport, fisheries, tourism, leisure sailing, and, increasingly, those relating to the protection of the environment and the sustainable management of the coasts.

This action will be enhanced by partnerships with the business and research communities. The competitiveness clusters related to the sea will be used to ensure consistency between the courses taught and the needs of new occupations and innovative start-ups.

Encourage the French to care about the sea

Many French people took part in the public consultation process of the Ocean Round Table (Grenelle); this interest should be maintained and encouraged. The French need to acquire an attitude towards the sea that will enable them to understand the issues and the efforts it deserves from them. They need to **know and love the sea**. Introduction to and awareness of the sea can take many forms, with joint action by central government, local authorities, voluntary bodies and major stakeholders from the maritime community. Children should be encouraged from their earliest years to learn about the sea and our overseas territories. The government will back action by the education system in this field, such as: school trips to sea; competitions and calls for projects from schools and colleges; work experience with **partnerships between major maritime employers**, from sea transport, fisheries, research, shipbuilding, leisure sailing, tidal energy, etc. and secondary schools. Class twinning could be arranged between inland and seaboard towns, towns in France and the overseas territories.

The wealth and attractiveness of **France's maritime heritage** (harbours, vessels, lighthouses, collections, etc.) will contribute to this approach. To make best use of it, the first thing to be done is to establish an inventory, which is largely the responsibility of local authorities. Central government will support this. It will include identifying the sites that merit special protection. A major plan for the preservation and accessibility of lighthouses will be devised. Regions will be invited to volunteer for this mission.



Central government will help reinforce and extend France's network of museums, aquaria, heritage centres, arts centres, media libraries available for making maritime culture better known in all its aspects (seas and oceans, coasts, overseas territories, islands, harbours). Maritime culture will be made a major element in scientific and technical culture, involving the protection of oceans and coasts, based on science centres (*Cité des Sciences*, natural history museums, regional centres), developing educational campaigns for young people at school and outside, in liaison with public and private media.

Opportunities for the public to have a direct contact with the sea should be used, particularly in tourism and leisure activities; greater awareness by the general public will be addressed by a **communication strategy headed by the Minister for the Sea**: use of existing public resources, publicity for sea-related occupations and technology, partnerships with stakeholders. "Sea days" will be a major annual occasion for discovering and making known the maritime world in metropolitan France and the overseas territories.

Develop a sustainable economy of the sea

Geopolitical importance of sustainable use of natural resources

Marine resources are

- ▶ **biological**: fish stocks, biomass from the underwater farming of plants and molluscs, and, more recently, genetic resources and bioresources;
- ▶ **mineral**, such as hydrocarbons, 30% of which are already extracted from below the seabed, submarine mineral deposits, granulates, sand and gravel;
- ▶ **energy**, tapped by capturing the kinetic and potential energy of tides and currents, thermal energy, chemical energy from the saltwater/freshwater gradient, wind energy at sea, wave and swell energy, etc.);

This also includes **water** itself, produced by desalination, dissolved substances and the components of seawater (hydrogen, deuterium, etc.).



These marine resources must be exploited in a **logical and ecologically responsible manner** within the framework of French and European natural resources policy.

Principles for the sustainable management of public resources

The resources of the sea are public assets and are to be managed by central and relevant local government authorities.

The effects of extraction on the environment, alternative resources (land-based) and future needs will be considered with the aim of encouraging the **economic development of the coastlines** concerned. Recycling and re-use of materials will be encouraged. The extraction of certain strategic non-renewable mineral resources (hydrocarbons, metals, etc.) needs to be considered within a shared, long-term global vision to meet the needs of France and Europe. Access to limited and exhaustible marine resources cannot be completely free of charge and uncontrolled.

Biological resources (other than fish stocks)

The great diversity of marine species and their functions and adaptations to a harsh marine environment (deep-sea hydrothermal vents, etc.) offer new opportunities for the development of bioactive compounds, enzymes, polymers, bioproducts and new industrial processes. They also raise intellectual property issues that need to be addressed internationally.

In addition to deposits of new natural compounds, these resources could contribute to the development of "blue biotechnologies" by 2020-2030 in five key sectors: **health** (new drugs and therapies, biomedicine (biochips), regenerative medicine, etc.), **agri-food** (including aquaculture and nutraceuticals), **environment** (conservation of the environment, bioremediation, etc.), **industry** (bioproducts and bioprocesses), **bioenergy**, particularly biofuels; to these five sectors may be added **cosmetics** in its continual search for new natural compounds. The **exploitation of algae**²⁰ is one promising area,

²⁰ - Currently used mainly for chemical (fertiliser) and pharmaceutical purposes, macroalgae may in the future make a significant contribution to our food supply. The potential for microalgae appears to be high: they produce twenty times the volume of land-based plants, have ten times the yield per hectare of oilseed crops and much shorter growing time. Their potential use covers the six sectors quoted in addition to the energy sector.



whether macroalgae or microalgae; marine biomass could be used for food or to **produce energy (biofuel)**.

The future exploitation of marine bio-resources will involve upstream **research programmes** in the above six sectors. France's **competitiveness clusters** are the obvious framework for establishing the partnerships between academic research and industry that are essential for these developments. And given the difficult conditions involved in growth by photosynthesis (immersion, gradient, etc.), this sector can only be developed properly if it is included in the strategic planning of activities at sea.

Energy resources

The oceans receive and store vast quantities of energy (solar and gravitational) which can be captured in various forms: thermal, kinetic (currents, wind), potential (dams and lagoons), chemical (osmotic energy), and biological (biomass); the enormous potential of these Marine Renewable Energies (MREs) is likely in the medium or long term to meet a major proportion of the energy requirements of France, and even Europe.

The zones favourable to offshore wind farms (fixed and floating) will be defined in the immediate future. In the case of other less mature technologies, France will establish a research and development strategy by setting up a technology platform and funding demonstration plants, particularly in the overseas territories. Research priorities will be defined in terms of existing potential. Marine energy will contribute to achieving energy self-sufficiency for the overseas territories.

The development of marine energies, a **priority theme of France's maritime policy**, offers major prospects for creating or redirecting employment, particularly in coastal regions; the need to protect the marine environment, to share space fairly with other users and to be consistent with the development of land-based energy generation and transmission infrastructure will support a proactive, incentive-based **energy and industrial policy**, to be collectively negotiated. A "**blue energy plan**" might comprise the following actions:



- ▶ develop demonstration plants and associated logistics (trial centre at sea connected to the grid) for all the following sectors: tidal, wave energy conversion, ocean thermal energy, floating wind turbines, as part of the priority research programme already defined with the scientific community, in order to achieve earlier maturity;
- ▶ create a technology platform based on the IPANEMA initiative, dedicated to MREs, so as to network and pool research, certification and expertise skills and trial centres, linking this network to a resource centre.

In the overseas territories, the deployment of marine energies will be encouraged, with the general aim of achieving energy self-sufficiency for island communities as soon as possible, in line with the objectives of the Ocean Round Table, supported by the overseas consultation mechanism. These territories will be priority zones for action and early deployment of marine renewable energies, and favoured experimental zones for certain technologies such as those related to ocean thermal energy.

MRE generation farms will be subject to **strategic planning** developed in consultation to **determine the best sites**, in the light of national generation objectives and any regional variants, other uses (potential conflicts, incompatibilities, possible synergies with aquaculture), and potential impact on the environment. The planning will integrate matters concerning the transmission network (extension offshore of power grids, interconnection of generation farms), in order to share investment. Criteria for the evaluation of impact and acceptability will be specified. Marine renewable energies raise new issues, in terms of environmental impact, usage rights and social acceptability.

It is important to envisage integrating marine energies in future renewable energy deployment structure plans, and appropriate regulations for impact studies.

Mineral resources

The seabed and subsoil contain large quantities of **mineral resources**, located either on the continental shelf, formed locally or from material of continental origin (hydrocarbons, sand, gravel, etc.), or in the deep seabed (ocean abyss



or structures of oceanic origin: mid-ocean ridges, submarine mountains, etc.) and subject to specifically marine processes.

These minerals may be located in territorial waters or beyond them, where they are administered under international control by the International Seabed Authority. These resources used to be inaccessible but are now or soon will be within the reach of modern technology; they are generally non-renewable and may in the future help complement land-based resources to meet human-kind's needs.

Mineral deposits at sea are to be found in the ocean abyss (polymetallic nodules), on submarine mountains (ore-bearing crusts) and mid-ocean ridges. In addition to base metals, these deposits contain rare and strategic metals essential for certain applications and processes.

France enjoys in this field a research potential and technological know-how of global renown (offshore operations), and some of these deposits are located in economic zones under this country's jurisdiction; we shall deploy an ambitious strategy for **deep-sea mineral resources** based on a prospective approach covering

- ▶ **scientific research and exploration** (formation processes, etc.) and an inventory of existing resources;
- ▶ **study of potential environmental impact** of extraction;
- ▶ development and industrial validation of **extraction techniques** for deep-sea resources.

To guarantee the protection of biodiversity hot spots, as they are called, any extraction strategy will need to be compatible with protection strategy.

The possibility will be examined of launching joint experimental extraction in an overseas maritime zone, by, for example, industry and French public establishments.

Maritime zones under French jurisdiction may contain hydrocarbons, particularly off the overseas territories; although they are at present uncompetitive or inaccessible, these resources (gas, oil, gas hydrates, etc.) may become strategic in a decade or two. The priority is therefore to inventory these reserves and, when required, exploit them efficiently.



A national strategy will be developed to define the management and exploitation procedures for deep-sea **hydrocarbon** resources and adapt the corresponding regulation.

The continental shelf contains large quantities of sedimental or organic material (silicon and limestone sands, gravel, etc.) that can be used in industry or construction and public works, in addition to or instead of land-based resources. These latter resources are becoming more expensive and scarcer, and their extraction and transport is no longer acceptable in environmental or social terms, or because of competing uses.

Part of the solution to this problem is the use of **seabed granulates**; this should not mean shifting out to sea the environmental problems encountered on land, or replacing the recycling and reuse (particularly of dredged material), which should be preferred. Current extraction of inshore materials is the most economic solution, but it involves an increasing number of sites and conflicts, and needs to be controlled by management of the impact it has on habitats and species in the richest and most productive coastal and estuary zones. Extraction should gradually shift to deeper, larger deposits.

A strategy will be established in 2010 to define national objectives, extraction procedures and **resource management** for seabed granulates; it will be based on a prospective approach and a comprehensive inventory of existing resources accessible by 2030, and will propose improvements to the procedures regulating their extraction, by involving stakeholders from the sea and coast in planning and decision-making. The strategy will be established at the same time as the strategy for land-based materials, and will include harbour capacities and transport links to consumer locations and the priority requirements for strandline management.

Sustainable fisheries and aquaculture

Fish are a source of high-quality animal protein for human beings and are part of the diet of half a billion consumers in Europe. We must preserve this resource for future generations.



A common European policy must make it possible to conserve this common heritage.

Many fish stocks are overfished and need to be replenished or maintained at their maximum sustainable yield level. Sustainable fisheries will be identified by new ecolabels.

Fishermen will then be able to earn a decent living from exploiting this resource, enabling fishing communities to be maintained along the entire French coastline.

Fishing is an integral part of the cultural identity of French coastal regions and can only maintain its position if there are proper working conditions on board ships.

Once fish stocks are at equilibrium, they can be harvested by responsible fishermen aware of the need for sustainable exploitation of resources, which must be based on an ecosystem approach. Cooperation between scientists and professionals must be the pillar of this sustainable management. This will make it possible to specify the ecological footprint of fishing and aquaculture, develop and apply research for innovative fishing technologies that are selective, respectful of the environment and economical with energy, using criteria of both quantity and quality in production and fisherman safety, determine the role of systems for regulating access to fisheries, and analyse the economic context in which fishery and aquaculture businesses work.

As the French President said in Le Havre on 16 July 2009, "I believe the time has come to base all our public decisions concerning the management of marine resources on reliable, independent scientific consensus." This consensus must be robust, properly explained and shared by the sector's professionals. A **scientific and technical sea fisheries liaison committee** will be established to encourage experience sharing in a common forum for scientists, fishermen and civil society.

France will advocate an **ambitious reform of the Common Fisheries Policy** in order to meet sustainability objectives in ecological, economic and social terms and promote responsible, high-quality fishing.



The destruction of resources and illegal fishing must be combated by stricter controls. France, by cooperating with its neighbours, will support the international fight against **illegal**, unreported and unregulated (IUU) **fishing**. This country will use its best endeavours at international and European level to see that **minimum labour standards** are established and will verify their effective implementation on fishing vessels.

In international negotiations, France will press for fishing for human consumption to take precedence over industrial fisheries. Under the CFP, this country will ask for the reduction in total allowable catches to be applied first to industrial fisheries before being applied to catches for human consumption.

France will also work, together with overseas local authorities, to implement the principles of this sustainable fisheries policy in those of its waters not subject to the Common Fisheries Policy.

As some fish stocks dwindle, the need for sustainable and responsible fishing becomes each day more evident. World fish consumption for human and animal food is regularly increasing and is likely to reach 179 millions tonnes a year by **2015**, according to the United Nations FAO, 36% more than in 2002. Fishing alone will not be able to meet human needs for sea products. Aquaculture will play an increasingly important role.

Although aquacultural production is regularly increasing throughout the world (particularly in South-East Asia and some European countries), it is standing still in France. French aquaculture, comprising mollusc farming, open-sea and land-based fish farming, possesses recognised know-how but faces a large number of constraints: conflicts over the use and occupation of space, particularly on coasts, water quality, changing consumer tastes and diseases in the species farmed. Development of aquaculture will need to be included in strategic planning for sea and coast, in action to improve coastal water quality, and in research and development programmes linked with competitiveness clusters.

The development of this sector offers real opportunities for France, especially in the overseas territories, enabling this country to position itself on the market for **high value added and high environmental quality products**.



Innovative and competitive shipbuilding

France has a long tradition in shipbuilding that covers virtually the entire range from yachts to warships, including fishing vessels, cruise ships and highly specialised vessels (liquefied natural gas carriers, offshore supply vessels, etc.). If current difficulties persist, there is a very real risk of the irreversible loss of this considerable heritage of skills, structures, teams, staff and know-how. Maintaining a national shipbuilding industry for civilian and naval vessels requires specialising in building ships that need high technology. This is already the case with certain categories of vessel dedicated to specific missions, and will also be true for all ships in the future in order to meet energy and environmental standards. The requirement to build “ships of the future” is a major opportunity that will involve an ambitious industrial programme of design and construction, providing a new source of employment. Whatever her vocation (cargo or passengers, civilian or naval, fishing or leisure boating), the ship of the future will necessarily have to be low-energy, clean, safe and quieter than now.²¹ For example, **cutting greenhouse gas emission by 25% per tonne landed by 2015** is one research programme objective for fishing vessels. This requires major developments (hydrodynamic and aerodynamic, propulsion system architecture, onboard energy generation and consumption, reduced environmental impact and atmospheric discharge, safety and reliability, innovative materials, smart ships, etc.) involving **research and development investment** by industrial stakeholders. Experience in these fields will open up global markets and enable French contractors to gain a strategic competitive positioning. Raising worldwide standards for maritime safety and respect for the environment is a lever for developing eco-designed ships.

Ship-dismantling

On 15 May 2009, the States Parties to the International Maritime Organisation adopted a convention on the safe and environmentally sound recycling of ships, known as the Hong Kong Convention, providing a specific legal framework for regulating the construction, operation and recycling of ships.

²¹ - Objectives are 50% gain in energy consumption and reduction in greenhouse gas emissions, development of renewable energies, and 50% reduction in environmental impact.



France intends to **ratify the Hong Kong Convention as soon as possible** (objective 2010) and will work actively at international level to advance its entry into force. At the same time, this country will support an EU approach to apply its provisions in advance in agreements with third countries, thus exemplifying the important role Europe will play in supporting the upgrading of these countries' shipyards.

Further studies will be made to develop national or joint European solutions for dismantling certain types of vessel taking into consideration **economic viability** and the **existing industrial fabric**, within a perspective of sustainable development. This applies to low-tonnage vessels (particularly fishing boats and yachts), for which some contractors have already established a position. The aim will be not to subsidise a sector but to ensure that initiatives by small firms or large industrial groups are supported and encouraged.

Bring about change in sea transport

The world of the 21st century will necessarily be "**maritime**". This development is part of the **globalised economy**, in which sea transport is the basis of international trade and standards are defined and enforced globally.

But these changes include **greater insecurity and threat**. Transporting goods takes place in a less stable environment, subject to all sorts of threats (terrorism, piracy and perhaps in the future, conflicts around trade routes that have become vital arteries for countries open to the world).

Future sea transport will also need to integrate the need for an **environmental change in behaviour**, which will concern both the environmental impact of transport and the transport-related risks for the environment.

Not least, the competition caused by globalisation is associated with "**social dumping**", which particularly threatens employment in sea transport.



As the 21st century advances, sea transport will need to meet these challenges. In this respect, **the ideas thought modern at the end of the 20th century²²** will clearly have to change, because they belong to an out-of-date pattern. France possesses real assets that are often “disregarded” (know-how, quality operators, long-standing experience among operators with sustainable development, training course, qualified personnel able to develop, etc.) and these need to be properly recognised and used in order to put our autonomy on a firmer footing.

Priorities in these changes are **securing the supply lines** for France and Europe, **creating long-term jobs and making transport stakeholders more accountable**. France’s maritime policy with respect to sea transport will deploy in four strategic axes :

- ▶ Strengthen the national flag;
- ▶ Speed up change in transport towards environmental behaviour;
- ▶ Develop sustainable employment with high qualification standards;
- ▶ Press for higher international norms.

Strengthen the national flag

The existence of a significant national fleet, “controlled” by French nationals and largely flying the French flag will be a major asset in the future for France and its operators. A fleet of this sort contributes to securing the sea supply lines for France and Europe, raising safety, labour and environmental standards, and is likely to attract ship-owners glad, in an uncertain world, to display the flag of a State that lives up to its responsibilities.

Furthermore, **a national flag fleet of recognised quality** ensures that France’s voice will be heard in the international forums that lay down and amend the law of the sea and its practices.

The creation of the French International Register (FIR), which came into force on 1 January 2006, was intended as a sustainable response to a number of economic, social and environmental issues concerning the management of

22 - “There will always be ships on the market, even if they are foreign, to ensure the logistics for our exports and imports”; “The flag issue is becoming secondary”; “Freedom of the seas is a guaranteed advantage”; “Crises are less of a threat to maritime than to land-based activities”; “It is enough to set free the dynamic role of good entrepreneurs to ensure that supply meets demand and in the long term labour standards are ‘levelled up’”; “Undeniable progress in maritime quality and safety is a sufficiently powerful tool to accelerate change”.



maritime suppliers. With the FIR, the French government expressed its intention to promote its merchant and cruising fleet by making national flag transporters more competitive and asserting the importance of government control of the flag in complying with rules of security, safety, working conditions and protection of the environment. After the first few years of its operation, it is useful to make a status report on a system that appears to be meeting its objectives despite structural obstacles. France considers that the classification of the FIR as a flag of convenience by the International Transport Workers Federation (ITF) is hard to justify in the light of the **quality of French standards of safety and social protection**, officially recognised worldwide by all public monitoring bodies. The French government will support any initiative aimed at annulling this classification.

The increase in the French fleet made possible by this ship register, more attractive to ship-owners, and the adoption of suitable measures such as the development of an inter-island network, will be advantages for the maritime connections of the overseas territories.

Because sea transport produces few greenhouse gas emissions per tonne carried, it is an alternative to road or air transport over short and long distances, in bulk or for local supply. This **modal shift** to sea transport is a priority; it will be achieved by

- ▶ **reliability for maritime freight customers:** development of sea motorways and short- and medium-distance cabotage, networking of ports, including secondary ones, together with regulation of logistics networks and development of shorter pre- and post-routing for containers;
- ▶ development of **sea highways**;
- ▶ development of **interurban maritime transport** (low-impact coastal tramways);
- ▶ simplification of maritime commercial law

The maritime sector will also need to **reduce still further its ecological footprint**, particularly in terms of atmospheric discharge and noise.

In order to add a **social dimension** to the sustainable development of the maritime sector, the national sea and coast policy will promote the highest standards for the **employment of seafarers**.



Despite the undeniable progress that has been made, the globalisation of sea transport is still too advantageous for ship owners offering the “lowest wages and conditions”, creating unacceptable human and working situations that discourage the young seeking a career. In the fisheries and sea-farming sectors there are considerable tensions. These jobs, carried out in hard, even dangerous, conditions, are not properly rewarded. As a globalised industry, sea transport can only move towards better recognition of labour issues if there are **standards negotiated at international level**. To set an example, France will ratify and help enforce the International Labour Organisation’s conventions on seafarers and will encourage EU initiatives in this area. Particular attention will be paid to the position of the crews of ships abandoned in French ports.

France’s aim is to **attract young French people to careers as sailors** and in sea-related occupations. This objective will be pursued via a range of consistent actions: increasing the attractiveness, prestige and diversity of maritime training courses throughout careers by **maritime education upgraded** to the highest international standards, continuing to update labour relations, promoting a prevention policy for risks, accidents at work and at sea (particularly concerning crew fatigue aboard coasters), supporting maritime employment by encouraging the emergence of new occupations, fostering mobility and career security, developing promotion from the ranks and the **recognition of work experience** (particularly relevant to sea-related jobs), facilitate career changes for on-board crews.

In an international environment in which freedom of registration is the rule (and this freedom can or may only be restricted if standards of respect for the environment, labour conditions or safety are flagrantly ignored) France will need to work within the European Union to **raise international standards** on safety, the environment or labour conditions. This country will aim to enhance responsibility for the environment among sea transport stakeholders.

It is essential to have a **national flag fleet** for France’s voice and Europe’s voice to be heard in the forums where standards are devised, particularly the **International Maritime Organisation (IMO)**.

This necessary shift to greater safety and responsibility must not be achieved at the expense of the competitiveness of French ship-owners.



France has taken the lead in fighting for maritime safety and against pollution, as can be seen in the recent adoption under the French EU Presidency of the Erika 3 Package improving maritime safety and the high ranking regularly achieved by the French fleet in the Paris Memorandum of Understanding on maritime safety. There can be no let-up in combating **maritime pollution**.

This combat will be strengthened by

- ▶ promoting with the EU worldwide standards for preventing risks and pollution binding on flag states, and developing action for navigation safety, particularly in international straits;
- ▶ establishing appropriate resources for intervention and developing anti-pollution technologies;
- ▶ improving the localisation of pollution and traceability of cargoes (containers, ballast discharge, etc.).

France will examine and support **new rules for the IOPC Funds** so that oil spills receive better compensation.

Possess ports of international significance

The importance of ports for the national economy was well understood by French post-war planners. Major harbour platforms were built to locate "at the water's edge" those heavy industries that had become highly dependent on commodity imports, and this consolidated our industrial fabric, although the oil shocks of the 1970s prevented this country from taking full advantage of this exceptional infrastructure.

On the contrary, for too long the **strategic importance of ports** in a globalised economy was under-estimated, which explains the relatively poor position of French ports in the container traffic that has become a vector of this globalisation. The consequences for the French economy have been considerable, since the **major logistics platforms, generating high value added**, are located near the most efficient European ports.

The government has begun an ambitious ports policy based on high-quality port services and an increase in bulk transport by rail, waterway and coastal



shipping. This will be a key factor for our economy's competitiveness and a pre-condition for the success of any modal shift policy to protect the environment.

A port is key to the economic development not only of the zone in which it is located but also as a service node between sea and land, a major tool serving external trade and industry. For that reason, the government has begun a major ports reform intended to restore the competitiveness of French ports. This reform, particularly of cargo handling, is due to produce its first results together with the strategic projects established by the major sea ports (2013).

The long-term objective is to double **French ports' market share** in containers to **12% of the European market**. More competitive ports and consequent higher market share will encourage French external trade and reduce land transport and greenhouse gas emissions. These ports will also bring growth and employment to their hinterlands.

One feature of this pace-setting operation will be to develop the maritime vocation of Greater Paris. From Francis I to Napoleon, all France's leaders have sought to give Paris an Atlantic seaboard; as the latter put it: "**Paris-Rouen-Le Havre, a single city with the Seine as its main highway**". As part of the Greater Paris project, France will rebuild its connection to the sea by organising logistics for the Paris region (Île-de-France) along the line of the Seine with coordination between the action of the ports of Le Havre, Rouen and Paris. The Seine ports coordination council will include the harbours of all the local authorities in that catchment area and provide Paris with an access to the sea, like other great metropolises in the world.

In addition, thought must be given to continuity with France's Mediterranean seaboard and the port of Fos-Marseille, making this into the strategic interface required by the Union for the Mediterranean.

A coordination council has also been set up for the Atlantic seaboard (Nantes-Saint-Nazaire, La Rochelle and Bordeaux) to improve synergies between these ports (communication policy, coordination of major investments, transport links).

The ports development strategy will be at the crossroads between **regional planning policy** and maritime policy, directing flows towards land and sea.



The development of freight concentration (rail and waterway) in pre- and post-routing for ports is a key objective. There is an environmental aspect, since this development will help reduce greenhouse gas emissions, and an economic aspect, since the **development of French ports' hinterlands** requires greater capacity for shifting goods, particularly in containers. The combined growth of rail and waterway transport is also key to developing both modes, since a considerable proportion of their traffic goes to and from the French ports that are the prime locations for freight concentration. The national commitment to rail freight launched in September 2009 and the associated action plan demonstrate the government's intentions in this field.

By developing its ports, rail and waterway transport networks, France must become **Europe's Atlantic interface**.

Ports policy must also include the development of ports of embarkation, disembarkation and shore visits for cruise liners, particularly in the major cruising zones of the Mediterranean and Caribbean.

Ports must also develop new infrastructure strategies. The development of a port requires the most rational and productive use possible of existing facilities. Where new greenfield projects are envisaged, it is important to consider any environmental issues as early as possible in the process, and where impact cannot be avoided, be meticulous in compensating for it. Achieving an overall vision of ports over the areas they manage, whether natural or man-made, is a key point in the act on ports reform passed in 2008.

The implementation of new infrastructure policy also requires better consideration of interfaces with the city. Here a key issue is the reconversion of areas that were used for military, trade or fishing purposes and are now abandoned.

The facilities built by ports should also **reduce total pollution** discharged by port activities (shore power connection for particular vessels, wastewater management in careening areas, etc.).

For dredged material, it is important to prohibit discharge of polluted material at sea, encourage best practices in the maintenance of harbour areas and access channels (dredging, discharge of spoil), develop innovative approaches

to use dredgeate (recycling), improve sorting techniques, and encourage the development of processing businesses, including for processing the most polluted discharges on land. The work of the GEODE multidisciplinary group in this field will be continued.

A strategy for leisure boating and marine recreation

Leisure boating and marine recreation account for much of the economic and tourist activity related to the sea, such as shipbuilding, equipment, harbour construction and management, services and rental.

Boating used to be the main activity, but now there are others (diving, kayak, water-ski, motorised watercraft, etc.) that are becoming more popular in both metropolitan France and the overseas territories. Almost one French person in three now practises them. France must retain its positioning among the world leaders in leisure boat construction, and also remain a first-rank destination for marine recreation.

These activities may have a large footprint on coasts:

- ▶ direct or indirect competition in the **area close to the coast**: harbours and mooring places, marina facilities, services, induced commercial activity whether sea-related or not;
- ▶ impact on **water quality** via discharges, particularly in areas of high activity or low tidal range;
- ▶ risk of impact on natural or cultural heritage: destruction of marine or coastal habitats, resource extraction (sport and leisure fishing, etc.), disturbance of species, damage to historic wrecks.

Leisure boating activities contribute directly to the economies of coastal regions well beyond harbours and the sea. However, they can only be developed with strict respect for the environment, particularly with respect to new mooring sites in harbours. Innovative solutions exist that comply with the principles of sustainable development, and should be adopted wherever possible.



To that end, a **national strategy for leisure boating and marine recreation** will be defined by central government and local authorities. It will lay down a vision for each harbour navigation zone, including practices for reconciling these activities and environmental conservation. It will integrate the common principles of national policy such as economical use of space and of governance in definition and evaluation. The strategy will stipulate that all stakeholders concerned should be involved at all stages of design and implementation of projects, and that consideration should be given to any financial contribution from users to the management of the sea and coast, and its monitoring.

It will involve the following priorities:

- ▶ better integration into infrastructure and housing projects, particularly in land-use planning;
- ▶ comprehensive environmental evaluation of projects;
- ▶ dynamic management of public spaces concerned and their use, particularly multi-use, sharing and reversibility (slipways, collective moorings, wet and dry docks);
- ▶ development of shared or collective uses (rental, shared ownership);
- ▶ upgrading of training facilities for participants, stressing safety and respect for the environment;
- ▶ promotion of France as a high-quality destination for marine recreation, for the environmental quality of its sites and services.

Promote the maritime dimension of the overseas territories

France's presence extends far beyond Europe. This country's vast maritime zones in four oceans ensure its participation in many international forums that discuss maritime issues: most of these zones are in the Pacific (around French Polynesia and New Caledonia) and the Indian Ocean (around the Kerguelen Islands). Many of France's maritime assets are thus associated with these large overseas economic zones where this country has exclusive rights to resource exploitation and also the obligation to protect the environment,



which is often of exceptional quality. France's overseas maritime zones provide access to the open sea and the future use of its biological, energy and mineral resources. They are exceptional observation areas for research in four oceans, on climate, the earth, environments, resources, biodiversity and tropical zones. They are also places for the experimentation and development of new technologies, such as the sustainable management and use of resources and renewable energy.

The national research and innovation policy will contain specific points for the overseas territories and crosscutting recommendations for marine areas.

These assets for France are primarily assets for the people of the overseas territories themselves: the biological, mineral and energy resources in these zones must first be of benefit to the communities in the overseas territories and contribute to their economic and social development. They can also help them extend their influence and that of France within the ocean basins and regional seas to which they belong.

These assets are also assets for Europe: via the overseas territories of its various Member States, largely France, the European Union is represented throughout the world and on most regional forums. The French overseas territories must be fully involved in the European project, respecting the diversity of cultures and customs and the capabilities of their local authorities, on the basis of shared values and ambitions.

The overseas local authorities, stakeholders in national maritime policy

The objectives of national maritime policy must fully integrate objectives for the overseas territories; they must be defined in close liaison with the overseas local authorities and decided after consulting these authorities.

In line with the general principles of governance of the sea and coast, national maritime policy will be adapted to each **overseas ocean basin**, under the joint supervision of central government and the relevant authorities. The



definition of these ocean basins will take into account the specific features of each overseas territory, particularly its regional context and cooperation with neighbouring countries and seaboard regions. Ocean basin governance will be based on consultation bodies established for each ocean basin and involving all stakeholders.

France will be represented in the regional forums addressing maritime issues (regional sea conventions, etc.) jointly by central government and the relevant local authorities, or its representation will be delegated by **subsidiarity** to the local authorities in line with the objectives and principles of national maritime policy and after consultation with central government. Under the guidance of their local authorities, the French overseas territories will contribute in the maritime field to the wider influence of France and the development of **international cooperation at ocean basin level** (such as regional seas).

The overseas territories are involved in many of the maritime issues that face France, particularly concerning the marine environment and the integrated management of sea and coast: however the responsibilities may be distributed, these territories cannot alone bear a **burden that belongs to the entire national community**, and they will need to receive **technical support** from central government (particularly its agencies and public establishments).

Marine environment and the overseas territories: major assets and considerable responsibilities

The French overseas maritime zones are spread over all the oceans and all latitudes, and are home to an exceptional biodiversity that is a considerable asset,²³ which gives France a particular responsibility that this country intends to assume; our overseas marine biodiversity is a major feature in our national strategy for biodiversity and the corresponding action plans (sea and overseas).

This responsibility belongs to central government and local authorities, which must act jointly and pool their resources to preserve and protect the marine and coastal environment. To that end, it is important to strengthen the partnership governance of the local action plans of the National Strategy

²³ - The most visible economic effects are in tourism.



for Biodiversity and the French Coral Reef Initiative, so as to boost their achievements.

Particular attention will be paid in the immediate future to the establishment of plans for the protection or restoration of the emblematic species and habitats in each of the overseas territories to develop, and if necessary strengthen, partnerships between the various stakeholders. These plans will closely involve all local stakeholders, develop actions to improve public awareness on the sustainable management of biodiversity, examine possible economic exploitation and will, as far as possible, contain a dimension of international cooperation.

The marine protected areas can make a major contribution to this protection, and the overseas MPA network will be given particular attention; know-how in this field and more generally in the preservation of biodiversity will be developed, for example via **competence centres networking** with those in metropolitan France; these sectors will be publicised in regional cooperation.

The protection of the overseas marine environment also requires combating pollution from land-based sources. The overseas territories are still insufficiently equipped to treat wastewater; either there are no treatment plants at all or they are not up to standard. In some territories, solid waste is poorly managed. **Improving wastewater and solid waste treatment is a priority** for these territories, and will require capacity building in choosing and supervising contractors for projects.

Can marine resources be the basis for the economy of the future?

The maritime zones under French jurisdiction contain major resources, which must be properly used while respecting the environment, particularly for local communities. This use of resources must be a **major strategic thrust** in the local versions of national maritime policy within each overseas ocean basin.



The potential **biological resources** in these zones are many. In addition to traditional fish stocks, there are algae and bioresources and associated biotechnologies. This natural heritage must be conserved and protected, but it can be sustainably harvested by integrated management. Legal instruments and control systems are needed to prevent the resources being plundered: despite the difficulties involved (vast sea areas far from continents), effective surveillance and control are essential for credible management. Central and local government must work in a coordinated manner and in regional cooperation with other coastal states to apply a proactive policy in this area.

The overseas territories are particularly favourable to the development of mariculture (molluscs, fish, prawns, algae, etc.); because they are generally far from consumers, these territories cannot compete with the low-quality mass production of country with poor labour and environmental standards and must go for quality and **high environmental standards**. The development of environment-friendly production techniques is a **potential area for excellence and regional cooperation** for the French overseas territories and could be based on a network of overseas excellence clusters.

Synergies can be achieved between maritime sectors of activity (use of nutrient-rich cold water pumped up to produce marine energy or air-conditioning, etc.).

The French overseas territories are particularly well placed to use the vast **marine energy resources** and develop competencies in this field.

Energy self-sufficiency is a major objective for territories that are mostly islands. Marine renewable energies could ultimately meet most of their needs for electricity, particularly from swell and wave energy, tidal current kinetic energy (particularly in lagoon entrance channels), geothermal energy and in the longer term, ocean thermal energy.

The development of marine renewable energies is a unique opportunity to turn overseas local communities into regional excellence clusters for marine renewable energy and to launch *regional cooperation* in this field with coastal states.

Underwater mineral resources, too, offer real prospects for economic development.



The French overseas territories may well contain considerable oil and gas deposits, particularly off French Guiana, New Caledonia, Saint-Pierre et Miquelon, the Mozambique Channel (Juan de Nova Island), Mayotte and, to a lesser extent, the French Antilles.

Inventories should be made of these resources, both conventional and innovative (gas hydrates). These hydrocarbons will certainly be expensive to mine, but they will no doubt become competitive as today's easily accessible resources dry up; prospection and possible exploitation need to be managed strategically.

Metal resources in the oceans (nodules, metal deposits on mid-ocean ridges, etc.) are strategic resources present in many overseas maritime zones and could provide alternative sources of supply when land-based deposits are exhausted or inaccessible.

Technology and know-how in these fields are a possible future avenue for development overseas, particularly in the Pacific. This development will require inventorying, research, technology development and full-scale experiments within a careful framework of impact assessment and social and ecological responsibility.

Assert France's place on the international scene

By being an active player in international governance

History and geography have endowed France with considerable potential and the responsibilities that go with it, involving rights and obligations that this country intends to fully assume on the international scene.

To that end, we intend to reinforce our contribution to the effectiveness of the international forums charged with organising and regulating human activities related in any way with the sea. Two major objectives will guide our action:



global protection for the oceans and their resources, a common good of humanity, and the **preservation of French and European interests**. This commitment will take the form of exemplary exercise of our rights and responsibilities in the zones under our jurisdiction and our involvement outside these zones in enforcing international treaties, conventions and decisions.

France intends to use the synergy and complementarity it gains from its presence in the overseas territories and its membership of the European Union and the Union for the Mediterranean (UfM).

France works proactively with its partners to achieve a European integrated maritime policy. In the relevant international forums this country seeks to develop and extend the European Union's place and influence, representing the EU's ideas where the Union is not a member.

Within the Union for the Mediterranean, France encourages members and multilateral institutions to develop an integrated Mediterranean marine strategy shared by all to make the Mediterranean the cleanest and safest sea on earth.

In addition to our European and Euro-Mediterranean commitment, we intend to reinforce our action in the work of the international and regional forums to which we belong as a coastal state or as associated observer, and maintain our naval presence in all oceans as a direct support for our diplomacy.

With that in view, this paper's definition of our national maritime policy will enable us to persuade others of this vision, within the EU, among coastal states in the ocean basins to which we belong, and among the major maritime nations, most of whom are currently revising their maritime policies.

France's diplomatic action will aim to promote the United Nations Convention on the Law of the Sea (UNCLOS) among those countries that have not yet signed it and add to the Convention legal provisions to take account of issues, threats and risks.²⁴ The high seas are free to all, but this freedom must not drift into lawlessness; the legal framework must be extended to make it possible to prohibit activities that are criminal or harmful to the environment, **while preserving the basic freedom of navigation**. Those countries that

²⁴ - Particularly those risks that were not appreciated during negotiations as keenly as they are now, such as global warming and its consequences and the impact of human activities on biodiversity.



have the maritime capabilities must be able to intervene on the open sea in the name of the international community.

Open sea biodiversity is of particular interest to this country and we are active members of the *ad hoc* working group to study issues relating to the conservation and sustainable use of marine biological diversity beyond areas of national jurisdiction convened by the United Nations General Assembly (2006, 2008, 2010). Pending a legally binding international agreement, as proposed by the European Union but far from being universally accepted, France wishes to encourage the development of open-sea marine protected areas, a legal instrument for regulating open sea species and activities: a first stage towards a firmer governance of the open sea.

In the case of environmental issues not covered by UNCLOS, France aims primarily at regional agreements, particularly regional sea conventions to which this country is party, dedicated to protecting the environment but whose scope is gradually being extended to integrated marine management: OSPAR Convention for the North-East Atlantic (under which France is supporting the pilot Marine Protected Area in the Charlie Gibbs fracture zone), Barcelona Convention for the Mediterranean, Cartagena for the Caribbean, Nairobi for the Indian Ocean, Noumea for the South Pacific and to some extent the Convention for the Conservation of Antarctic Marine Living Resources for the Southern Ocean. France will also raise these issues in regional fisheries management organisations.

France also favours strengthening the effectiveness of the international legal arsenal by establishing networks of maritime prosecutors and investigators, like the North Sea Network of Investigators and Prosecutors (NSN) for pollution in the North Sea, of which France is an active member. This country also initiated a similar network for the Mediterranean.



By being a driving force in constructing the European Union's integrated maritime policy

As competencies are transferred and shared, the European Union is already the framework for many sea-related policies; an increasing number of legal matters are now addressed at EU level. The EU has for some years been devising an integrated maritime policy with first a "Green Paper"²⁵ and then a "Blue Book"²⁶, for which French maritime policy should not merely be a local adaptation but rather a driving force.

France brings to the EU the know-how of a great seafaring nation and access to all the oceans. We must

- ▶ prompt initiatives from the European Commission and the EU Presidency;
- ▶ work closely with the Commission and other Member States in defining the architecture of the integrated European policy, coherent sectoral strategies, supervisory and consultative bodies at European level, specific funding instruments and programmes to be implemented Europe-wide;
- ▶ take part in informing European parliamentarians about maritime policy and its issues;
- ▶ respond to calls for tenders and proposals issued at European level for implementing the EU's integrated maritime policy,²⁷ and fields contributing to it;²⁸
- ▶ propose innovative projects at EU level;
- ▶ back coordination of the resources the EU devotes to the sea (operational agencies, etc.).

France will also work actively to construct an integrated maritime policy for the Mediterranean within the Union for the Mediterranean and with the European Union.²⁹

25 - "Towards a future Maritime Policy for the Union: A European vision for the oceans and seas", COM (2006) 275.

26 - "An Integrated Maritime Policy for the European Union", COM (2007) 575.

27 - As this country did, for example, in 2009, responding to the call for tenders relating to maritime surveillance launched in the Blue Book.

28 - Framework Programmes for Research and Technological Development, etc.

29 - "Towards an Integrated Maritime Policy for better governance in the Mediterranean", COM (2009) 466.

30 - Which has already occurred with the creation of the FRONTEX agency.



The security-defence continuum highlighted by the White Paper on defence and national security is particularly evident in the maritime world. The European Union is the natural framework for developing an integrated maritime security policy. The entry into force of the Lisbon Treaty will make it possible to extend the use of the EU's military resources³⁰ on its territory and in the waters around it. The EU possesses a repository of normative competencies in many civilian areas and coordinating capabilities in legal matters that can be used to increase the Union's direct involvement in the security of its maritime coastal approaches.

By fully exercising our responsibilities

In the maritime zones under our responsibility, this country is subject to obligations, particularly to preserve the marine environment, and enjoys sovereign rights laid down by the international law of the sea.

France has created around its territory in this way zones in which its jurisdiction applies; however, their delimitation is not comprehensive. In addition, France's sovereignty and jurisdiction over its maritime zones is not always effective: in some zones it is even contested by third countries. This restricts our ability to effectively protect these areas and also to exploit their resources. The situation is not satisfactory since in the absence of a clearly identified responsible state, non-delimited zones are potential areas of lawlessness.

The delimitation of zones under France's jurisdiction will continue, including in those regions where this country's sovereignty is contested, if necessary by special partnerships with the other states concerned.

France will pursue its ratification work and will ensure that the new binding international obligations are transposed into domestic legislation.

It is important to continue to **strengthen our national legal arsenal** by building on the achievements made, for example, in the anti-drug trafficking field by

31 - Article 17 of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 20 December 1988.

32 - Marseille JIRS for the Mediterranean.

33 - Bill on counter-piracy action and the exercise of the state's police powers at sea, currently before Parliament.



transposing into French law the possibilities offered by the Vienna Convention³¹ (nominating delegates for government action at sea [AEM] competent for all seas and oceans, identifying specialised inter-regional jurisdictions [JIRS],³² etc.). In this way, appropriate solutions to the legal problems raised by counter-piracy action or the detention of malefactors at sea can be implemented.³³ The effectiveness of law enforcement against offshore fisheries offences and illegal fishing will be strengthened by making procedures more systematic, simpler and faster.

The task is to ensure that all sea users **comply** with international, European and French **regulations** in the maritime zones under French jurisdiction. The creation of maritime protected areas and the prohibition of harmful activities only make sense if there is adequate surveillance to detect a significant proportion of offences, enforcement units to protect, intervene (or report) in order to stop the offences, legal proceedings followed by deterrent sanctions and, if necessary, reparation for the damages.

This is mainly a national responsibility, even if it is usually carried out in close cooperation with other countries. The French government is duty bound to supervise the necessary actions and provide responses. It needs to be organised as effectively as possible to that end.

By strengthening our defence and security capabilities

Contribute to global ocean security outside zones under national jurisdiction

The strong presence of states at sea is more necessary than ever. France will contribute, within appropriate coalitions, to the **protection of the maritime supply routes** of Europe and its overseas territories against any threats that emerge, as we are now doing with piracy in the Gulf of Aden. The counter-piracy Operation Atalanta off Somalia has added a naval dimension to the European Security and Defence Policy. This is part of the EU's general approach to the issues of security at sea. Operation Atalanta goes beyond

³⁴ - Such as a sea embargo to combat the proliferation of weapons of mass destruction.



the narrow bounds of crisis management and involves the protection of Member States' citizens and economic interests.

Where it is necessary to save the lives of its citizens and defend its major interests, France must have the resources to do this alone in an emergency where speed is of the essence.

France will take part as far as may be need in coercive action at sea to oblige a state to comply with a decision of the international community³⁴ or to respect its defence agreements.

These commitments are primarily concerned with the nation's defence and its vital interests. The necessary military resources, which are most of the system, are defined in the defence planning acts that apply the strategy described in the White Paper on defence and national security.

France will take an active part, alone or within international organisations, in combating illicit trafficking and activities likely to damage the common good that is the ocean.

The effectiveness of France's action in these areas is based on seamless coordination and joint work among its various resources whether diplomatic, legal or military.

Diplomatic action clearly comes first in managing maritime crises and also, at all times, in preventing them. When France faces a crisis, our diplomacy prepares action by alerting the international community to prompt reactions, by devising a legal framework to act effectively,³⁵ contributing to putting together a coalition, and obtaining support from the coastal countries in the zone concerned. Throughout the crisis, our diplomatic staff take part in its day-to-day management, for example, where agreement from a suspect ship's flag state is needed before action, or in the treatment of the persons apprehended; less well known is French diplomatic action with the countries concerned to reduce the land-based causes for the disturbance of maritime security.³⁶ This is long-term action that needs to last beyond the cessation of conflict to avoid it reappearing once military forces are withdrawn.

³⁵ - Usually by having a UN resolution passed as a "mandate".

³⁶ - As we are currently doing by assisting Somalia, Djibouti and Yemen (cooperation and coastguard training) to combat piracy in the Indian Ocean.



In more general terms, France endeavours to act preventively, in the regions where threats to maritime security are most likely, by offering its support to particularly vulnerable states in order to address the underlying causes and improve their capability to secure the areas under their jurisdiction.

This country will also seek the creation of an open strategic dialogue among traditional and emerging maritime powers to forestall tensions that may arise from current or predictable developments in the world.

Not least, France will continue to fully meet its international obligations with respect to saving the lives of people at sea and sea rescue operations.





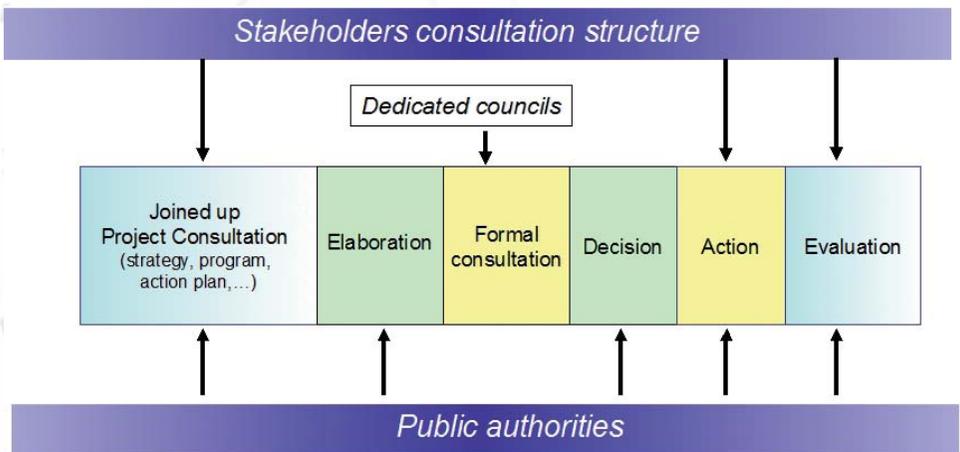
Renewed governance



Extend governance for effective planning

Decisions on the definition and implementation of policies for the sea and coast, whether strategic (objectives and guidelines) or operational (implementation procedures, action plans, etc.) belong to the **public authorities**: parliament, central and local government.

In the case of integrated policy, these decisions necessarily involve a **large number of stakeholders**: central and local government, socio-economic stakeholders, civil society representatives, voluntary bodies and experts. All of them must be **associated** with **defining** and **implementing** policy and take part in **evaluating** it.



Sea and shoreline governance (from Secrétariat général de la mer)

Only involvement of this sort can guarantee that all aspects are considered. Each stakeholder will become aware of the whole range of issues. The process will reveal issues of public interest, the responsibility of the authorities: management of space and marine resources, equity, protection of the environment, etc.

These principles comply with guidelines discussed at European level.³⁷

Cooperation between stakeholders is a matter for **maritime and coastal governance**, which needs to be organised at all strategic and decision-making levels, both international and national.

Ensuring effective action by France in consultation and decision-making forums is the key issue, **both internationally and within the European Union**.³⁸

Governance at national level

France will organise its own governance along sectoral, crosscutting and geographical lines at all levels of decision-making and implementation **from national to local**.

The public authorities have the duty to

- ▶ organise **concerted** consultation, an opportunity for stakeholders to present and compare their interests;
- ▶ invite **formal consultation** so that institutional stakeholder can express their opinions on proposed decisions;
- ▶ make the **decisions**;
- ▶ supervise **evaluation**.

The integrated maritime policy must be expressed in sectoral, crosscutting and territorial policies. This involves **cooperation** between central and local government and between the various local authorities.

It is the task of central government, in its internal governance, to ensure coherence between the actions of all the authorities that represent it and all departments and public establishments.

³⁷ - "Guidelines for an Integrated Approach to Maritime Policy", COM (2008) 395.

³⁸ - See section on "International action".



The national consultation body is Conseil national de la mer et du littoral³⁹ to be called the "National Council for the Archipelago of France", which will serve as a model for maritime and coastal governance down to local level.

Based on the National Council for the Coast, it will be involved in defining and evaluating all the components of maritime policy (sectoral, territorial and crosscutting).

Its membership will represent all the stakeholders in maritime and coastal governance.⁴⁰ Its work will be coordinated with that of other national⁴¹ and European bodies.

Cooperation between central and local government is essential since responsibility for maritime and land-based policy is divided between them. Joint organisation of consultation on sea and coast issues should lead to common positions and shared commitments, expressed in common documents (strategies, action plans, etc.) supported by jointly run evaluations.

The exercise by central and local government of responsibilities for France's European and international action, for example, in a given ocean basin, will be coordinated and joint representation of France by central and local government may be envisaged.

On the principle of subsidiarity, regional cooperation, especially in the overseas territories, may be managed, if necessary, by the relevant local authority in line with nationally defined guidelines.

Local authorities bordering a given ocean basin (such as the Caribbean) or seaboard (such as the Channel-North Sea) also share common sea and coast concerns: cooperation here should be developed at the relevant level in sectoral policy, territorial strategy or pooling resources for action.

The Minister for the Sea prepares and implements the government's maritime policy, particularly with respect to protecting marine biodiversity and ecological equilibria.

39 - National council for sea and seashore- See bill on national commitment to the environment passed by the Senate on 8 October 2009.

40 - Parliament, central government administration, local authorities, socio-economic stakeholders, representatives of civil society, experts and qualified persons.

41 - Particularly the Economic, Social and Environmental Council.



Since the sea, by its nature, concerns more than one ministry, strong internal governance by **central government is required**. **Central coordination of government action is the responsibility of the Prime Minister**. It is implemented by the Secretariat General for the Sea, which is linked directly to him or her. The local representative for sea users is the maritime prefect or land-based prefect, overseas government delegate, and any action must consider all the dimensions of policy, whether strategic, regulatory or operational, and the whole range of maritime issues.

The coastline is the area where maritime activities affect the land and land-based activities the sea. Coherence between government actions requires them to be systematically implemented under **joint management** with the local representatives in charge of land and sea matters (prefects and maritime prefects). Dialogue with the local authorities, essential for coherence in public action, will be jointly ensured by the same prefects.

Subnational governance

For subnational consultation, **Maritime Councils will exercise governance** in zones appropriate for ecosystem management (seaboard or ocean basin, island, archipelago, etc.).

Each local maritime or coastal project, whether territorial or sectoral (territorial coherence plan, sea exploitation plan, infrastructure project, etc.) will comprise a governance structure on the model of the National Council for the Archipelago of France.

Strategic planning

In terms of public maritime and coastal policy, governance requires defining integrated and sectoral strategies. Integrated strategic planning is decided by the public authorities after consultation with all partners and is a "contract" between the stakeholders involved in the integrated policy. Integrated strategic planning is provided for in Article 35 of the Grenelle de l'environnement



planning bill. In compliance with European Union guidelines,⁴² it lays down

- ▶ economic, social and environmental **objectives**, with indicators and timetables;
- ▶ jointly decided **general and specific guidelines** to meet them;
- ▶ the **stakeholder(s)** responsible for each objective;
- ▶ the connections between **sectoral, crosscutting and territorial strategies**;
- ▶ procedures for **coordination** with other strategies at equivalent level (adjacent ocean basins, etc.);
- ▶ legal, financial and operational **resources**: agencies, structures, programmes, monitoring units, networks, etc.;
- ▶ **regulations** (sharing of resources, space and time, disputes procedure);
- ▶ **evaluation and revision** procedures agreed with stakeholders.

At each of these levels of maritime and coastal governance, strategic planning will be laid down in mutually compatible strategy documents: nationally, a **national strategy for sea and coast**, the reference framework for protecting the environment, exploiting marine resources and the integrated and concerted management of activities related to the sea and coast; subnationally, **strategy documents** for ocean basins, seaboard, archipelagos and island regions; locally, strategies for sea and coast will be specified in the accompanying documents for **legal planning and management instruments**.⁴³ Strategy documents will be based on environmental, economic and social evaluation and signed jointly by the public authorities concerned (central and local governments responsible) and will be regularly evaluated and periodically revised.

Common instruments for effective policy

The **oversight** of national policy requires **common instruments for funding, evaluation and surveillance**. These instruments must be accessible for all stakeholders.

Given the extent of the maritime zones under French jurisdiction, and the significance and complexity of the subject, implementation of national maritime

⁴² - "Roadmap for Maritime Spatial Planning: Achieving Common Principles in the EU", COM (2008) 791.

⁴³ - In particular, sea exploitation plans and the maritime sections of territorial coherence plans, marine nature parks, and more generally any instrument likely to underpin integrated management of a coastal zone, whatever the legislation (water, town planning, etc.) or authority (central, local government) governing it.

policy will need to develop major programmes that must be carried out with limited resources.

Maritime and coastal management and protection of the marine environment could be the first to benefit from the exploitation of marine resources and exclusive use of marine space. The licence fees for exploiting the resources and permanent use of public space at sea and on the coast may need to be re-evaluated to take account of the real value of these resources and the benefits of using the sea.

Land-based and maritime activities necessarily impact the marine environment: environment taxes are an effective instrument for promoting best practice and ensuring that each activity bears its environmental externalities. The possibility of earmarking tax revenue as a **priority for management** of sea and coast and compensation for damage will be examined, whether this concerns taxes on land-based activities or taxes and fees on pollution by land-based activities of the marine environment collected by ocean basin agencies.

In order to focus public resources on tasks of general interest, the possibility will be examined of transferring to users part or all of the financial burden of the specific regulation of their activity (application processing, monitoring, control).

Requirements for management and marine resources are unequally distributed, and it is necessary to establish instruments for **redistribution** and **solidarity** among stakeholders and communities, and between metropolitan France and the overseas territories.

Oversight of the funding of maritime and coastal policy should make it possible to monitor the resources allocated to this policy from whatever source (central, local government, European Union, taxes and fees, compensation, contributions from public or private bodies, foundations, etc.), and specifically the resources devoted to the integrated management of sea and coast as practised at national, subnational and local levels. If necessary, these could be managed jointly.⁴⁴

44 - For example, on the model of the land-use planning intervention fund (FIAT).



Evaluation

Evaluation is designed to ensure permanent monitoring of maritime policy and to enable each stakeholder and citizen to follow progress made towards the **objectives** of this policy: sectoral, crosscutting and territorial objectives. It also makes it possible to monitor the **legal commitments** made by France at EU and international level. It can also be used to assess the effectiveness and efficiency of the human and financial **resources** employed.

Evaluation involves setting precise objectives (values to be achieved, thresholds not to be passed, trends, etc.), which are political in nature and represent commitments by the various stakeholders in maritime and coastal policy; the objectives should cover all dimensions of sustainable development and comprise indicators and a timetable (milestones). Clear objectives need to be defined for each sectoral and crosscutting policy, down to territorial level if necessary (e.g., marine energy production objectives by seaboard or region).

The definition of the indicators will be done by a **coherent network of observatories units** for the sea and coast led by a **National Observatory of the Sea and Coast** based on the existing *Observatoire du Littoral*. It will implement evaluation of maritime and coastal policy at national level, and provide some of the indicators France is required to supply under its EU and international commitments. The National Council for the Archipelago of France will be consulted for the definition and modification of these indicators. The National Observatory of the Sea and Coast will propose **indicators** for national maritime policy in liaison with the relevant EU and international bodies. It will make the evaluation findings available to all stakeholders in maritime policy and the general public, in particular a **French seas scoreboard** containing the key indicators for decision-makers.

The evaluation findings will be summarised every three years in a national report produced together with the National Council for the Archipelago of France.



Maritime surveillance

Surveillance of sea and coast is crucial for making decisions, whether of strategy or management, contributes to evaluation and is an obligation laid down in EU⁴⁵ and international documents.

Surveillance of the environment monitors parameters in the long term and detects any changes, contributing to early warning systems (high tides, tsunami, health alerts, etc.). It is concerned with biodiversity, the oceans' physical, chemical and biological parameters, all parameters relating to the environmental status of the oceans and those required for the integrated management of sea and coast.

Surveillance of activities supports the application and enforcement of regulations, collects the information needed to protect persons and goods and helps combat illegal activities.

Whether for the environment or activities, surveillance is expensive and complex; there must be **greater pooling of resources** (observation, networks and operating systems, data processing, databases, dissemination) among the large number of French and international stakeholders (central government departments, public establishments, local authorities, professional bodies, etc.) across sector boundaries. This pooling can be achieved by jointly managed and funded programmes to produce the desired information, make optimum use of the expensive assets employed (satellites, aircraft, vessels, land stations, etc.) and the information collected, share the cost of operating services and ensure interoperability between systems and networks. These programmes will support France's participation in the surveillance work that in most cases involves EU or international coordination. They will ensure that ocean observation systems and networks are sustainable and coordinated in the long term, particularly satellite and in situ observation systems (networks of drifting floats and fixed stations, etc.). The ocean surveillance resources must interface with existing surveillance networks, in particular those relating to the quality of continental and coastal waters.

France possesses world-class know-how in **operational oceanography**, which is a critical overall surveillance instrument for public action. These

⁴⁵ - See "Towards the integration of maritime surveillance: A common information sharing environment for the EU maritime domain", COM (2009) 538, international conventions and agreements, European directives (Water Framework Directive 2000/60/EC, Marine Strategy Framework Directive 2008/56/EC, NATURA 2000 directives, regional sea conventions, etc.



capabilities acquired throughout the world's oceans⁴⁶ will be consolidated and extended to the surveillance of coastal zones: a system of operational coastal oceanography will be developed within the European GMES⁴⁷ programme and will form the basis for a public service of operational surveillance of sea and coast for users and decision-makers.

The resources and experience of the users of sea and coast will be used and these users (fisheries, maritime transport, energy production, etc.) will be encouraged to participate in surveillance (particularly of the environment) by voluntary and regulatory measures and financial incentives. Access to surveillance information will be facilitated to meet the commitments contained in the conventions and directives relating to access to environmental information.

A national programme for surveillance of sea and coast will be established by central government in consultation with the National Council for the Archipelago of France. Overseen at interministerial level, it will be developed and implemented by a consortium of public bodies.

Central government's responsibility: increase operational resources

The credibility of France's maritime policy depends primarily on the ability of the French government to exercise its responsibilities at sea.⁴⁸

The use of the French government's resources at sea contributes to the European Union's action to confront maritime risks and threats.

At the present stage of construction of the European Union, France does not intend to permanently allocate any of its sea-borne capabilities to an EU body or agency. France will continue to provide support for action coordinated by the EU or one of its agencies, by seconding the capabilities it chooses for specific periods of time or tasks. This country will work towards the harmonisation of control procedures among Member States.

⁴⁶ - MERCATOR Océan: www.mercator-ocean.org

⁴⁷ - Global Monitoring for Environment and Security.

⁴⁸ - This section does not address the purely military operations carried out under the political leadership of the President of the Republic, head of the armed services.

Since 1978, France has built up an organisation for government action at sea that has proved its worth on a number of occasions. This system, specific to France, is based on decentralised coordination among administrations. It needs now to adjust in order to effectively respond to the international and European developments that have occurred in recent years.

This system must meet new requirements because of new threats and emerging risks on top of current needs. The significant increase in human activities at sea and a national resolve to manage them quantitatively and qualitatively means an increase in the number of obligations for government (more regulations, creation of zones requiring specific surveillance, limited material and human resources).

To address these developments, the French government will lay down and regularly review in the light of circumstances the priorities for the various missions of its action at sea.

...by using our strengths...

Only immediate total cooperation between ministries can provide any hope of success in the conduct and management of emerging affairs⁴⁹ that are always complicated.

Between the Prime Minister, the responsible politician and ultimate decision-maker, and the operational manager in the zone, there is only one level of command: the government representative at sea.⁵⁰ This person is charged with providing leadership and coordination at regional level for the use of all capabilities for intervention at sea. They possess both civil and military competence, in a single person in the case of the maritime prefect in metropolitan France. Overseas, these two roles are carried out by the government delegate and naval commander of the maritime zone.⁵¹

This short, simple chain of command enables the required responsiveness, single command at the point of action and avoids diluting responsibility.

49 - Such as the involvement of the foreign ministry (flag issues) or the justice ministry.

50 - Maritime prefect in metropolitan France. Overseas, the government delegate is the designated regional prefect or the high commissioner, assisted in this function by the naval commander of the maritime zone concerned.

51 - This close combination of the civil and the military clearly corresponds to the security-defence continuum recommended by the White Paper on defence and national security.



The maritime prefects and overseas government delegates will receive a letter of mission from the Prime Minister laying down the priorities and objectives that will enable them to plan the activities of the various capabilities of government departments.

Diversity and complementarity of stakeholders

A number of different administrations take action at sea as part of their specific responsibilities: French Navy, maritime affairs, customs, law enforcement and emergency services, to name only a few. This is an advantage due to the remarkable experience they have acquired in their own fields and the extended range of their missions. Their membership of networks linking them to equivalent administrations in other countries and the web of established relations based on common interest and mutual recognitions are a precious source of effective action.

In addition, the national sea rescue association, a number of public establishments, the naval hydrographic and oceanographic service (SHOM), research body Ifremer, the Marine Protected Areas agency, sea pilots, etc., exercise public service missions as sea and in practice contribute to tasks of common interest over and above their official purpose.

Coastal security also involves national and local public services for human protection and rescue.

...and further integrating resources.

By simplifying and rationalising the institutional structure for maritime disputes procedures.

The specialised coastal courts of metropolitan France (JULIS) in Le Havre, Brest and Marseille, currently competent in the field of deliberate maritime pollution in French territorial waters, in the Exclusive Economic Zone (EEZ) and Ecological Protection Zone (EPZ), will have their competence extended to judge infractions of maritime law stipulated in the merchant navy discipline and criminal code (CDPMM). To reduce defendants' travelling distance, the courts in Bordeaux and Ajaccio (not classified as JULIS) will also have maritime



court competence. Ultimately, the creation of these **five "Law of the Sea" centres** will bring together proceedings for all maritime offences, events at sea that could be described as such and, in three centres, deliberate maritime pollution.

With the creation of the **coastguard function**, France is responding to Europe's concern to establish an integrated maritime policy. The coastguard function comprises the resources the government has for all the missions in its action at sea. A **management board** for this function, comprising the directors of departments operating at sea, will be set up under the responsibility of the Secretary General of the Sea. The creation of the coastguard function optimises the whole system of the government's action at sea while preserving the advantages of the present structure. This function will need to be able to develop for the government authorities a **comprehensive, consolidated vision** of the maritime situation, a **baseline** accessible for all stakeholders without reducing their local perceptions. In a crisis, it is the component designed to manage maritime approaches and routes. To that end it uses the national network of operating centres and crisis management.

According to the priorities defined by the government after consultation with the Minister for the Sea, the appropriate format for resources intended to act at sea will be described in a master plan.⁵² The **master plan** will be devised and updated by the Secretariat General for the Sea and based on a realistic assessment of needs, particularly the new needs arising out of new regulations, such as European directives to further protect the marine environment. A **"target format"** will be established in terms of generic resources,⁵³ with operational availability⁵⁴ allocated for common tasks outside the mission of their home administration, and appropriately distributed geographically. This plan, approved by the management board, will be presented to the Minister for the Sea and validated by the government.

The coastguard function management board will use its influence to increase the ability of the various administrations to work together, by improving common procedures and information and communication networks. It will look for and encourage **useful pooling arrangements** for improving the maintenance and through-life support of the naval and airforce resources belonging to

52 - Coordinating and operating centres, surveillance networks, airforce and naval resources, personnel, location, areas of responsibility, etc.

53 - For example, open sea patrol vessels, medium-range surveillance aircraft, signal stations, etc.

54 - In terms of potential hours or days at sea.



different ministries. In particular, the acquisition of any new vectors⁵⁵ intended to fulfil a new function should not lead to the creation of an extra fleet. Ultimately, these pooling arrangements should extend to common implementation and service support. All possible synergies will be sought within the network of operating centres while respecting the prerogatives and operation requirements of each one.

On the initiative of the management board and using the existing network of schools and training centres of various administrations, the coastguard function will enhance the capabilities of personnel to work in common frameworks in a coordinated or integrated fashion. It will make it easier to put together teams of specialist agents from different administrations whenever the value added of that combination is identified for a given mission.

Assertive international action

By our involvement in international forums

A large number of bodies and forums at international level address maritime issues: the United Nations system (FAO, IMO, etc.), NATO, conventions both thematic (biodiversity, climate, etc.) and geographical (regional sea conventions, regional fisheries conventions, etc.), and other international forums. The effectiveness of France's action, alone or with the European Union, in these forums depends on our ability to coordinate our positions over time.

France is generally represented in international forums by central government, but competent local authorities may be involved in both representation and the definition of national positions, or be mandated to represent France on the principle of subsidiarity; the competent national operators (public establishments, etc.) also take part in this governance in expert groups that prepare decisions or recommendations. This representation in various forums must be proactive and coordinated, and involve socio-economic stakeholders so that France speaks with a single voice.

⁵⁵ - Aircraft and vessels over 15 metres.

As a result of the complexity of maritime and geopolitical issues, the corresponding questions must be treated coherently at all levels, both in international action and in the “international” section of each national policy.

By bilateral and multilateral cooperation

With its overseas territories, France is present in nearly every ocean and can take an active part in a large number of regional or thematic inter-state cooperation forums. Some of our overseas maritime zones command strategic areas (such as the Mozambique Channel).

Common maritime areas are obvious places for regional cooperation, whether between states or decentralised entities, which may take the form of

- ▶ **regional sea conventions** for the protection of the environment, gradually being extended to integrated management of the sea;
- ▶ **regional fisheries organisations**, geographical in scope or dealing with a given species;
- ▶ **bilateral and multilateral partnerships** (common surveillance of fisheries zones, management, sanctuaries and other Marine Protected Areas, legal and criminal agreements, etc.).

Within these areas of cooperation, France’s island regions and archipelagos could act as **models for modern maritime development** for small island states, for example in energy self-sufficiency (marine renewable energies, see Reunion Island), exploitation of marine resources other than fish stocks (eco-responsible aquaculture, bio-resources, etc.) or integrated management (coastal zones, Marine Protected Areas).

At another level, there is France’s role in the Indian Ocean as identified in the White Paper on Defence and National Security: the Indian Ocean is an integral part of an arc of crisis from the Atlantic to the Middle East. In addition to defence issues, the Indian Ocean is also a major trade route, particularly for this country’s oil supplies, and an important fishing ground for our fleet. The vast EEZ for which France is responsible, over 2.6 million km², makes this country a major regional stakeholder. The Indian Ocean is consequently well



placed for the expression of France's maritime policy, whether in our regional policy or in the action we promote with Europe, for example, against piracy.

In general terms, France must develop its representation in regional conventions and organisations, with the support of the overseas territories concerned.

International cooperation action at sea or along coasts between France and other countries should, if possible, involve decentralised public stakeholders.

To preserve the Arctic

The effect of climate change in polar regions with the melting of the icecap raises prospects for development in fisheries, as species move north, new all-year or nearly all-year shipping routes, and access to mineral and oil resources. This development potential is attracting interest. The fragility of the ecosystems and the lack of environmental and social impact assessments must be weighed against the emerging economic and industrial potential. These planet-wide consequences make the status of the Arctic a global concern.

Aware of this situation and the challenges it poses, France must use its status as observer on the Arctic Council, together with its European partners,⁵⁶ to express its positions on environmental matters and address the cultural challenges. The nomination of an ambassador for the Poles is an assertion of France's intention to help devise an integrated plan for the sustainable development of this region with its particularly fragile ecosystem.

France will continue to call on other countries to adopt a moratorium on new open sea fisheries in the Arctic Ocean, pending the implementation of new regulations.

The Arctic and Antarctic should probably not be subject to the same rules. Nevertheless, some lessons can be learnt and principles taken from experience with the 1959 Washington Antarctic Treaty.

⁵⁶ - See "The European Union and the Arctic region", COM (2008) 763.

To make the Mediterranean cleaner and safer

As a virtually enclosed sea and ecoregion, the Mediterranean is one of the most vulnerable environments on earth. It constitutes a specific climatic zone that accounts for some of the unity between Mediterranean countries. Although the Mediterranean is only 1% of the surface area of the world's seas and oceans, it is a favoured region for biodiversity. It contains 10% of known higher plant species and 18% of macroscopic animal species.

In the Mediterranean there is a high degree of mutual ecological dependency between coastal countries. This dependency is a major element for future cooperation in the basin, since it could affect the region's peace and prosperity at a time of rapid population growth. One-third of the Mediterranean population is concentrated in coastal areas. The region's beauty attracts over 30% of global tourism.

The Mediterranean is one of the main North-South fracture lines in the world. It is subject to many pressures: unstable economic growth, energy shortages, dwindling fish stocks, population growth to the south. The coastal countries are physically united around the Mediterranean. They must therefore join together to develop over time an integrated maritime policy for the Mediterranean to make it a cleaner and safer sea, respecting international law and the Barcelona Convention.

France will work actively to build such a policy for the Mediterranean with the **Union for the Mediterranean** (UfM) together with the European Union;⁵⁷ the objective of the UfM is to raise the quality of life, create employment and stimulate sustainable regional growth as part of a globalised economy.

The construction of this integrated policy will be pursued via multilateral cooperation and unifying projects that are practical, visible and coherent (surveillance, information, sea highways, etc.), in which France will take an active part in the various existing international forums for the Mediterranean Basin (Barcelona Convention Action Plan for the Mediterranean, General Fisheries Commission for the Mediterranean, etc.) and the governance bodies of the UfM (Barcelona Secretariat). France will work to set up a crosscutting regional dialogue on the sea. This impetus may take the form of a dedicated ministerial meeting.

57 - "Towards an Integrated Maritime Policy for better governance in the Mediterranean", COM (2009) 466.



As the French President put it, "The Union for the Mediterranean, launched just over a year ago, is the relevant regional forum for addressing one of the most important topics in marine biodiversity: the Mediterranean. We want to make it the cleanest sea on earth, to protect its seabed, develop sea highways and improve maritime security. On 25 June, the UfM ministerial meeting identified over 100 projects for reducing pollution in the Mediterranean. Just as we shall be doing with the 'Blue Book' on French maritime strategy, we must now define a Mediterranean integrated maritime strategy. To make progress in this direction, France will call for a meeting of UfM ministers for the sea in 2010."

France will create an Exclusive Economic Zone in the Mediterranean enabling us, under UNCLOS, to assume our duties of surveillance and protection of the environment and will encourage coastal states to form their own zones under national jurisdiction (Exclusive Economic Zone or Ecological Protection Zone).

This country will advocate the development of Marine Protected Areas, under the Barcelona Convention and its protocol concerning specially protected areas and biological diversity in the Mediterranean, particularly in the open sea and deep-sea ecosystems.

France will press the States Parties to the Barcelona Convention to ratify its protocols. We shall strengthen the objectives for protecting the Mediterranean by filing with the States Parties to the International Maritime Organisation (IMO) an application to have all or part of the Mediterranean classified as a Particularly Sensitive Sea Area.



Afterword

In line with the wishes expressed by the President of the Republic in Le Havre on 16 July 2009, this Blue Book presents a strategic vision of the maritime policy France intends to implement and defines its major lines. It will serve to define action in the maritime sector, whether international, European Union or at national or local level.

Following the impetus given by the Minister of State for the Sea, the commitments of the Ocean Round Table (Grenelle) have provided a valuable toolbox for drafting much of the Blue Book. The follow-up to the Round Table will continue in parallel.

Using the guidelines that this Blue Book and the Ocean Round Table conclusions sketch out for future action, it remains to define precise objectives and timetables in the many fields concerned, and to specify the responsibilities involved and the resources to be used: this work will be undertaken by the Government in liaison with local authorities, the maritime community and civil society.

The necessary legal instruments already exist or are being created: the Blue Book will be a reference for drafting the documents for the sea and coast provided for in the parliamentary bill for national commitment to the environment and for defining the future governance bodies.

The following stage will adapt the national strategy to the situation in each ocean basin and seaboard, in metropolitan France and the overseas territories; these local versions will be produced together with the local authorities and enable integrated policies to be developed at subnational level.

The Blue Book will provide a basis for adapting sectoral regulations or current instruments for the management of sea and coast; its guidelines should be integrated into existing policies for the environment and economic activities.

The maritime policy will be implemented by the Minister of State for the Sea. Monitoring and evaluation for this Blue Book will be done by the Government in liaison with the Round Table partners and the text will be periodically revised.



*the adoption of the Blue Book during the interministerial committee for the sea
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