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ANNEX

BACKGROUND PAPER No. 5

ON

"REGIONAL ISSUES (INCLUDING RUPs), INFRASTRUCTURES AND TOURISM"

Disclaimer:

The present document has been elaborated by European Commission services for the purpose of providing background material and information to supplement the Green Paper on Maritime Policy (COM ... 2006).

This background document is therefore purely illustrative and is not intended to represent the political views, nor to indicate or announce possible future initiatives of the European Commission.

The present document was produced by the Commission services as a preparatory document in support of the Green Paper on Maritime Policy adopted on 31 May 2006. As such, this document is intended to provide technical or statistical information underlying the proposals and questions raised in the Green Paper for consultation of the European public.

The sea: a sustainable way for reinforcing territorial cohesion

La cohésion territoriale est un principe de base de la construction européenne qui vise à réduire les disparités entre les régions (cf. article 2 du traité). Elle implique des décisions en matière de soutien à la localisation de certaines activités économiques et au développement de certains systèmes de communications entre les territoires.

Selon que l'on ait une vision plutôt continentale ou maritime du développement, la mer peut être considérée comme un obstacle qui freine les communications et les échanges ou bien comme un trait d'union entre les territoires. Interface entre terre et mer, les régions maritimes ont un rôle clé à jouer dans une stratégie de cohésion territoriale axée sur la croissance, la compétitivité et l'emploi, dans une perspective de développement durable et équilibré des régions européennes.

As highlighted in the Community Strategic Guidelines for Cohesion *"Improving territorial cohesion is a matter both of method – i.e. determining whether a multidisciplinary or integrated approach is needed – and of recognising the particular problems presented by different geographical circumstances. Success in the area of territorial cohesion therefore depends on a comprehensive strategy which sets the framework within which specific objectives and actions are pursued"*¹.

Dans le contexte de ce Livre vert, quatre pistes de réflexion sont proposées pour intégrer le principe de cohésion territoriale dans une politique maritime européenne:

- stimuler des alternatives durables dans les systèmes de transport,
- investir dans des pôles d'activités compétitives en régions maritimes,
- encourager les approches intégrées et la coopération entre les régions maritimes,
- saisir les opportunités offertes par les régions ultrapériphériques.

1. STIMULATING SUSTAINABLE ALTERNATIVES WITHIN TRANSPORT SYSTEMS

1.1. Le constat

1.1.1 Une configuration géographique unique:

- L'Europe est probablement le continent le plus maritime de la planète avec **85 000 Km de côtes**, plus de 1200 ports de marchandises, et plus de 100 millions

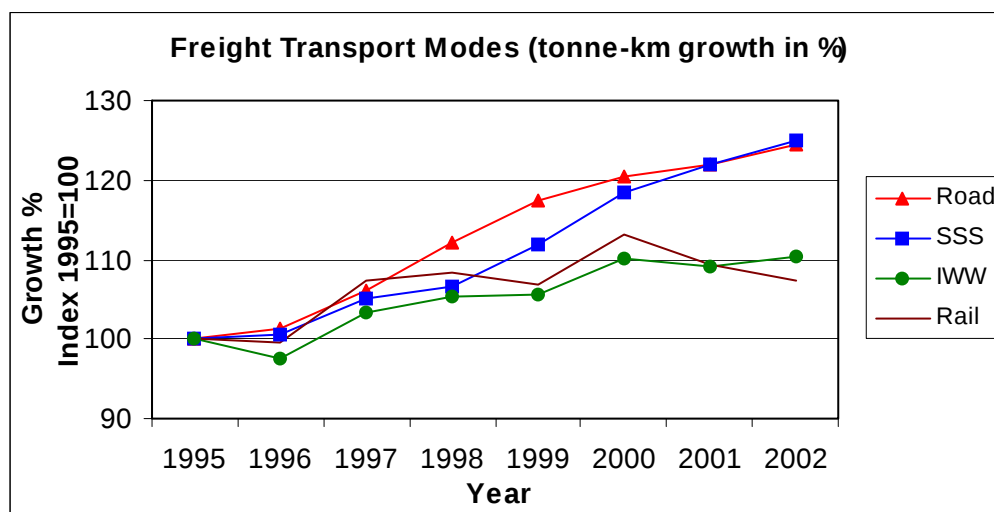
¹ See COM(2005) 299, 05.07.2005: "Cohesion Policy in Support of Growth and Jobs: Community Strategic Guidelines, 2007-2013".

de ses citoyens vivant dans des pays et régions insulaires, périphériques et ultrapériphérique maritimes.

- Pour ce qui est du transport, la situation peut être considérée différemment suivant que l'on ait une vision continentale ou maritime de ses capacités de développement. La mer peut en effet être vue comme un obstacle aux échanges entre régions (par exemple de chaque côté de mers «intérieures» comme l'Adriatique ou la Baltique); mais elle peut aussi être vue comme un atout si l'on a des objectifs ambitieux pour le transport maritime

1.1.2 Le transport maritime à courte distance est d'ailleurs un mode de transport relativement développé en Europe:

- Il représente environ 40% du trafic de fret de l'UE 25, et c'est le seul mode à croissance comparable au trafic routier



(Source: Commission européenne, DG Energie et Transport)

- Des milliers de lignes de transport maritime à courte distance existent déjà entre les ports de l' UE
- Intérêt environnemental certain par rapport au mode routier (émissions CO2, bruit, accidents, congestion...)
- Mais l'intégration du transport maritime à courte distance dans les chaînes du transport intermodal de porte à porte n'est pas suffisante: la qualité des services proposés pourrait être optimisée, et les procédures administratives simplifiées.
- L'accroissement du flux de personnes, actuel et futur, nécessite un calibrage approprié des postes frontières afin d'assurer la fluidité du trafic, sans porter atteinte au niveau de contrôles et à leur qualité, au regard de la lutte contre l'immigration illégale, d'une part, et à la lutte contre le terrorisme, d'autre part.

1.1.3 Des problèmes de transport de plus en plus insolubles :

- Une demande en constante augmentation (élargissement et mondialisation)
- L'accroissement des encombrements routiers: domination du camion, augmentation des risques et des coûts, pertes de temps, désorganisation des chaînes d'approvisionnement
- La capacité routière ne peut augmenter sans cesse: nouvelles infrastructures de + en + coûteuses; oppositions locales de + en + nombreuses et radicales, nouvelles capacités accaparées par la forte croissance de la voiture individuelle

- Les alternatives terrestres, notamment via le rail sont limitées
- Résultat: la productivité du transport routier décline ce qui est un handicap pour la compétitivité de l'Europe toute entière.

1.2. Les propositions de la Commission

1.2.1 *Le livre blanc sur la politique des transports à l'horizon 2010* et ses 60 propositions fixait les orientations politiques de la Commission et préconisait déjà en 2001:

- Le rééquilibrage des modes de transport pour supprimer les goulets d'étranglements;
- Le décollage de l'intermodalité;
- Le développement du transport maritime à courte distance (grâce à des services + performants et simplifiés) ;
- Le nouveau concept d'Autoroutes de la Mer.

1.2.2 *Les réseaux transeuropéens de transport*

- Adoptent les Autoroutes de la Mer en tant que projet prioritaire d'intérêt européen (N°21) en avril 2004
- Avec 2 objectifs:
 - Le transfert de fret routier vers le transport maritime pour contourner les grands axes européens par la mer et contribuer à réduire leur encombrement, avec massification/concentration des flux de fret ;
 - La Cohésion, pour améliorer l'accès et la compétitivité des régions et états périphériques ou insulaires.

1.2.3 *Qu'est ce qu'une Autoroute de la Mer ?*

- C'est d'abord une ligne de transport maritime à courte distance, nouvelle ou une ligne existante à renforcer;
- Parfaitement intégrée à la chaîne du transport intermodal de porte à porte;
- Basée sur un partenariat privé / public fort (Etats, autorités locales, affréteurs, armateurs, transporteurs...) ;
- Offrant des services haut de gamme dans le transport maritime de courte distance;
- A des coûts acceptables par rapport au transport routier.

1.3. Conséquences en termes de besoins d'infrastructures et financements

1.3.1 *Infrastructures*: conformément aux orientations politiques de la Commission en matière de transport, le saut qualitatif indispensable à un fort développement du transport maritime nécessitera :

- Une amélioration des infrastructures maritimes et portuaires ;
- Des investissements importants en plateformes portuaires véritablement intermodales et leurs équipements;
- Le désenclavement des sites portuaires par la création ou l'amélioration des connexions avec les hinterlands (raccordements ferroviaires, fluviaux, et éventuellement routiers).

1.3.2 *Besoins de financement :*

- Les montants seront nettement moins importants que pour développer des capacités routières nécessaires pour régler les problèmes...mais néanmoins

supérieurs aux capacités financières des Réseaux Trans-Européens (RTE / TEN, Trans-European Networks) ;

- La compétitivité par rapport au trafic routier nécessitera des aides aux investissements à des taux probablement plus importants que le maximum de 20% prévu par les TEN, notamment en zones d'objectif 1 où le trafic routier se développe actuellement au détriment des autres modes, et beaucoup trop vite ;
- Il est important que les budgets alloués à la politique de cohésion et à la politique des transports soient suffisants et complémentaires en vue de développer des infrastructures de transport maritime dans l'intérêt d'un renforcement de la cohésion.

Summary of the recommendations for stimulating sustainable alternative within transport systems²:

- more attention should be paid to developing the "Motorways of the sea" and to short-sea shipping, as a viable alternative to long distance road and rail transport; it includes the funding of high quality infrastructures and services in the ports;
- a focus on intermodality (multimodal platforms) should be promoted as well as better connections between harbours and their hinterland;
- a better coordination between the relevant policies is required to improve the complementarity of their areas of assistance.

2. INVESTING IN POLES OF COMPETITIVE ACTIVITIES IN MARITIME REGIONS

Because they are at the cross-roads between land-based and sea-based activities, the maritime regions have, in principle, a very large potential of economic development. To express this potential it is necessary:

- on one hand, to make them attractive places to live, work and invest (see section 2.1.);
- on the other hand, to identify and support the activities having a future - it could be either existing activities offering further perspectives of development and innovation or new activities (see item 2.2. to 2.5.).

The aim is not to create in each port and each coastal town a pole of competitiveness covering all kinds of economic activities but to investigate the comparative advantages of the coastal area concerned in respect of some activities. It could depend on the opportunities offered in this area by the sea itself, by the hinterland and by the areas on the other side of the sea.

2.1. Making the maritime regions more attractive for businesses

To make coastal regions more attractive for business, it is necessary to improve the living and working conditions by meeting some basic requirements and creating a favourable environment for business.

² For investments in maritime safety, see the background paper No. 6 on Maritime Safety and Security.

2.1.1 Meeting basic requirements for people and businesses

The following measures should be supported:

- Improvements in accessibility to and internal mobility in coastal zones, in particular small islands, through transport infrastructure improvements, emphasising the interests of maritime transport over road, the interfacing role of coastal zones, multimodal platforms and connections to the rail network, for both the transport of merchandise (linked to fish products, local crafts and other activities) and of people (the local population, workers and tourists).
- Appropriate coverage of general interest services (health, education, water and energy supply, telephone, post, Internet, waste water and waste treatment) in order to improve the quality of life in coastal zones, in particular during the high tourist season. In remote areas, Information and Communication Technologies have a very important role to play for providing some of these services: e.g. e-health, e-learning, public access to Internet, e-business, e-assistance to businesses, teleworking.

2.1.2 Creating a favourable environment for business

To contribute to the creation and development of competitive businesses in coastal areas, the following measures should be supported:

- RTD: strengthening co-operation among businesses and between businesses and public research/higher education institutions, supporting RTD activities in SMEs and enabling SMEs to access services in publicly funded research institutions;
- Innovation: promoting entrepreneurship, providing business support services, organising coastal **networks and clusters** between SMEs, possibly around large companies;
- Developing remote areas: encouraging teleworking and e-support services.

The coastal regions could have some comparative advantages for eco-innovation, e.g. in the following areas: fisheries resources, biodiversity (oceans and estuaries), biomass (algae and others), food biotechnologies, ecological aquaculture, renewable energies (wind, tides and waves), restoration and management of the natural and cultural heritage, management of natural and human risk (maritime safety).

Summary of the recommendations for making the coastal regions more attractive for businesses:

- accessibility to and internal mobility in coastal zone should improved;
- an appropriate coverage of services of general interest should be ensured;
- competitiveness of businesses should be based on RTD and innovation, and improved by strengthening co-operation between businesses (networks, clusters, public partners) and by providing business support services;
- comparative advantages should be investigated for sea-related eco-innovations;
- a particular attention should be paid to remote areas (transports and e-services);
- a better coordination between the relevant policies is required to improve the

complementarity of their areas of assistance.

2.2. Adapting the fisheries sector and diversifying the economy in the areas dependent on fisheries

En juillet 2004, la Commission a présenté une proposition de Fonds européen pour la pêche (FEP) pour la période 2007-2013, afin de faciliter la mise en oeuvre de mesures destinées à assurer une pêche durable et la diversification des activités économiques dans les zones de pêche. Le FEP succédera à l'actuel Instrument financier d'orientation de la pêche (IFOP). Il doit permettre de contribuer à réduire la pression exercée par la pêche pour permettre la reconstitution des stocks de poisson et d'encourager l'utilisation d'équipements et de pratiques plus écologiques dans le secteur de la pêche et de l'aquaculture et lors du traitement et de la commercialisation des produits de la pêche.

Le FEP comporte également une aide aux régions de pêche les plus touchées par les pertes d'emplois, destinée à favoriser leur diversification et le renforcement de leur base économique.

Comme c'est le cas pour l'IFOP, les régions ultrapériphériques (RUP) bénéficieront d'une modulation particulière des taux d'intervention du FEP. Ainsi le FEP prévoit, des taux d'intervention majorés pour les RUP. En outre, les dispositions spécifiques relatives à la petite pêche côtière sont particulièrement pertinentes pour les RUP.

Summary of the recommendations for adapting the fisheries sectors and diversifying the economy in the areas dependent on fisheries:

- achieve sustainable development of coastal fishing areas, tackle their socio-economic problems and maintain economic prosperity and employment,
- involve coastal communities in the diversification process,
- ensure coordination between the use of different community funds to achieve synergies between areas of assistance (e.g. ports, tourism).

2.3. Developing sustainable alternatives for energy efficiency and energy supply

The Council, at the Spring Summit 2006, asked the Commission to work towards a 15% contribution of renewable energy sources to energy consumption by 2015.

The coastal regions offer, in principle, a large potential for the development of renewable energy sources, in particular wind, biomass and waste, wave & tidal and solar energy. Some measures are of particular relevance to the EU coastal regions, as indicated hereafter. Their successful implementation calls for an effective interaction of public policy in the fields of energy, transport, construction, agricultural, waste, forestry, industry, rural development and environment.

It is essential to facilitate and to increase wind power contribution to the energy balance, which is only possible with an increasing proportion of the new wind power to be offshore, notably in the North Sea but also in the Baltic, Atlantic and Mediterranean areas. This requires, e.g., support to the Member State-led process on offshore wind (policy forum on offshore wind – Egmond 2004, Copenhagen October 2005), the adoption of an explicit EU objective for the contribution of offshore wind in 2020, and the adoption of EU guidelines on the application of the environmental impact and birds/habitats directives to offshore wind.

It is also necessary to promote the rapid expansion of bio-energy. Immediate action includes the implementation of the Commission led-initiative “Biomass Action Plan”. Of particular interest for coastal regions are the biomass exploitation in deteriorated areas, resulting from erosion that are ideal areas for afforestation, as well as biogas use from agriculture and organic waste, the use of rural biomass, including biomass from energy crops in hinterland areas, as well as from forest and forest-based industry residues, municipal waste for electricity and heat/cold production, and the production of liquid bio-fuels for transport. Setting up national targets and intelligent support schemes for bio-energy and regional/local partnerships with all stakeholders of complete bio-energy chains are also priority in coastal regions, complemented by pro-active energy agencies.

EU finance to the connections needed for renewable energy should be expanded through the TEN-E and structural funds, notably for offshore and onshore wind and solar energy.

The reinforcement of RD&D programmes is needed for new generation of offshore wind turbines and related equipment for installation, operation and maintenance, for innovative solutions to grid management problems, on the effects of wind turbines on marine life and marine environment, for building integrated device design, reliability and efficiency of solar photovoltaic systems, for wave and tide energy nascent technologies, for biomass, notably from algae technologies, as well as for the production and processing of liquid and gaseous bio-fuels, and for clean vehicles technologies such as fuel cells and hydrogen.

It would be also necessary to involve the European Investment Bank (EIB) in the process, so that equity or quasi-equity finance is committed to large renewable energy power plants, like offshore wind parks, biomass power as well as combined heat/cold-and power plants, solar photovoltaics in buildings and centralised plants, and solar thermal power stations in southern regions.

The adoption of sustainable housing concepts in construction is equally important in coastal regions. Bioclimatic architecture and the adoption of energy efficiency measures and integration of renewable energy in private and commercial buildings, including in tourism infrastructure (eco-tourism) reduce energy demand for heating, cooling and lighting in new and existing buildings. In general, the renovation of existing buildings requires considerable additional financing, notably in renovating old coastal urban areas.

High efficiency cogeneration of heat and power (CHP) is well suited for coastal regions, making them more attractive for business as it guarantees cheap and reliable energy. In many outermost regions it offers a cost-effective alternative to large central power plants. CHP can also benefit from the large renewable energy sources available in many coastal regions, like biomass, which now is often not used due to the distance to central electricity plants. Small scale high efficiency cogeneration is well suited for use in larger buildings linked to tourism infrastructure for their own consumption of electricity and for heating/cooling of the building.

Last but not least, it is important to launch information, promotion and educational campaigns, as well as sustainable energy management and behavioural change programmes targeted to citizens, industrial customers and energy experts and service providers.

Summary of the recommendations for developing sustainable alternatives for energy efficiency and energy supply:

- facilitate and increase wind power contribution, in particular offshore wind, and to

expand bio-energy, notably biomass exploitation, afforestation in deteriorated areas facing erosion, biomass from agriculture and organic waste, rural biomass for electricity and heat/cold and bio-fuels for transport;

- use Trans-European Energy Networks (TEN-E) and structural funds to pay for the connection of renewable energy;
- reinforce RD&D on renewable energy and energy efficient technologies, such as on new generation of offshore wind turbines, effects of wind turbines on marine life, grid management, wave and tide nascent technologies, solar photovoltaic building integration design, liquid and gaseous bio-fuels, fuel cells and hydrogen;
- support sustainable housing for reducing energy demand for cooling, heating and electricity in new and existing buildings, and integrating renewable energy, for instance in tourism infrastructure;
- facilitate and high-efficient cogeneration of heat and power, which is ideal for distributed generation in remote coastal areas and tailored to fit small-scale needs of tourism infrastructure;
- implement urban/regional transport policies that encourage use of public transport and clean and energy efficient vehicles, notably through public procurement and the construction of adequate infrastructure;
- complement the above measures by awareness campaigns and education targeted to citizens, industrial customers, energy experts and service providers.

2.4. Innovation in maritime technologies and know-how

Keeping, transmitting and enhancing know-how is of utmost importance for the competitiveness of the maritime industries and it is a pre-requisite for successful innovations that allow the sector to stay ahead in the global competition. While the decentralisation of competence in the areas of education and training limits the scope for top-down initiatives at EU level, there should be room for support to activities carried out jointly by organisations interested in promoting know-how.

Initiatives that could be developed at EU level may relate to the creation of regional centres of excellence in which both companies and educational institutions would participate. This set-up could facilitate exchanges of students, creation and transfer of knowledge, diffusion of good practices and the recognition of qualifications throughout the EU. It would also help to develop exchanges of experiences between technical and managerial staff in the maritime sector.

These regional centres would naturally be based in areas with already strong maritime activities and would build on the cluster approach (see section 2.1). The first step has to be an identification of the main regional centres for certain maritime activities such as shipbuilding, ship repair, transshipment and logistics, fleet management and seafarers training, fisheries (of various kinds), maritime services etc. Then the strengths and weaknesses of these regions in respect to their maritime activities have to be analysed. Where activities are strong in a number of regions, best practice should be identified and spread around to the other regions (electronic fishery auctions are a good example for this from the past). RDI support would be the essential tool to continuously improve the maritime knowledge base while regional funds

would be needed to develop the necessary infrastructure and communication networks. Ultimately, Europe would be equipped with a number of interlinked maritime "silicone valleys", thus fostering regional development and cohesion while at the same time providing the whole of Europe with advanced methods and technologies. It is obvious that national policies have to tie in with this approach and that cross-border regional co-operation is to be preferred. Competition between regional centres active in the same field should be encouraged.

Summary of the recommendations for Innovation in maritime technologies and know-how:

- Identify already existing centres of excellence for the full range of maritime activities;
- Analyse the strengths and weaknesses of these regional centres and define best practice;
- Create an EU-wide trans-national framework to spread best practice and organise the exchange of know-how;
- Support the further development of these regional centres of excellence through RDI and regional funding with the aim to foster innovations in the maritime sectors to make them available to business and to promote synergies between interrelated sectors.

2.5. Promoting sustainable tourism

Tourism is often considered as a valuable alternative for diversifying the economy in the areas dependent on only one maritime activity (e.g. fisheries). Quality tourism can contribute to the development of coastal areas by improving the competitiveness of businesses, meeting social needs and preserving the natural and cultural heritage. However, to be simultaneously successful in all these areas at the level of the tourist destination requires a global approach, called integrated quality management, focused on tourist satisfaction and based on the principle of sustainable development. Tourism clearly requires an attractive environment.

2.5.1 Defining the general framework for sustainable tourism

The Commission has adopted basic orientations for the sustainability of European tourism³. It established the Tourism Sustainability Group (TSG), with representatives of the various stakeholders, for drafting a detailed framework for action, which allocates specific activities to the individual stakeholders, private and public, and includes an agreed timetable for implementation. The TSG is also crucial for implementing tourism sustainability initiatives after the adoption of the Agenda 21 for tourism by 2007. In this framework, a particular attention will be paid to coastal tourism.

2.5.2 Fostering Integrated Quality Management (IQM) of coastal tourist destination

³ Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions - Basic orientations for the sustainability of European tourism [SEC(2003) 1295], COM/2003/0716 final.

Some coastal tourist destinations are making real efforts to implement an integrated quality management approach. They have defined strategies with the key partners, are implementing good practice and are constantly developing monitoring and evaluation tools for adjusting that approach according to its economic, social and environmental impact. Lessons should be drawn from their experience and recommendations disseminated to all coastal tourist destinations in the following key areas:

- defining a tourist strategy with all stakeholders under a clear leadership;
- marketing and communication;
- accessibility to the area and mobility within the area;
- information and visitor care;
- accommodation and catering;
- recreation, attractions and events;
- monitoring and evaluation of economic, social and environmental impact.

In terms of trade-offs, it should be mentioned that the improvement of transport has positive effects on accessibility but increases the pressures on the environment. Therefore, accessibility should be regulated according to the capacity of the tourist sites.

2.5.3 Diversifying forms of tourism in coastal areas

Enjoying sun and sea should not be the only "activity" of the tourists. They should be offered the opportunity to visit cultural and natural sites on the coast and in the rural hinterland. This diversification would produce multiple benefits:

- a reduction of the tourist flows on the beach areas;
- alternative sources of incomes for the coastal and rural communities involved in the management of cultural and natural sites (e.g. fishermen and farmers families);
- funds supporting the preservation and development of the natural and cultural heritage.

2.6. Creating a favourable environment for attracting retired people

Many people are looking for attractive places to retire. The climate and landscape of coastal areas could meet their expectations, provided they can find there the facilities and services they need, e.g. for housing, transport, health care and organised activities. Coastal regions interested in attracting retired people should develop an integrated quality management approach by adapting the IQM approach addressing tourists. This approach should solve the conflicts of uses between the local population, thinking long term, and the tourists, wishing to maximise the enjoyment of their short term stay.

In some coastal areas and their rural hinterland, infrastructures, productive investments and services for tourism and for retired people oriented activities, could be eligible to European Region Development Fund (ERDF), EFF and European Agricultural Fund for Rural Development (EAFRD).

Summary of the recommendations for promoting sustainable tourism and retirement opportunities for elderly people:

- ensuring a favourable environment for attracting tourists and retired people,
- implementing tourism sustainability initiatives on the basis of the future Agenda 21,
- disseminating recommendations about Integrated Quality Management (IQM) of coastal tourist destinations and developing a similar approach for attracting retired people in these areas.

3. ENCOURAGING INTEGRATED APPROACHES AND CO-OPERATION BETWEEN MARITIME REGIONS

Dans le cadre de la politique de cohésion, la réduction des disparités régionales nécessite une stratégie globale. Pour la période 2007-2013, la Commission a approuvé un projet d'"Orientations Stratégiques pour la Cohésion" qui prévoit que chaque Etat membre présentera un Cadre de Référence Stratégique National établissant des priorités thématiques et territoriales ainsi que des programmes opérationnels pour les mettre en œuvre.

Ce système de programmation implique une approche intégrée conduisant à des choix en matière de soutien à la localisation de certaines activités économiques et au développement de certains systèmes de communication entre les territoires. Il existe des instruments au niveau communautaire qui mériteraient d'être encouragés pour faciliter ces choix de programmation et, ainsi, soutenir le développement de pôles de compétitivité dans les régions maritimes et leur mise en réseau pour en accroître l'efficacité. Il s'agit notamment:

- du Schéma de Développement de l'Espace Communautaire (SDEC/ESDP),
- de l'Aménagement Intégrée des Zones Côtières (AIZC/ICZM),
- de la coopération territoriale, connue actuellement sous le nom d'INTERREG,
- de la coopération trans-régionale dans le cadre des programmes-cadres RTD.

Dans le secteur de la pêche, le projet de règlement sur le Fonds européen pour la pêche (FEP) prévoit l'élaboration par les Etats membres d'un plan stratégique national. Le plan stratégique national indique les objectifs et les priorités de chaque Etat membre, au regard des orientations de la politique commune de la pêche (PCP), mais également au regard d'autres aspects spécifiques non couverts directement par celle-ci (environnement, aménagement du territoire, emploi, ...) ainsi que les interactions entre la pêche et les autres affaires maritimes.

3.1. Le SDEC et les régions maritimes

Les ministres chargés de l'aménagement du territoire dans les Etats membres ont clairement montré, dès 1989, le besoin d'une stratégie à long terme permettant une meilleure coordination des diverses activités publiques qui influencent l'organisation et l'utilisation du territoire européen. Ainsi, en 1999, a été adopté le SDEC, qui vise trois grands objectifs:

- la cohésion économique et sociale de l'Union européenne,
- la préservation des bases naturelles de la vie et du patrimoine culturel,
- une compétitivité plus équilibrée du territoire européen.

Le SDEC promeut une approche intégrée des territoires et la nécessité d'une coordination:

- verticale, entre niveaux géographiques, et

- horizontale, entre secteurs ou entre politiques sectorielles, en particulier celles ayant un impact territorial fort, implicite ou explicite.

Il promeut également l'élaboration de stratégies intégrées de développement spatial pour les zones écologiquement sensibles et les zones à biodiversité élevée dont les zones côtières font partie.

Les zones côtières et maritimes pourraient représenter un excellent cas d'espèce d'application du SDEC qui, actuellement, ne prend pas spécifiquement en compte les activités maritimes. En effet, ces zones se trouvent au carrefour de nombreuses politiques sectorielles, parfois contradictoires voire conflictuelles, qui sont gérées à des niveaux, géographiques et administratifs, de responsabilités différents selon ces politiques. L'aménagement du territoire doit donc appliquer une approche intégrée "terre-mer" pour assurer un développement cohérent des deux milieux, qui ne conduise pas à transférer les problèmes d'un milieu à l'autre. L'approche communautaire AIZC (Aménagement Intégrée des Zones Côtières) s'attache précisément à ces questions (voir ci-dessous point 3.2.).

Pour promouvoir la vision européenne de l'aménagement du territoire et faciliter la mise en œuvre du SDEC, un instrument a été développé: l'Observatoire en Réseau de l'Aménagement du Territoire (**ORATE / ESPON**). Il favorise la coordination entre les différents niveaux de décision territoriale et sert de liens entre les décideurs, les administrations et les scientifiques. L'initiative de l'ORATE s'inscrit dans le cadre des fonds INTERREG III.

L'ORATE/ ESPON conduit une trentaine d'études dont quelques unes sur l'impact territorial des politiques. L'une de ces études, en cours actuellement, concerne **l'impact territorial de la politique communautaire de la pêche**. Elle analyse l'impact de la PCP sur la cohésion sociale, économique ainsi que sur l'environnement et la gestion des zones côtières. Les résultats de ces travaux mériteraient d'être largement diffusés.

Summary of the recommendations for implementing ESDP approach to maritime regions:

- integrating, within European Spatial Development Perspective (ESDP), an approach specific to land-sea relationship;
- reinforcing the coordination between the geographical and administrative levels;
- reinforcing the coordination between sectors and sectoral policies, especially these having a strong territorial impact, directly or indirectly;
- developing European Spatial Planning Observation Network's (ESPON) works in the area of land-sea relationship;
- improving the dissemination of knowledge in this area (RTD, studies, etc.).

3.2. Integrated Coastal Zone Management (ICZM)

3.2.1 Policy background

The trends of increasing demands on and depletion of coastal resources, including space, and consequently more frequent conflicts between uses led the EU to develop its integrated coastal zone management (ICZM) policy. An integrated approach across different sectors, uses and actors is required to achieve sustainable development of the coastal zone. The principle instrument for ICZM at EU level is the European Parliament and Council Recommendation concerning the implementation of Integrated Coastal Zone Management, of 2002⁴. The Recommendation invites coastal Member States to draw up national strategies by February 2006, based on strategic elements and 8 principles defining the essential characteristics of ICZM. The Commission is to report to Council and the European Parliament by the end of 2006, providing an evaluation report and where appropriate proposals for further action at Community level.

3.2.2 Orientations

While progress in implementation of ICZM has been achieved, the pressures on coastal areas also grow. The following issues will need attention:

- Safeguard or improve the resilience of coastal zones to natural hazards. Development of coastal zones should not lead to a further increase of risks in vulnerable coastal areas. Further development should take due account in a preventative approach, of the multiple hazards and climate change impacts that act on the coast. Also for existing situations, risk reduction programmes should be considered. To effectively incorporate risks into coastal plans and investment decisions, investments in the knowledge basis will be required. For actual defence schemes preference should be given to innovative solutions that work with natural processes in a cost-efficient way. The question of who carries the risk and the cost is a key. It is appropriate to challenge the current situation where authorities bear the costs. This will require the development of a new risk culture, involving promotion of risk awareness and use of economic instruments and impact assessment;
- Quality and diversity of space: control of coastal urbanisation continues to be a challenge for many coastal zones. Sprawl of uniform character gradually takes over the variety of natural and urban landscapes. Through planning a more efficient use of space, preservation and maintenance of contrast between areas and connectivity between natural areas should be achieved;
- Adapt to climate change: little examples are available of adaptation to the unavoidable impacts of climate change. Stimulate regions to incorporate future climatic conditions into planning, so that development and investments are appropriately orientated and that conditions are created to support the natural environment in view of climate change.
- Diversify the economic activities in coastal areas, which depend on a too narrow range of activities and make coastal communities vulnerable (e.g. fisheries dependant areas, mass tourism mono-cultures).
- Coherence between land and sea planning: the principle of ICZM to straddle the land-sea interface remains a challenge in most countries. With the development of

⁴

2002/413/EC, OJ L148, 6.6.2002, p.24

Maritime policy there is a need to provide a coherent approach to planning in coastal and marine areas⁵.

- Stimulate implementation of ICZM in regional seas context.

Summary of the recommendations for implementing the ICZM approach:

- safeguarding or improving the resilience of coastal zones to natural hazards;
- achieving a more efficient use of space through planning;
- adapting development and investments to take account of climate change;
- diversifying the too narrow range of activities (fisheries, mass tourism);
- ensuring consistency between land and sea planning (no export of land problems to sea).

3.3. Cross-border, trans-national and interregional cooperation

Une coopération plus étroite entre les régions de l'UE favorise le développement économique, la croissance et l'emploi.

La coopération territoriale financée au titre du FEDER prend trois formes:

- la coopération transfrontalière, applicables aux régions de niveau NUTS III situées de part et d'autre d'une frontière terrestre ou maritime,
- la coopération transnationale, c'est-à-dire applicable à des espaces transnationaux (macro-régions),
- la coopération interrégionale, axée sur la mise en réseau et basée sur un découpage de l'UE en quatre zones (Nord, Sud, Est et Ouest).

Moreover, the future European Fisheries Fund provides for interregional and trans-national cooperation of coastal action groups.

3.3.1 Coopération transfrontalière (actuellement INTERREG III A)

La priorité est donnée au renforcement de la compétitivité et à l'intégration économique et sociale, en particulier lorsqu'il existe de fortes disparités économiques de part et d'autres de la frontière. Il s'agit de dégager des stratégies conjointes en faveur du développement territorial durable. Actuellement, la promotion du développement côtier est l'une des priorités de la coopération transfrontalière.

There are seventeen III A programmes, which have direct maritime borders. The objectives of these programmes are, such in case of the Ireland – Wales INTERREG IIIA programme to increase knowledge and understanding of the marine and coastal ecosystems and wider environment, in order to underpin strategic planning for sustainable development, to undertake specific innovative actions to improve the quality of the coastal and marine environment for the benefit of people, the economy

⁵ Inspiration can be drawn from pilot projects in Lower Saxony and the Baltcoast Interreg project, defining principles such as not to export land problems to sea, efficient use of land and sea space, preservation of space for future uses.

and wildlife, to encourage community participation in the development, management and monitoring of marine and coastal environments in the INTERREG area.

3.3.2 Coopération transnationale (actuellement INTERREG III B)

La coopération maritime intégrée figure parmi les priorités des Orientations Stratégiques pour la Cohésion pour la période 2007-2013. Par ailleurs, le découpage des macro-régions transnationales pourrait être revu et recentré autour de la maritimité, c'est-à-dire des caractéristiques et fonctions maritimes. Sur les 10 espaces hors-RUP, cela pourrait en concerner 4, à savoir les espaces: Atlantique, Baltique, Mer du Nord et Méditerranée.

La concentration thématique proposée privilégie, sous forme de coopération maritime intégrée les domaines suivants: sécurité maritime, autoroutes de la mer, gestion des zones côtières et RTD.

Les principaux projets de coopération maritime en cours de réalisation (2000-2006) dans les différents espaces INTERREG III B (Atlantique, Mer du Nord, Baltique et Méditerranée Occidentale) touchent entre autres aux domaines de coopération suivants:

- l'échange d'expériences en matière de gestion des crises (par ex. marées noires) ;
- les actions de prévention et de rétablissement de l'image des régions affectées par des accidents maritimes ;
- la compatibilité entre zones protégées, navigation maritime et activités halieutiques et aquacoles;
- le renforcement et l'harmonisation des moyens de surveillance radar et des moyens physiques d'intervention.

3.3.3 Coopération interrégionale (actuellement INTERREG III C)

The overall aim of INTERREG IIIC interregional co-operation is to improve the effectiveness of regional development policies and instruments through large-scale information exchange and sharing of experience (networks) in a structured way. It allows regions without joint borders to work together in common projects and develop networks of co-operation. Actuellement, parmi les domaines d'action prioritaires, la participation des régions insulaires et ultra-périphériques aux différents réseaux de partenaires, de même que celles des nouveaux Etats membres et pays candidats, est considérée particulièrement importante. Par ailleurs, la coopération, même bilatérale, entre régions maritimes a été encouragée.

Both maritime and all other regions have access to the INTERREG IIIC tool. More than 250 interregional projects are funded under INTERREG IIIC; about 7% to 9% of these projects have a maritime character.

Two examples of "maritime" projects are presented in the Annex⁶.

Summary of the recommendations concerning the possible contribution of the territorial co-operation (current INTERREG IIIA, B and C) to a maritime policy:

⁶ More can be found on www.interreg3c.net

- cross-border: promoting joint strategies for the competitiveness of coastal zones;
- trans-national: refocusing macro-regions on integrated maritime co-operation;
- interregional: networking some specific coastal zones (islands, outermost regions, new Member States and EU candidates countries) about growth and jobs issues.

3.4. **Trans-regional co-operation within the RTD Framework Programmes**

MAMA, PAPA and ARENA are projects funded under the Fifth RTD Framework Programme focused on pooling together the scientific and technological resources in the Mediterranean Sea, Baltic Sea and Black Sea regions respectively.

Routine ocean monitoring and forecasting based on research and efficient cooperation between nations is the main tool of MAMA, PAPA and ARENA.

These projects are helping to build a basin-wide network for ocean monitoring and forecasting, linking the involved regions and identifying the gaps in the monitoring systems and in their capability to measure, model and forecast the ecosystem.

They plan to build capacities for expertise in the setting up and running of observing platforms, in managing data, in modelling and forecasting the ecosystem. They will also design an effective observing and forecasting system, inter-compare their experiences and standardise practices, towards a co-ordinated upgrading of the observing and forecasting capabilities in the various basins.

The partnership of these projects includes a wide range of countries from old member states, new member states such as Poland, Lithuania and Estonia and third countries like Morocco, Egypt, Albania and Tunisia amongst others.

4. **TAKING ADVANTAGES OF THE OPPORTUNITIES OFFERED BY THE OUTERMOST REGIONS**

Les sept régions ultrapériphériques (RUP: Açores, Guadeloupe, Guyane française, Île de La Réunion, Îles Canaries, Madère, Martinique) se démarquent des autres régions européennes non seulement par leur positionnement géographique spécifique dans l'Océan Atlantique, l'Océan Indien et la mer des Caraïbes, mais aussi par la valeur ajoutée issue d'expériences menées par ces régions dans les espaces maritimes qui les entourent.

4.1 Les RUP sont susceptibles d'apporter à l'UE une dimension maritime unique et ouvrent ainsi la possibilité d'explorer les potentialités offertes dans plusieurs domaines, tels que :

- La connaissance et la mise en valeur des ressources des océans dans le sens d'une exploitation durable (recherche scientifique, ressources biologiques et minérales, exploitation durable et valorisation des ressources halieutique).

Because they have a marine biodiversity potential of great importance, the majority of the outermost regions could be seen as “natural laboratories” for the sustainable use of marine resources research. They contain a large fraction of Europe's endemic

and threatened species and therefore are a primary target for research efforts to support conservation.

European funded projects like *OASIS - Oceanic seamounts: An integrated study*, focus the functioning characteristics of ecosystems like the seamounts in Azores, archipel qui comprend neuf îles dans l'Océan Atlantique et dispose d'une zone économique exclusive très étendue de 938.000 km². L'inexistence de plateau continental, la dispersion et la profondeur des fonds sous-marins, l'écosystème unique et le grand isolement de l'archipel dans l'Océan Atlantique, constituent une réalité biologique et géographique unique dans l'Union européenne.

Under the proposal of the European Commission for the next research programme (FP7) is intended to improve understanding of the impacts activities on the ocean and seas and on the resources of the marine environment, including the pollution of regional seas and coastal areas. Also intends to strengthen the knowledge base and develop advanced technologies for marine biomass production for application in energy and industry.

- Les méthodes de surveillance, de prévision d'évolution, de protection et de mise en valeur du milieu marin et côtier (prévention des risques naturels, protection et la préservation des aires maritimes, y inclus la protection des récifs coralliens - les récifs ayant une importance majeure pour la préservation des écosystèmes marins, l'environnement, la pêche et le tourisme).

Under FP5 and FP6 research activities have contributed to strengthen the capacity of Europe in the domain of Ocean Forecasting through a regional approach (Atlantic, Mediterranean, Baltic and Black sea).

Through the RTD Framework Programmes, the EC is trying to facilitate the emergence of a European seafloor Observatory Network.

For instance, the international MOMAR "Monitoring the Mid-Atlantic Ridge" initiative picked up the Azores site as well suited for multidisciplinary observatory studies. It is intended to contribute to the observing of the Azores site through ESONET. Another aspect is that a section of the deep water area nearby the Azores has been recently given the status of a protected area under the HABITAT directive which means requirement for regular monitoring of the area.

In the future (FP7) research activities in aquatic environments, deep sea ecosystems and seabed should be carried out in order to observe, monitor and predict the behaviour of this environment and enhance understanding of the sea and the sustainable use of ocean resources. However the deployment of such observatories will require resources beyond the capabilities of Community funding and planning on the long term.

The EC is involved in two initiatives that refer explicitly to monitoring and observing the marine environment (GEO – Group on Earth Observation and GMES – Global Monitoring for Environment and Security), including the monitoring of regional areas. The Green Paper also proposes that the EU could consider setting up a European Marine Observation and Data Network to which GMES and GEO would both contribute.

- Favoriser les relations commerciales et de coopération régionale entre les régions ultrapériphériques et les Etats tiers de l'Union européenne qui leur sont proches (Amérique latine, Afrique notamment). Ces actions portent notamment sur le tourisme et les échanges de biens et de services dans le domaine du commerce international.

Exemples : Le programme de coopération INTERREG III-B « Macaronésie » cofinance de multiples actions de coopération régionale en relation avec certains Etats tiers de l'UE situés dans la zone (actions de recherche sur la biodiversité marine, gestion durable et protection du milieu marin, gestion intégrée des risques, actions de prévention des catastrophes maritimes, etc.⁹)

L'Accord de Cotonou, pour les pays ACP, et la Décision d'Association outre-mer, pour les PTOM (pays et territoires d'outre-mer), prévoient des possibilités de coopération régionale entre les pays ACP et/ou les PTOM, d'une part, et les RUP, d'autre part. La Commission, dans le cadre du développement de la coopération entre ces pays, territoires et régions, favorise la coordination entre le FED (Fonds européen de Développement – pour les pays ACP et les PTOM) et le FEDER. Des échanges entre les parties concernées sur la mise en place de projets ou programmes conjoints ou complémentaires sont en cours et des initiatives spécifiques sont en voie de préparation.

4.2 Les régions ultrapériphériques ont plusieurs défis à relever pour tirer profit au mieux de leurs potentialités maritimes :

- L'accessibilité par voie maritime, qui revêt une importance particulière pour ces régions particulièrement isolées, doit être améliorée. En effet, les échanges, d'une part, entre les régions ultrapériphériques et le continent européen et d'autre part, à l'intérieur des régions ultrapériphériques qui souffrent de double insularité, se font exclusivement par voie aérienne ou maritime.
- En matière de développement durable du secteur de la pêche, l'action conjuguée des aides aux investissements productifs et des aides à la compensation des surcoûts induits par l'ultra-périphéricité dispensées à ce jour a permis à certaines régions de développer le secteur de la pêche là où les ressources halieutiques étaient présentes.

Aujourd'hui il convient pour l'avenir de mieux identifier les sources d'un développement durable du secteur de la pêche dans ces régions au regard des contraintes fortes qui risqueraient de limiter ce développement.

La première des contraintes reste liée à la forte dépendance des flottes des régions ultrapériphériques de l'état des stocks côtiers. En effet, les sérieuses difficultés de redéploiement au niveau mondial de beaucoup de flottes dans les pêcheries de pays tiers ou dans les eaux internationales risquent de rendre illusoire l'espoir d'une diversification rapide des activités des flottes des RUP en situation de danger de surexploiter leurs propres eaux. Seule la pêche des grands pélagiques océaniques ou des stocks démersaux dans les eaux des terres australes offrent un tel espoir à condition que les Etats membres concernés continuent d'arbitrer en faveur de ces régions par rapport à leur flotte métropolitaine. La deuxième contrainte repose sur la capacité des Etats ou de la Communauté à financer durablement et au niveau requis

pour la viabilité des entreprises locales, la commercialisation des produits dont les coûts de production sont supérieurs à ceux de leur environnement économique. A cet égard la question des débouchés de ces productions devrait être repensée dans un contexte plus large que les seuls marchés locaux ou communautaire.

Si ces contraintes sont surmontées il y a de réelles chances de promouvoir l'industrie de la pêche dans un certain nombre de RUP qui disposent d'un certain privilège de position par rapport aux zones de pêche ou aux circuits commerciaux internationaux. Ce développement ne sera cependant durable que si la gestion des ressources halieutiques est responsable et que le long terme n'est pas sacrifié au court terme.

Le partenariat avec les RUP doit continuer à jouer un rôle très important dans cette problématique. Seul un dialogue permanent entre les États membres, les régions concernées et les institutions communautaires permettra l'identification de situations concrètes et l'émergence de solutions adaptées aux spécificités locales.

- Il importe de favoriser un meilleur contrôle des activités maritimes et de renforcer la préservation des écosystèmes marins. Compte tenu de l'isolement, de l'insularité et du climat des régions ultrapériphériques, plusieurs menaces pèsent sur leur environnement marin : risques naturels multiples de type cyclonique ou sismique, pollutions marines, trafics illicites, immigration clandestine massive. Ces risques constituent des préoccupations constantes dans le cadre d'un développement harmonieux de ces régions.
- Les bonnes pratiques développées en Europe continentale en matière de gouvernance sont à diffuser en les adaptant aux situations des RUP.
- Les politiques communautaires, notamment les financements des Fonds structurels, sont à adapter et à appliquer comme leviers de développement de ces régions.

Summary of the recommendations for taking advantages of the opportunities offered by the Outermost regions:

- mieux identifier les sources d'un développement durable du secteur de la pêche (ressources et débouchés);
- considering the Outermost regions as "natural laboratories" for improving the knowledge about the sustainable use of marine resources: RTD on conservation of biodiversity, impact of activities, pollution, marine biomass production for application in energy and industry;
- developing methods for observing, monitoring, predicting the evolution, protecting and managing the marine environment (including risk prevention issues);
- stimulating the economic development , in particular trade and co-operation relations with EU and non-EU regions;
- fulfilling conditions for taking advantages of opportunities offered: improving maritime accessibility, disseminating good governance practice, adapt EU financial tools.

ANNEX

Two examples of "maritime" projects under INTERREG IIIC

AquaReg - Co-operation between the regions of Trøndelag (Norway), Galicia (Spain) and Border, Midland and Western (Ireland), in the field of Marine Resources

Background

The overexploitation and depletion of traditional fisheries, has resulted in a reduction of fishing quotas and a re-structuring of the fleet all over Europe. This has, in turn, caused loss of traditional jobs and increased unemployment in many coastal communities. As a result, aquaculture has diversified significantly focussing on the utilisation of new species and innovative technologies, and today it constitutes an important and flourishing industry with high expectations for the future.

AquaReg is a cooperation between the regions of Galicia in Spain, Border, Midland and Western (BMW) in Ireland and Trøndelag in Norway. These are all strong marine regions, situated at different latitudes along the Atlantic Coast. The intention of these regions is to establish a long-term cooperation in aquacultures and fisheries and make more efficient use of the experience and knowledge of aquaculturists, fishermen and scientists across regional and national borders.

Overall objective

The overall objective of AquaReg is to provide opportunities and design strategies for the sustainable development of peripheral coastal communities by promoting interregional cooperation in aquaculture and fisheries. The RFO focuses on three clearly defined priority themes: AquaLink (Linking aquaculture/fisheries business and research), AquaEd (Education and training) and AquaPlan (Coastal zone planning and management).

Total budget / Budget total (EUR): 4.297.000

ERDF contribution (EUR): 2.148.000

PORT-NET - PORT-NET - Promoting interregional co-operation of ports and multi-modal transport structures in the EU

European ports and their multi-modal transport partners are more and more forced to increase operational efficiency, to adjust administration and management structures and to increase regional awareness. This is a result of politically driven deregulation, increased competition and the necessity to switch, for environmental and cost reasons, traffic from road to maritime, inland water and rail transport modes.

The main objective of PORT-NET is to achieve within the participating port communities and beyond a better understanding of the factors which describe a suitable organisation, appropriate operational structures and capacities and an optimal regional integration of ports. Sub-objectives are to increase quality of port services and to encourage cost efficient and environmentally friendly maritime transportation and hinterland structures. To meet these objectives a modular structure of PORTNET has been chosen with 19 thematic workshops and 3 best practice tours. These main activities which will be accompanied and supported by external lecturers and expertises, will guarantee comprehensive exchange of experience and best practice Know-how among partners, guests and the interested public. All results will be published regularly by internet and quarterly newsletters.

Total budget / Budget total (EUR): 1.710.000ERDF contribution (EUR): 1.000.000