



Workshop 5

“Maritime cooperation”

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❖ **Debate animated by**

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❖ **Presentation of the framing memorandum**

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❖ **Projects presentation**

1) Accessibility of maritime territories

- Project 1 Territorial impact of the Channel Tunnel (FR/UK)

Pascal QUINTIN, Directeur Affaires Européennes, Conseil Général du Pas de Calais (FR)

- Project 2 Impact of maritime link Dieppe/Newhaven (FR/UK)

Jean-Pierre LUCAS, Directeur général adjoint, Conseil Général de Seine-Maritime (FR)

2) Marine environment

- Project 1 Corsica-Sardinia international marine park (FR/IT)

Maddy CANCEMI Adjointe chef des espaces naturels protégés et
Christophe PERFETTINI responsable unité commande publique,
Office de l'Environnement de la Corse (FR)

**- Project 2 Integrated coastal zone management project - Riviera/Roya
French-Italian-Monegasque ICZM (FR/IT)**

Muriel LAZZARETTI, Chef de service aménagement de l'espace, Communauté
d'Agglomération de la Riviera Française (FR)



3) Marine Governance

- Project 1 Port towns of north Tyrrhenian sea (FR/IT)

Jean-François LEANDRI, Directeur du Développement, Mairie de Bastia (FR)

- Project 2 Tuscany : governance System of costal territories

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❖ Presentation of the recommendations

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❖ Discussion with the floor

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Introduction

At the time when the consultation on the European Commission green paper on the maritime policy of the Union¹ is taking place, the challenge that the sea raises for the development of European territories needs no further demonstration.

In this context, the extension of Community support of maritime cross-border cooperation to new borders means that the issues of such cooperation need to be defined more precisely.

Local maritime cross-border cooperation (as opposed to other forms of cooperation, transnational for example) can be defined as a relationship between border maritime local communities or authorities concerning joint activities. It includes a strong "territorial" dimension which distinguishes it from cooperation programmes covering larger maritime spaces.

There are many topics of cooperation: maritime links, enhancement of port and urban areas, economic development, tourism and cultural cooperation, protection of the marine environment, integrated coastal zone management, etc.

The maritime space is both a natural barrier and a link, and this impacts cross-border cooperation at all levels. The two principal obstacles to such cooperation concern accessibility and the lack of cross-border culture. The development of cooperation is strongly linked to the existence of maritime links or of "fixed" links (bridges and tunnels) which form gateways to the territory and generate the movements and exchanges essential for the construction of a joint "territory project".

How can the management of local maritime cross-border projects be improved? How can consideration of such spaces and their specific characteristics at European community level be encouraged? How can recognition be obtained for local maritime cooperation as a necessity for integrating maritime regions into the European space, and how can such cooperation be sustained? What role is there for cross-border cooperation in the integrated management of coastal zones? What links are there with larger-scale cooperation?

The objectives of this workshop are therefore to:

- discuss the specific characteristics of local maritime cross-border cooperation,
- identify the difficulties encountered by maritime regions and the successful experiences of cross-border maritime cooperation,
- discuss the specific needs of cooperation in this type of territory,
- enable better integration of maritime regions into European territory.

¹ European Commission Green Paper: "*Towards a future maritime policy for the Union: a European vision for the oceans and seas*" [COM(2006) 275, June 2006]:

- Volume I: http://europa.eu/documents/comm/green_papers/pdf/com_2006_0275_en.pdf

- Volume II: http://europa.eu/documents/comm/green_papers/pdf/com_2006_0275_en_part2.pdf

Issues

1) Definitions and concepts: local maritime cooperation

Although the states are the leading actors of maritime cooperation on topics related to the environment, shipping and safety, local maritime cooperation arrangements between coastal local authorities and communities have been emerging in Europe in recent years.

In terms of the "conventional" definition of cross-border cooperation proposed by the Council of Europe (neighbourly relations between territorial communities or authorities located either side of borders), the maritime space is a natural barrier forming a territorial discontinuity. Nevertheless, local communities and authorities of coastal areas have established cooperation programmes which contribute to transforming this obstacle into joint territory, or at least into a space for discussion on common issues.

The actors of this cooperation are the local coastal communities and authorities, whose territory, organisation and powers vary from one state to another: alongside port cities, public institutions, regions, provinces or other sub-regional levels have developed local maritime cooperation actions.

The principal question asked of these actors is to demonstrate that the maritime border is actually a space of cooperation. Historically, the emergence of nation states has in practice compromised the long-standing cooperation links between border coastal areas.

It is possible to distinguish local maritime cooperation, on common topics, from the transnational strand, on common strategies: the coastal regions are concerned both by the local cooperation level and by the transnational cooperation level (for example the Channel and North-West Europe for the Nord-Pas-de-Calais region). In the context of local maritime cooperation, the question of scale (maritime basins, such as the Channel; local cooperations, such as Corsica-Sardinia) must be considered according to the opportunities.

The objective of the workshop is to demonstrate that border maritime areas are interdependent spaces, stakeholders in an existing or potential common living or development area. The objective of cooperation is to initiate the undertaking of joint projects in tourism, passenger or freight transport, culture, etc. These projects will enable a transition from "outlying maritime territories" to "shared maritime territories".

The specific nature of local maritime cooperation also resides in the variety of topics that it can encompass. Although maritime safety is primarily a responsibility of the states, local communities and authorities in coastal areas have developed joint projects in areas such as:

- protection of the marine environment (e.g. Corsica-Sardinia international marine park),
- integrated coastal zone management by preservation and upgrading of coastlines (e.g. integrated coastal zone management project - Riviera/Roya French-Italian-Monegasque ICZM),
- establishment of maritime links (e.g. Dieppe-Newhaven),
- upgrading of port and urban areas (Channel, Tyrrhenian sea),
- prevention of maritime pollution risks (Channel, France-Italy).

Within the framework of local maritime cooperation, the partners also implement cooperation actions in the areas of economic, tourist and cultural development, as is the

case for land cross-border territories². If there is in fact this added value of local contact compared with large spaces, it should be supported and promoted.

2) Problems and issues of local maritime cooperation

Local cross-border maritime cooperation is not necessarily easier today, despite the existence of fixed links and the support of projects by European programmes.

Regarding the geographical scale, the local aspect of "proximity" is fundamental. This proximity may be geographical (12 km between Corsica and Sardinia), cultural or economic. The second condition is the existence of a fixed link (bridge or tunnel) or permanent maritime or air links enabling access between partners on either side of the maritime border.

2.1. A problem related to the nature of the border: accessibility

The need to operate and link transport infrastructures should be emphasised, in order to solve the **problems of accessibility of the territories by land** (vehicle parking, road networks to ports, city/port relations) **and by sea** (frequency and seasonality of ships, transport costs, port upgrading to accept larger vessels, etc.) or by air.

The **time factor (crossing time, but also ferry frequency)** is essential in local maritime cooperation. In addition the **cost factor** is much more of a handicap than on land borders. Moreover, changes are often unfavourable. Today, despite the process of European integration, transport provision is structured according to the domestic needs of the states.

For example, some port towns in Kent, as tourist destinations, suffer from competition by low-cost airlines. Similarly, it seems that the coasts of England and France have drawn further apart, despite the presence of the Channel Tunnel³.

Transport companies have focused on European-scale links without taking account of local links needed by the inhabitants of Kent and Pas de Calais, to such an extent that the Eurostar stops at Ashford and Frethun are now under threat. It appears urgent for the cross-border partners to mobilise in order to ensure the future of the exchanges necessary between neighbouring regions.

Observation of flows under the Channel shows a substantial imbalance: 70% of tunnel users are British, visiting the continent. For objective measurement of these factors and their trends, accessibility indicators (taking account of transport cost (in money and time) and the significance of the destination in terms of population or GDP) provide interesting information in principle... on condition that the data are available.

At present maritime links are subsidised according to national rather than geographical arguments (for example, France subsidises links between Corsica and France, not links between Corsica and Italy, which are more rapid because of proximity). National arguments win out over geographical arguments, each state subsidising internal links in the name of national territorial continuity.

² E.g. cooperation between the Conseil Général Pas-de-Calais and Kent County Council on health, food and childhood ("Bien-Etre" project), and on education through language learning for middle-school children (K62 project): www.cg62.fr.

³ Moreover, the elimination of Duty Free shopping in January 2000 has not helped to boost exchanges. Duty Free revenues enabled ferry passenger fares to be set at only 10% of the cost of the channel crossing.

2.2 Topical issues of local maritime cooperation

→ Development of maritime transport at the service of cross-border maritime cooperation

Maritime freight transport is now a priority of the European Union and the member states (development of motorways of the sea and short-sea shipping). Local maritime cooperation appears as the missing link in international maritime transport policies and as a driver of local development.

Local and regional actors (port cities, counties, provinces, etc.) are concerned and have an obvious opportunity to work on topics such as the sea/land interface, the promotion of intermodality, the organisation of connecting infrastructures in ports and in the hinterlands, and the structuring of the logistics segment, including in its cross-border dimension. For example short-sea shipping, as an alternative to road freight, is incorporated into the Gothenburg objectives.

With regard to passenger transport, infrastructure (fixed links, ports) is given preference over the establishment of scheduled services, the cost of which has already been mentioned above.

For the development of maritime passenger or freight transport, the issue arises of public start-up aid for new services (e.g. promotion of maritime freight within the framework of the Marco Polo Community programme⁴), or use of ERDF funding in territorial cooperation operational programmes) or a permanent public subsidy (public service obligation for territorial cohesion).

→ Economic issues

The economic actors of coastal areas are on the whole in a situation of competition. However, given the resources common to maritime territories, cross-border cooperation may concern topics such as fishing and fish-farming, logistics, tourism (pleasure-boating, cruises, coastal tourism, joint marketing, etc.) or the development of cross-border clusters based on marine resources⁵.

For example, although there is not yet a cross-border competitiveness cluster, there are exchanges between universities within the framework of the Boulogne (Pas de Calais) fisheries cluster.

→ Employment-training issues

Although distance and daily transport costs are major obstacles to the development of cross-border employment across maritime borders, the work done by Eureschannel within the framework of cross-channel cooperation⁶ to facilitate cross-border employment mobility in the French-Belgian-English maritime basin should be highlighted.

⁴ Aimed at reducing congestion of road infrastructures by transferring part of the freight from road to short-sea shipping, rail and inland waterways (see Community Regulation 1382/2003, <http://europa.eu/scadplus/leg/fr/lvb/l24159.htm>).

⁵ E.g. "Economic development of the Normandy/Sussex area" and "Franco-British cycle plan" in the INTERREG IIIA Franco-British cooperation programme (www.interreg3.com); "La coopération transfrontalière, facteur des bonnes pratiques professionnelles au service du développement d'un tourisme durable et européen", Pas-de-Calais department tourism committee.

⁶ www.eureschannel.org

→ Environmental issues

Coastal spaces are characterised by an exceptional but threatened heritage. This issue requires a cross-border approach on topics such as fishery resources and quotas, preservation of biodiversity, coordination of states and local authorities on maritime pollution risk management (maritime surveillance, disaster response, etc.), climate change and in particular rising sea levels, development of marine renewable energies (wind farms, etc.), and the management of urban pressure on coastlines.

In this context the project for an international marine park⁷ between Corsica and Sardinia, which will combine the Bouches de Bonifacio nature reserve (FR), the Tre Padule de Suartone nature reserve (IT), the land owned by the Conservatoire du Littoral (FR) and the Maddalena archipelago national park (IT), aims to preserve and promote the natural heritage of this strait, including coastal and marine habitats and exceptional landscapes.

→ Cultural and educational issues

There is often a common culture beyond the maritime border, because of old historical links (Channel, Tyrrhenian sea, etc.). The development of this culture is essential for the development of cooperation, through projects on culture or education (e.g. the project of the Seine-Maritime department council to open a Franco-British middle school in 2011, in collaboration with the French ministry of education and the county of East Sussex⁸).

→ Specific issues for territories connected by a fixed link

Fixed links are infrastructures such as the Channel Tunnel (France-United Kingdom) or the bridge and tunnel linking Denmark and Sweden (Oresund). The objective of local authorities is naturally to develop the "local functions"⁹ of such infrastructures through the provision of "joint services" (Channel Tunnel) or a real cross-border conurbation programme (Oresund).

→ Issue of sustainable development

Because of the pressure on seas and coastal spaces, there are many contradictions between development and preservation of their heritage. Resolving these contradictions requires an integrated land/sea cross-border approach.

Integrated coastal zone management (ICZM) as promoted by the European Commission¹⁰ could be developed in cross-border situations (e.g. Riviera/Roya ICZM project concerning the Roya, Riviera, Principality of Monaco cross-border bay and catchment area)¹¹, in particular by coordination of ICZMs at the level of maritime basins¹² (development of common tools, sharing of experience).

⁷ www.parcmarin.com

⁸ To be located at Saint-Nicolas d'Alhiermont, near Dieppe.

⁹ See www.espaces-transfrontaliers.org, "ressources/études" link: the Öresund (Copenhagen/Malmö) case in the study "Bonnes pratiques de gouvernance dans les agglomérations transfrontalières en Europe" (2006), and "For a more integrated cross-channel cooperation between Kent and Nord-Pas-de-Calais: Issues and Operational Perspectives" (2004).

¹⁰ Communication from the European Commission of 7 June 2007, <http://ec.europa.eu/environment/iczm/>.

¹¹ French Riviera and Roya SCOT (territorial cohesion scheme) website: riviera-roya.proscot.fr.

¹² Discussion as part of the 2007-2013 France (Manche)-England operational programme (www.interreg3.com/objets/fichiers/i4-EN-Programme.pdf)

2.3 Organisation and tools at the service of local maritime cooperation

Maritime cooperation is not a necessity for border coastal local communities and authorities, unlike the communities of land cross-border living areas, which have to deal with a number of border effects (for example saturation of transport routes caused by border commuter flows).

But maritime cooperation has undeniable development potential. That is why it necessitates political determination at the level of maritime cooperation spaces. Cross-border cooperation must be based on a shared vision of the issues and what needs to be done.

Going beyond individual projects, the question of effective governance of local maritime spaces arises. Networking of maritime cooperation actors then becomes of primary importance, as illustrated by the following projects:

- integrated coastal zone management (Riviera/Roya ICZM project),
- Corsica/Liguria/Tuscany/Sardinia memorandum of understanding for structuring the maritime space around port cities¹³,
- cooperation protocol between Kent County Council and the Conseil Général du Pas-de-Calais (November 2005)¹⁴.

Another question that arises is how to involve the population in cross-border programmes, making sure that the maritime dimension does not exclude consideration of the whole of the population of the territories concerned (e.g. Kent and Pas-de-Calais).

The development of governance in local maritime cooperation also requires linkage between the different territorial levels concerned by the maritime border.

This linkage is necessary because of differences in allocation of powers concerning maritime spaces between local, regional and national levels. For example, in France the local authorities have very few powers¹⁵ regarding water regulation and many maritime issues.

This linkage could be achieved by the emergence of governance in "maritime basin" programmes focusing mainly on the issue of environmental impacts, or through topics such as maritime safety; Tuscany is developing a project to monitor the improvement in relations between local and regional administrations within the framework of a regional maritime policy.

2.4 What recognition for local maritime cooperation at national and European levels?

The development of local maritime cooperation between coastal territories belonging to different states contributes to ensuring European territorial continuity.

At the levels of the states and the European Union, the legal and financial framework does not provide specific mechanisms for local maritime spaces. Furthermore, the issue of accessibility of coastal spaces from other coastal spaces is not included in the Lisbon objectives.

¹³ See "Coopération transfrontalière pour le développement durable des villes portuaires du Nord Tyrrhénien", IRPET (Tuscany regional institute for economic planning), www.irpet.it.

¹⁴ Website of the Conseil Général du Pas de Calais: www.cg62.fr, section "relations internationales".

¹⁵ The mayor has the obligation to ban bathing in the case of pollution (special regulation of bathing in the 300-metre zone) and also implements measures in the monitoring of and punishment for water pollution by sanitation systems.

In the 2007-2013 operational programmes, the rule stipulating a maximum of 150 km between coastal territories (condition of eligibility of maritime cooperation projects under the cross-border strand) appears rather arbitrary: too high for physical proximity, too low in terms of accessibility alone (by air, for example).

Over the next few years it will be important to assess the maritime cooperation programmes of the cohesion policy. For what types of project (geography, topics, partners) are they used? How are the cross-border and transnational strands exploited when the two coexist, sometimes within the same programme (as is the case for the outermost regions¹⁶)?

Initiatives have already been undertaken for this purpose, such as the MSUO (Maritime Safety Umbrella Operation) project on coordination of Interreg operational programmes on maritime safety¹⁷ and the conference organised by INTERact in June 2007 on maritime cross-border cooperation¹⁸.

¹⁶ ORs: Azores, Canaries, Guadeloupe, French Guyana, Madeira, Martinique, Réunion.

¹⁷ www.maritime-safety.org/MSUO-and-Interreg-g.asp

¹⁸ www.interact-eu.net/227138/557939/597625/1305708

Proposal for recommendations

→ Local and regional levels

Recommendation 1: Develop observation and coordinate planning of the development of local maritime spaces

- Develop **networked measures for observation and shared studies** (environment, fishery resources, coastal habitats, climate change, transport and port activity, law of the sea, socioeconomic data, etc.); consider cooperation on this with national and European levels.
- Develop **joint planning** in an integrated sustainable development approach (identify and coordinate programmes; jointly plan the setting-up of Natura 2000 zones, corridors for transport of hazardous materials, etc.).

Recommendation 2: Boost cooperation projects on topics specific to local maritime spaces

- Joint **networking** of ports and port cities
- Cooperation on **maritime pollution control**
- **Start with projects, the vision of the inhabitants:** develop relations and the common culture, promote cooperation on education and training.

Recommendation 3: Organise the governance of maritime cross-border territories at the different relevant levels

- At **local level:** this approach can be appropriate for maritime spaces where there is a fixed link (Oresund), border coastlines and estuaries or a local basin (Corsica/Sardinia).
- At the **level of maritime basins** (Channel, Tyrrhenian sea, Adriatic, Caribbean, etc.), subject of experiments as part of the 2007-2013 cross-border cooperation programmes.

→ National level

Recommendation 4: Include coastal local and regional authorities in the definition and management of policies which have an impact on their development (transport, maritime safety, environment, etc.)

→ European level

Recommendation 5: Encourage the development of a local maritime transport public service

- Increase **short-distance transport between communities**
- Authorise **public aid** for maritime transport
- Introduce a new Community instrument promoting **short sea shipping**.

Recommendation 6: Ensure that maritime cooperation needs are taken into account in Community policies

- In Europe's strategic vision: include these needs in the green paper "Towards a future maritime policy for the Union".
- In European legislation which has an impact on maritime spaces
- In the cohesion policy: reassess European territorial cooperation Objective 3 by incorporating the specific nature of maritime spaces; assess and if necessary amend the 150 km rule.