



CRPM CPMR

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## 36th CPMR GENERAL ASSEMBLY

### 1-3 October 2008 - Bayonne (Aquitaine, France)

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**The Peripheral Maritime Regions listed below met in Bayonne (Aquitaine, France) on 1-3 October 2008 for the 36th CPMR General Assembly**

ABERDEEN CITY (UK), ABERDEENSHIRE (UK), AÇORES (PT), ALENTEJO (PT), ANDALUCIA (ES), ANGUS (UK), AQUITAINE (FR), ARAGON (ES), ARGYLL & BUTE (UK), ASTURIAS (ES), ATTIKI (GR), BALEARES (ES), BASSE-NORMANDIE (FR), BLEKINGE (SE), BORDER (DONEGAL, IE), BORNHOLM (DK), BREMEN\*(DE), BRETAGNE (FR), BUSKERUD (NO), CALABRIA (IT), CAMPANIA (IT), ÇANAKKALE (TR), CANARIAS (ES), CANTABRIA (ES), CASTILLA Y LEON (ES), CATALUNYA (ES), COMUNITAT VALENCIANA (ES), CORNWALL (UK), CORSE (FR), DEVON (UK), EAST MIDLANDS REGIONAL ASSEMBLY (UK), EAST OF ENGLAND REGIONAL ASSEMBLY (UK), FAMAGUSTA (CY), FIFE (UK), FRIULI-VENEZIA-GIULIA (IT), GAVLEBORG (SE), GOTLAND (SE), GOZO (MT), HALLAND (SE), HAMPSHIRE (UK), HAUTE-NORMANDIE (FR), HIGHLAND (UK), HIIUMAA & SAAREMAA (EE), HORDALAND (NO), IDA-VIRUMAA (EE), IONIA NISIA (GR), ISLE OF MAN (BRITISH ISLES), ITÄ-UUSIMAA (FI), KENTRIKI MAKEDONIA (GR), KLAIPEDA (LT), KYMENLAAKSO (FI), LA REUNION (FR), LANGUEDOC-ROUSSILLON (FR), LARNACA (CY), LISBOA E VALE DO TEJO (PT), MADEIRA (PT), MARTINIQUE (FR), MECKLENBURG-VORPOMMERN (DE), MIDI-PYRENEES (FR), MIDTJYLLAND (DK), MØRE OG ROMSDAL (NO), MURCIA (ES), NAVARRA (ES), NOORD-HOLLAND (NL), NOORD-NEDERLAND (NL), NORDJYLLAND (DK), NORDLAND (NO), NORD-PAS DE CALAIS (FR), NORRBOTTEN (SE), NORTE (PT), NOTIO AIGAIIO (GR), ODESSA (UA), ORKNEY (UK), ØSTFOLD (NO), OSTROBOTHNIA (FI), OULU REGION (FI), PÄIJÄT-HÄME (FI), PAIS VASCO (ES), PÄRNUMAA (EE), PAYS DE LA LOIRE (FR), PELOPONNISOS (GR), PICARDIE (FR), PODLASKIE (PL), POITOU-CHARENTES (FR), PRIMORSKO-GORANSKA (HR), PROVENCE-ALPES-COTE D'AZUR (FR), PUGLIA (IT), RIGA (LV), ROGALAND (NO), SARDEGNA (IT), SCHLESWIG-HOLSTEIN (DE), SHETLAND (UK), SICILIA (IT), SKÅNE (SE), SOGN OG FJORDANE (NO), SOMERSET (UK), SOUSSE (TN), SOUTH OF SCOTLAND ALLIANCE (UK), SOUTH-WEST FINLAND (FI), STOCKHOLM (SE), TEKIRGAG (TR), TELEMAR (NO), TOSCANA (IT), TROMS (NO), TUKUMS (LV), TULCEA (RO), UUSIMAA (FI), VÄSTERBOTTEN (SE), VÄSTERNORRLAND (SE), VÄSTRA GÖTALAND (SE), VEST-AGDER (NO), VESTFOLD (NO), VILNIUS\*(LT), WALES (UK), WESTERN ISLES (UK).

<sup>(\*)</sup> *Observer*

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**Regions present at the General Assembly should like to thank Aquitaine Region and its President, Mr Alain Rousset, for their hospitality and welcome.**

**President Martini thanks all the attending participants representing National Governments, Regional Authorities and European Institutions who took part in the work of the Conference. He especially wishes to thank the French Government -the six-month EU Presidency- for its attendance at the CPMR General Assembly**

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**On behalf of its 159 Member Regions, the Conference of Peripheral Maritime Regions of Europe, meeting for its 36th Annual General Assembly in Bayonne, adopted the following Final Declaration and Resolutions:**

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## FINAL DECLARATION

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1. In a time of great uncertainty, European regional leaders are having to pursue development strategies that can secure the future and well-being of their fellow citizens.

### EVOLUTION OF THE GLOBAL CONTEXT

2. The failure of the Geneva negotiations aiming to conclude the Doha Round has created great uncertainty about the future of certain key themes for our regions, notably in the agricultural field and regarding competition rules for our regions' companies and their partnerships with other continents' economies.

3. Increases in the price of raw materials—in particular petrol and foodstuffs—will clearly lead to the revision and necessary adaptation of fundamental elements underpinning the growth model of our economies and jobs.

4. The urgent need to tackle climate change will also extensively change our modes of development without it being possible to evaluate all of the consequences, including for territories.

5. Lastly, European demographic changes and the migratory pressures affecting the continent will have an impact on the organisation of our collective life.

### THE EUROPEAN CONTEXT

6. The CPMR sent its congratulations to the 27 Heads of State and Government when the Lisbon Treaty was signed. The Treaty retained the most significant elements of progress that had emerged from the work of the Convention on the Future of Europe, firstly regarding the increased role of sub-state public authorities in the life of the Union, and secondly concerning the inclusion of the principle of territorial cohesion. 24 out of 27 member states have now ratified the Treaty. The CPMR ardently hopes that a solution will rapidly be found following the Irish referendum result, so that the Treaty can enter into effect in 2009.

7. The No votes in the French, Dutch and Irish referenda require a response. They express the questions and doubts of many of our fellow citizens; only a Union that is close to citizens and respects subsidiarity, in which regional and local authorities have a major role to play, will be able to tackle to this disillusionment.

8. The Treaty ratification process and prospect of a new European Commission and Parliament in 2009 have eclipsed the start of discussions on certain major EU policies (including regional policy) and the future structure and level of the Union's budget. The necessary period for establishing the multiannual financial perspectives for 2014 to 2020 will be shortened to the period after 2010. The CPMR can only deplore this fact; the institutions and citizens need a clear purpose if they are to go on supporting the European project. The lack of such a purpose will have grave consequences at the next Parliament elections.

9. The CPMR is delighted about the start and continuation of membership negotiations with new states, particularly those from former Yugoslavia, in order to pursue the reunification of the whole continent.

10. The CPMR General Assembly supports the draft European Charter of Regional Democracy adopted last May by the Congress of Local and Regional Authorities of the Council of Europe.

11. It welcomes the establishment of the Black Sea EuroRegion last week in Varna (Bulgaria) and encourages its development in close cooperation with the CPMR's Balkan and Black Sea Commission.

### PREPARING THE KEY YEAR OF 2010

12. **The abovementioned elements of the global and European context have bolstered the CPMR in the work it has done to ensure the opinion of its member regions is heard when negotiations on the Union's policies for the next decade start at the end of 2009 and are then transformed into corresponding legal and financial instruments.** It is with this in mind that analysis is undertaken and proposals drawn up for all European policies, and sometimes certain global initiatives, that might have a big impact on our member regions' territories. A synthesis of these approaches will be developed at the annual General Assembly in

Gothenburg on 1 and 2 October 2009, with a view to presenting them to the Swedish EU Presidency, the new Commission and new European Parliament, and to serve as a basis for the CPMR's participation in the following years' discussions.

The General Assembly wholeheartedly thanks the regions that were involved this work, particularly those that acted as coordinators. It adopts as its own the resulting conclusions contained in the documents examined and approved by the Political Bureau and invites the working groups to continue their work until October 2009.

### **Innovation to promote competitiveness**

13. The TN-RIS (Towards New Regional Innovation Systems) Group led by Stockholm presented the conclusions of a year's work during the current General Assembly. This group, which involved the Basque Country, Emilia Romagna, Highlands and Islands, Lisbon and Tagus Valley, Brittany, Uusimaa and Tuscany regions, has undertaken in-depth analysis of the way regions are currently helping to develop the essential innovation capacity of the European Union through the Structural Funds, and is working towards some proposals aimed at increasing their involvement and effectiveness. The General Assembly takes note of this and requests:

- that the work be pursued involving any geographical commissions that wish to be involved;
- that the CPMR and the European Commission start joint talks to follow up the analysis and proposals made. This could notably take the form of a seminar involving all of our regions with the Commissioners and European Commission services concerned during 2009.

### **The maritime advantage**

14. The CPMR has had the opportunity to sincerely thank all the actors that contributed to the creation of an integrated European maritime policy at the summit of Heads of State and Government in December 2007. For the CPMR and its member regions, this represents a big leap forward in European integration. There are not many opportunities to congratulate the Union's institutions for their ambitious initiatives. Our thanks most notably go to:

- Commissioner Joe Borg and the Maritime Policy Task Force led by John Richardson, which supported him during the three years of preparation.
- the President of the European Commission, José Manuel Durão Barroso, for having ensured that it really was an initiative of the whole European Commission and their services, and not just one Commissioner. Bureaucratic obstacles have thus given way in face of public demand;
- the Portuguese government for having devoted much energy to concluding this work during its EU Presidency.

15. However, much remains to be done. The implementation of an integrated maritime policy requires a longer term visibility than the current action plan spread over two years from 2008 to 2009. It must also go further than just encourage greater cooperation between the member states or mobilise stakeholders on their own national stage. The open intergovernmental coordination method—whose limitations can be seen in other fields—cannot be expected to develop an efficient integrated maritime policy. A real multi-level governance system is required, at the appropriate geographical levels.

16. From this point of view, the CPMR signals its availability and that of its geographical commissions to develop a permanent dialogue with the services of DG Maritime Affairs, which it applauds for having decided to organise itself internally on the basis of sea basins.

17. To support the pursuit of a promising policy, the CPMR has set up the Aquamarina Group to monitor progress and make proposals. It is chaired by Jean-Yves Le Drian, President of Brittany Region. The very wide involvement of the member regions shows that the CPMR is always mobilised on this issue, and demonstrates its desire to continue to be closely involved in new developments, using the arrangements that the Commission and successive EU presidencies (Germany and Portugal) set up when the policy was formulated. The General Assembly can only deplore the fact that the French Presidency has not involved the CPMR in the different ministerial groups dealing with maritime policy; this is a step back in relation to practices established two years ago and bodes poorly for the successful mobilisation of all stakeholders concerned.

18. To mark the importance of the Union's maritime dimension, the Commission, Parliament and Council decided to create Maritime Day on 20 May each year. The CPMR actively participated in the first one by mobilising its member regions and supporting the Sail for Europe Association symbolised by the Treaty of

Rome yacht, which aims to promote the European ideal throughout European maritime regions. The CPMR supports Bremen Region's candidacy to host Maritime Day in 2010.

### **Maritime transport**

19. The European Commission's agenda shows a coherent desire to tackle the different aspects hampering the promotion of maritime transport. The CPMR is pleased about this and signals its constant availability to work with DG Transport. It thanks Commissioner Jacques Barrot for his availability and willingness to listen; it congratulates Commissioner Tajini on his appointment and wishes to pursue this cooperation with him.

In coming months, the Aquamarina Group will notably have to examine the following European Commission proposals and then refer back to Political Bureau:

- the Commission communication on overall maritime transport strategy for the 2008-2018 period (October 2008);
- the proposals for the creation of a European maritime area without internal borders (October 2008);
- social dialogue in ports (end 2008);
- the revision of the maritime dimension of the TEN-T (Green Paper in 2009, Guidelines in 2010).

Furthermore, this autumn the CPMR will also be called upon to examine the report made by the European coordinator Luis Valente de Oliveira on the implementation of the Motorways of Sea. It wholeheartedly thanks Mr Valente for his collaboration during his mission.

### **Maritime safety**

20. The General Assembly is delighted to note that the European Parliament supports the European Commission's proposals on the third package of maritime safety measures; it urges the Council to adopt these proposals using the co-decision procedure. It encourages the European Parliament to maintain the necessary level of strictness to ensure safe seas.

21. On the occasion of the alteration of the Regulation on the European Maritime Safety Agency, the CPMR's Aquamarina Group has informed Commissioner Barrot of its desire to ensure that the maritime regions, represented by the CPMR, become stakeholders. The General Assembly can only express its very considerable surprise to have received a letter from Commissioner Tajani rejecting this request. It renews its request to the European Commission and Council, and deems this refusal to be incompatible with the practical involvement of the regions – at all levels – during the recent Erika and Prestige maritime disasters.

### **Transport**

22. The General Assembly gives the Political Bureau, General Secretariat and geographical commissions a mandate to prepare the CPMR's participation in the preparation of the revision of European transport networks (TEN-T) on the basis of the General Secretariat technical paper examined by the Political Bureau on 27 June in 2008 in Rhodes (Greece).

### **Exploiting human capital**

23. On 1 October 2008 in Bayonne, the Group concluded a series of exchanges and sessions to transfer good practice on four themes:

- Accumulation of human capital (Aquitaine);
- Social inclusion of migrants (Stockholm);
- Flexicurity and governance of employment policies (Asturias);
- Active employment policies (Tuscany).

On this basis, the General Assembly gives a mandate to the working group to draw up proposals to underpin dialogue between the CPMR and DG Employment and DG and Education and Culture during 2009 with a view to increasing the efficiency of available European resources and to securing greater involvement of regions in these fields of European action.

### **Migration**

24. Moreover, the General Assembly accepts the proposal to create a working group on the inclusion of migrants, which will be led by Region Skåne as part of the activities of the Human Resources, Employment and Training Group, in accordance with the terms of reference drawn up.

## **Energy/Climate**

25. The General Assembly adopts as its own the opinion expressed by the Political Bureau on the basis of the work of the Energy Group led by Navarre regarding the Energy/Climate Package proposed by the European Commission, which the French EU Presidency will submit to the summit of Heads of State and Government in December 2008. It expresses its dismay that regional and local authorities have been insufficiently involved in preparing this package. Many of the resulting measures to be implemented will come under the responsibility of these levels of government. Here again, it will only be possible to achieve the stated objectives in the framework of multilevel governance.

26. The CPMR invites its working group to continue to draw up ambitious proposals for the development of sustainable regional energy policies. These proposals should notably underpin the opinion that the Political Bureau will give on the publication of the European Commission's White Paper on adaptation to the effects of climate change (Autumn 2008).

27. The CPMR takes a very keen interest in the global intergovernmental negotiations aimed at reaching an agreement on efforts to tackle climate change that will replace the Kyoto agreement. The final conference should take place in Copenhagen during the second half of 2009. Our member regions all have reasons to fear that the territorial dimension of a plan for tackling climate change will be absent or considerably restricted. However, local and regional authorities often find themselves at the front line in necessary prevention and adaptation measures.

Also, the CPMR lends its support to the World Summit of Regions for sustainable development, devoted to climate change, organised by the Network of Regional Governments for Sustainable Development (nrg4SD) at the invitation of Brittany Region, in St-Malo (France), on 29 and 30 October 2008. The CPMR is expecting two types of results:

- Proposals from the regions on how to include the territorial dimension in the current negotiations, for which the regions' presidents should make a case vis-à-vis their central governments that are involved in these negotiations. For these proposals to be taken into account, it will undoubtedly be necessary to ensure the extensive political mobilisation of the CPMR, the Committee of the Regions and other organisations of regions and cities in Europe and other continents.;
- The launch of an ambitious pilot programme to tackle climate change involving regions from the north and south of the planet, with the support of UN agencies and the European Commission.

## **Agriculture**

28. The General Assembly takes note of the Political Bureau's Opinion on "The CPMR's Contribution to the Reform of the Common Agricultural Policy (CAP)". This will serve as the basis for the meeting to be organised in Nantes (France) on 23 October 2008 with the Committee of the Regions, our member regions, Commissioner Fischer Boel, the French agriculture minister and current agriculture council president Michel Barnier, and representatives of the agricultural professions. This meeting will represent the start of the working group's efforts to conduct analysis and draw up detailed proposals by the General Assembly in Gothenburg. The conference is pleased that, for the first time, the regions are recognised as partners in discussions on European agriculture.

29. While defending the future of European agriculture, our member regions cannot remain insensitive and inactive with regard to the food riots that marked the first half of 2008, not least because of the consequences on migratory flows. The CPMR must also give a positive response to the Food and Agriculture Organisation's request for any of our member regions that so wish to contribute to the development of food crops in some of our partner regions in other continents, particularly sub-Saharan Africa and the Caribbean. Working arrangements will be established, in coordination with European Commission services and other continents' regions through FOGAR.

## **Tourism**

30. The General Assembly is very pleased about the growing momentum of the working group set up at the 2007 General Assembly on this important theme for maritime regions. It gives the regions of Sicily and Västra Götaland and the working group a mandate to contribute to the European Parliament Recommendation on the impact of tourism in coastal regions and its consequences on regional development.

## The regions on the global stage

31. Global factors that could affect our member regions' development strategies require permanent monitoring, analysis and the development of possible solutions and suggestions for adaptation. Some have already been mentioned with regard to climate change or food policies. This is why the work to ensure that **the territorial dimension is taken into account in the globalisation process** must be done in cooperation with the most appropriate partners. The General Assembly thanks its Scientific Council for having held a meeting on this theme in conjunction with the UNDP in December 2007, at the invitation of the President of Lisbon and Tagus Valley Region, Mr Fonseca Ferreira. The same can be said with regard to the Second International Convention for a Territorial Approach to Development, which brought together 1,200 people from five continents in Tangier from 12 to 14 May 2008 at the invitation of Mr Abdelhadi Benallal, President of the Tangiers-Tetouan Region, and for the resulting Final Declaration.

32. The CPMR takes note of **the continued development of the Forum of Global Associations of Regions (FOGAR)** and the accession of sub-Saharan African and Asian regions as members. CPMR welcomes FOGAR's gradual progress towards legal and financial independence as from 2010. It particularly thanks its member regions, which provide voluntary support for its development.

33. The territorial solidarity mechanisms that exist in Europe, both at national and EU level, will have more chance of surviving if similar mechanisms are developed on other continents. This is the precondition for globalisation that is beneficial to all territories and their people. The General Assembly is also pleased that Commissioner Danuta Hübner and the Directors of DG External Relations, DG Development and DG Regio share this conviction and welcomes the support they have given to its dissemination. Thanks also go to Mr Kemal Dervis, the UNDP Administrator.

34. The member regions are delighted with the Joint Declaration of the Paris Summit for the Mediterranean of 13 July 2008, which acknowledges, in Article 3, the role that regional authorities should have in a new Euro-Mediterranean strategy. They are pleased about the negotiations launched with the Committee of the Regions with a view to creating a formal representation of local and regional authorities in the institutions of the "Barcelona Process: Union for the Mediterranean." The regional and local Euro-Mediterranean assembly that should constitute the outcome will give this strategy an institutional framework.

In this spirit, the CPMR supports the proposals of its Intermediterranean Geographical Commission, led by its President, Michel Vauzelle, to create a **real cohesion policy to benefit the regions and states participating in the "Barcelona Process: Union for the Mediterranean."** Such proposals could also concern the **Baltic Sea and Balkans & Black Sea Commissions**.

35. The General Assembly congratulates the European Commission, and more particularly DG Development, **for the consultations in which the CPMR was involved concerning the role of the regions in European development aid policies, the improvement of their governance and the consideration of a specific territorial dimension in aid alongside budgetary approaches.** Those of its member regions that are heavily involved in external cooperation will continue to consult each other in order to increase the effectiveness of that involvement.

36. The CPMR is delighted to belong to **the platform of organisations of regions and local authorities**—notably the CEMR, AER and AEBR—which the European Commission has selected in order to promote, in a coordinated manner, the role of sub-state authorities in EU development aid in coming years.

## Towards a European territorial pact

37. Considered in isolation, the areas examined above do not constitute a strategy for our member regions' development that could give the strongest possible added value to the European Union's efforts to maintain a global presence in 21st century world. Three elements are required for these areas to find their place in the melting pot of a shared project that is ambitious enough to mobilise regional governments' energies, people and economies.

38. •**The territorial solidarity mechanisms** set up at the time of the Single Act with a view to creating the Single European Market must continue to pay their role. It would be surprising if the European Union abandoned these just as it is seeking to exploit 20 years of experience with regard to states and continental groupings, and at a time when this experience is arousing the interest of global institutions responsible for development. From this point of view, the General Assembly is keen to express its utmost concern that the

European Commission has no simple, clear line on the **continuation of a regional policy involving all EU regions** for the next period of multiannual financial perspectives from 2014 and 2020. It is a major achievement of European integration, and one of the rare ones to date that has helped bring the Union closer to our fellow citizens while giving it greater visibility. The General Assembly invites all its member regions to inform their national governments, national MPs, MEPs and the European Commission about this concern. It calls on the Committee of the Regions and other organisations of regions and local authorities to work together. It again signals its availability to work on the necessary development of existing guidelines and instruments, on which it has already provided analysis and proposals over the last two years through:

- the pursuit of a convergence policy;
- a policy of territorial excellence;
- the development of territorial cooperation toward more strategic and more integrated projects;
- the creation of cohesion policies in the Union's neighbourhood.

**39. •** The hoped-for implementation of the Lisbon Treaty must furthermore provide a stronger legal basis for the role and **place of regional and local public authorities** and their representatives. It must similarly enlarge the framework of the territorial approach in European integration through **the adoption of the principle of territorial cohesion**. These two elements are part of an old European political tradition of negotiation between central government and decentralised authorities. They can and must serve as the basis for progress to **a new stage in the development of EU governance**.

**40. •** **The development of territorial cohesion** must go much further than just regional policy. This highly political concept, which is founded on the notion of equity between territories, has an impact on a large number of policies at all levels of state intervention. The community added value will therefore only emerge at the expense of open discussion of all European policies. So it also calls for **the creation of new multilevel governance mechanisms** within the Union in order to ensure compatibility and synergy:

- between the different European policies mentioned above, through appropriate interservice mechanisms within the European Commission;
- between the geographical levels of EU territory and the actors that represent them in such a way as to ensure a vibrant expression of the subsidiarity principle, complementarity of efforts and the clear identification of community added value.

The pursuit of the territorial agenda, which has been managed in an intergovernmental manner until now, would thus seem sensible; on this point the CPMR is pleased that, during the Portuguese EU Presidency, the 27 ministers recognised the necessary link between the territorial agenda and the Union's instruments for action, in particular the ERDF.

**The General Assembly urges the European Commission to show some audacity** in the proposals it puts to the Council and Parliament. The CPMR will participate very actively in the consultation following publication of the Green Paper on territorial cohesion. It will support the Committee of the Regions when it prepares to give its opinion and will seek the coordination required with the other organisations of regions and local authorities.

**41.** To be faithful to the prospects created by the innovations introduced in the Lisbon Treaty, the General Assembly is proposing that, at the end of the next years' negotiations on the EU's multiannual financial perspectives, **a Territorial Pact of objectives and implementation strategies** between the European Commission, the Council, the Parliament, the Committee of the Regions and the main organisations of regional and local authorities should be solemnly drawn up and signed in 2013. The years required to prepare such a Pact would in themselves be an important sign of the new involvement of all levels of public authorities in the European project. Its signature and implementation from 2014 to 2020 would introduce one of the most useful mechanisms for bringing the institutions of the Union closer to its people.

#### **PURSUING THE CPMR'S MEDIUM-TERM DEVELOPMENT**

**42.** The General Assembly is pleased to welcome four new member regions: Larnaca (Cyprus), Ida-Virumaa (Estonia), Samsun (Turkey) and Angus (United Kingdom).

**43.** The General Assembly takes note of the progress made in the deliberation on the CPMR's future. It thanks the Political Bureau and General Secretariat for the quality of this work. It gives them a mandate to make proposals to be examined at the Gothenburg General Assembly in 2000.

**Adopted unanimously**

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**DRAFT RESOLUTIONS**

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**II.1 TOWARDS A SUSTAINABLE EUROPEAN REGIONAL COHESION POLICY - CHALLENGES AND OPPORTUNITIES IN GEOGRAPHICALLY DELINEATED AREAS.**

(Resolution submitted by the North Sea and Baltic Sea Commissions)

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**II.2 ENERGY AS A PRIORITY IN EUROPEAN SUSTAINABLE PROCUREMENT**

(Resolution submitted by the North Sea and Baltic Sea Commissions)

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**II.3 DISCARD: INCOMPATIBLE WITH SUSTAINABLE FISHERIES**

(Resolution submitted by the North Sea and Baltic Sea Commissions)

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**II.4 LETTER OF SUPPORT FOR THE ACTIVITIES OF THE TN-RIS WORKING GROUP**

(Resolution submitted by the Baltic Sea Commission)

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**II.5 SUPPORT FOR MARITIME FREIGHT TRANSPORT**

(Resolution submitted by Fife Council)

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**II.6 SUSTAINABLE TOURISM**

(Resolution submitted by the CPMR Sustainable Tourism Working Group)

**ANNEX: STATEMENT ON SUSTAINABLE TOURISM DEVELOPMENT IN EUROPEAN MARITIME REGIONS**

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**TOWARDS A SUSTAINABLE EUROPEAN REGIONAL COHESION POLICY -  
CHALLENGES AND OPPORTUNITIES IN GEOGRAPHICALLY DELINEATED AREAS**

Resolution presented by the Baltic Sea and North Sea Commissions

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*The North Sea and Baltic Sea Commissions:*

- Support the consideration shown for the geographically delineated regions highlighted in the Treaty of Lisbon, Article 158, and welcomes the new take on regional policy with the added territorial dimension with a holistic approach, assuming the application of appropriate financial instruments in support of an E.U. regional policy based on the tenants of territorial cohesion.
- Will continue to work to provide for regional and local innovation, improve access and infrastructure, building on the Lisbon and Gothenburg Agendas to strengthen the position of peripheral regions in view of the future European Cohesion Policy post 2013, trusting that the use of E.U. financial resources are targeted and structured to reduce socio-economic disparities between the regions
- Believe that now is the time to stress the need to identify and communicate the challenges and opportunities such regions are facing, building on sustainable rural-urban partnerships, ensuring a good dialogue with national governments and the EU, and by shifting the focus on to utilize potentials and enhance the attractiveness of peripheral, sparsely populated, island and mountain regions
- Would like to emphasize that sparsely populated; peripheral; island and mountain areas are rich in resources positive externalities and territorial excellence, all representing added value to the EU
- Advocate the principle of subsidiarity and a framework enabling the use of regional models to enhance the regions potentials for the local, regional, national and international benefits

*Future European Cohesion Policy*

CPMR North Sea Commission (NSC) and Baltic Sea Commission (BSC) support the territorial cohesion aspect of the Lisbon strategy. BSC and NSC want to contribute together with the European Union to reduce economical and social differences and to strengthen the cohesion between regions and countries. Regions are at the core of the post 2013 project for Europe. This calls for a strong and sustainable territorial cohesion policy framework, with room to develop diverse regional priorities, utilising their current and future potentials.

*Article 158 Regions & Territorial Cohesion*

We support the consideration shown for regions facing development constraints as a consequence of factors of geographic handicap in the new Treaty of Lisbon, where the need for special action is stressed in Article 158. This legal basis of support should ensure that the special conditions of these regions also are reflected in other EU policy fields such as the EU regional policy, competition policy, state aids policy, environmental policy, transportation policy and fisheries policy amongst others. The new approach to a regional policy for Europe is emphasized by the added territorial dimension, complementing social and economic cohesion. We welcome this process due to the new focus on geographical specialties, which strengthen the role of peripheral regions.

One example of a geographical area, where geographical constraints can be turned into assets, is the North Calotte. This area, sensitive to climatic changes, holds great natural resources, i.e. welfare for Europe, and has a low population density similar to other sparsely populated areas in Europe. Peripheral areas like the northern regions, islands, mountain areas etc. are rich in resources and territorial excellence, all **representing an added value to the EU** if allowed to develop and grow. Without a good framework of development for people living in such regions, it will be even more difficult to take advantage of these resources which, also greater Europe is depending on. A good dialogue needs to be nurtured between the peripheral regions, their governments and the EU to bring out the potentials.

*Peripheral Rural Regions - Added Value*

Life in peripheral areas adds challenges as well as opportunities for inhabitants, businesses, authorities and the environment. Challenges are often shared with islands and mountain regions in Europe. As the European Union is in the process of developing a post 2013 territorial cohesion policy, the NSC and the BSC

want to stress that it is now time to identify and communicate the challenges and opportunities peripheral areas are facing.

Traditionally, peripheral areas contribute heavily to the national economies. Natural resources, from the sectors of energy, forestry, mining, fisheries and agriculture, in addition to cultural aspects enhancing the tourism potential and local, regional and national identity are being extracted locally for the greater and common good. However, as a side effect of being peripheral, special needs often come second to the needs of more central and more heavily populated areas, due to the "greater public interest." In this perspective we have to remember cities are not isolated entities; they exist within rural areas where they rely on the externalities associated the rural domain such as clean air and water; space for recreation and reflection, culture, landscape and bio-diversity creating the need of sustainable rural – urban partnerships.

### ***The Territorial Perspective***

As Europe is becoming more congested, more crowded and more centralised around urban areas, it is crucial to stress the importance of peripheral rural values and to ensure a balance between periphery and centre. Peripheral areas face challenges in higher development and living costs, the poor infrastructure, long distances to markets, fewer qualified and highly educated people, a growing elderly population, the demise of social hubs, cultural offers /services etc. As a consequence there are high public expenditures and high costs for the private industry.

It is time to shift the focus on to utilize potentials and enhance the attractiveness. Therefore, the North Sea Commission and the Baltic Sea Commission want to stress that not only GDP should be an indicator, but also aspects of natural and cultural resources, positive externalities, diversity and opportunities offered by these regions. The territorial excellence policy proposed by the CPMR, as part of the future cohesion policy, would apply in all European regions in order to optimise each region's potential, and this adds an important spatial dimension to cohesion policy. The idea being that any region can grow if its assets and niches are developed. This would strengthen regional knowledge, innovation and competitiveness, and make the regions more attractive places to live and work. The EU states that people should not be disadvantaged according to where they live. Indeed this should be the basis of the new territorial cohesion policy.

### ***Regional Models and the principle of Subsidiarity***

The holistic approach must cover all political areas when discussing regional development, cohesion policy and territorial cohesion and there is a need for clear definitions of terms. Employing the principle of subsidiarity and using the tools of regional policies to enable each region to enhance territorial excellence in peripheral and rural areas, will be the best way to ensure stable and prosperous peripheral communities and territorial cohesion. Using regional models suitable and adjusted especially for each unique region, bring the before mentioned added value to the greater region of Europe, making Europe into an even stronger economy.

**Adopted unanimously**

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*(N.B. - The phrase "positive externalities" is used to describe the attributes and resources provide by peripheral rural, sparsely populated, mountain and islands regions to urban areas, often free of charge. Commonly cited examples include clean air and water, space for recreation, solitude, wilderness, cultural landscapes and environmental attributes such as landscape.*

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## ENERGY AS A PRIORITY IN EUROPEAN SUSTAINABLE PROCUREMENT

Resolution presented by the Baltic Sea and North Sea Commissions

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### SUMMARY

Given the importance and urgency of securing our energy supply in Europe while ensuring energy efficiency, and low carbon emissions, it is recommended that the Commission emphasise the link and prioritise energy in sustainable procurement.

The Commission should ensure that we align all relevant policies and Directives to ensure that national and local governments are required to green their procurement with particular reference to Energy Efficiency, Green and Renewable Energy Production and Supply.

### BACKGROUND

Public Procurement amounts to 16% of EU GDP.

#### Sustainable Procurement

Sustainable procurement is the application of sustainable development principles to procurement and is a key activity in helping to ensure that the world remains habitable and that people have a decent quality of life. There is a wide range of approaches to sustainable procurement, which can be applied at all stages in the procurement process.

Hence any organisation that is serious about reducing its environmental impact has to give serious attention to the amount of fossil fuel that it uses in all its business operations heating, energy and transportation. And it needs to give similar attention to the greenhouse gas emissions of its suppliers. Given the purchasing power of local authorities, policies of sustainable procurement and energy will have a major impact on supply chains over time.

#### Energy and Bali Action Plan

The European Union has welcomed the agreement reached at the UN climate change conference in Bali, Indonesia to start formal negotiations on a global climate regime for the post-2012 period and on a Bali Roadmap that sets out an agenda for these negotiations. European Commission President José Manuel Barroso said: "We have worked hard to achieve this result. It is a very important step forward. Europe is determined to contribute all it can to move forward also in the future. I appeal to all our partners to take these commitments seriously and to act swiftly. Indeed there is only one planet. Together, developed and developing countries can reach success."

#### UN Bali Action Plan (December 2007)

*(The following are relevant extracts from the action plan that have a relationship to climate change action by local government and will relate to sustainable procurement)*

##### The Conference of the Parties agreed to:

(b) Enhanced national/international action on mitigation of climate change, including, inter alia, consideration of: ...

(vii) Ways to strengthen the catalytic role of the Convention in encouraging multilateral bodies, the public and private sectors and civil society, building on synergies among activities and processes, as a means to support mitigation in a coherent and integrated manner;

(e) Enhanced action on the provision of financial resources and investment to support action on mitigation and adaptation and technology cooperation, including, inter alia, consideration of: ...

(v) Mobilization of public- and private-sector funding and investment, including facilitation of carbon-friendly investment choices;

## EUROPE AND SUSTAINABLE PROCUREMENT

The greatest source of information at European level on sustainable procurement is:

European Commission Environment Directorate - **specifically the Green Public Procurement Section**. DG Environment published a study on costs/benefits of Green public procurement in Europe" (by Öko-Institut and ICLEI for EC), in July 2007. Its conclusion was that green products were no more or less expensive than the non green alternative. [http://ec.europa.eu/environment/gpp/pdf/eu\\_recommendations.pdf](http://ec.europa.eu/environment/gpp/pdf/eu_recommendations.pdf)

One of its key recommendations was that political commitment (at all government levels) is regarded as essential to increasing green public procurement. They specifically mentioned that the report should be disseminated through the CPMR given its high credibility for decision makers.

**ICLEI Local Governments for Sustainability** is an international association of local governments and national and regional local government organisations that have made a commitment to sustainable development. They have a Sustainable Procurement Team, and provide informative newsletters, special events and specific publications.

**Generally**, there are some excellent projects, toolkits and advice available to local authorities (from the UN to regional sources) to promote sustainable procurement, including energy in terms of buildings, transport and energy procurement itself. This paper is not going to repeat these and links are given at the end of this paper to some of the most useful web sites.

The **purpose of this paper** is to look at the opportunities for the North Sea Commission and the CPMR to lobby the EU for specific priority to be given to energy in sustainable procurement and upcoming legislation and programmes and also strengthens the North Sea Commission's "**PORSGRUNN CHALLENGE**".

### Upcoming European Policy

The European Commission is preparing a set of initiatives to make procurement of public bodies, including Local Authorities greener. It is also important the Commission clearly establishes in the directive what qualifies as Green Procurement.

The three key initiatives at the moment are:

- a) National Action Plans on Green Public Procurement
  - b) A new Communication from the Commission
  - c) A related proposal on Public Procurement on Green Vehicles.
- (Source: Convention of Scottish Local Authorities European Office)

a) The 2003 EU Communication on Integrated Product Policy defined that National Action Plans should be produced by Member States by end 2006. In practice only 12 Member States have done so. The following link provides an update on the current national action plans.

[http://ec.europa.eu/environment/gpp/pdf/national\\_gpp\\_strategies\\_en.pdf](http://ec.europa.eu/environment/gpp/pdf/national_gpp_strategies_en.pdf)

In March the Commission will take stock on this in view of proposing an EU wide target on Green Public Procurement.

b) It is understood that the Commission is about to finalise a Communication, (a policy paper), that will be published in 2008. This is an important step that will prepare the political ground for a draft **Directive on Green Public Procurement to be tabled in September 2008**.

- **Voluntary targets:** The key aspect of this proposal is a set of **voluntary target of 20% of local procurement shall be green by 2010 and 50% by 2020** (central government figures shall be 30% in 2010 and 50). The average level of Green Public Procurement (GPP) by then should be that of the three best performing states had in 2006.
- **Toolkit:** The commission is providing guidelines in 11 product categories and the 4 award criteria for each of them: *paper, cleaning products, office machinery, transport, furniture, electricity, textiles, medical devices, etc.* Guidelines 12 more product categories will be provided later next year.

c) The Commission is preparing a new proposal to encourage local authorities to spend part of their annual purchase of vehicles on green ones. This follows the defeat in the European Parliament last year of an earlier proposal that proposed explicit targets for Local Authorities to be met. Therefore the Commission approach now is more cautious and it will only propose a set of minimum standards on award criteria that Local Authorities can then use when assessing the ecologic standards of their prospective fleet.

## **ENERGY AS A PRIORITY IN EUROPEAN SUSTAINABLE PROCUREMENT**

Research for this paper has shown that there is no specific policy to promote Energy in Sustainable Procurement as a priority. It is generally assumed that energy is expected as good practice as part of all sustainable procurement processes. Given the international and European priorities to reduce emissions for climate change, and the Bali commitments (above), the North Sea Commission and the CPMR should consider lobbying Europe to give priority to energy within green/ sustainable procurement programmes and upcoming legislation.

The key areas where priority should be emphasised in future Commission policies would require more research, however the following could be considered as a start:

1. Energy procurement from the grid for renewable or certified green energy sources
2. Self generation or decentralised energy at local or regional level
3. Planning system to prioritise renewable and decentralised energy production
4. Specification in local government tenders that requires for new builds, renovations, transport, equipment, alternative fuel sources etc to set low carbon targets. The use in tenders also to specify low mileage/kilometres, low emissions in life cycle to ensure reduced energy use.
5. Opportunities for joint procurement with neighbouring authorities. This can maximise the ability to procure green/ renewable energy at more affordable prices.
6. Make changes to European Procurement Regulations to make Green Procurement targets achievable.

## **CONCLUSION**

*There is a role for the North Sea Commission and the CPMR in persuading the Commission to prioritise energy, within Sustainable Procurement. The justification for this is to ensure that Europe can ensure energy security and reach its climate change targets.*

## **Useful Links:**

[http://ec.europa.eu/environment/gpp/index\\_en.htm](http://ec.europa.eu/environment/gpp/index_en.htm)  
<http://www.iclei.org/index.php?id=796>  
<http://www.iclei-europe.org/?spupdate>  
<http://www.iclei-europe.org/index.php?id=1820>  
<http://www.iclei-europe.org/index.php?id=sustainableprocurem>  
<http://www.iclei-europe.org/index.php?procuraplus>  
<http://www.cannybuyer.com/guidebook/>

**Adopted unanimously**

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## DISCARD - INCOMPATIBLE WITH SUSTAINABLE FISHERIES

Resolution presented by the Baltic Sea and North Sea Commissions

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### Background

Discards are the portion of a catch of fish which is not retained on board during commercial fishing operations and is returned, often dead or dying, to the sea. The practice of discarding is driven by economic and political factors; fish which are discarded are often catches of species which fishermen are not allowed to land, for instance due to quota restrictions, or unmarketable species, e.g. individuals which are below minimum landing sizes. Discards form part of the by-catch of a fishing operation, although by-catch includes marketable species caught unintentionally.

According to a recent study, almost one million tonnes in weight and many millions of pounds worth of discards - including haddock, cod, whiting and flatfish like plaice, sole and dab - are thrown back into the North Sea after they are caught in trawlers' nets every year, and they are usually dead by the time they are returned to the water<sup>1</sup>. This quantity equates to nearly one-third of the total weight of fish brought ashore, and one-tenth of the estimated total of biomass of fish in the North Sea.

The problem differs greatly between different maritime areas, as a result of different fishing practises but also of different species composition. Generally the discard problem is greater in so-called mixed fisheries, e.g. North Sea demersal trawling fisheries.

### Policies on Discard

Discard is a well known phenomenon and drawback in most forms of fisheries management. Criticism of discard practises is widespread, in the fisheries sector as well as outside of it, among consumers, citizens groups and in political forums. The issue of discards has been addressed by The North Sea Regional Advisory Council (NSRAC) which has proposed that an effort management system be put in place in the Kattegat in order to reduce discards substantially.

In Europe, Norway and Iceland are already operating with a discard ban. Recently the EU Commission proposed the gradual introduction of a discard ban in the European Union. A proposal is expected from the EU Commission in 2008.

### Statement from the NSC

The member regions of the NSC are supporting measures which will lead to the gradual elimination of discard in Europe. Discard represents serious mismanagement of marine resources. The NSC also believes that discard reflects negatively on all fisheries and undermines the standing of the industry with consumers.

Therefore prioritized actions and management reforms are urgent. These should introduce technical and management measures which allows for the elimination of discards, while at the same time allows for the industry to adjust to a more sustainable regime. The NSC stresses the need to learn from experiences in both Iceland and Norway, and also to use the knowledge of the relevant scientific and technical expertise. The importance of the discard-problem should be reflected in EU's urgency in coming to terms with the issue.

### Proposal

The NSC Marine Resources Group proposes that the NSC adopts this statement as an expression of its concern for sustainable fisheries and a healthy marine environment. The NSC urges the European Union to move forward towards a system of fisheries management where discard is reduced to a minimum. We believe that measures should be planned and executed in co-operation with the fishing industry and fisheries science, integrating efforts of both communities in this crucial effort.

**Adopted unanimously**

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<sup>1</sup> University Of Newcastle Upon Tyne (2004, November 3). Call To End Fishing 'Discards'. *ScienceDaily*. Retrieved March 13, 2008, from <http://www.sciencedaily.com/releases/2004/10/041030144323.htm>

**A LETTER OF SUPPORT OF THE TN-RIS WORK GROUP ACTIVITIES**

Resolution presented by the Baltic Sea Commission

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The fulfilments of the Lisbon as well as the Gothenburg agendas are crucial for Europe and all political actors need to cooperate to achieve the political goals which have been set up.

There is a need for more and better ideas how to promote Europe in the international challenge for economic and social growth and the regional involvement is a corner stone for the possibility of success in this.

The regions play an important role when it comes to prepare for research and innovation for instance through their responsibility for schooling and encouragement for higher education.

To promote young people to take advantage of their ideas and to help them to transfer them into business is of great importance and this is to a main extent a task for the local and regional levels.

Encouragement for women to develop their ideas and to start businesses is of special importance for the regions. The promotion of female entrepreneurship is a vital ingredient for a successful fulfilment of the Lisbon strategy

The regions are also the main actor when it comes to infrastructure which is of great importance for the business community when it comes to settlement and recruitment of personal.

In the struggle for a stronger and more innovative Europe it is essential the all regions will get the possibility to take part and it is therefore necessary that the support from the EU should make it possible for regions even on the periphery of Europe to become active.

The CPMR therefore strongly supports the work within the TN-RIS group.

**Adopted unanimously**

**SUPPORT FOR MARITIME FREIGHT TRANSPORT**

Resolution presented by Fife Council

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Throughout Europe and the rest of the world, we are becoming increasingly concerned with the relative levels of carbon emission from different forms of freight transport.

According to certain studies and given the necessary environmental safeguards, sea transport has been shown to be a highly sustainable method of transporting goods and vehicles. However, the framework of EU legislation impacting upon state aid does not in all cases reflect this reality.

1. It should therefore be acceptable in principle for state support to be given to a service if it can be shown to be more environmentally advantageous than alternative forms of transportation.

**Adopted by a majority vote  
(6 votes against - 2 abstentions)**

2. In addition, the CPMR calls for detailed research to be carried out to determine the relative environmental impact of alternative transport modes.

**Adopted unanimously  
(2 abstentions)**

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## SUSTAINABLE TOURISM

Draft resolution presented by the CPMR Sustainable Tourism Working Group

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In light of the "Statement on Sustainable Tourism Development in European Maritime Regions" annexed to the present Resolution,

The CPMR General Assembly:

- adopts a strategy and political approach to sustainable development based on the principles and guidelines presented in the annexed document and in particular the approach known as integrated relational tourism;
- gives mandate to the political and technical bodies of the CPMR to promote all initiatives designed to ensure that this strategy and these guidelines are formally accepted in the actions initiated by the EU institutions, especially the European Parliament and European Commission;
- requests for active cooperation to be established and developed with other European networks working in the field of sustainable tourism with a view to formulating proposals and concrete cooperation projects.
- to this end, it is essential for the tourism working group to take forward its activities by identifying concrete actions and cooperation proposals in accordance with the model presented in the annex. From this point of view, the CPMR will continue to provide a financial support to enable the follow-up of these activities.

**Adopted unanimously**

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- Annex -

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|-----------------------------------------------------------------------------------------|
| <p><b>STATEMENT ON SUSTAINABLE TOURISM DEVELOPMENT IN EUROPEAN MARITIME REGIONS</b></p> |
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|------------------------------------------------------------------------|
| <p>Document produced by the CPMR Sustainable Tourism Working Group</p> |
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### **BACKGROUND**

- At the CPMR General Assembly in Florence, October 2007, a Sustainable Tourism Working Group (STWG) was established. The group is led by the Region Västra Götaland, Sweden and the Region of Sicily, Italy.
- The main objective of the work is to identify crucial issues in sustainable tourism development facing the CPMR's member regions and translate this into strategic policy initiatives and concrete actions at various levels throughout Europe.
- The STWG has met three times: in Brussels in mid-February and end of April, in Gothenburg in the end of June, and another one is planned for early September in Palermo, Sicily.
- Three working documents have been produced and discussed so far with the aim of creating a qualified report and accompanying strategic proposals to be presented at the CPMR General Assembly in Bayonne - Aquitaine, France in the beginning of October.
- This statement reflects the position of CPMR STWG based on the hitherto work carried out, and shall at this stage be considered as a work-in-progress to propose to all the Geographical Commissions and the CPMR member regions.

### **EUROPEAN TOURISM AT THE CROSSROADS**

*The CPMR Sustainable Tourism Working Group recognizes that:*

- Tourism has long been a major economic player in different types of regions throughout the European Union, not the least in rural areas, mountain environments, and particularly in coastal areas. Many of these areas have faced chronic economic woes, associated with a decline in their traditional economic activities, their relative isolation, and their small and shrinking populations. For these insular regions, tourism is regarded as the most realistic and often the one option for inducing economic diversification and growth.
- Tourism is arguably one of the world's largest economic sectors. In 2006, the sector generated 10.3 percent of world GDP, providing 234 million jobs, or 8.2 percent of total world employment, and generated international tourism receipts reached almost \$ 700 billion (estimations by the World Travel and Tourism Council).
- Measured in terms of international arrivals tourism has seen a tremendous growth since the mid-1950's and reached 800 million in 2005, and is estimated to be doubled in the coming 15 years. While Europe and the Americas accounted for 75% of the international arrivals in 2005, the rest of the world is estimated to account for 75% of the expected increase the coming 15 years.
- While the top 10 destinations in 1950 (all US & European) accounted for almost 90% of the total international arrivals, the share of the top 10 had dropped to 47% in 2005, and now included three major destinations outside the US and Europe. This change towards a more diverse tourist market structure is also expressed in the category of "Other destinations", which has increased its share from 3% in 1950 to 42% in 2005.
- Europe has long held the title of the world's leading tourist destination, measured in terms of international visitor arrivals. By 2020 the number of international arrivals within the region is projected to reach 717 million, equal to the total for world tourism in 2003. Most arrivals within Europe are from other European countries. In fact, 88.2 percent of international arrivals are inter-regional.
- The still predominant reason for travel to European countries is for leisure and recreation, but it has significantly declined since the early 1990s. On the other hand, Europe has become the world's leading region in terms of business tourism. Furthermore, there is evidence of an increasing interest in culture, heritage and nature, which affects the ways tourists travel, using the physical space differently from sun and beach tourism.
- The distribution of tourist arrivals throughout Europe is highly uneven. While Southern/Mediterranean Europe in 2006 accounted for more than one third of all international arrivals, Northern Europe only attracted 12%. Most international tourists (55%) in European countries arrive by road transportation, due to the high rate of inter-regional travel within this part of the world.
- Concurrently, air transportation has also gained in importance over the last 2 decades, to a major extent because of deregulation of the airline industry and the emergence of low cost carriers. By 2004, 38% of arrivals in Europe used air transportation compared to 32% in 1990.
- As new and more diverse destinations and travelers enter the market, the competition is increasing. As a consequence, the competitive parameters have increased, and many traditional destinations are forced to re-invent themselves in order not to lose market shares, moving from mass tourism market to a much more customer segmented market orientation.
- In Europe, this increasing customer segmentation comprises the fast growing number of third age travellers. This means that retired people are becoming more active and motivated to travel more at this phase of their life, but also to buy second homes or even settled down at attractive tourist destinations, like Mallorca.
- Furthermore, there has been a greater demand for new products and experiences related to cultural events and historical re-enactments. This is offering new opportunities for development and activities in the in low seasons. Youth tourism and Independent travelling have also become a very important aspect of tourism. This includes trends towards shorter stays, online booking, low cost airlines, the search for individual enrichment and meaning, and the search for new cultures and natural habitats.

## **FACING THE IMPACTS OF TOURISM**

*The CPMR Sustainable Tourism Working Group recognizes that:*

- Regardless of how fast or how slow tourism has developed in Europe's insular areas and, indeed, regardless of the type of tourism that has evolved, it is obvious that the sector has had many

impacts, both positive and negative on these host destinations and their ability to ensure sustainable development.

- In terms of *economic impacts*, it is obvious that one of the fundamental reasons for promoting tourism in an insular destination, is to generate economic growth and employment which can help diversify a narrow economic base. Just by taking a cursory glance at a number of coastal areas and islands, it is evident that tourism has left its positive mark on the economy. The level of income of many of these islands' inhabitants has increased and employment opportunities have expanded.
- Yet, tourism is also associated with numerous negative economic impacts. Part of this concerns the fact that tourism jobs do not pay very well, they are seasonal, and generally low-skill oriented. Tourism is also blamed for increasing the cost of land, especially in prime coastal areas meaning that there is a lot of property speculation and, often, land that may be highly suitable for agricultural production is turned over to resort developers. The rising cost of land is only one consequence of the inflationary pressures tourism may bring to a destination.
- Additionally, because of tourism development many islands have witnessed the accentuation of regional imbalances since this sector appears to favour coastal areas at the expense of interior settlements. Of course, it can also be argued that without tourism very few jobs would be created. Some advocates of tourism take the position that, even though the jobs may be low-skilled and low-paid, they still bring in a higher income overall than traditional activities like agriculture.
- In terms of *socio-cultural impacts*, it can be exemplified by the fact that many advocates of tourism often maintain that the sector is beneficial because it helps customs and traditions in a particular locale to be revived. Since tourists are eager to see something that portrays the host destination's local culture, it makes economic sense to encourage the rebirth of lost forms of culture (e.g., dance and pottery). To be sure, in many instances there has been a rebirth of culture in a destination, albeit some may say that this is driven by commercial interests.
- On the down side, by contrast, tourism is often blamed for inflicting adverse social impacts on host destinations, and some argue that traditional norms associated with an agrarian way of life have all but disappeared in many villages as the young people within these settlements gain employment in the tourism economy. Tourism may also be criticized for causing a clash of cultures, especially in very traditional societies where the population may be insulted by the way the foreign visitors dress and act.
- Not the least, the *environmental impacts* of tourism have received considerable attention. While on the plus side, the sector has been credited with encouraging the historical preservation of a traditional village or may have been linked to the preservation of a natural resource in the form of a national or state park, most analysts argue that tourism causes numerous negative effects in host societies. European island and coastal tourism is full of examples of how poorly controlled tourism development has inflicted serious problems that, in many instances, threaten the very survival of these places as visitor destinations.
- Mediterranean islands and coastlines are particularly vulnerable to tourism where this has been allowed to grow in an unplanned manner. For instance, in many places tourism has contributed to excessive water shortages, whilst problems have regularly been associated with the inability to deal effectively with excessive sewage and solid waste that accompanies rapid tourism development. Furthermore, on many destinations tourism grows in a linear fashion along a narrow coastal strip as each developer seeks to take advantage of coastal property. This has meant that development is rarely contained – indeed one settlement regularly spills over into the next.
- However not all coastal and island destinations have witnessed the same impacts and there are destinations, such as the islands of the Baltic Sea and the North Sea, where the quality of tourism development from an environmental standpoint is, indeed, quite high. On the island of Bornholm the well entrenched Danish land use planning system that is geared among others to protect large stretches of coastal land as well as ex-town areas, has meant that the level of development of tourist-related facilities has been severely restricted.
- But while one could well argue that the quality of the natural environment in this destination is exceptionally high compared to that of many Mediterranean destinations, one could make the argument that the austere land use restrictions have limited the ability of the tourist sector to expand and diversify. In this case, the planning system actually limits the competitiveness of this island destination, which already suffers from many handicaps, most notably the extreme seasonality associated with its tourism product.

- In the Mediterranean, islands like Mallorca or Crete, for example, provide the most striking example of how tourism can threaten to ruin a host environment. Twenty years ago Mallorca was the poster-child of mass tourism development. Today, following the implementation of a series of policies introduced during the 1990s to rejuvenate the island, plus a sincere attempt to drastically diversify the tourism product away from its narrow sun and sea image, Mallorca is enjoying a new lease of life as a tourist destination, where the emphasis has been placed on quality rather than quantity-oriented tourism.

## TOURISM POLICIES IN THE MAKING

*The CPMR Sustainable Tourism Working Group recognizes that:*

- Increasingly there is a realization that tourism development at regional, national as well as supra-national levels must be nurtured within a context of overall sustainable development. In 2006 the European Commission 2006 stated: 'Sustainable development is at the heart of the EU agenda. Its challenge is to ensure mutual reinforcement of economic growth, social welfare and environmental protection'.
- Until recently, most (if not all) policies that target specific regions, including maritime areas, have been sector-specific (e.g., on manufacturing, fisheries, offshore energy, the environment, and transportation) and, as result, it is possible that conflicting agendas reflected within these policies may impede the overriding goal of sustainable development. The fragmentation of policies is especially problematic from the point of view of tourism due to the fact that it is affected by so many different policy arenas and, until recently there has not been a clear-cut pan-European tourism policy.
- However, **Article 176B in the Treaty of Lisbon** (amending the Treaty of the EU and the Treaty establishing the European Community, Conference of the Representatives of the Governments of the Member States 2007) stated that:
  1. *"The 'Union shall complement the action of the member States in the tourism sector, in particular by promoting the competitiveness of Union undertakings in that sector. To that end, Union action shall be aimed at:*
    - a. *Encouraging the creation of a favorable environment for the development of undertakings in this sector;*
    - b. *Promoting cooperation between Member States, particularly by the exchange of good practice.*
  2. *The European Parliament and Council, acting in accordance with the ordinary legislative procedure, shall establish specific measures to complement actions within the Member States to achieve the objectives referred to in this Article, excluding any harmonization of the laws and regulations of the Member States."*
- Due to tourism's major contribution to economic growth, job generation, and the improvement of quality of life of both visitors and residents, it is imperative that any actions relating to tourism are well coordinated with the variety of policies affecting numerous sectors including transportation, the environment, regional and social affairs, employment and training. All of these policy areas either directly or indirectly have a bearing on tourism within the EU. And, because tourism is a major economic force for so many localities (regions down to communities) the EU strives to ensure that policies targeting these sectors do not run contrary to the goal of maintaining and enhancing tourism's competitiveness.
- In recent years this inter-relationship of the tourism sector with several policy areas within the EU has been highly evident and continues to be obvious. For instance, the introduction of the Euro has served to eliminate the inconveniences of having to deal with several currencies whilst traveling. Perhaps more importantly, the European environmental policy, which has focused heavily on the sustainability paradigm, has proved an opportunity for establishing preservation strategies for historical/cultural buildings and monuments as well as natural areas. In fact, because of the EU's environmental policy the quality of several areas (including beaches) has improved drastically in recent years.
- One of the most clear-cut relationships between several policy areas exists between transportation and tourism. Investments in new infrastructure (roads, bridges, air terminals) can lead to increased accessibility between several points, thus enabling more tourist flows. Airline deregulation has meant that competition between carriers has increased and the cost of travel between certain cities has been reduced dramatically. In contrast, proposals to introduce added environmental taxes on air

transportation may adversely affect certain destinations, especially those that may already suffer from inadequate service; many islands are included in this category of destinations.

- Because of the various challenges that European tourism has come face to face with (including aging of the population and its implications; reduced growth rate of Europe as a global destination; the negative environmental and socio-cultural repercussions of the sector) the **European Commission** has recognized the need for a cohesive policy for tourism at the pan-European level
  - *“This policy must be focused on clear and realistic goals, commonly shared by decision-makers, employers and employees, as well as by local populations. It should make the best use of available resources and take advantage of all possible synergies . . . Any European tourism policy should be complementary to policies carried out in Member States”* (European Commission 2006).
- The overriding purpose of a European-wide tourism policy is to enhance the industry’s competitiveness whilst creating more secure jobs with better skills and higher wages. For this to be achieved there is wide-scale recognition that an agenda of sustainable growth in tourism must be encouraged. Amongst the steps that this policy initiative must focus on is the need to coordinate all measures that either directly or indirectly have a bearing on tourism development within the EU.
- In turn these are the areas, which need to be addressed. The first is the need to improve the regulatory context at all levels of governance. The EU already has made strides in this area by developing a communication on “Better Regulation for Growth and Jobs,” an approach which hopefully will lead to improved competitiveness. For instance, it proposes that all new proposals, including those that pertain to tourism, undergo an impact assessment. Also, the EC recommends relaxing current legislation like the Package Travel Directive and the Timeshare Directive.
- In another focused effort, the European Commission in 2004 created the **Tourism Sustainability Group (TSG)**, aimed at enhancing the sustainability of tourism within the Union, as well as seeking to create various initiatives at the EU level, which will lead to sustainable tourism development. The TSG recognizes that in order to move towards sustainability it is imperative to adopt an ‘holistic and integrative approach’. It advocates an approach that meets the tenets of growth management, namely of ensuring that the quantity, quality, and location of development in each destination takes into account contingent factors.
- Among other priorities that the TSG promotes is the need to ensure that developers are responsible for the externalities they impose on host societies (the polluter pays principle), and the need to recognize capacity thresholds of development. The TSG acknowledges that much has been done at various levels to promote tourism development, but recommends that there must be a concerted effort by all stakeholders (representing the private as well as the public sector) to enhance the opportunities for tourism’s contribution to sustainable development. For instance, recognizing the challenge of global climate change, calls are made to ensure that tourism’s contribution to greenhouse emissions is reduced.
- Among the challenges that the TSG sees as the most important is the need to overcome the seasonality that plagues tourism in numerous destinations. The TSG also sees the need to address the effects of tourism-related transportation on the environment. After all ‘tourism transport (inbound and outbound) currently accounts for 8% of CO<sub>2</sub>-equivalent emissions in the EU. Air transport is responsible for 50% of CO<sub>2</sub> emissions associated with inbound and outbound tourism for Europe as a whole.
- As such, the TSG report stresses the importance of coordinating the EC’s Transport White Paper with the needs of tourism as an important economic sector. In other words, the TSG reflects the twin concerns that efforts to protect the environment by reducing transport-related emissions should not adversely affect tourism, whilst at the same time calls for tourism patterns that are much more environmentally friendly from a transportation point of view.
- While the TSG report is an important document for the promotion and development of sustainable tourism within the European Union it does not specifically mention maritime or peripheral regions. In other words, the report is kept at a general level and is not place-specific; it does not relate to a specific type of destination but merely seeks to promote balanced development throughout the EU. Nevertheless, much of what is encapsulated within this report is directly relevant to coastal and insular regions and should be taken into account when seeking to identify targeted initiatives for sustainable tourism development in such areas.
- In late 2007, the **European Parliament** adopted its resolution regarding the proposed EU policy, the commentary of the Tourism Sustainability Group, and various other documents (including a report

on transport and tourism. Among others the EU Parliament recognizes the importance of tourism for Europe (including tourists from third countries) and recommends the need to simplify and coordinate visa regulations to ensure that travel to and from Europe and within Europe is made as smooth and uncomplicated as possible.

- A second point is that it is imperative to improve data gathering as it pertains to tourism-related indicators. Among others the European Parliament calls for all member states to adopt Tourism Satellite Accounts since this approach allows tourism – as an economic activity – to be compared to other economic sectors. The harmonization of classification schemes as they pertain to tourist facilities is also viewed as essential by the European Parliament. For instance, currently the various member states do not reflect any level of consistency in the manner in which hotels are evaluated.
- Additional areas where the European Parliament sees the need for greater harmonization are in quality management schemes and consumer protection (for instance in an age of increased sales through the internet, the European Parliament feels that consumers need a panoply of protective measures). Other recommendations include the importance of promoting health tourism, making all tourism related facilities accessible to all and promoting sustainable tourism, especially in economically disadvantaged regions.
- Another recent major initiative addressing the issue of sustainable tourism development is the **Blue Book for a European Maritime Policy**, which was approved by the **European Commission** in 2007. The Maritime Policy generate discussion regarding the creation of a maritime policy for the entire EU that ‘treats the oceans and seas in a holistic way’ (5), and aims to build on policies that are already in place and also is meant to be in tandem with the Lisbon Strategy.
- The overriding theme in the Blue book is the development of maritime regions and its relationship to various sectors, including the shipping industry, the energy sector (including offshore energy sources), and technology. Much of the discussion relates to the environmental preservation of maritime resources but also the need to increase the competitiveness of the labor force. Further on, it seeks to underline the importance of enhancing the quality of life in maritime regions in order to make them attractive as places to live, work but also ‘play’. Because of the emerging attraction of coastal areas for an increasing number of citizens, it calls for steps to reduce or eliminate the threats to marine resources; many which arise from enhanced development activity.
- Within the Blue Book there is one section that targets tourism specifically. Recognizing that coastal regions as well as islands are extremely popular attractions throughout Europe, the document warns that for Europe to maintain its position as the world’s leading destination, steps must be taken to protect the very assets that draw visitors in the first place. Sustainable tourism can contribute to the development of coastal areas and islands by improving the competitiveness of businesses, meeting social needs and enhancing the natural and cultural heritage and local ecosystems. The need to improve or maintain their attractiveness is an incentive to an increasing number of destinations to turn towards more sustainable and environmentally-friendly practices and policies.

#### **MEDITERRANEAN INITIATIVES TOWARDS SUSTAINABLE TOURISM (Presented as an example of initiatives to be taken by the CPMR Tourism group)**

*The CPMR Sustainable Tourism Working Group recognizes that:*

- Tourism for long has been common development strategy in many European insular environments. Especially many of the Mediterranean islands possess sea and plenty of sun, all of which are necessary ingredients for mass-oriented pleasure-seeking travelers based in metropolitan areas in northern countries. But even in places located in less ideal climatic zones, such as those of the Baltic or North Sea, tourism has emerged as a major economic growth generator. To be sure the tourist season in these regions is quite short (6-8 weeks) but policymakers are making significant efforts to diversify the product and attract visitors all year around.
- Tourism in Europe is mainly intra-regional. In 2004 88% of the inbound tourism (measured as international tourist arrivals) in Europe was from other countries within Europe. Another evident regional feature of tourism is that Southern Europe/Mediterranean is the dominating destination within Europe and accounted for 36% of all European inbound tourism in 2004. In contrast, Northern Europe only accounted for 11%. Undoubtedly the pressure created by tourism on the countries around the Mediterranean has visible impacts on the environment, economy, society and human life.

- As a consequence, and encouraged by the above described initiatives taken at European Union level, various initiatives have been launched to promote various forms of networking in the Mediterranean (through e.g. Insuleur, Oramare, CRPM, CREST, OTIE etc). This objective is that the collective knowledge and experience can generate various forms of collaboration and raise the awareness on issues relating to sustainable tourism development. Good practices that also can be communicated regional, national as well as pan-European levels.
- New networks and partnerships will be developed to support and promote the cultural heritage and natural habitats of coastal areas. The local resources of the coastal areas are to be consolidated within the cultural heritage of the territory in a dynamic and creative way. It is imperative to improve the infrastructure and conditions for coastal tourism through:
  - An organisational framework formed by researchers, practitioners, policy makers and government officials.
  - Professional support related to maritime cultures and everyday life.
  - The design of effective marketing plans to promote innovative form of tourism in mature coastal areas.
  - Motivating the different local communities through empowerment and full participation.
  - Promoting a new culture of hospitality in the coastal areas connected with the internal territories.
- This regional approach will aim at clarifying the potential of the Mediterranean to promote the role of the different cultures in particular marine environments. In this way awareness will be raised on the need for:
  - Diversifying and strengthening the economic base of the Mediterranean.
  - Promoting and encouraging the development of coastal tourism related with the internal areas in the Mediterranean in both an ecologically and economically sustainable manner.
  - Rediscovering the enormous opportunities to raising the competitiveness of the coastal regions.
  - Recognising coastal tourism as an important component in the Mediterranean.
  - Ensuring that these resources of the tourism industry are managed in a sustainable manner.
  - Implementing fair and open opportunities for those stakeholders who wish to allocate their business in the new form of tourism.
  - Designing and implementing some initiatives related to sustainable tourism development in the coastal regions of the Mediterranean.

## STRATEGIC APPROACHES AND THE WAY FORWARD

- The policy related initiatives launched by various European bodies and authorities, as well as the innovative actions initiated by regional actors in the Mediterranean, creates a strategic momentum, which the CPMR STWG wants to build upon and further enhance, and secure are translated into strategic policy initiatives and actions benefitting sustainable tourism development in the CPMR member regions.
- Inspired by the definition put forward by UN World Tourism Organization in 2004, **sustainable tourism development have to be approached in a comprehensive manner:**
  - *“Sustainable tourism development guidelines and management practices are applicable to all forms of tourism in all types of destinations, including mass tourism and the various niche tourism segments. Sustainability principles refer to the environmental, economic and socio-cultural aspects of tourism development, and a suitable balance must be established between these three dimensions to guarantee its long-term sustainability.*
  - *Sustainable tourism development requires the informed participation of all relevant stakeholders, as well as strong political leadership to ensure wide participation and consensus building. Achieving sustainable tourism is a continuous process and it requires constant monitoring of impacts, introducing the necessary preventive and/or corrective measures whenever necessary. Sustainable tourism should also maintain a high level of tourist satisfaction and ensure meaningful experience to the tourists, raising their awareness about sustainability issues and promoting sustainable tourism practices amongst them.”*
- In accordance, the CPMR STWG is working according to a policy approach on sustainable tourism development that is:
  1. **Integrated/holistic**, i.e. recognizing the inter-relationship between environmental, economic, and socio-cultural aspects of tourism.

2. **Relational**, i.e. recognizing the importance of seeing the tourism system in its totality - the relationship between the places of tourist origin and destination, as well as the relationship between the production and consumption of tourism.
3. **Inclusive**, i.e. recognizing the need to include all relevant stakeholders - private, public as well as NGO's - in the process of sustainable tourism development. The tourism initiatives initiated has to be based on co-operation between local people, entrepreneurs, organisations and institutions.
4. **Territorial**, i.e. recognizing the importance and impacts of the spatial contexts of tourism development, such as the physical context - mountains, islands, coastal - and geographical/climate contexts - Northern Europe vs. Southern Europe.

The above points are part of the new approach known as **Integrated Relational Tourism (IRT)**:

Tourism which favors interpersonal and environmental relations stimulating the historical-cultural sensitiveness and sustainability of development of dialog among offer and receiving and which integrates productive and commercial sectors in micro and middle dimension. In other words a tourism deep-rooted in the territory that is the main stay of the micro-companies and that increases the value of the great cultural and natural patrimony not only in big centers but also in the small ones. Besides, this type of tourism is strictly bound to human relations with an immediate and direct relations among who offers services and who enjoys them.

Furthermore, the CPMR STWG considers it fundamental to **establish an active co-operation with other European networks** operating within the field of sustainable tourism development, such as the EC/DG Enterprise Tourism Sustainability Group), and the Euromeeting network. In this network based co-operation, **the contribution of the CPMR STWG will mainly lie in the development of proposals for policy initiatives relating to sustainable tourism development.**