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BORDERS, GOVERNANCE AND POLITICAL ORGANISATION. OUTERMOST REGIONS AND OVERSEAS COUNTRIES AND TERRITORIES

DOCTORAL THESIS (Summary)

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Key Words: Outermost Regions, Overseas Countries and Territories, border governance, cooperation, European Union global actor.

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In this paper we will address the topic of governance at the external borders of the European Union, in the context of different political organizations, promoted through the outermost regions (ORs) and the Overseas Countries and Territories (OCTs) treating the community as a political body with its own identity in the global space.

The research hypothesis is based upon the idea that the present meaning of the border concept has an evolutionary nature, being encouraged by cooperation between entities or regions belonging to different political macrostructures, which leads to the construction of new types of the borders amongst ORs and OCTs.

Questions that will form the basis for research are the following:

- Which are the factors that encourage changings in the types of external borders of the EU in the current phase?
 - In what way does border governance influence their dynamic?
- In what way the Outermost Regions (ORs) and the Overseas Countries and Territories (OCTs) may contribute to the affirmation of the EU's global role?

The result of the research will take into account prospecting borders within the EU's external borders (anthropological borders, psychological, physical, and geopolitical).

At a referential level, the European Union is projected by most speakers, within the limits of the continent, a fact which gives rise to the perception of restricted powers of the EU on the world stage. Internal borders that have caught a shape could be included in the category of inclusive borders, becoming a factor of cooperation. As for the external borders, they are influenced by the international context. As an actor on stage, European Union must adapt its governance policy of the borders, whereas "the border is not a spatial fact with sociological consequences, quite the contrary, it is a social fact which acquires form in space".

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¹ Monica Spiridon, "Inventând Europa – identități și frontiere (I)" [Inventing Europe- Identities and Frontiers], in *Observator cultural*, Nr. 60-61 / 20 aprilie – 3mai 2006, http://www.observatorcultural.ro/Inventind-Europa-identitati-si-frontiere-%28I%29*articleID_15281-articles_details.html, accessed July 10, 2014.

Therefore, the types of new borders require cooperation that generates responses to common problems. Cooperation is a key engine of governance involving various levels of society.

The general objective of this thesis is to explore the evolving nature of the external border of the EU and establish the roles they are to accomplish both as political communities and as well as from the point of view of the exchanges and relations that are established within the borders. Thus we will take into account the exploration of ways in which Outermost Regions and Overseas Countries and Territories establish outright global frontiers. It's about the external borders of the European Union (the Western border-the Atlantic Ocean, Pacific Ocean, Southern border- the Mediterranean, East and North border of the the Arctic). This work aims to measure the impact that these borders can play from the perspective of separation or convergence in different fields: economy, environment, security, democracy, good governance and human rights.

Considering that the work is connecting issues such as the European Union, crossborder cooperation and the creation of borders, we believe appropriate to integrate the theme in the sphere of international relations theories, with the starting point in the paradigm of institutionalist neoliberalism of Robert o. Keohane and Joseph S. Nye, developped later by their followers, especially by Helen V. Milner and Andrew Moravcsik. Keohane and Joseph Nye S. brought to discussion in international relations theory, the notion of *complex* interdependance, where an essential role is played by international commercial transactions, which play important parts in their proximity². The same authors, in *Power and* Interdependence, introduce a new concept, the asymetrical interdependance which stresses that power networks between States do not reside in the resources available to them as a means of enforcement, but in the "asymmetries in issue-specific interdependance" ³. Starting from the example given by Keohane about the relationship between USA and Guatemala⁴, as being a very assimetrical one, we searched to see which is the asssymetry of the Outermost Regions and Overseas Countries and Territories of the EU with neighbouring States or if we cannot speak of an enlarged EU assymetry to the neighbors of these territories. Another work which has helped us to understand the relationship of the Outermost Regions (ORs) and the Overseas Countries and Territories (OCTs), at the borders of EU in solving the mutual

²Robert O. Keohane, Joseph Nye S., *Tranasanational Relations and World Politics*, Cambridge, Harvard University Press, 1972.

³ *Idem*, "Power and Interdependence. Revisited", in *International Organization*, 1987, p. 41.

⁴ Andrew Moravcsik, "Robert Keohane as Theorist", in Helen Millner, Andrew Moravcsik, , *Power and Interdependence. And Nonstate Actors in Worlds Politics*, Princeton –Oxford, Princeton University Press, 2009, p. 249.

problems (pollution, marine resources, security) that occur in these far away areas removed from the heart of the EU, was *After Hegemony* of Keohane⁵.

Helen V. Miller and Andrew Moravcsik⁶ build a fourth reference level for institutionalist neoliberalism, putting the role of non-State actors in the construction of a complex of asymmetrical interdependence meant to solve common problems. According to Helen V. Millner instituţionalist neoliberalism paradigm is based on four elements: non- state actors in world politics; the variety of powers in world politics; interdependence as a defining factor of the international system; cooperation in global policies⁷. Randall W. Stone reprises the theme of the relationship between power, institutions and interdependence⁸, developed by Kheoane and Nye in *Power and Interdependence* and gives it new connotations, a result of the action of global non-State actors such as WTO (World Trade Organization), regional actors like MERCOSUR, which from the perspective of our research upon the links between Outermost Regions (ORs) and Overseas Countries and Territories (OCTs) acquires relevance, especially since it introduces elements such as *underprovision* of public goods; the role of the agencies and delegated powers (to think only about the Azores who have delegated powers from Portugal, and the EU to work in regional Atlantic organizations); control agenda especially in the field of environment.

Following the same logic of the usefulness of institutionalist neoliberalism theory for our research, Elizabeth R. De Sombre's work of domestic policy impact in international cooperation in the field of the environment really helped us⁹. Perhaps no area of human activity is more appropriate to define a complex interdependence of the common property, such as the environment. Sometimes certain peripheral regions of the EU come into collision with the assymetrical interdependence complex in which they are found, forcing the raising of impenetrable barriers. A typical example is that of the French Guiana who refused to obey a regional decision, in which the USA was the main actor, to co-participate in protection of the turtles in that part of the Atlantic Ocean, affected by shrimp fishing. According to the regional

⁵ Robert O. Kehoane, *After Hegemony: Cooperation and Discord in the World Political Economy*, Princeton, Princeton University Press, 1984.

⁶ Helen Millner, Andrew Moravcsik, *Power and Interdependence. And Nonstate Actors in Worlds Politics*, Princeton –Oxford, Princeton University Press, 2009.

⁷ Hellen V. Millner, "Power and Interdependence. Nonstate Actors in Worlds Politics. Research Frontieres", in Helen Millner, Andrew Moravcsik,, , *Power and Interdependence. And Nonstate Actors in Worlds Politics*, Princeton—Oxfor:d, Princeton University Press, 2009, pp. 3-27.

⁸ Randall W. Stone, "Institutions, Power and Interdependance", in Helen Millner, Andrew Moravcsik, *Power and Interdependence*. *And Nonstate Actors in Worlds Politics*, Princeton –Oxford, Princeton University Press, 2009, pp. 28-49.

⁹ Elizabeth R. DeSombre, "Power and Interdependence, and Domestic Politics in International Environmental Cooperation", in Hellen Millner, Andrew Moravcsik, *op. cit.*, pp. 147-163.

decision, states and regions who disobeyed the measure were sanctioned with prohibiting shrimp import in signatory countries¹⁰. For French Guiana, being affected by that measure was not a problem, as it had access at the EU market.

Another author, Alex Inkeles¹¹, demonstrates that the world has become increasingly interconnected, through processes of integration, convergence, cooperation, etc., and this is an argument of the proposed theory. States do not lose the classic role, while other actors participate in the governance process, starting from simple analysis of political organization, i.e. the distribution of powers between the ORs, OCTS on the one hand, the States with which they share the sovereignty, and the European Union on the other hand, offering another dimension of existence for these territories scattered in the Pacific, Atlantic, Caribbean, the Arctic or Antarctic.

2. Ontological and epistemological premisses

The introductory part of the paper will deal with the dichotomy between the frontiers as separating factor and borders as an agent of convergence.

a) The ontological approach is aima at the analysis of reality from the perspective of political organization after World War II and also after 1990. The dichotomy will be linked with the definition of borders, a first step in understanding the phenomena that occur ideologically. The perception of the frontier was different, depending on the economical, historical and political situation at the global level.

After World War II it was stressed the separation of Europe. The semantical construction patented by Churchill " the iron curtain fell across the continent" reveals the splitting of Europe into two blocks, i.e. democratic States located in the western part of the continent and the Communist States in the East, influenced by the Soviets. The consequence of the U.S.S.R. immixture was the introduction of regimes of so- called "popular democracy" in Poland, East Germany, Czechoslovakia, Hungary, Romania, Bulgaria, Yugoslavia and Albania, countries where totalitarianism was based on political and economic monopoly of the unique party, but also on a flagrant violation of citizens rights and freedoms. Political-ideological division of Europe was maintained until the last decade of the twentieth century, when The "Treaty of Paris" (1947), established the new European frontiers. However, in comparison with the inter-war period, these have not undergone major changes, except for the part of Europe where the Soviet Union had kept the annexed territories in the years 1939-

¹⁰ *Ibidem*, p. 161.

¹¹ Alex Inkeles, "The Emerging Social Structure of the World", World Politics, 1975, 27, pp 467-495.

1940: the Baltic States-Estonia, Latvia, Lithuania, Finland, some territories of Poland, Bessarabia and Northern Bukovina. In these circumstances, the borders were instruments for the separation of political entities, of nations.

After the Second World War there has been a restructuring of international relations, so a change in border conceptualization.

Specialists in the field of frontiers/ borders of the late 20th century, argue that Europe becomes "a neo-medieval Empire with overlapping authorities, with divided sovereignty (...) and multiple identities, (...) with economic, political and cultural blurred borders "12.

The idea of limit is implicit and inherent in both family and the community; the maintenance of a collective identity often relied on the practice of cultural differentiation, on the one hand, and cultural reproduction (externally), on the other hand. Consequently, the borders of the European Union have expressed profound ontological consistency: they are not associated with practice but with speech. In this respect, Commissioner Günter Verheugen stated, in a speech entitled "Debate on enlargement of the EU" in the European Parliament (Strasbourg) 13 that "there is an intrinsic link between the debate on the future of Europe and the debate about our future borders". The pairing is as logical as possible and is about a practical sense to which the organizer is designed to answer, in the structure of thought, to the transition from defence to crisis management. Correspondence between structural principles, namely the primary motives of the communication and the concept of border occurs on two channels: one theoretical, based on differentiation, both at discursve and in the field of reality, between internal and external borders, and one in practice, generated by aggregation of the measures implemented for the Schengen area. It is true that family and community involves, by reference to the idea of otherness, the idea of limit, but it manifests itself only in the above mentioned report and less or even not at all within the group. The concept of internal border is the one which is subdiary to the wording of the speech and its practical absence determines precisely the manifestation for the group. Talking about family and community is talking about the absence of internal borders; therefore, the concept is placed from the outset in the communication structure, often in the very same lack of it (in this case, the internal borders).

Accordingly, the analysis can start from the premise of the border stylization in the Union speech; as stated, the frontier is a conceptual milestone for the entire structure of

¹² Adrian Pop, "«Lecțiile» globale ale revoluțiilor Est-Europene" [Global Lessons of the East-European Revolutions], in: *Sfera Politicii*, vol. XVIII (2010), Nr. 12 (154), p. 3.

¹³ Günter Verheugen, *Debate on EU Enlargement in the European Parliament*, Strasbourg, 04.09.2001.

the communication, but, at the same time, it becomes a non-articulated element of it (particularly in external communication), remaining in the substrate of dialogue for enlargement, for instance. Although an invariable approach, the exception occurs in some cases that will be the subject of a series of separate observations which, in conjunction with the analysis, suports shaping the theory proposed in the current chapter.

Malcolm Anderson believes that the concept of the border has a deeper significance, and can be seen as a "precise line where jurisdictions meet, usually delineated or controlled by customs personnel, the military and police" ¹⁴, or may be identified as a "region, an area with blurry lines of demarcation", sometimes described as a border region, becoming an exchange, interaction and integration area ¹⁵.

Unlike the borders of States, in the context of the European Union, the border may be perceived as an intermediary contact area between different political systems and cultures, with a rather symbolic significance than a legal one ¹⁶. These observations can be successfully implemented in the current border policy of the European Union, supported by the Lisbon Treaty. It shows clearly that the Union is an "area of freedom, justice and security" ¹⁷, introduces an integrated management of the external borders of the European Union, and emphasizes the principle of the distribution of tasks, each of which have the obligation to ensure effective controls at their external borders ¹⁸.

Cross-border cooperation is a way by which the Union has managed to influence the borders in the recent period. Transforming borders in a contact area for communities in different countries encourages economic cooperation and communication between communities on opposite sides of the border. Cross-border cooperation program of the European Union operates within the borders of the Union, but also as a way of improving its relations with neighbouring states even at very large distances from the epicenter of the community. According to the Union, the main purpose of cross-border cooperation is "to

¹⁴ Malcolm Anderson, *Frontiers. Territory and State Formation in the Modern World*, Cambridge, Polity Press, 1996, p. 9.

¹⁵Michele Comelli, Ettore Greco, Natalie Tocci, "From Boundary to Borderland: Transforming the Meaning of Borders through the European Neighbourhood Policy", in: *European Foreign Affairs Review*, Vol. 12, no. 2, 2007, p. 206. http://www.kluwerlawonline.com/abstract.php?area=Journals&id=EERR2007018, accessed May 3 2014

<sup>3, 2014.

16</sup> Ioan Horga; Ariane Landuyt, "Communicating the EU Policies beyond the/Its Borders", in: Ioan Horga; Ariane Landuyt (eds.), Communicating the EU Policies beyond the Borders. Proposals for Constructive Neighbour Relations and the New EU's External Communication Strategy, Oradea, Editura Universității din Oradea, 2013, p. 5.

¹⁷ Carlos E. Pacheco Amaral, "States, Frontiers and Power. The evolving nature of political community and gouvernance", in: Ioan Horga, A. Landuyt *op.cit.*, p. 126.

Treaty of Lisbon amending the Treaty on European Union and the Treaty establishing the European Community, signed at Lisbon, 13 December 2007, http://eurlex.europa.eu/JOHtml.do?uri=OJ:C:2007:306:SOM:EN:HTML, accessed May 5, 2014.

reduce the negative effects of borders as administrative, legal and physical barriers, to treat common problems and harness the untapped potential" ¹⁹. Extrapolating, according to theoretical study over the borders that we use in this paper, we can say that the purpose of cross-border cooperation is to turn harmful effects of boundaries in positive effects, based on the cooperation process, which creates true connections regardless of borders. Therefore, cross-border cooperation programmes of the Union are put in practice at its external borders too, with countries at the maritime borders of the EU. The main effects of cross-border cooperation are related in one way or another with the fact that they create linkages and networks, transforming separation into collaboration.

Of course in this context two questions are looming: how far European Union's borders are stretched beyond the continent's perspective?; Are these natural «European» borders in in the true meaning of the word or are they «moving» borders²⁰, paraphrasing Ehard Buzek, in the sense of their otherness. The perspective of social, economic, geopolitical, security and anthropological reality provides us with many examples of reflection. During our research we seek to bring up some of these themes. Through the analysis throughout the paper we also show that the European Union does not only need to affirm the role of global actor, but is doomed to be a global actor through the existence of his Outermost Regions and Overseas Countries and Territories.

In terms of relations of the European Community/European Union to the outside world, one can distinguish the following types of borders²¹: geopolitical borders, demarcation line between the European Union, an area of peace, and the dangerous outside world of the EU, Eastern Europe, the Near East, Mahgreb, and from the point of view of our work it should be taken into consideration the situation in South-East Asia from Eastern Africa or the Arctic Ocean; an institutional as well as a border law, which defines the institutional and legal framework in which the EU operates, creating the image of a "law community"; a transactional border through which the EU regulates market access for third countries, which from the perspective of our thesis would circumscribe the area of cooperation between Outermost Regions, Overseas Countries and Territories with neighbors;

¹⁹ European Commission, *Regional Policy – Inforegio. European Territorial Cooperation*, accessed July 15, 2014, http://ec.europa.eu/regional_policy/cooperate/cooperation/crossborder/index_en.cfm.

²⁰ Erhard Buzek, "Moving Borders" in *Eurolimes*, vol. 11, *Leaders of the Borders, Borders of the Leaders* (eds. Cristina Maria Dogot, Philippe Perchoc and Tokes Tibor), Oradea, Oradea University Press, 2011, pp. 194-199. ²¹ S. Gänzle, "The EU's Policy toward Russia: Extending Governance beyond Borders", in: Joan de Bardeleben (ed.), *The Boundaries of EU Enlargement. Finding a Place for Neighbours*, Houndmills, Basingstoke, Palgrave Macmillan, 2008, p.56.

a cultural border, relatively permeable, established between interior and exterior for reasons of political and democratic values.

So the ontological premise of the paper addresses the general theories of borders as a agent of divergence and convergence, in order to create a model of management of external borders of the European Union in time, but also up to date. This will follow a synchronic and diachronic analysis of the EU's external borders, addressing the cases of the four main compass points: West-Atlantic Ocean, the Pacific Ocean; South-Mediterranean Sea; The North-East and the Arctic.

(b) From an epistemological point of view we will approach the concept of border, being studied as a process and institution in a constant evolution.

The State border is "a real or imaginary line drawn between different points on the Earth's surface, delimiting the territory between States or to outer space and the high seas" Explanatory Dictionary of the Romanian Language has a similar definition, this way both definitions indicating the separation factor that defines the border. In this case the "frontier" becomes synonymous with "border".

The idea of border appears relatively late in the history of humanity, "as it was recorded in the current period, meaning since the Congress of Westphalia, between the years 1644 and 1648, which mark the end of the Thirty Years ' War and of the medieval period. Until that time, the notion of border had a distinct meaning, which corresponded to the State boundaries, not such as in present, but moving spaces that were interposed between dynamic political universes." ²³

Contact borders are imposed by the liaison function. The intensification of globalization processes and the conditions under which the European Union wishes to participate in the construction of a new world order, currently develops more and more cross-border ties. The frontier is intended to separate the nations, while border signifies "an area of contact, intermingling of the social, economic and cultural objectives of two contiguous States".

3. Structure and research methods

Tratated as a political body with its own identity in the global space, it urges the exploration of the borders of the European Union in global perspective, with reference to

²²Grigore Geamănu, *Dreptul Internațional Public* [Public International Law], vol. I, Ed. Didactică și Pedagogică, București, 1981, p. 178.

²³ Dragoş Frăsineanu, *Geopolitica* [Geopolitics], ed. a II-a, Ed. Fundației România de Mâine, București, 2007, p. 146.

²⁴Ilieş Alexandru, *Elemente de geografie politică- Spațiul european* [Ellements of Political Geography-European Sapce], Ed. Univ. din Oradea, 2006, p. 151.

its external borders (the western border- Atlantic, Pacific, South (the Mediterranean), Eastern and Northern (Arctic Region).

The introductory part will address **cross-cutting research methods** (**diachronic analysis**) of the external borders of the European Union. In addition, qualitative research, interpretive approach will be designed to lead to the ordering of the theories about borders, thus creating the general framework.

The next chapter examines the political powers shared between European States and Territories submitted to our attention:

The Outermost Regions

- Canary Islands (autonomous community of Spain)
- The islands of Madeira and the Azores (autonomous region of Portugal)
- The Martinique, Guadeloupe, French Guiana, Réunion, Saint-Martin ("entities" of overseas France);

Overseas Countries and Territories

- Anguilla, Bermuda, Montserrat, St. Helena, the Virgin Islands, the Falkland Islands, the Pitcairn Islands, South Georgia and Sandwich Islands, Turks and Caicos, British Indian Ocean Territory, British Antarctic Territory, Gibraltar and the sovereign base areas of Akrotiri and Dhekelia in Cyprus (United Kingdom)
- Saint Pierre and Miquelon, Saint Barthélemy, French Polynesia, Wallis and Futuna, New Caledonia, Saint Barthélemy, Saint Pierre and Miquelon (France)
 - Aruba, Bonaire, Curação, Saba, Sint Eustatius, and Sint Maarten (Netherlands)
 - Greenland (Denmark)

Their political organization is a starting point in the approach to identify to which extent ORs and OCTs can take decisions at regional or even international level so that by their association to or inclusion in EU they foster its participation in the world construction, that is to contribute to the affirmation of the global role of the EU. It will also be explored the role of cross-border communities in the making of borders (on each of the four macrofrontiers of the EU). These communities assume political, cultural, economical and security roles. Through longitudinal method of study, it would be examined the governance and cooperation policy of these borders.

Next chapter will approach transborder cooperation factors in the four regions (environment, health, justice, poverty reduction, business, culture, education, research, etc.). The analysis of primary and secondary sources will complete the case studies, to create a wider spectrum of the theme addressed. Part of the chapter will be devoted to studying the

emergence of borders in the EU's external borders (borders anthropological, psychological, physical, and geopolitical). An objective analysis of journalistic sources and of the Internet sources is the method which helps in this case to identify major cooperative projects, respectively of the domains of cooperation that occur in the governance of the European Union's external borders. The problem of the EU's external borders management is an evidence of the EU's capacity to participate in the construction of a new world order.

The main sources for the collection of scientific data will be the primary documents of the European Union, constitutions and statutes of autonomy States or Organic laws. The corollary of primary documents will be completed through the use of press releases, studies, articles and analyses of secondary sources of information. Literature will be selected, taking into account the generous bibliography on the topic of governance and borders.

4. Sources of information

The work is based upon both primary sources (refers to all categories of EU releases, press releases, speeches, legislative texts, maps, etc.) and secondary sources (specialty papers, articles, Web sites, etc.). Among the primary sources we ought to mention documents in the archives of the Azores Region, discussions with leading members of the Azores Region, University of Asores Administration, where thanks to the kindness of Professor Carlos E. Pacheco Amaral, I conducted a research internship in the second year as a Ph.D., with support of the Jean Monnet project conducted by Professor Ioan Horga, *Initiative and constraint in the mapping of European borders*, in which I was part in the years 2011-2013, as well as the University of Azores.

Among secondary sources one can identify the edited volumes, books, scientific articles published in the country and abroad. Of course as the ratio between primary and secondary sources is different from one chapter to another. For example, in the first chapter secondary sources abound, and the primary sources can be considered French electronic archives from where we took historical data. The second chapter is based on the analysis of the legal primary documents: Constitution of Great Britain, France, Denmark, Spain etc. Organic French laws governing the status and powers of the entities of ORs and the OCTs, the Statute of autonomy of the Portuguese ORs, as well as statements of the officials. The third chapter is based on the analysis of primary sources -electronic pages of projects and secondary sources which consist of articles, extensive works, yearbooks, etc.

The limits of this work are related to the geographical area vastness subject to the analisys, of the multitude and the differences in cases, so it often generated the feeling of floating on the Atlantic Antarctic or Pacific waters. Thanks to case studies that number tens, the danger of losing research direction was imminent, which needed a major power of synthesis and analysis.

Information dispersion related to ORs or the OCTs, the lack of a common data base to gather various types of official documents, data, or statistics has generated disparities between time periods analysed. Some reports that contain data about the OCT between 1999 and 2009, and recent reports do not examine the same issues. Databases are not updated until now, so we based in our analysis upon the existing ones. However we kept the direction set through the objectives and hypothesis and we were able to create an image of the whole.

The work is not, nor could it be a comprehensively or exhaustively one, given the fact that it tackles the topic in general. This can be regarded as the introduction for new research in the ORs and OCTs, which can be seen as experimental laboratories in terms of a single system of European education to convey European values, and to strengthen the position of the EU in ultermost spaces. Other viable research direction with a starting point in this paper we consider to be prospection and negotiation of integrated policies, built in cooperation with international organisations of which ORs and OCTs belong, for transforming them in nodes to communicate internationally. This way their development process would be accelerated, and they could participate in global governance.

After completing the research I came to the following conclusions:

- 1. The striving of ORs and OCTs towards involvement in participation in the governance of the EU's external borders is a given fact, which recently acquired a new argument by organizing in early October of 2014 IIIrd Forum of the Outermost Regions, where it was claimed their desire "to ensure that the strategy is oriented towards the specific needs of the Outermost Regions in order to allow them to play a role in achieving the objectives of the EU and to continue on the path of sustainable development" ²⁵. As regards the OCTS, regional cooperation is mentioned in all strategic documents.
- 2. ORs and the OCTs of Europe have a proper institutional environment through participation in European institutional life: Committee of the Regions, European Commission, through the General Directorate of Urban and Regional Policies, actions for cooperation between the outermost regions and their neighbours in the Caribbean, West Africa and the Indian Ocean are encouraged.

²⁵ 3rd Forum of the Outermost Regions: "9 Regions at the heart of the Europe of today and tomorrow", Brussels, 30th September — 1st October 2014, http://ec.europa.eu/regional_policy/conferences/rup2014/index_en.cfm, accessed October 12, 2014.

- 3. In the autumn of 2014, European Commission has issued new guidelines for enhanced cooperation among distant territories and their proximity²⁶. Three categories of cooperation shall be pursued through the ERDF: the cross-border, transnational and interregional cooperation. If the last category is not limited to certain areas, "cross-border cooperation aimed at promoting employment and sustainable quality and support labour mobility, through the integration of cross-border labour markets, promoting social inclusion and integration of communities beyond the boundaries, the development and implementation of joint programmes of education, vocational training and training programmes"²⁷. Transnational cooperation establishes the next directions: "strengthening the capacity-building of the public authorities and parties concerned and the efficiency of public administration through the development and coordination of macro-regional strategies and the maritime basin"²⁸.
- 4. The precise targeting of funds has consequences in the areas of cooperation on which they lay down and regions creates a coherence between the objectives of cohesion policy and external cooperation actions. Thus, the indicative notice issued by the European Commission aims to strengthening the collaboration between ORs, the OCTs and the Caribbean countries, Africa and the Pacific, through the European Development Fund (EDF) and the European Regional Development Fund (ERDF) with the main purpose of creating "a guide to identification and formulation phases of EDF-ERDF joint projects" Territorial cooperation projects are funded by the regional and bilateral cooperation (for the African States-Caribbean-Pacific) and territorial and regional programs for the OCTs. Territorial cooperation is aimed at "correcting the main regional imbalances" 100.
- 5. The cooperation in fields that constitute a common domain of almost all ORS and OCTs is **biodiversity**. The specificity or even their uniqueness determins them to establish this type of connection with others in order to create conditions for the perpetuation

²⁶ European Commission, "Commission boosts cooperation between outermost regions and neighbours", November 24, 2014, http://ec.europa.eu/regional_policy/activity/outermost/index_en.cfm#1, accessed November 30, 2014.

²⁷ European Parliament, "Support from the European Regional Development Fund for European Territorial Cooperation", April 2014, http://www.europarl.europa.eu/aboutparliament/en/displayFtu.html?ftuId=FTU_5.1.5.html, accessed May 12, 2014.

 $^{^{28}}$ Ibidem.

²⁹ Commission Europeene, "Note d'orientation pour le financemen de projets communs FED-FEDER 2014-2020 -Renforcer la coopération entre les Régions Ultrapériphériques de l'Union européenne, les pays d'Afrique, Caraïbes et Pacifique et les Pays et territoires d'outre-mer voisins-", November 18, 2014, p. 2, http://ec.europa.eu/regional_policy/sources/docgener/guides/guidance_fed_feder_fr.pdf, accessed November 21, 2014.

³⁰ *Ibidem*, p. 4.

of certain plant species or endangered animals. Conservation of biodiversity is one of the objectives proposed for financing ORs and the OCTs in this area. Functional mechanism is the Net-Biome (Tropical and subtropical biodiversity Networking research in Outermost Regions and Territories of Europe in support of sustainable development) to encourage research in the field in question. Although there are other organisations which have the same purpose (IUCN-International Union for Conservation of Nature, UK UKOTCF Overseas Territories Conservation Forum, DCNA-Dutch Caribbean Nature Alliance, etc.), it is criticized that the OCTs cannot participate alongside countries which they maintain connections with, with the exception of the Arctic Council, the Association of Caribbean States, the Council of regional organizations of the Pacific, etc. ³¹ Grouping for cooperation on biodiversity should not be guided by the old colonial model ³², but to respect the common environment, geographical realities or the area you are going to be investigated. The third factor which encourages biodiversity research is the fact that the link with the United Kingdom, France, the Netherlands, Portugal, Spain or Denmark is so strong that some OCTS or ORs do not feel the need to integrate into the local or regional environment³³.

6. Renewable energy is another area in which the "Islands" excel, examples being found in every cardinal point of our analysis. Azores, islands of volcanic origin known to the imminent danger in the advantages, from the complex to the simplest. Volcanic energy, the geothermal one is harnessed through platforms intended for that purpose, but also for the simple household effects, in the form of natural "cooking stoves". Réunion can be considered another example of good practice.

7. Another category of cooperation which OCTS and ORs develop are social and cultural actions that can be exemplified by the existence of the International Organization of the Francophonie, the Commonwealth, or of the lusitane initiative to create an organisation with linguistic databases, similar to the French model. These three organizations or associations gather autonomous or semiautonomous communities in a cultural concert based upon common values. This type of border is perhaps the most difficult to objectify, because there is a large variety of "ethnic, national, regional, or local cultures"³⁴, but their institutionalization helps at shaping the space in which they manifest and stating the rules for

³¹ Dominique Benzaken, Yves Renard, "Future directions for biodiversity action in Europe overseas: outcomes of the Review of the Implementation of the Convention on Biological Diversity", IUCN, December 2010, p. 11. ³² *Ibidem.*

³³ Ibidem.

³⁴ Mircea Brie, Ioan Horga, "Europa: frontiere culturale interne sau areal cultural unitar" [Europe: internal cultural borders or unitary cultural area], Oradea, 2010, MPRA Paper No. 44188, posted 21. February 2013, p. 1, http://mpra.ub.uni-muenchen.de/44188/1/MPRA_paper_44188.pdf, accessed July 12, 2014.

cooperation between the entities involved. Through the variety of geografical and political spaces contained within the social and cultural frame, it is created a new opportunity for cooperation of the states and their satellites as well as ORs and OCTs. Social borders can be synonymous with social boundaries, i.e. "materialized forms of social differences manifested in unequal access and distribution of resources and social opportunities" ³⁵. Through various mechanisms are created social differences which have certain traits in common, which forms cross-border social categories. In other words, they circumscribe the contours "of the different groups (...) or open spaces of exchange and encounter so that they can communicate with each other",36.

- 8. The uniqueness of the ORS and OCTs within the EU is determined by the position they have acquired over time, in the political structure of the European countries, status which derives from their historical relations. These entities-their majority being islandsare reminiscences of former colonies that countries like Spain, Portugal, France, the United Kingdom, the Netherlands and Denmark supported after World War II to adopt the most appropriate models of governance. Their specificities- insularity, remoteness, small size, limited resources, etc.-have prompted EU-wide recognition of a special status and the creation of new categories of Outermost Regions and Overseas Countries and Territories. They have become the actual external borders of the EU, "outposts" in the world. Through the special features, it adds new meanings in the concept of the border.
- 9. Therefore, the formation of new types of frontiers requires connections of cooperation that generates the formulation of responses to common problems. The cooperation is a key engine of governance involving various levels of society. Through the method of longitudinal case study, we analyzed the governance policy and border cooperation, with reference to the following areas:

The Outermost Regions

- Canary Islands (autonomous community of Spain)
- The islands of Madeira and the Azores (autonomous region of Portugal)
- The Martinique, Guadeloupe, French Guiana, Réunion, Saint-Martin ("entities" of overseas France);

Overseas Countries and Territories

³⁵ Michèle Lamont, Virág Molnár, "The Study of Boundaries in the Social Sciences", in Annual Reviews of Sociology, 2002, p. 168.

³⁶ Denis Merklen, Monique de Saint Martin, "Frontierele sociale între diviziune și mișcare" [Social Borders between Movement and Division], in Educație și frontiere sociale. Franța, România, Brazilia, Suedia [Education and social borders. France, Romania, Brasil, Sweden], Mihai Dinu Gheorghiu, Monique de Saint Martin (Eds.), Editura Polirom, 2011, p. 13.

- Anguilla, Bermuda, Montserrat, St. Helena, the Virgin Islands, the Falkland Islands, the Pitcairn Islands, South Georgia and Sandwich Islands, Turks and Caicos, British Indian Ocean Territory, British Antarctic Territory, Gibraltar and the sovereign base areas of Akrotiri and Dhekelia in Cyprus (United Kingdom)
- Saint Pierre and Miquelon, Saint Barthélemy, French Polynesia, Wallis and Futuna, New Caledonia, Saint Barthélemy, Saint Pierre and Miquelon (France)
 - Aruba, Bonaire, Curação, Saba, Sint Eustatius, and Sint Maarten (Netherlands)
 - Greenland (Denmark)
- 10. European model of governance is characterized by an activity on several levels, the consequence being that the internal borders have been dimmed, and Europe became a territory of the regions. So "EU governance is concerned with the management and design of the European border facilities and networks, distinct characteristic spaces and places of the State-nation"³⁷. Regional cooperation is a feature of the EU governance which applyes the principles in areas of external border of the European construction too. Encouraging joint projects between regions of the EU and non-EU, proliferates European governance idea, so the EU can strengthen foreign policy matters.
- 11. The concern for the definition and identification of the personal space in which we work has always been present in the spectrum of human activities, which prompted the concern to draw boundaries, borders and the borders of a different nature. For some (the globalloneys who see the world as a global village) the concern for borders may seem anachronistic, since it talks about globalization as a form of disposal of any differences or borders, both between States and at the socio-economic level. On the other hand, specialists in international relations demonsrate with pertinent arguments that it would be naïve to adopt the idea that the state delimited borders disappear from the international relations ³⁸ and must keep in mind that "not everything has become fluid, fluid and deteritorialized" ³⁹.
- 12. Discussions about borders, initiated by the universities through the research programmes, conferences, proposed by web-sites or specialized journals on the theoretical subject is the expression of the need for stringent requirements to "re-border" the

³⁷ Chris Rumford, "Rethinking European Spaces: Territory, Borders, Governance", in *Comparative European Politics*, 2006.4. Palgrave Macmillan Ltd. p. 138.

http://europeanization.files.wordpress.com/2011/03/chris-rumford-2006.pdf, accessed May 7, 2014.

Adrian Ivan, "Guvernanță și teorii ale integrării în Uniunea Europeană", Suport de curs pentru studenții anului I, p. 37, Universitatea "Alexandru Ioan Cuza", Iași, Centrul de Studii Europene, http://www.cse.uaic.ro/_fisiere/Documentare/Suporturi_curs/I_guvernanta.pdf., accessed July 2, 2014.

³⁹ Henk van Houtum, Olivier Kramsch, Wolfgang Zierhofer (eds.), *B/ordering Space*, Ashgate Publishing, 2005, p. 11.

world, that is, to identify other frontiers⁴⁰. In the 1990s, the formulation of theories about the border has evolved from a strict sense geografico-political one, with many meanings, which have brought about a change of vision, when "geography underwent a 'social 'discursive turn"⁴¹. Borders have such become a concern in the context of history, comparative literature⁴², international relations, sociology, etc. From the perspective of historical time, the concern is relatively recent⁴³ and does not constitute a strictly European brand, but is contained in the attention of the whole world.

Therefore the meaning of borders has evolved from that of *limes*⁴⁴ to the most general of *border* or *boundary*, so that it means a contiguous space which unites communities with common elements. From the perspective of modern sociology "at the border is not a fact with sociological implications space, quite the contrary, a social fact which acquires form in space"⁴⁵.

13. ORs or the OCTS are considered external frontiers of the EU, "outposts" or the European heritage in the world, "regions of opportunity", according to official European documents. Besides the fact that they are facing a series of difficulties reiterated each time, either in the working documents, or in EU communications, at meetings with members of ORs or OCTs, they try to overcome insularity, removal, location in difficult geographic environments, limited economic resources etc. The manner in which they are able to achieve this goal is multiplied by a number of factors. Membership or incorporation into the European countries which "Islands" have maintained historical ties with is an agent that contributes to overcoming the difficulties. Whether it's about France, United Kingdom, Denmark, the Netherlands, Portugal or Spain, they are all trying to capitalize on the potential of remote territories in their political structure. Development measures undertaken by Community countries are sometimes inadequate or ineffective, which is derived from the distribution of financial resources. Reduced size of the space and population generates an identical financial contribution, i.e. a redistribution of funds which does not always help ORs or OCTS to overcome the difficulties. Moreover, the vast majority of remote regions have statutes

⁴⁰ Alina Oros, Alina Stoica, "Social Borders at the Edge of EU. Canary Islands, Réunion, Guiana and Azores", *Eurolimes*, vol 17: *The Social Frontiers of Europe*, Ed. Mircea Brie, Klára Czimre, Bogumiła Mucha-Leszko, Oradea University Press, 2014, p. 72.

⁴¹ Houtum, *Bordering Space*, p. 14.

⁴² Ibidem.

⁴³ James Anderson, Liam O'Dowd, Thomas M. Wilson, "Why study borders now?", in *Regional and Federal Studies*, Vol. 12, nr. 4, 2002, p. 1.

⁴⁴ Separating line such as Hadrian's Wall or of Antonius', or having the meaning of the state border, customs.

⁴⁵ Monica Spiridon, "Inventând Europa – identități și frontiere (I)" [Inventing Europe- Identities and Frontiers], in *Observator cultural*, Nr. 60-61 / 20 aprilie – 3mai 2006, http://www.observatorcultural.ro/Inventind-Europa-identitati-si-frontiere-%28I%29*articleID_15281-articles_details.html, accessed July 10, 2014.

involving the division of political powers between state and "ultermost" regions, relation in which the former usually assumes foreign and security policy.

14. Another development force is the connection with EU, facilitated by the integration of the aforementioned states. European construction ordered relationship with her colonies, by creating two categories of ORS and OCTs. It can be said that the EU's policy in relation to those entities was recently fortified. The main goal is to strengthen co-operation with the environment through projects which support specific fields. Gradually, this attitude has been taken over by the Member States which affirm the need for the external cooperation, cross-border, transnational or inte-regional cooperation tof ORs and OCTs.

It is expected that the involvement in projects with the nearest environment will have the effect of transforming EU's extensions into actors that will keep track of not only its own development, but they will be models for third countries. From this perspective they are "active" borders that are part of the special typology: cultural, economic and social borders; borders of biodiversity, renewable resources, health and the environment; borders that fight for democracy, good governance and human rights.

ORs and OCTs have negotiated their competences with European powers, just for practicing their own governance with regional implications, why not a global one.

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