

Outline contents

<i>Preface</i>	5
<i>Outline contents</i>	7
<i>Detailed contents</i>	9
<i>Figures and tables</i>	22
<i>Citations and abbreviations</i>	23
<i>Bibliography</i>	37
1 The EU Seaports Regulation in brief	57
2 Policy background	67
2.1 Main features of the EU seaport industry	67
2.2 History of European seaport policy	79
2.3 Legislative process leading to the EU Seaports Regulation	90
2.4 Objectives of the EU Seaports Regulation	99
2.5 Subsidiarity and proportionality	120
3 Legal status	130
3.1 A regulation	130
3.2 Entry into force and transitional measures	156
3.3 Legal basis	188
3.4 Interpretation	218
3.5 Relationship with other rules of law	224
3.6 Implementation and progress reporting	239
4 Scope of application	243
4.1 Principles	243
4.2 Port services	245
4.3 Maritime ports	293
4.4 Special rules	356
5 The provision of port services	390
5.1 Principles	390
5.2 Minimum requirements	420
5.3 Limitations on the number of providers	555
5.4 Public service obligations	687
5.5 Internal operators	742
5.6 Employee rights	784
6 Financial transparency and autonomy	814
6.1 Principles	814

6.2	Transparency of public funding	815
6.3	Port service charges	860
6.4	Port infrastructure charges	910
7	Procedural safeguards	1042
7.1	Principles	1042
7.2	Consultation and information	1044
7.3	Complaints handling	1085
7.4	Appeals	1114
7.5	Penalties	1118
7.6	Privacy	1131
8	Critical assessment	1132
	<i>Annexes</i>	<i>1149</i>
	<i>Index</i>	<i>1289</i>
	<i>About the author</i>	<i>1306</i>
	<i>About Portius – International and European Port Law Centre</i>	<i>1307</i>
	<i>About the Portius Port Law Series</i>	<i>1307</i>

Detailed contents

<i>Preface</i>	5
<i>Outline contents</i>	7
<i>Detailed contents</i>	9
<i>Figures and tables</i>	22
<i>Citations and abbreviations</i>	23
<i>Bibliography</i>	37

1	The EU Seaports Regulation in brief	57
	1 General presentation	57
	2 Twenty-five Frequently Asked Questions	59
2	Policy background	67
2.1	Main features of the EU seaport industry	67
	3 Functions of seaports and drivers of port regulation	67
	4 Distinction between port services	68
	5 Public v. commercial initiative in ports	69
	6 Legal status of port land and infrastructure	70
	7 Legal status of port authorities	71
	8 Functions of a port authority. Landlord, tool and service ports	72
	9 Organization of port labour	74
	10 Organization of technical-nautical services	75
	11 Port reform and PPPs in ports	76
	12 Economic importance of ports and port services	77
2.2	History of European seaport policy	79
	13 European seaport policy up to 1997	79
	14 The Green Paper on Sea Ports and Maritime Infrastructure (1997)	82
	15 The EC Seaports Directive Proposals: Port Package I (2001 and 2002) and Port Package II (2004)	83
	16 The EC Seaports Communication (2007)	86
	17 The EU Seaports Regulation Proposal: Port Package III (2013)	88
2.3	Legislative process leading to the EU Seaports Regulation.....	90
	18 Applicable procedural rules	90
	19 Preparatory stakeholder consultations and studies	90
	20 Preparatory Impact Assessment	91
	21 Initiation of legislative procedure by the European Commission	92
	22 Opinions of the national Parliaments, the European Economic And Social Committee and the Committee of the Regions	93
	23 Amendments from the EU Council and the European Parliament, and 2016 Trilogue	93
	24 Final adoption of the Regulation	97
2.4	Objectives of the EU Seaports Regulation.....	99
	25 Main objectives according to the Preamble	99
	26 Problem analysis in Explanatory Memorandum and Communication	101
	27 Problem analysis in Impact Assessment	102

28	Identification of objectives in Impact Assessment	104
29	Choice of policy package	107
30	Absence of any intention to allocate specific functions to ports	113
31	Conclusion: transparent port competition as the key principle	117
2.5	Subsidiarity and proportionality	120
32	Treaty principles	120
33	Claim by Commission that Proposal was in line with subsidiarity and proportionality principles	121
34	Dissenting views concerning respect of subsidiarity and proportionality principles	123
3	Legal status	130
3.1	A regulation.....	130
35	Supremacy, direct applicability and direct effect	130
36	Justification of choice of a Regulation by the Commission	134
37	Matters for which the Regulation refers to 'national law'	136
38	Matters for which the Regulation refers to decisions by Member States – 'may' v. 'shall' provisions	140
39	Matters for which the Regulation refers to decisions by national entities – 'may' v. 'shall' provisions	143
40	Tasks and powers of the European Commission	148
41	Pre-emptive effect of the EU Seaports Regulation	150
42	Exhaustive character of Regulation's provisions. National 'gold-plating' and relationship with Treaty exceptions	152
43	The EU Seaports Regulation v. national or local 'port regulations'	154
3.2	Entry into force and transitional measures	156
44	Dates of entry into force and applicability	156
45	Transitional regime for pre-existing port service contracts. Principles	157
46	Notion of 'port service contract'	159
47	Regime of 'limited' port service contracts	168
48	Regime of 'unlimited' port service contracts and contracts having 'similar effects'	172
49	Procedure to amend 'unlimited' or 'similar' pre-existing contracts	175
50	What compliance with the Regulation entails. Principles	176
51	What compliance with the Regulation entails in relation to competitive tendering	179
52	Compensation for service providers whose contract is amended	184
53	Impact of transitional regime on 'exempted' services	186
3.3	Legal basis.....	188
54	Freedom to provide services and freedom of establishment in the transport and seaport sectors. Principles and legal basis chosen	188
55	Legal basis of Commission Proposal and intention to introduce freedom to provide services	191
56	Removal of certain market access-related passages upon the initiative of the European Parliament	195
57	Confirmation of market access principle in finally adopted Regulation	200
58	Theory of direct application of free movement of services in the seaport sector. Doubts about the legality of the EU Seaports Regulation	210

3.4	Interpretation	218
59	Literal interpretation and language versions	218
60	Precedence of the Treaty and Treaty-consistent interpretation	219
61	Autonomous and uniform interpretation	220
62	Teleological interpretation and <i>effet utile</i> principle	220
63	Use of the Travaux Préparatoires	222
64	Commission Q&As	223
3.5	Relationship with other rules of law	224
65	Precedence of the EU Concessions and Public Procurement Directives	224
66	Regime of port terminal contracts in landlord ports	230
67	EU Charter of Fundamental Rights	235
68	International status of ports, waterways and maritime zones	237
3.6	Implementation and progress reporting	239
69	Commission's initial Implementation Plan	239
70	European Ports Forum	239
71	Report to Parliament and Council	240
4	Scope of application	243
4.1	Principles	243
72	Overview of provisions	241
73	Regime of port services and ports outside the scope	241
4.2	Port services	245
74	Categories of port services covered	245
75	Service provision either 'inside the port area' or 'on the waterway access to the port'	246
76	Notion of 'bunkering'	248
77	Notion of 'cargo-handling'. Definition	252
78	Notion of 'cargo-handling'. 'Cargo'	252
79	Notion of 'cargo-handling'. 'Waterborne vessels'	253
80	Notion of 'cargo-handling'. Ownership of provider irrelevant	254
81	Notion of 'cargo-handling'. 'Organisation' and 'handling' of cargo	254
82	Notion of 'cargo-handling'. Ship-to-shore v. ship-to-ship operations	255
83	Notion of 'cargo-handling'. Import, export or transit	257
84	Notion of 'cargo-handling'. In-terminal location of activities and direct relationship with transportation	257
85	Notion of 'cargo-handling'. 'Processing'	259
86	Notion of 'cargo-handling'. 'Lashing' and 'unlashing'	259
87	Notion of 'cargo-handling'. 'Stowing', 'transporting' and 'temporary storage'	260
88	Notion of 'cargo-handling'. Exclusion of 'warehousing', 'stripping', 'repackaging' and 'other value added services'	262
89	Notion of 'cargo-handling'. Regime of excluded activities	264
90	Notion of 'cargo-handling'. National extensions	264
91	Notion of 'mooring'	265
92	Notion of 'passenger services'	269
93	Notion of 'collection of ship-generated waste and cargo residues'	275
94	Notion of 'pilotage'	279
95	Notion of 'pilotage'. Pilotage on waterways outside the competence of the managing body of the port	282

	96	Notion of 'pilotage'. Deep sea pilotage	283
	97	Notion of 'towage'	284
	98	Notion of 'waterway access'	288
	99	Port services outside the scope	291
4.3		Maritime ports	293
	100	Maritime ports of the comprehensive TEN-T Network	293
	101	List of ports covered	294
	102	'Comprehensive' v. 'core' TEN-T ports	302
	103	Position of non-maritime Member States	305
	104	Individual ports v. port groups	306
	105	Substantive criteria for selection as TEN-T port	308
	106	Ports not, or no longer, meeting substantive TEN-T criteria, or not yet added to the list of TEN-T ports	312
	107	Ports meeting some but not all the substantive TEN-T criteria	315
	108	Notion of 'maritime port'	315
	109	Public ports v. private ports. Irrelevance of public or private status of port managing body	319
	110	Maritime ports v. inland ports	321
	111	Cross-border element and cabotage	325
	112	Single-user ports, own-account ports and dedicated terminals	327
	113	Fishing ports	341
	114	Recreational ports	344
	115	Naval ports	346
	116	Ports of refuge	348
	117	Delimitation of port area	349
4.4		Special rules	356
	118	Overview of provisions	356
	119	General exception for ports of the comprehensive network in the outermost regions	356
	120	Specific derogations for small ports	358
	121	Exemption of ports not receiving public funds not allowed	359
	122	Extension to other EU ports	360
	123	Extension to ports of the European Economic Area	361
	124	Impact of 'Brexit'	363
	125	Exemption of non-commercial subareas	368
	126	Exemption of cargo-handling, passenger services and pilotage from Chapter II	369
	127	National extensions of Chapter II to pilotage	383
	128	National extensions of Chapter II to cargo-handling and passenger services	384
	129	National extensions to other port services	385
	130	Regime of dredging	385
5		The provision of port services	390
5.1		Principles	390
	131	Overview of provisions	390
	132	Relationship between freedom and restrictions. No reversal of the logic of the Treaty	391
	133	Overview of six alternative market organization models allowed under the Regulation	395
	134	Principle of access to port facilities, installations and equipment	400

135	Port facilities, installations and equipment to which access must be granted	402
136	Beneficiaries of access to facilities, installations and equipment	407
137	Which terms of access must be fair, reasonable and non-discriminatory	409
138	Meaning of 'fair, reasonable and non-discriminatory'	411
139	Other freedoms and user rights unaffected	414
140	Permissibility of subcontracting	415
5.2	Minimum requirements.....	420
141	Overview of provisions	420
142	Rationale of market organization model	420
143	Power to introduce minimum requirements	421
144	Notion of 'managing body of the port'	423
145	Notion of 'competent authority'	437
146	Notion of 'Member States'	442
147	Neutrality of Regulation <i>vis-à-vis</i> national port governance models	442
148	Notion of 'provider of port services'. Natural and legal persons	447
149	Notion of 'provider of port services'. Remuneration requirement	448
150	Notion of 'provider of port services'. Categories of services and their components	452
151	Notion of 'provider of port services'. Subcontractors	454
152	Nationality and place of establishment of port service provider and recipient	458
153	Applicability of minimum requirements regardless of cross-border service provision and of establishment	460
154	Reciprocity with non-EU countries	461
155	Introduction of minimum requirements optional. Position where no minimum requirements apply	465
156	Minimum requirements v. general requirements (including port regulations)	465
157	Permissible subject-matter of minimum requirements. Overview	468
158	Permissible subject-matter of minimum requirements. Discretion of port managing bodies and limits to it	469
159	Permissible subject-matter of minimum requirements. Exhaustive character of the list	471
160	Requirements in relation to professional qualifications	475
161	Requirements in relation to financial capacity	479
162	Requirements in relation to equipment	480
163	Requirements in relation to continuous availability for all users	486
164	Requirements in relation to safety and security	490
165	Requirements in relation to the environment	494
166	Requirements in relation to social and labour law	495
167	Requirements in relation to good repute	499
168	Flag requirement for towage and mooring vessels	503
169	Permissible scope of minimum requirements. Sub-contracting	509
170	Minimum requirements for port managing bodies	510
171	Substantive requirements for minimum requirements. Overview	511
172	Substantive requirements for minimum requirements. Rationale and scope	511
173	Substantive requirements for minimum requirements. Transparency	514
174	Substantive requirements for minimum requirements. Objectivity	515

175	Substantive requirements for minimum requirements. Non-discrimination	516
176	Substantive requirements for minimum requirements. Proportionality	518
177	Substantive requirements for minimum requirements. Relevance	521
178	Territorial validity	522
179	Mutual recognition	523
180	Non-duplication	525
181	Burden of proof	526
182	Access to information relating to knowledge of local conditions	527
183	Publication of minimum requirements and authorization procedure	529
184	Information on changes in criteria or procedure	531
185	Procedural rules for grant of right to provide a port service. Overview	532
186	Procedural rules for grant of right to provide a port service. Need to apply for and obtain formal decision	533
187	Procedural rules for grant of right to provide a port service. Right to provide the service when all requirements are met. Automatism principle	535
188	Procedural rules for grant of right to provide a port service. Form of the right to provide the service. Authorizations, licences, contracts and land use rights	536
189	Procedural rules for grant of right to provide a port service. Transparency, objectivity, non-discrimination and proportionality	542
190	Procedural rules for grant of right to provide a port service. Burden of proof	546
191	Procedural rules for grant of right to provide a port service. Time limit for decision to grant or refuse right to provide service	546
192	Procedural rules for grant of right to provide a port service. Justification of refusals	549
193	Procedural rules for grant of right to provide a port service. Limitation or termination of the right	551
5.3	Limitations on the number of providers	555
194	Overview of provisions	555
195	Rationale of market organization model	555
196	Notion of a 'limitation' on the number of providers. Analysis	559
197	Notion of a 'limitation' on the number of providers. Conclusion	578
198	Combination with minimum requirements	580
199	Power to introduce limitations	583
200	Permissible reasons to introduce limitations. Overview	584
201	Permissible reasons to introduce limitations. Exhaustive character of the list	584
202	Scarcity or reservation of land or water surface	586
203	No minimum of two service providers in the case of space constraints	595
204	Public service obligations	596
205	Safety, security or environmental sustainability	600
206	Characteristics of port infrastructure or nature of port traffic	602
207	Activities directly exposed to competition ('competitive market derogation')	614
208	Substantive requirements for limitations	620

209	Burden of proof	622
210	Procedural rules for the introduction of limitations and selection procedure. Overview	622
211	Publication of proposal to limit number of providers and public consultation	623
212	Publication of decision to limit number of providers	626
213	Period of validity of limitation	626
214	Obligation to organize open selection procedure	627
215	Meaning of 'selection procedure'. Need for competitive test	635
216	Substantive requirements for selection procedure. Openness, non-discrimination and transparency	637
217	Publication of information on open selection procedure	639
218	Deadline for applications and further features of open selection procedure	644
219	No additional national rules on open selection procedure allowed	649
220	Classification of authorizations, permissions, rights, contracts, public contracts, concessions and leases	650
221	Exemptions from obligation to organize open selection procedure. Overview	657
222	Exception for small cargo ports	659
223	Internal service provision	662
224	Requirement to conduct new selection procedure in the case of amendments to existing contracts	663
225	Duration and renewal of rights	665
226	Selection of cargo and passenger terminal operators. Reference to 'main principles' of the Treaty	668
227	Selection of cargo and passenger terminal operators. Practical implications of the Treaty principles	674
228	Implications for selection of port operators of Commission's State aid guidance and decision practice	679
229	Implications for selection of port operators of EU State Aid General Block Exemption Regulation	679
230	Selection of pilotage providers	685
5.4	Public service obligations.....	687
231	Overview of provisions	687
232	Rationale of market organization model	687
233	Notion of 'public service obligation'	689
234	Power to impose public service obligations	696
235	Potential obligors	698
236	Permissible subject-matters of public service obligation. Overview	700
237	Permissible subject-matters of public service obligation. Exhaustive character of the list	705
238	Universality and continuity	707
239	Availability to all users on equal terms	710
240	Affordability of the service for certain categories of users	711
241	Safety, security or environmental sustainability	713
242	Provision of adequate transport services to the public	716
243	Territorial cohesion	718
244	Compliance with social and labour law no public service obligation	719
245	General obligation to grant port access ('open port duty') no public service obligation	720

246	Procedure to impose public service obligations	726
247	Combination with minimum requirements	728
248	Substantive requirements for public service obligations	730
249	Notification to Commission of nation-wide public service obligations	733
250	Compensation for performance of public service obligations	734
251	Emergency measures in the event of disruptions	737
5.5	Internal operators	743
252	Overview of provisions	743
253	Rationale of market organization model	742
254	Notion of, and right to act as, 'internal operator'	746
255	Control of legally distinct entity	756
256	Combination with minimum requirements	763
257	Combination with a limitation scheme. Exclusive right of internal operator and conflict-of-interest rule	764
258	'Confinement' rule	777
5.6	Employee rights	784
259	Overview of provisions	784
260	Rationale of labour regime	784
261	Applicability of national social and labour rules	787
262	Duty to oblige service providers to apply social and labour law	790
263	Employee rights in the case of a change of service provider	791
264	Mandatory statements on transfer of staff in tender documents and port service contracts	798
265	Change of provider of exempted services	799
266	Training of staff	799
267	Impact of Regulation on dock labour	802
6	Financial transparency and autonomy	814
6.1	Principles	814
268	Overview of provisions	814
6.2	Transparency of public funding	815
269	Overview of provisions	815
270	Rationale of transparency regime	816
271	Relationship between EU Seaports Regulation and EU Transparency Directive	820
272	Transparency of public funding	825
273	Separation of accounts	830
274	Transitional regime in the case of newly introduced public funding	841
275	Exception for small cargo ports	841
276	Duty to keep financial information for five years	844
277	Duty to make financial information available to relevant authorities	845
278	Notion of 'relevant authority'	848
279	Duty to show public service compensation separately and prohibition on transferring it to other services or activities	849
280	Relationship between EU Seaports Regulation and State aid rules	851
6.3	Port service charges	860
281	Overview of provisions	860
282	Rationale of port service charges regime	860

283	Notion of 'port service charge'	869
284	Scope of substantive requirements. Principle	873
285	Notion of an 'internal operator under a public service obligation'	873
286	Notion of 'pilotage services that are not exposed to effective competition'	875
287	Notion of 'providers of port services whose number has been limited in order to ensure the performance of public service obligations'	882
288	Substantive requirements for port service charges. Overview	883
289	Substantive requirements for port service charges. <i>Quid-pro-quo</i> rule	883
290	Substantive requirements for port service charges. Transparency	884
291	Substantive requirements for port service charges. Objectivity	886
292	Substantive requirements for port service charges. Non-discrimination	887
293	Substantive requirements for port service charges. Proportionality	889
294	Substantive requirements for port service charges v. requirements following from EU Port Reception Facilities Directives 2000 and 2019	897
295	Integration of port service charges into other payments	900
296	Duty to make underlying information available to relevant authorities	903
297	Reservation regarding competition law and sector-specific price regulation	905
298	Transparency of cargo terminal charges in TEN-T ports	909
6.4	Port infrastructure charges.....	910
299	Overview of provisions	910
300	Rationale of port infrastructure charges regime	910
301	Notion of 'port infrastructure charge'	921
302	Duty to levy port infrastructure charge	931
303	Integration of port infrastructure charges into other payments	937
304	Procedural and substantive requirements for port infrastructure charges. Overview	938
305	Procedural requirements for port infrastructure charges. Tariff-setting power of port managing bodies v. competent authorities. Analysis	938
306	Procedural requirements for port infrastructure charges. Tariff-setting power of port managing bodies v. competent authorities. Conclusion	951
307	Procedural requirements for port infrastructure charges. No implications for financial objectives of port managing bodies	953
308	Procedural requirements for port infrastructure charges. Managing body controlling more than one port	954
309	Procedural requirements for port infrastructure charges. Control of tariff-setting decisions by supervisory or regulatory authorities	955
310	Procedural requirements for port infrastructure charges. Collection of revenues by port managing body or competent authority	957
311	Substantive requirements for port infrastructure charges. Normative implications of references to 'the port's own commercial strategy', 'investment plans', 'the general ports policy of the Member State' and the port's 'charging policy'. Fiscal v. market orientation of charging system	959

312	Levy of port infrastructure charge to pre-finance future investments	962
313	Substantive requirements for port infrastructure charges. Reference to 'competition rules'	964
314	Substantive requirements for port infrastructure charges. Practical implications of competition rules	970
315	Substantive requirements for port infrastructure charges. Application of the free movement rules	974
316	Substantive requirements for port infrastructure charges. Application of the Treaty rules on internal taxation	978
317	Substantive requirements for port infrastructure charges. Significance of 'definitional' Recital mentioning transparency, non-discrimination and <i>quid-pro-quo</i> rule	979
318	Substantive requirements for port infrastructure charges. Transparency	984
319	Substantive requirements for port infrastructure charges. Objectivity	986
320	Substantive requirements for port infrastructure charges. Non-discrimination	987
321	Substantive requirements for port infrastructure charges. Proportionality	989
322	'Structure' and 'level' of port infrastructure charges	997
323	Terms and Conditions <i>etc.</i>	998
324	Permissibility of tariff differentiations. Principle	998
325	Exhaustive character of list of differentiations	999
326	Incentives v. penalties	1001
327	Tariff differentiations based on 'the port's own economic strategy or its spatial planning policy in relation to, inter alia, certain categories of users' (including zero rates)	1001
328	Tariff differentiations to promote 'a more efficient use of the port infrastructure'	1006
329	Tariff differentiations to promote 'short sea shipping'	1007
330	Tariff differentiations to promote 'a high environmental performance, energy efficiency or carbon efficiency of transport operations'	1011
331	Substantive requirements for tariff differentiations. Overview	1017
332	Substantive requirements for tariff differentiations. Reference to 'the port's own economic strategy' and 'its spatial planning policy'	1018
333	Substantive requirements for tariff differentiations. Transparency	1019
334	Substantive requirements for tariff differentiations. Objectivity	1020
335	Substantive requirements for tariff differentiations. Non-discrimination	1021
336	Substantive requirements for tariff differentiations. Proportionality	1023
337	Substantive requirements for tariff differentiations. Reference to 'competition law, including rules on State aid'	1023
338	External costs	1028
339	Commercial practices	1029
340	Further procedural requirements for port infrastructure charges and differentiations. Overview	1030
341	Information provision to port users	1030
342	Individual commercial differentiations	1033

	343	Duty to make underlying information available to relevant authorities	1038
7		Procedural safeguards	1042
7.1		Principles	1042
	344	Overview of provisions	1042
7.2		Consultation and information	1044
	345	Overview of provisions	1044
	346	Rationale of consultation and information regime	1044
	347	Consultation of port users on charges. Principle	1046
	348	Consultation of port users on charges. Responsibility of port managing body	1047
	349	Consultation of port users on charges. Consultees	1049
	350	Consultation of port users on charges. Subject-matter	1050
	351	Consultation of port users and stakeholders on essential port management-related matters. Principle	1058
	352	Consultation of port users and stakeholders on essential port management-related matters. Responsibility of port managing body	1059
	353	Consultation of port users and stakeholders on essential port management-related matters. Consultees	1060
	354	Consultation of port users and stakeholders on essential port management-related matters. General definition of subject-matter	1062
	355	Consultation of port users and stakeholders on essential port management-related matters. Charging-related matters	1064
	356	Consultation of port users and stakeholders on essential port management-related matters. 'Coordination of port services'	1065
	357	Consultation of port users and stakeholders on essential port management-related matters. 'Connections with the hinterland'	1067
	358	Consultation of port users and stakeholders on essential port management-related matters. 'Efficiency of administrative procedures'	1068
	359	Consultation of port users and stakeholders on essential port management-related matters. 'Environmental matters'	1072
	360	Consultation of port users and stakeholders on essential port management-related matters. 'Spatial planning'	1073
	361	Consultation of port users and stakeholders on essential port management-related matters. 'Safety in the port area'	1074
	362	Consultation procedure not regulated	1075
	363	Results of consultation not meant to be binding	1081
	364	Information provision to port users on port service charges	1081
	365	Confidentiality of commercially sensitive information	1084
7.3		Complaints handling	1085
	366	Overview of provisions	1085
	367	Rationale of complaints handling regime	1085
	368	Duty to introduce effective complaints handling procedure	1089
	369	Subject-matter of complaints handling procedure	1090
	370	Effectiveness	1092
	371	Independence of complaint handling body	1093
	372	Designation as complaint handling authority of existing authorities	1096

373	Impartiality and transparency of complaints handling procedure	1099
374	Capacity of complainants. No requirement that complainants Show a 'legitimate interest'	1099
375	Respect of 'the right to freely conduct business'	1100
376	Information provision to users and stakeholders on complaints handling mechanism	1101
377	Territorial competence of complaint handling body	1102
378	International cooperation between complaint handling authori- ties	1103
379	Power of complaint handling authorities to request information	1105
380	Power of complaint handling authorities to take binding decisions	1107
381	Information provision to European Commission on complaint handling authorities and procedure	1109
382	Exchange of information between Member States	1110
383	Issuance of opinions	1112
384	Consultation of port users	1112
7.4	Appeals	1114
385	Right to appeal before an independent body	1114
386	Obligation on appeal body to give reasons	1116
387	Review of appeal decisions by national courts	1117
7.5	Penalties	1118
388	Duty to introduce effective, proportionate and dissuasive penalties	1118
389	Potential offenders	1120
390	Infringements for which penalties must be introduced	1121
391	Types of penalties	1125
392	Sanctioning authorities	1129
393	EU Member State liability unaffected	1130
7.6	Privacy	1131
394	Processing of personal data	1131
8	Critical assessment	1132
395	The conclusion of a desperate debate	1132
396	The keystone of EU port policy	1133
397	A well prepared initiative	1133
398	Faithful implementation of the initial policy objectives	1134
399	Clarification and consolidation of Treaty principles	1135
400	The 'regulatory toolbox' that avoids messing things up	1136
401	A liberalization law that does (not?) liberalize	1138
402	Risk of red tape and legal uncertainty	1143
403	Remaining port policy issues	1146
404	In conclusion, good luck and happy sailing!	1148
	Annexes	1149
1	<i>Travaux Préparatoires of the EU Seaports Regulation</i>	1150
1.1	<i>The Commission Proposal (2013)</i>	1150
1.1.1	<i>Communication Ports: an engine for growth</i>	1150
1.1.2	<i>Proposal for an EU Seaports Regulation</i>	1163
1.2	<i>Opinion of the European Economic and Social Committee (2013)</i>	1191
1.3	<i>Opinion of the Committee of the Regions (2013)</i>	1195

1.4	<i>European Parliament Legislative Resolution (2016)</i>	1211
1.5	<i>Statements in the Council of the European Union (2017)</i>	1213
2	<i>The EU Seaports Regulation</i>	1217
3	<i>Annex II of the EU TEN-T Regulation (excerpt)</i>	1235
4	<i>The EU State Aid General Block Exemption Regulation (excerpt)</i>	1279
5	<i>Decision of the EEA Joint Committee No 128/2019 of 8 May 2019 amending Annex XIII (Transport) to the EEA Agreement (Provisional)</i>	1286
	<i>Index</i>	1289
	<i>About the author</i>	1306
	<i>About Portius – International and European Port Law Centre</i>	1307
	<i>About the Portius Port Law Series</i>	1307

Index

The entries refer to paragraphs, not pages.

A

- Abuse of a dominant position 2, 13, 45, 55(fn.), 109, 135, 136, 139, 154, 195, 202, 206, 227, 282, 286, 293, 297, 313, 314, 318, 321, 337, 342
- Access for ships 2, 136, 139, 245
- Access to port facilities, installations and equipment 134-138
- Activities directly exposed to competition (competitive market derogation) 207, 221
- Affordability (public service obligation) 240
- Airport 13, 30, 57(fn.), 58(fn.), 63(fn.), 65(fn.), 66, 76, 81(fn.), 92, 99(fn.), 100(fn.), 106(fn.), 112, 135, 138, 140, 144, 151(fn.), 152(fn.), 154, 188, 196, 202, 203, 206, 207, 215, 217, 227(fn.), 229, 233(fn.), 245(fn.), 246(fn.), 257, 263, 266(fn.), 273, 279, 280, 282, 290, 291(fn.), 292(fn.), 301, 305(fn.), 308, 309, 311(fn.), 312, 313(fn.), 314, 315(fn.), 317, 318, 319(fn.), 320, 322(fn.), 328, 330(fn.), 333, 334, 335(fn.), 337, 341(fn.), 342, 346, 347, 350, 356, 357(fn.), 362, 367, 371, 373(fn.), 388, 396, 400, 401
- see also* Airport charges, Airport groundhandling
- Airport charges 58(fn.), 92, 112(fn.), 144, 152(fn.), 154, 290, 292(fn.), 301, 305(fn.), 308, 309, 311(fn.), 312, 313(fn.), 314, 315 (fn.), 317, 318, 319(fn.), 320, 322(fn.), 328, 330(fn.), 333, 334, 335(fn.), 336(fn.), 337, 341(fn.), 342, 347(fn.), 350, 357(fn.), 362(fn.), 367, 371, 373(fn.), 388
- Airport groundhandling 57(fn.), 28(fn.), 76, 81(fn.), 92, 99(fn.), 112, 140, 144, 151(fn.), 152(fn.), 188, 196, 202, 203, 206, 215, 217, 227(fn.), 246(fn.), 257, 263, 266(fn.), 273, 279, 282, 291(fn.), 301, 347(fn.), 350(fn.), 362, 380
- Altmark case 228(fn.), 248
- Amendment (of contracts)
 - need for new selection procedure 224
 - as transitional measure 45, 48-52
- Anchorage charge 322
- Appeal 2, 34, 39, 47, 50, 65, 67, 74, 145, 183, 192, 212(fn.), 214, 218, 257, 306, 311, 344, 372, 374, 380, **385-387**, 389
- duty to give reasons 386
- review by courts 387
- Applicability (temporal) *see* EU Seaports
- Regulation (entry into force and applicability)
- Assessment of Regulation 395-404
- Authorization 6, 8, 15, 17, 31, 41, 46, 65, 66, 76, 97, 112, **133**, 135, 137, 138, 140, **142**, 151, 153, 156, 159, 160, 162, 163, 164, 166, 169, 170, 173, 174, 175, 176, 178, 179, 180, 183, 184, 185, 187, **188**, 189, 191, 192, 193, 196, 198, 217, 218, **220**, 221, 226, 227
- Authorization procedure 183-193
- Authorized service provision 46, **133**, **142**, 156, 158, 159, 160, 162, 163, 166, 168, 170, 172, 174, 182, 193, 195, 196, 198, 206, 225, 257, 263, 286
- Automatism principle (minimum requirements) 187
- Autonomous interpretation 46, **61**, 261, 313
- Autonomy of port managing bodies **25**, 26, 27, 28, 29, 31, 35, 42, 58, 183, 147, 202, 254, 256, 295, **300**, **302**, 304, **305**, **306**, 309, 310, 311, 313,

317, 321, 322, 323, 324,
330, 363

Availability of service
163, 238, 239

Award criteria (selection
procedure) 65, 159, 160,
198, 215, 216, 217, 218,
221, 286

B

Berthing due 322

Blue Angel 330

Blue Belt 358

Brexit 2, 101, 109, **124**

Bunkering 2, 4, 27, 47,
50, 54, 57, 74, 75, **76**,
78(fn.), 112, 114, 126, 133,
135, 137, 144, 150, 151,
156, 162, 164, 165, 188,
196, 197, 206, 214, 229,
232, 242, 258, 283, 401

Burden of proof

limitations 195, 204,
205, **209**, **211**
minimum
requirements 181,
190

C

Cabotage 13(fn.), 57(fn.),
83, 111, 168(fn.), 233(fn.),
236(fn.), 237, 242,
246(fn.), 248(fn.),
251(fn.), 260(fn.), 329,

Cargo 78

Cargo-handling 2, 4, 8,
13, 27, 29, 37, 46, 50, 57,
58, 66, 74, 92, 114, 120,
163, 196, 197, 206, 208,
297, 300, 314, 329

change of provider
265

charges 282, 283,
295, **298**, 300, 365

definition 61, **77-90**,
130

excluded activities
88-89

exemption from
market access

Chapter 2, 34, 53,
118, **126**, 131, 137,
162, 195, 214, 235,
245, 253, 267, 283,
350, 364, 401

extension of market
access Chapter 42,
90, 118, **128**, 135, 149,
162, 165, 166, 206,
257

financial
transparency 272

own-account port
112

by port authority
254

public service
obligations 232, 233

terminal contract
196-197, 220, **226-227**

transitional regime
53

waterway access 75

Change of service
provider 263-265

Channel fee 322

Characteristics of port
infrastructure (reason to
limit number of
providers) 206

Charging policy 29, 37,
39, 47, 305, 306, 310, **311**,
318, 319, 321, 332, 345,
347, 350, 355, 362, 364,
390

Charter of Fundamental
Rights **67**, 251(fn.), 375,
386, 387

Circular 35

Clean Shipping Index
330

Collection of ship-
generated waste and

cargo residues 65, 74, 75,
93, 110, 150, 229, 294, 295

Collective action 67, 251

Collective bargaining 67,
251(fn.)

Commercial discounts 2,
339, **342**

Commercial strategy 1,
2, 31, 299, 300, 304, **305**,
306, 307, 308, 310, **311**,
313, 319, 325, 332

Commercialization 2, 11

Compensation (for
parties to amended port
service contracts) 52

Competent authority

appeal 385

complaints against
377

consultation of users
and stakeholders
348, 376, 352

definition 145

duty to separate
accounts 273

general 2, 39, 143,
144, 146, 147, 149,
170, 282, 295

opinions 383

power to act as
relevant authority
278, 296

power to set good
repute criteria 167

power to handle
complaints 372

power to grant
authorization 186

power to impose
public service
obligations 234, 249

power to introduce
limitations 199

power to introduce
minimum
requirements 143

- power to set, control or collect port infrastructure charges 299, 302, 303, **305-306**, 310, 311, 341, 342
- right to act as internal operator 254
- Competition for the market 11, 25, 133, 195, 254, 282, 286
- Competition in the market 11, 25, 286
- Competition authority
 - and internal operator 255, 257
 - as competition authority 145
 - as complaint handler 372, 379
 - as price regulator 282, 283, 309, 314, 348
 - as relevant authority 278, 296
 - as sanctioning authority 392
- Competition law
 - port infrastructure charges 313-314
 - port service charges 282, 293, 297
 - see also* Abuse of a dominant position
- Competitive market
 - derogation *see* Activities directly exposed to competition
- Competitive procedure
 - see* Open selection procedure
- Competitive test (selection procedure) 215
- Complaint handling 2, **366-384**
 - binding decisions 380
 - capacity of complainant 374
 - complaint handler 372
 - consultation of users 384
 - effectiveness 370
 - impartiality 366, 369, **373**, 385
 - independence 366, 367, **371**, **372**
 - information for European Commission 381
 - information for users and stakeholders 376
 - international cooperation and exchange 378, 382
 - opinions 383
 - power to request information 379
 - rationale of regime 367
 - obligation to put in place 368
 - subject-matter 369
 - territorial competence 377
 - transparency 373
- Comprehensive network ports 101, 102, 105
 - see also* Outermost regions, Small ports
- Comprehensive port management *see* Integrated port
- Concession 2, 6, 8, 10, 39, 45, **46**, 47, 51, **65**, **66**, 93, 94, 112, 115, **126**, 130, 133, 135, 137, 138, 144, 151, 154, 162, 182, 188, 195, **196**, 198, 207, 214, 218 **220**, 221, 224, 225, **226**, **227**, 228, 229, 230, 240, 246, 255, 263, 293, 295, 296, 301, 210, 310, 321, 327(fn.), 330, 350
- Concessions Directive *see* EU Concessions Directive
- Confidentiality of commercial arrangements 342, 365
- Confinement (geographical) 46, 65, 207, 252, 253, 254, 255, 257, **258**, 273
- Conflicts of interest
 - complaint handling 371
 - internal operator 2, 15, 46, 133, 195, 222, **223**, 253, 254, 255, 256, **257**, 390
- Congestion 30, 81, **202**, **328**, 329
- Consultation in preparation of EU port policy and Regulation 16, **19**, 20, 29, 40, 59, 76, 270, 280, 282, 297, 300, 313, 344, 402
- Consultation of port users and stakeholders 2, 28, 31, 37, 39, 50, 71, 74, 93, 112, 144, 212, 245, 259, 294, 333, **345-365**, 390, 402
 - on charges 47, 257, 283, 286, 310, 311, 332, 341, **347-352**, 390, 400
 - on complaints 384
 - on labour matters 67, 267
 - on limitations 194, 196, 197, 202, 208, 210, **211**, 222, 257
 - on port management-related matters 351-361
 - procedure 212, **362-363**

rationale of regime 346
 Consultation with third countries 154
 Continuity of service 8, 159, **163**, 232, 236, **238**, 242, 247, 250, 251, 254, 292
 Contract 46, 188, 220
 see also
 Authorization,
 Concession,
 Amendment (of contracts)
 Contract renewal 225
 Coordination
 of operators/services 26, 27, 28, 29, **144**, 346, 351, 354, **356**
 of port investments and planning 30, 300
 of reporting formalities 358
 Core network ports 101, 102, 105
 Criminal penalties 391
 Cross-border complaints 378, 382
 Cross-border element 33, 83, **111**, **153**, 196, 227, 301, 399
 labour relations 261
 Cruise 4, 12, **92**, 99, 105, 151, 163, 222, 315, 327
 CTV 92

D

Deadline for submissions (selection procedure) 218
 Dedicated terminal 8, **112**, 149, 154(fn.)
 Deep sea pilotage 96
 Delegated powers 34, 40, 330
 Development plan 202

Differentiation of port infrastructure charges 2, 268, 300, 305, 311, 314, 318, 319, 321, 322, **324-343**, 350, 401
 Direct applicability 35
 Direct effect 35
 Discretion (and minimum requirements) **158**, 162, 167, 174, 176, 179, **187**, **196**, **197**, 214
 Discrimination *see* Non-discrimination
 Disruption (and emergency measures) 251
 Dissuasive character of penalties 388
 Distribution of traffic 30
 Dock labour *see* Port labour
 Docking and undocking 91
 Docklands redevelopment 125
 Dredging 27, 38, 39, 74, 75, 98, 118, 120, 126, **130**, 149, 168, 229, 258
 financial transparency 269, **272**, **273**, 275
 port infrastructure charge 301, 310, 321
 Duration
 of market access right 17, 41, 65, 66, 137, 138, 250, 398
 of pre-existing port service contract 45, 47, 48, 50, 51, 53
 under limitation scheme 196, **213**, 214, 219, 221, 224, **225**, 229, 257, 286
 under minimum requirements scheme 193

E

EC Seaports Communication **16**, 26
 Economic importance of ports 12
 Economic strategy (differentiation of port infrastructure charges) 299, 305, 307, 311, 324, 325, **327**, 331, **332**
 Economic value criterion (charging) 293, 314
 EEA 2, 101, **123**, 168
 Effective competition (pilotage) 286
 Effectiveness (penalties) 388
 Effectiveness principle (interpretation) *see Effet utile*
Effet utile (effectiveness principle) 31, 46, 51, **62**, 65, 82, 92, 98, 111, 112, 117, 125, 132, 144, 149, 150, 160, 168, 172, 196(fn.), 197, 202(fn.), 206, 220, 222, 236, 242, 254, 258, 263, 273, 283, 303, 313, 317, 343, 350, 353, 356, 362, 363, 388, 401
 Efficiency of administrative procedures (consultation) 358
 e-Freight 358
 EFTA 2, 101, **123**
 Electricity 76
 e-maritime 358
 Emergency measures (in the case of disruptions) 251
 Entry into force *see* EU Seaports Regulation (entry into force and applicability)

- Environment 20, 26, 28, 29, 400
- authorities 4, 156
 - Birds and Habitats Directives 16, 403
 - consultations 112, 351, 353, 354, 355, **359**
 - flag requirement 168
 - internal operator 112, 257, 258
 - limitations 2, 196, 200, **205**, 208
 - minimum requirements 157, 158, 159, **165**, 167, 168, 172, 180
 - pilotage 126
 - port area 117
 - port infrastructure charges 2, 29, 40, 71, 302, 324, 325, 327, **329**, **330**, 333
 - protection (by port managing body) 8, 108
 - public service obligations 2, 232, 233, 236, 239, **241**
 - public service obligations and charging 285, 292
 - regulation 156
- Environmental Ship Index 330
- Equipment
- access to 2, 50, 51, 57, 132, 133, **134**, **135**, 136, 137, 138, 172, 189, 193, 196, 198, 216, 225, 257, 390
 - cargo-handling 78, 82
 - definition of 'managing body of the port' 144
 - definition of 'maritime port' 108, 114
 - definition of 'port infrastructure charge' 301
 - differentiation of port infrastructure charges 327, 328
 - floating equipment 162, 327
 - limitations 206
 - minimum requirements 157, 161, **162**, 163, 164, 175
 - operation by port managing body 8
 - ownership of 46
 - port workers 266, 267
 - public service obligations 241
 - single-user port 112
 - subcontracting 140, 151
- Employee rights 56, **259-267**
- Essential facilities 46, 112, **135**, 136, 202, 227, 301
- EU Concessions Directive 8, 23, 29, 45, 51, **65**, **66**, 93, 115, **126**, 133, 144, 154, 159, 160, 161, 162, 167, 168, **188**, 207, 211, **214**, 215, 217, 218, **220**, 221, 225, **226**, **227**, 230, 253, 255, 261, 262, 286, 401
- EU Public Procurement Directives 28, **65**, **66**, 93, 115, 124, 130, 140, 144, 149, 154, 159, 160, 161, 167, 168, 195, 211, 214, 215, 217, 218, **220**, 221, **226**, **227**, 228, 229, 254, 255, 261, 262, 263, 286, 401
- see also* Activities directly exposed to competition (competitive market derogation), Teckal case
- EU seaport policy (history of) **13-17**, 395-396
- EU Seaports Regulation
- critical assessment 395-404
 - entry into force and applicability 44
 - interpretation 59-63
 - legal basis 54-58
 - legislative process 18-24
 - objectives 25-31
 - policy packages 29
 - transitional measures 45-53
 - see also* Direct applicability, Direct effect, Supremacy of Regulation
- EU Services Directive 42, 51, **54**, 58, **65**, 111, **142**, 149, 153, 156, 159, 172, 173, 174, 175, 176, 178, 180, 186, 187, 188, 189, 191, 192, 193, 195, **196**, **197**, 198, 206, 208, 215, 216, 219, 225, 388, 399
- passenger terminal services 92
- EU TEN-T Regulation 1, 26, 38, **100**, **101**, **102**, **104**, **105**, **106**, **107**, 108, **110**, 112, 113, 114, 115, 116, 117, 123, 125, 136, 222, 245, 275, 298
- European Commission
- Q&A guidance 64

tasks and powers of
40

European Ports Forum
70, 330

Eurostat 12, 92, 100, 101,
104, 105, 110, 113, 114,
116, 117, 125, 222,
329(fn.)

Exclusive right

- exclusive land use
right 2, 46, 136, 137,
188, 195, 196, 197,
198, 202, 206, 221,
229
- financial
transparency 271
- general 2, 26, 27, 43,
66, 91, 94, 96, 135,
138, 139, 144, 166,
195, 196, 203, 204,
206, 229, 230, 240,
241, 245, 247, 257,
267, 396, 401
- internal operator
257, 285
- port infrastructure
charges 313, 314
- port service charges
282, 285, 286, 297,
314
- public service
obligation 204, 240,
245, 247

Exhaustive character of
Regulation 42, 219

Extension to other ports
122

Extension to other
services 127, 128, 129

- see also* Cargo-
handling (extension
of market access
Chapter)

External costs 2, 299,
300, 317, **321**, **338**

External supply *see*
Subcontractor

F

Fair, reasonable and
non-discriminatory port
access 138

Ferry

- port 13, 101, 106,
117, 163, 166, 202,
206, 222
- port infrastructure
charges 314, 327, 337
see also Port of
Helsingborg case
- services 242, 245
- terminal 74, **92**, **112**,
149
- traffic 13

Fidelity discount 337

Financial capacity of
service provider 157, **161**

Financial objectives of
port managing bodies
307

Financial transparency
see Transparency (public
funding)

Fishing port 113, 125

Flag requirement 38, 65,
156, 166, **168**, 256

Floating equipment 162,
327

Formalities (consultation
on) 358

FRAND 138

Freedom of association
67

Freedom of
establishment 2, 47, 48,
52, **54**, 55, 57, 58, 67, 73,
111, 112, **132**, 139, 140,
179, 206, 258

Freedom to provide
services 2, 25, 26, 29, 43,
54-58, 62, 66, 67, 83, 112,
123, **132**, 134, 139, 140,
149, 152, 168, 179, 180,
206, 258, 399, 401

Frequently Asked
Questions 2

French Seamen's case 13

Full service port *see*
Integrated port

Functional separation
(complaint handling)
371, 372

G

GBER 2, 144, 162, 220,
229, **280**, 301, 403

General Block
Exemption Regulation
see GBER

General port access
paragraph 51, 132, **134-138**, 140, 155, 156, 160,
162, 168, 172, 175, 189,
193, 196, 197, 198, 202,
216, 225, 257

General ports policy
(port infrastructure
charges) 304, **305**, **306**,
309, **311**, 324, 327, 332,
390

Geographical
confinement *see*
Confinement
(geographical)

Gold-plating **42**, 65, 254

Good repute 167

Green Award Certificate
330

Green Paper on Seaports
and Maritime
Infrastructure **14**, 17, 31,
63, 160, 267, 270, 282,
286, 289, 297, 300, 302,
318, 321, 398

Groundhandling *see*
Airport groundhandling

H

Harbour Master 4, 8,
126, 144, 356, 361

- Hinterland connections (consultation) 357
- Hoffmann-La Roche case 337
- Human rights 67, 267, 380, 385
- I**
- Ice(breaking) dues 301, 322
- Ideology 57
- ILO Dock Work Convention 267
- Impact Assessment 20, 27-28
- Impartiality
 - cargo and passenger terminal contracts 227
 - general 67
 - internal operator 253, 257
 - minimum requirements 189
 - selection procedure 216, 218
 - see also* Complaint handling (impartiality)
- Implementation Plan 69
- Import and export (cargo-handling) 82, 83
- Independence (of complaint handler) *see* Complaint handling (independence)
- Independent supervisory body 34, 253, 282, 285, 321, 367
- Industrial port 8, 112, 117
- Infrastructure (notion) 135, 144, 229, 301
- In-house services *see*
- Internal operator,
 - open selection procedure 195, 221, 222, 223, 253, 257, 286
 - penalties 390
 - port service contract 46, 50, 51
 - public service obligations 239, 241, 245
 - rationale of regime 253
 - right to act 252, 254
 - single-user port 112
 - subcontracting 65, 140, 151
 - see also* Confinement (geographical), Open port duty
- Internal service
 - provision 46, 65, 133, 170, 223, 232, 252-258, 390
 - rationale of regime 253
- Internal taxation 301, 304, 313, 316, 320, 321, 335
- International law 2, 68, 93, 139, 152, 245, 327
- International Statute of Maritime Ports 110, 124, 139, 318, 320, 364
- Inter-port competition 25, 29, 30, 31, 46, 124, 126, 202, 207, 222, 257, 258, 270, 318, 400
- Interpretation *see* EU Seaports Regulation (interpretation)
- Intra-port competition 25, 31, 46, 124, 126, 257, 270
- Investment plan 2
 - port infrastructure charges 31, 299, 300, 304, 305, 306, 308,
- Internal service
 - provision
- Inland port 110
- Institutional autonomy 145, 147, 278, 372
- Integrated port 8, 74, 124, 201, 245, 253, 254, 257, 258
- Integration of charges 281, 290, 295, 299, 303, 305, 310, 311, 318, 390
- Internal operator 1, 2, 8, 37, 46, 111, 131, 132, 133, 135, 138, 140, 144, 170, 252-258
 - appeal 385
 - charges 239, 253, 281, 282, 284, 285, 286, 292, 293, 303, 317, 347, 348, 350, 364
 - combination with minimum requirements 256
 - conflicts of interest 252, 257
 - consultation on charges 347, 348, 350
 - control criterion 255
 - definition 252, 254
 - disruption 251
 - dredging 130, 273
 - essential facilities 135
 - financial transparency 272
 - information on charges 364
 - legally distinct entity 255
 - military port 115
 - minimum requirements 170, 175
 - monopoly 182, 203, 206, 207, 252, 257

310, **311**, 312, 313,
319, 325, 332, 392

Island traffic 119, 242,
243, 315

K

Klaipėda (State Seaport
of Klaipėda) case 46, 47,
48, 50, 52, 66, 195, 224,
225

L

Labour 2, 9, 15, 16, 19,
26, 29, 39, 67, 117, 126,
151, **259-267**, 354, 361,
390, 403

minimum
requirements 157,
158, 159, 164, **166**,
167, 168, 180

public service
obligations 244, 251

Labour Inspectorate 4,
166, 354, 361

Labour law *see* Social
and labour law

Labour pool 2, 9, 67, **267**

Land, legal status of 6

Landlord port 2, 8, 11,
31, **66**, 144, 147, 188, 196,
254, 301, 305

Land use *see* Exclusive
right (exclusive land use
right)

Language versions 59

Lashing (cargo-
handling) 84, 86, 87

Lease 2, 6, 8, **46**, **47**, **48**,
50, 52, 65, **66**, 112, 135,
137, 140, 144, 188, 195,
196, 198, 214, 217, **220**,
221, **227**, 228, 246, 263

land lease rates 301,
350

Legal basis *see* EU
Seaports Regulation
(legal basis)

Legislative process *see*
EU Seaports Regulation
(legislative process)

Legitimate interest
(complainant) 374

Leipzig-Halle case 280

Liberalization 2, **11**, 13,
14, **56-57**, 62, 76, 111, 114,
124, 126, 135, 152, 182,
232, 236, 253, 267, 396,
400, **401**

Licence 8, 10, 43, 46, 54,
65, 66, 76, 96, 112,
126(fn.), **133**, 137, 138,
142, 144, 150, 151, 156,
160, 162, 169, 178, 179,
185, 187, **188**, 196, 198,
206, 217, **220**, **227**, 246,
247, 255, 301

see also

Authorization

Licensed subservices *see*
Subcontractor

Light dues 301, 303, 322

Limitation on the
number of providers 2,
51, 56, 57, 65, 145, 187,
193, **194-230**

combination with
minimum
requirements 198

internal operator 257

notion 196-197

permissible reasons
200-207

period of validity
213

port service charges
286, 287

power to introduce
199

procedure 210-212,
214-224

public service
obligations 204, 233,
237, 240, 241, 246

rationale of regime
195

small ports 120, **222**

substantive
requirements 208

transitional measure
51

Literal interpretation 59

Local knowledge 126,
182

M

Managing body of the
port 2, 7, 8, **144**, 145, 147

financial autonomy
305-306, 309, 311

financial objectives
307

minimum
requirements for
port managing
bodies 170

see also Consultation
of port users and
stakeholders,
Internal operator,
Transparency
(public funding)

Manning requirements
133, 157, **166**, 168

Marginal cost pricing
300, 312, **321**

Marina *see* Recreational
port

Maritime policy (Treaty
basis) 54, 55, 58

Maritime port
(definition) 108

see also Inland port

Maritime ports covered
2, 73, **101**

Market access 1, 2, 11,
15-17, 25-29, 31, 35, 36,

- 37, 38, 42, **54-57**, 58, 62, **132**, **133**, 396, 399
- Market organization models 2, **133**
- Market size criterion (limitations) 206
- May v. shall provisions 38
- Member State liability 393
- Member States
- decisions left up to 38, 39, 146
 - non-maritime 103
 - notion 146
- Merci case 13(fn.), 233(fn.), 297(fn.), 314(fn.)
- Military port *see* Naval port
- Minimum of two providers **203**, 206, 255, **257**
- Minimum requirements 1, 2, 37, 39, 132, **133**, **141-193**
- burden of proof 181, 190
 - changes 184
 - combination with internal service provision 256
 - combination with limitations 198
 - combination with public service obligations 247
 - discretion of port managing body 158
 - exhaustive character of list 159
 - general requirements 156
 - local knowledge 182
 - non-duplication 180
 - optional character 155
 - port regulations 156
 - port service contract 46
 - power to introduce 143
 - procedure 185-193
 - publication 183
 - rationale of regime 142
 - sub-contracting 169
 - subject-matter 157-168
 - substantive requirements 171-177
 - see also* Territorial validity (minimum requirements)
- Monopoly 16(fn.), 29, 182, 195, 204, 206
- bunkering 133, 206
 - cargo-handling 206, 233
 - incumbent 162
 - internal operator 256, 257, 258
 - mooring 10, 195
 - pilotage 10, 286
 - port labour 9, 67, 267, 314
 - pricing 282, 286, 293, 297
 - towage 10, 195
 - see also* Exclusive right
- Mooring
- access to facilities 135
 - authorization 133, 187
 - compulsory mooring 10, 43, 91
 - concession 65, 224
 - consultation on charges 350
 - consultation on coordination 356
 - definition 10, **91**
 - equipment requirements 162
 - flag requirement 38, 65, 166, **168**
 - general 2, 4, 8, 15, 27, 37, 54, 57, 98, 144
 - geographical confinement 258
 - inland vessels 91, 110
 - integrated ports 207
 - knowledge of local conditions 182
 - locks 91, 149, 295, 301
 - monopoly 91, 133, 195, 196, 206, 207, 267
 - port infrastructure charges 327
 - professional qualifications 160
 - public service obligations 133, **204**, 232, 233, 241, 242
 - safety aspect **91**, 94, 97, 133, **164**, 241
 - self-employed mooring men 148, 160
 - self-handling 112, 149
 - service of general economic interest 204, 233
 - shifting **91**, 97
 - shipyard 91
 - single-user port 112, 144
 - subject to market access Chapter 74, 126, 137, 197, 401

- tariffs 204, 286, 295, 301, 317
- traffic rules 156
- training 160
- transitional measures 47, 50
- waterway access 75, 91, 98
- Mortgage (ship) 168
- Museum harbour 125
- Mutual recognition 158, 160, 164, 166, **179**, 180
- N**
- National law (matters left to) 37
- National parliament *see* Parliament (power to set port infrastructure charges), Subsidiarity principle
- National ports authority 145, 178, 308
- National ports policy *see* General ports policy (port infrastructure charges)
- Nationality of service provider 152
- Nationality of service recipient 152
- Nature of port traffic (reason to limit number of providers) 206
- Naval port 115, 125, 254, 327
- Naval ship 115, 327
- Negotiations (selection procedure) 138, **214**, **218**
- Non-commercial subareas 115, 118, **125**
- Non-discrimination
 - access 138
 - internal operator 256, 257
 - minimum requirements 175, 189
 - port infrastructure charges 317, 320, 335, 342
 - port service charges 292
 - public service obligations 239, 248
 - selection procedure 216
- Non-duplication (minimum requirements) 158, 164, 165, 166, 176, **180**, 190
- Non-EU providers 152, 154, 248
- NUTS 105
- O**
- Objectives *see* EU Seaports Regulation (objectives)
- Objectivity
 - minimum requirements 158, 162, 163, 167, 168, **174**, **189**
 - port infrastructure charges 319, 334
 - port service charges 291
- Official Journal 212, 217
- Open port duty 235, **245**
- Open selection procedure 2, 31, 42, 133, 135, 138, 160, 188, 194, 195, 196, 197, 202, 206, 207, 210, 211, **214-225**, 257, 272, 398, 400, 401
 - amendments to existing contracts 224
 - competitive test 215
- Directives on public procurement and concession 65
 - exemptions **221-223**, 251, 253, 254, 255, 256, 257
 - minimum requirements 198
 - national rules 219
 - penalties 391
 - pricing 282, 286, 287, 288, 350
 - transitional regime 51
- Openness (selection procedure) 216
- Outermost regions 105, 118, **119**, 120, 242, 243, 329
- Outsourcing *see* Subcontracting
- Own-account port 8, 46, **112**, **149**, 254
- Ownership *see* Property (right of)
- P**
- Parliament (power to set port infrastructure charges) 302, 305, 306, 309, 311
- Passenger charge 301, 322
- Passenger services
 - charges 283, 295
 - definition **92**
 - EU Services Directive 92
 - exemption from market access Chapter 17, 41, 55, 57, 112, 115, 118, **126**, **131**, 137, 149, 195, 196, 202, 214, **226**, 229, 235, 242, 245,

- 251, 253, 265, 267,
350, 364, 401
- extension of market
access Chapter 42,
128, 135, 166, 196
- general 2, 4, 8, 9, 15,
27, 29, 37, 66, 208,
301, 317
- public service
obligations 232, 245
- subcontractors 151
- subject to Regulation
74
- transitional regime
46, 50, **53**
- waterway access 75,
98
- Passenger tax 315, 327
- Passenger terminal
contract 66, 188, 195, 196,
197, 220, **226-227**, 401
- Penalties 1, 2, 37, 38, 42,
43, 47, 49, 65, 74, 133,
138, 183, 191, 218, 257,
258, 266, 296, 343, **388-393**
- duty to introduce
388
- good repute
(minimum
requirements) 167
- infringements 390
- offenders 389
- pilotage (port
service charges) 290
- port infrastructure
charges 323, 326
- sanctioning
authorities 392
- types 391
- Permission 188, 198, 220
- P&I cover 161
- Pilotage 2, 5, 8, **10**, 15, 17,
27, 38, 42, 43, 74, 110, 401
- charges 281, **282**,
283, 284, **286**, 287,
289, 290, 292, 293,
297, 301, 303, 317,
337, 350, 364
- compulsory pilotage
10, 43, 94
- coordination 144,
356
- definition 61, **94-96**
- exemption from
market access
Chapter of 53, 118,
126, 131, 137, 195,
214, 235, 245, 251,
253, 265, 350, 364,
401
- extension of market
access Chapter 127
- financial
transparency 272
- general 4, 8, 10, 74
- inland vessel 94, 110
- internal operator 254
- local knowledge 126,
154, **182**
- pilot boats 150, 151
- pilot helicopter 150,
151
- port area 117
- privacy 394
- public service
obligations 232
- qualifications 126,
160
- selection of
providers 197, **230**
- self-employed 148
- single-user port 112
- training 126, 160
- transitional regime
46, 50, 53
- waterway access 75,
95, 98
- see also* Exclusive
right, Monopoly
(pilotage)
- Pilotage Exemption
Certificate 126, 329
- Place of establishment
(of service provider) 152
- Place of refuge *see* Port
of refuge
- Policy Packages *see* EU
Seaports Regulation
(policy packages)
- Port *see* Economic
importance of ports,
Inland Port, Maritime
Port, Maritime ports
covered
- Port access *see* Access for
ships, Access to port
facilities, installations
and equipment, General
port access paragraph,
Open port duty
- Port area 74, 75, 76, 82,
91, 92, 93, 95, 97, 98, 108,
112, 113, 114, 115, 116,
117, **125**, 130, 144, 163,
196, 206, 258, 301, 327,
356, 357
- Port authority *see*
Managing body of the
port
- Port dues *see* Port
infrastructure charge
- Port governance models
5-11, 109, 147
- see also* Toolbox
- Port group 104
- Port infrastructure
(notion) *see*
Infrastructure (notion)
- Port infrastructure
charge 1, 2, 8, 28, 29, 31,
268, 282, **299-343**
- carbon efficiency 330
- categories of users
327
- collection 310, 323
- commercial practices
138, 229, 292, **339**

commercial strategy 311
 competition law 58, 293, **313**, **314**, **337**
 confidentiality 342
 consultation 245, **350**
 differentiations 324-342
 direct effect of Regulation 35
 economic strategy 327
 efficient use of infrastructure 328
 energy efficiency 330
 environment 330
 exemption from 115, 116
 exhaustive list of differentiations 324, 325
 external costs 321, 338
 fiscal character 34, 301, 311
 free movement 315
 incentives 326
 individual negotiations 339, 342
 information provision to relevant authorities 39, **343**
 information provision to users 39, **341**
 integration in other payments 39, 283, **303**
 internal taxation 316
 notion 301
 obligation to levy charge 37, 38, **302**
 penalties 323, 326

persons liable for payment 301, 302, 323
 power to set tariff 147, **305-306**
 pre-financing 312
 procedural and substantive requirements 304-321, 340
 progress indicators 71
 rationale of regime 282, **300**
 short sea shipping 329
 single-user port 112
 spatial planning 327
 State aid law 280, 313, 314, 337
 structure and level 322
 supervision 309
 tax 301, 311
 terms & Conditions 323
 zero rates 327
see also Investment plan (port infrastructure charges)
 Port labour 2, 9, 16, 19, 67, **267**, 297, 314, 403
 Port management models 7, 8, 34, 109, 147
 Port managing body *see* Managing body of the port
 Port of Helsingborg case 293, 314, 318
 Port of refuge 116, 125, 327
 Port Package I 15
 Port Package II 15
 Port Package III 17

Port policy *see* EU seaport policy (history of), General ports policy (port infrastructure charges)
 Port reception facilities **93**, 126, **294**
see also Collection of ship-generated waste and cargo residues
 Port regulations 4, 8, **43**, 112, 133, **137**, 140, 155, **156**, 160, 162, 164, 167, 168, 184, 186, 198, 219, 246
 Port service charges 1, 2, 268, **281-298**
 competition law 293, 297
 consultation 245, **350**
 direct effect of Regulation 35
 information provision to authorities 296
 information provision to users 364
 integration into other payments 39, 149, 283, 290, **295**
 notion 283
 public procurement 65
 rationale of regime 282
 scope of regime 284-287
 sector-specific regulation 297
 single-user port 112
 subcontracting 151
 substantive requirements 31, **288-294**, 298

- TEN-T cargo terminals 298
- transitional regime 47, 50
- waterway access 98
- Port service contract (definition) 46
- Port services
- categories 74, 150
 - general explanation 4
 - outside the scope 73
 - services covered 2, 74
- Port State Control 10, 126, 354, 361
- Port user 136, 349, 353
- Port users' committee 34, 346, 362
- Port Working Group 13
- PPP *see* Public-private partnership
- Pre-emptive effect of Regulation 41
- Pre-financing 312
- presetext case 224
- Price regulation 159, 204, 250, 254, 282, 284, 285, 286, **297**, 300, 309
- Privacy 394
- Private port 5, 6, 8, **109**, 112, 121, 124, 144, 145, 147, 196, **207**, 227, 245, 253, 254, 258, 272, 300, 308, 389
- Privatization 2, 6, **11**
- Processing (cargo-handling) 85
- Professional qualifications 157, **160**, 163, **179**, 180, 182, 260, 267(fn.), 398
- Progress reporting 71
- Promoinpresa case 188, 196, 197
- Property (right of) 6, 37, 47, 48, 50, 52, 67, 147, 195, 221, 253
- see also* Public domain
- Proportionality
- EU law-making **32-34**, 102, 106, 126
 - internal operator 257
 - limitations 195, 205, 206, **208**, 218, 222, 229
 - measures to ensure free movement of goods 251
 - minimum requirements 158, 160, 161, 162, 163, 164, 167, 168, **176**, **189**, 191, 193, 256, 390
 - national implementation measures 35
 - penalties 49, 138, **388**, 389
 - port infrastructure charges 300, 304, 305, 312, 314, **317**, **321**, **336**
 - port service charges 2, 47, 245, 268, 281, 282, 283, 284, 286, 288, **289**, **293**, 295, 296, 297, 390
 - public service obligations 238, **248**
 - restrictions on free movement 54,
 - transitional regime 47, 52
- Provider of port services (notion) 148-151
- see also* Internal operator, Port services
- Public v. private sector 5, 109, 147
- see also* Privatization
- Public contract 39, 50, 65, **66**, 140, 149, **188**, 217, **220**, 224, **226**, 227, 263
- Public domain 6, 46, 220, 305
- Public procurement *see* EU Public Procurement Directives
- Public quay 135, 188, 196, 202
- Public service compensation 248, **250**
- financial transparency 235, 245, 269, 270, 273, **279**, 280
- Public service obligation 1, 2, 5, 8, 10, 29, 37, 38, 39, 65, 66, 111, 131, 132, 133, 163, 204, **231-251**, 398, 401
- combination with minimum requirements 158, 162, **163**, **247**
 - consultation 348, 350
 - emergency measure 221, 251
 - exhaustive character of list 42, **237**
 - general port access paragraph 137, 138
 - general public service principles 233
 - internal operator **254**, 255, **285**, 257, 258
 - limitation on number of providers 200, 201, **204**, 206, 287
 - nationwide 249
 - notion 233

obligors 235
 penalties 390
 port regulations 43, 246
 power to impose 234
 price regulation 159, 240, 281, 282, 284, 285, 286, 287, 292, 293, 301, 317, 364
 procedure 246
 rationale of regime 232
 single-user port 112
 subject-matters 236-243
 substantive requirements 248
 transitional regime 50
 Public-private partnership 6, 11, 154, 258
 Public service provision 133, 247
 see also Public service compensation, Public service obligation
 Publication
 limitations 211-212
 minimum requirements 183
 port infrastructure charges 318, 342
 port service charges 290, 364
 selection procedure 217, 218
 Q
 Q&As (European Commission) 64
 Quasi in-house services
 see Internal operator,

Internal service provision
Quid-pro-quo rule
 port infrastructure charges 301, 317, 321
 port service charges 289
 R
 Rail access fees 108, 301
 Reciprocity with non-EU countries 154
 Recreational port 114, 125
 Refusal (minimum requirements) 191, 192
 Regulated service provision 133, 155, 156, 160, 164, 168, 176, 186, 196, 286
 Regulation (choice of) 36
 Regulation of ports (drivers of) 3
 Regulatory toolbox *see* Toolbox
 Relevance (minimum requirements) 177
 Relevant authorities 277, 278, 296, 343
 Remuneration
 element of service provision 46, 48, 112, 114, 115, 126, 130, 148, 149, 151
 right of access 138
 Renewal (of contract) 225
 Repackaging (cargo-handling) 88
 Report (to Parliament and Council) 71
 Right of access for ships
 see Access for ships
 Right to freely conduct business 57, 67, 375

Right to strike 251
 Road tolls 108, 138(fn.), 301
 Rule of reason 54, 132, 133, 140, 164, 176
 S
 Safety 2, 4, 5, 8, 10, 15, 19, 28, 43, 78, 87, 91, 94, 97, 108, 112, 117, 126, 130, 133, 138, 230, 398, 401
 consultation 353, 361
 internal operator 257, 258, 285
 limitation 196, 202, 204, 205, 206, 208
 minimum requirements 155, 157, 158, 159, 160, 163, 164, 167, 168, 180, 181, 182, 184
 penalties 390
 port infrastructure charges 321
 port service charges 285, 289, 292
 public service obligations 232, 233, 236, 239, 241, 244, 250, 285, 292
 social clauses 259, 260, 266, 267
 Salvage 97, 130
 Scarcity 2, 37, 124, 135, 188, 195, 196, 197, 200, 201, 202, 206, 211, 214, 220, 225, 229, 257, 258, 286
 transitional regime 46, 47, 48, 50, 51
 Sea transport (and EU port policy) 54, 55, 58
 Security 2, 3, 5, 28, 43, 99, 115, 117, 126, 130, 151, 154, 157, 158, 159, 164, 180, 181, 204, 205,

- 221, 232, 233, 236, 239,
241, 257, 258, 280, 285,
289, 292, 317, 361
- Selected service
provision 46, **133**, 135,
142, 188, 195, 196, 197,
198, 213, 222, 225, 232,
237, 253, 256, 257
- Selection criteria
(selection procedure)
159, 198, 215, 218
- Service of general
economic interest 11, 42,
67, 195, 204, 221, 230,
232, **233**, 240, 243, **250**,
253, 271, 279, 282, 289,
293, 297, 313, 337, 401
- Service port *see*
Integrated port
- Shifting (of vessels) 91,
94, 97
- Short sea shipping 2, 16,
25, 111, 126, 267, 282,
300, 324, 325, 327, **329**,
335, 358
- Single-user port 8, 112,
254, 257
- Small contracts (open
selection procedure) 221,
222
- Small ports 118, **120**, 221,
222, **275**
- Social and labour law 39,
158, 159, 164, **166**, 167,
168, 244, 260, **261**, **262**,
390
- Social dialogue 267
- Solidarity principle (port
service charges) 293
- Spanish Strawberries
case 251
- Spatial planning
(consultation) 360
- Spatial planning (policy)
332
- State aid 2, 228, 229, 313,
314, 337, 403
- Storage (cargo-handling)
87
- Stowing (cargo-
handling) 84, 87
- Strike 238, 251, 267, 401
- Stripping 88
- Stuffing 88
- Subcontracting 65, **140**,
151, 162, **169**
- Subsidiarity principle
32-34
- Supervision
competent authority
145
port infrastructure
charges 309
see also Independent
supervisory body
- Supremacy of
Regulation 35
- T**
- Tariff
consultation 350, 355
port infrastructure
charges 318, 319, 320
port service charges
283, 290, 291, 292,
364, 365
- Tariff differentiations
(port infrastructure
charges) 324-342
- Technical-nautical
services 4, 10
- Teckal case 255(fn.)
- Telaustria case 216(fn.),
226-227
- Teleological
interpretation 62
- Tendering (cruise) 75,
92, 99, 151
- Tendering (selection
procedure) *see* Award
criteria (selection
procedure), Open
- selection procedure,
Selection criteria
(selection procedure)
TEN-T 1, 26, 27, 28, 29,
42, 55, 71, **100**, **101**, **102**,
103, **104**, **105**, **106**, **107**,
108, **110**, 111, 112, 113,
114, 115, 116, 117, 120,
122, 123, 125, 136, 154,
221, 222, 227, 267, 270,
271, 275, 300, 396
see also EU TEN-T
Regulation
- Terminal contract 66,
226, 227
- Termination (minimum
requirements) 193
- Terms of access (general
port access paragraph)
134, 137
- Territorial cohesion
(public service
obligations) 232, 233,
236, 424, **243**
- Territorial validity
(minimum
requirements) 163(fn.),
175, **178**
- Time limit for decision
(minimum
requirements) 191
- TiSA 154
- Tool port 8, 11
- Toolbox 38, 39, 124, 147,
163, 196, 238, 263, 400
- Towage
access to the port
135, 155
authorization 133
charges 282, 286,
301, 317, 350
complaint 377
compulsory towage
10, 43, 97
concession 65, 133,
224, 225
definition 61, **97**

equipment
 requirements 162
 flag requirement 38, **168**
 general 2, 4, 8, 10, 15, 27, 43, 54, 57, 197
 free market access 155
 geographical confinement 258
 inland vessel 97, 110
 local knowledge 182
 monopoly 10, 133, 195, 196, 206, 207, 267
 port area 117
 public service obligations 163, 232, 239, 240, 241, 245
 safety 91, 94, 97, 133, 164
 self-handling 149
 service of general economic interest 233
 shifting 91
 single-user port 112, 144, 214
 subject to Regulation 74, 126, 137, 401
 traffic rules 156
 transitional regime 47, 50
 waterway access 75, 97, 98
see also Salvage
 Training 2, 19, 47, 56, 126, 164, 179, 182, 244, 259, 260, **266**, 267
 TRAN Report 23
 Trans-European transport network *see* TEN-T
 Transfer of undertaking **263**, 264, 265

Transit (cargo-handling) 82, 83
 Transitional measures *see* EU Seaports
 Regulation (transitional measures)
 Transparency
 complaint handling 373
 minimum requirements 31, 158, 162, 167, 168, **173**, **189**
 port infrastructure charges 317, 318, 333
 port service charges 290, 298
 public funding 58, **269-279**
 public service obligations 248
 selection procedure 216
 Transparent (port) competition **31**, 48, 62, 195, 197, 257, 300, 311
 Transporting (cargo-handling) 87
 Transport services (public service obligations) 242
 see also Sea transport (and EU port policy)
 Travaux Préparatoires 63
 Treaty-consistent interpretation 57, **60**
 Treaty exceptions 42
 see also Rule of reason
 Trilogue (meaning) 18, 23

U
 Unbundling 2, 147, 273

United Brands case 293, 314
 Universal service obligation 232, 236, 237
see also Public service obligation
 Universality (public service obligations) 238
 Unlashing (cargo-handling) 86, 87
 Unregulated service provision **133**, 155, 156, 176, 196, 286
 Urgency (open selection procedure) 221
 User-pays 300, 301, **302**, 321

V
 Value-added services (cargo-handling) 88
 Vessel Traffic Service 4, 8, 94, 144, 354, 356
 VTS charge 301, 313(fn.), 322, 336, 337

W
 Warehousing (cargo-handling) 88
 Waste reception facilities *see* Collection of ship-generated waste and cargo residues
 Waterborne vessels 61, 76, 77, **79**, 82, 85, **91**, **92**, **94**, **97**, 108, **110**, 113, 114, 115, 116, 130(fn.), 302
 Waterway access 74, **75**, 76, 79, 82, 91, 92, 93, 94, 95, 97, **98**, 110, 117, 127, 130, 182, 301, 310, 356
 Wharfage 322
 Works concession 6, 8, 66, 130, 154, 220, 295, 310
 World Ports Climate Initiative 330

Wreck removal 130

Y

Yachting harbour *see*

Recreational port

would emerge, in which case the Regulation should take priority as a *lex specialis*.

66 Regime of port terminal contracts in landlord ports

Contracts concluded between managing bodies of ports and terminal operators, which are common in the widespread landlord port management model,⁸⁰¹ remain largely outside the scope of secondary EU law.

In most cases, such contracts take the form – depending on the national framework and local practices – of a lease agreement, a licence agreement, an emphyteutic lease, or a domain or land concession agreement.⁸⁰² As a rule, such agreements are neither a public or service contract nor a works or services concession within the meaning of the aforementioned EU Public Procurement (Public Sector) Directive, the EU Public Procurement (Utilities) Directive and the EU Concessions Directive,⁸⁰³ respectively.

More particularly, it appears from quite straightforward case law that the allocation, including temporary allocation, of areas or hangars within ports to be used for the provision of terminal services cannot be classified as a service contract within the meaning of the EU Public Procurement (Utilities) Directive where the port authority does not acquire a service provided by the supplier in return for remuneration.⁸⁰⁴ In the infringement case about land leases in the State Seaport of Klaipėda, the European Commission had already observed that land lease contracts and related preferential rights of renewal did not fall under the scope of the then applicable Directive on public procurement in the utilities sectors,⁸⁰⁵ since they are not supply, works or service contracts in the sense thereof. The object of the land lease contracts, the Commission argued, ‘*does not concern the execution of works, the supply of products and the provision of services by the economic operators to the public authorities concerned, but rather the granting of a*

⁸⁰¹ See *supra*, para. 8.

⁸⁰² See *supra*, para. 46.

⁸⁰³ See *supra*, para. 65.

⁸⁰⁴ See, in relation to an airport, but perfectly transposable to seaports, ECJ 13 July 2017, *Malpensa Logistica Europa*, Case C-701/15, ECLI:EU:C:2017:545, paras. 29, 31 and 35. That the judgment concerns the formerly applying Directive 2004/17/EC, is not material either. The reference is to Directive 2004/17/EC of the European Parliament and of the Council of 31 March 2004 coordinating the procurement procedures of entities operating in the water, energy, transport and postal services sectors (OJ 30 April 2004, L 134/1 (repealed)).

⁸⁰⁵ Directive 2004/17/EC, referred to in the previous fn.

attributable to the fact that deep-sea pilots operate in marine areas where the right of innocent passage, if not freedom of navigation, is the starting point. Yet the profession of deep sea pilot in the North Sea and the English Channel has been subject, for many years, to an EU-wide certification requirement,¹⁰⁷³ which does not alter the fact that otherwise this services sector operates on a purely commercial basis. In the aforementioned waters, as well as in the Baltic Sea, the International Maritime Organization recommends its Member Governments to encourage masters and ship owners, when they choose to avail themselves of a deep-sea pilot, to make use only of the services of an adequately qualified and licensed deep-sea pilot.¹⁰⁷⁴ In the Baltic Sea, the deep-sea pilots are supplied by the competent pilotage authorities of the coastal States, which may further regulate this service activity, including applicable tariffs. These authorities cooperate within the framework of the Baltic Pilotage Authorities Commission (BPAC).

97 Notion of ‘towage’

Finally, ‘towage’ as defined in the EU Seaports Regulation refers to

*the assistance given to a waterborne vessel by means of a tug in order to allow for a safe entry or exit of the port or safe navigation within the port by providing assistance to the manoeuvring of the waterborne vessel.*¹⁰⁷⁵

To start with, we should highlight that, just as in the analogous definitions of mooring¹⁰⁷⁶ and pilotage,¹⁰⁷⁷ emphasis is placed on the safety aspect of towage (‘safe entry’ and ‘safe navigation’¹⁰⁷⁸). Towage is indeed an essential safety-oriented port service, contributing to the prevention of collisions and other accidents. This is important because in the framework of the Regulation safety considerations may justify market access restrictions.¹⁰⁷⁹

¹⁰⁷³ Council Directive 79/115/EEC of 21 December 1978 concerning pilotage of vessels by deep-sea pilots in the North Sea and English Channel (OJ 8 February 1979, L 33/32).

¹⁰⁷⁴ See IMO Resolution A.1080(28) of 4 December 2013 ‘Recommendation on the use of adequately qualified deep-sea pilots in the North Sea, English Channel and Skagerrak’; IMO Resolution A.1081(28) of 4 December 2013 ‘Recommendation on the use of adequately qualified deep-sea pilots in the Baltic Sea’.

¹⁰⁷⁵ Art. 2(6) EU Seaports Regulation 2017/352.

¹⁰⁷⁶ See *supra*, para. 91.

¹⁰⁷⁷ See *supra*, para. 94.

¹⁰⁷⁸ The insertion of ‘safe navigation within the port’ results from the Council’s General Approach and a Parliament Amendment (see *infra*, fns. 1090-1092). Compare also, as early illustrations of this concern, MEP Ams. 111 and 117 EU Seaports Regulation 2013 (Carlo Fidanza); MEP Am. 112 EU Seaports Regulation 2013 (Karim Zérìbi).

¹⁰⁷⁹ See *infra*, paras. 164, 205 and 241.

codification of the Court's case law. The Court has indeed accepted maritime and port traffic safety as an instance of a 'public security'-related measure within the meaning of the Treaty, or as a 'rule of reason'-based overriding reason of public interest that can justify a restriction on the fundamental freedoms.²⁴⁹¹ Such derogations from free movement do not, of course, apply unconditionally either, but must meet strict criteria, including proportionality.²⁴⁹²

Since an Amendment proposing the addition of a reference to '*the need to ensure the health and safety of workers*'²⁴⁹³ was not accepted, such considerations are in themselves unable to justify a limitation on the number of service providers. Hence, the only 'safety' considerations which may be invoked are concerns about the safety of the port operations as such. While the provision of a port service may of course be subject to laws and regulations in the field of occupational health and safety, these cannot support a limitation on the number of port service providers.

206 Characteristics of port infrastructure or nature of port traffic

The fourth reason to introduce a limitation on the number of providers is where '*the characteristics of the port infrastructure or the nature of the port traffic are such that the operations of multiple providers of port services in the port would not be possible*'.²⁴⁹⁴

Again, the language is quite vague. At first, it seems that this ground may partly overlap with the first criterion, which refers to '*scarcity or reserved use of land or waterside space*'.²⁴⁹⁵ On closer inspection, it appears that initially the EU legislator had cases in mind where multiple providers would not be able to operate in economically satisfactory conditions. Several participants in the debate simply termed this point the '*market size*' criterion.²⁴⁹⁶ However, in the

²⁴⁹¹ See *supra*, para. 164, with the references to the relevant ECJ judgments.

²⁴⁹² On these conditions, see *supra*, paras. 132 and 176.

²⁴⁹³ MEP Am. 393 EU Seaports Regulation 2015 (Stelios Kouloglou, Rina Ronja Kari, Fabio De Masi), covered by TRAN Comp. Am. 5 EU Seaports Regulation 2016; in the same sense Am. 8 EMPL Draft Op. EU Seaports Regulation 2015. The draft opinion was voted down.

²⁴⁹⁴ Art. 6.1(d) EU Seaports Regulation 2017/352.

²⁴⁹⁵ See *supra*, para. 202.

²⁴⁹⁶ Thus, e.g., EP Rapporteur Fleckenstein (see *infra*, fn. 2502); Katsarova, I. and Pape, M., *The liberalisation of port services*, EU Legislation in Progress Briefing, s.l., European Parliamentary Research Service (EPRS), March 2017, 7; European Tugowners Association, ETA (European Tugowners Association) response to the Draft Report on the proposal for a regulation of the European Parliament and of the Council establishing a framework on market access to port services and financial transparency of ports. Regulation (COM (2013) 0296 –C7-0144/2013-2013/0157 (COD), Brussels, 16 December 2013, 2.

However, in the specific case of an internal operator running its service under unwritten national public service obligations,³⁸⁴⁵ the pricing rule under discussion should apply, even if it would then probably only reiterate existing law.

293 Substantive requirements for port service charges. Proportionality

Finally, the EU Seaports Regulation stipulates that a port service charge must be *'proportionate to the cost of the service provided'*.³⁸⁴⁶

In this respect, two issues arise. Firstly, it has to be determined what cost proportionality exactly means. A closely related second question is how the Regulation's rule relates to EU competition law on pricing abuses by a dominant undertaking (which is based on Article 102 TFEU³⁸⁴⁷), and whether the relevant competition case law and methodologies should guide the interpretation of the provision under consideration.

At first sight, the cost proportionality requirement indeed seems to be closely related to the established doctrine on pricing abuses as prohibited by EU competition law. As the European Commission rightly recalled in its Impact Assessment, market power abuse may consist of *'[e]xcessive pricing to users'*. With explicit reference to the competition law-based jurisprudence of the Court, the Commission defined this, in the same Impact Assessment, as *'charging a price which is excessive because it has no reasonable relation to the economic value of the product supplied'*.³⁸⁴⁸ As we just saw, the Commission's Regulation Proposal stated in the same vein that the charges *'shall not be disproportionate to the economic value of the service provided'*. It thus seems that in its legislative Proposal, the Commission was (at least partly) inspired by the classic competition law doctrine on pricing. The European Parliament, for its part, while agreeing in principle that *'the economic value of the service'* should be the yardstick, made an

³⁸⁴⁵ On this specific case, see *supra*, para. 285.

³⁸⁴⁶ See, again, Art. 12.1 EU Seaports Regulation 2017/352.

³⁸⁴⁷ Art. 102 TFEU provides:

Any abuse by one or more undertakings of a dominant position within the internal market or in a substantial part of it shall be prohibited as incompatible with the internal market in so far as it may affect trade between Member States.

Such abuse may, in particular, consist in:

(a) directly or indirectly imposing unfair purchase or selling prices or other unfair trading conditions;

[...].

³⁸⁴⁸ Imp. Ass. 1 EU Seaports Regulation Proposal 2013, 16.

304 Procedural and substantive requirements for port infrastructure charges. Overview

The EU Seaports Regulation provides that, in order to contribute to an efficient infrastructure charging system, *'the structure and the level'* of port infrastructure charges *'shall be determined according to the port's own commercial strategy and investment plans, and shall comply with competition rules'*. The relevant paragraph adds that, *'[w]here relevant'*, such charges *'shall also respect the general requirements set within the framework of the general ports policy of the Member State concerned'*.⁴⁰⁷³ The below discussion of these principles is structured as follows.

First, we will discuss the mainly procedural issue of which entity has power to decide on the tariff, and actually to collect the levies. During the legislative process, the tariff-setting autonomy of managing bodies of ports was a key point of discussion. The final compromise still recognizes the autonomy principle, although in a somewhat reduced form.

Secondly, we will enter into the substantive requirements. Except for its vague reference to the *'competition rules'*, the EU Seaports Regulation at first sight does not seem to subject the setting of port infrastructure charges to any further substantive conditions of its own. Quite the reverse, in fact, its emphasis on the tariff-making autonomy of the port managing bodies seems to suggest that such conditions were regarded as unnecessary and undesirable. Yet it would be wrong to conclude that the EU Seaports Regulation gives the port managing bodies *carte blanche* to introduce arbitrary pricing policies which do not have to meet certain elementary legal principles. Below, we will present a set of such requirements which can be deduced from the relevant provision, the relevant Treaty principles and a key Recital which clarifies the essential characteristics of a port infrastructure charge. These standards, which complement the explicit reference in the Regulation's paragraph to compliance with competition rules, include market conformity, compliance with the fundamental freedoms and internal taxation rules, transparency, objectivity, non-discrimination and (elementary) proportionality.

305 Procedural requirements for port infrastructure charges. Tariff-setting power of port managing bodies v. competent authorities. Analysis

Where the provision under scrutiny states that *'the structure and the level'* of port infrastructure charges *'shall be determined according to the port's own commercial*

⁴⁰⁷³ Art. 13.3 EU Seaports Regulation 2017/352.