



Macaronesian Maritime Spatial Planning

“PILOT PROJECTS FOR CROSS-BORDER COOPERATION ON MSP. BUILDING THE EUROPEAN OCEAN OF THE MACARONESIA”

CROSS-BORDER COOPERATION CHALLENGES

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a) BUILDING “THE EUROPEAN OCEAN OF THE MACARONESIA”

Why cooperate in special marine planning?

As the seas and oceans of the world are interconnected, maritime activities tend to have a cross-border dimension. Consequently, planning at a national level does not completely resolve the impact of human activities at sea (European Commission, 2016).

With relation to the European MSP Directive (Directive 2014/89/EU), it is necessary that Member States cooperate and ensure that their marine space plans are consistent and coordinated in the transboundary marine region in which they are located. Both this directive and the Marine Strategies Directive (Directive 2008/56/EC), considers the need to create mechanisms for cross-border cooperation between national management instruments when they share the same marine region or sub-region (Box 1).

BOX 1. KEY EUROPEAN MARINE DIRECTIVES ESTABLISH CROSS-BORDER COOPERATION AS MANDATORY

MSP Directive 2014/89/EU, in its article 11, specifies: “As part of the planning and management process, Member States bordering marine waters shall cooperate with the aim of ensuring that maritime spatial plans are coherent and coordinated across the marine region concerned. Such cooperation shall take into account, in particular, issues of a transnational nature”. For its part, in the case of Directive 2008/56/EC on Marine Strategies, Article 6 states that: “[...]Member States shall, where practical and appropriate, use existing regional institutional cooperation structures, including those under Regional Sea Conventions, covering that marine region or sub-region”.

What is the European Ocean of the Macaronesia? Why does it merit investigation?

Beyond the obligations established by these European laws, cooperation is broadly justified in the fundamental structural principles and values of the common European space. The EU philosophy itself is based on the assurance of a “space of freedom, security and justice without internal borders” for its citizens (Treaty on European Union). Both the Treaty of Lisbon and the Charter of Fundamental Rights of the EU serve to remind us that the European project implies “balanced and sustainable development” with “[the well-being of] people at the center of their activity”. Moreover, key within the whole EU project lies the spirit of “integration”, which aims to go beyond cooperation between sovereign states, to facilitate work in a space that is already common. This therefore implies a broader and more comprehensive concept of territory management, which is further reinforced by the continuous and dynamic nature of marine space. Without undermining the sovereignty of the States, the spirit, the philosophy of integration of the EU is transferable to the marine region of the European Macaronesia and it is therefore essential that collaborative efforts are driven forward.

With this in mind we propose working with the concept of the European Ocean of the Macaronesia as a shared space, with common elements with the ecosystem, socio-cultural and political-administrative aspects (García-Onetti, 2018; García-Sanabria, 2019). Cross-border cooperation is proposed as a dialogue between those European institutions, that are responsible for common interests, thus facilitating the blurring of borders, or at least beginning to consider them as spaces of union. From this perspective, Spain and Portugal, through their institutions, are responsible for ensuring the welfare and future of European citizens who reside there. With their respective plans and instruments, they establish a particular vision, that is specific and adapted to the uniqueness and identity of each archipelago, but with the added vision of joint and broader collaboration. This common approach also aims to strengthen the role of both states in an outermost space, separate and separated from other European borders.

In this manner, regional/national plans, with their particular regional characteristics, should also be framed within a broader scope, namely that of the European Ocean of the Macaronesia. It should be remembered that there are also socio-ecological exchanges and unavoidable legal-administrative interactions with third countries bordering on European Macaronesia. The objectives that are to be addressed should also include facilitating more coherent and stronger collaboration and cooperation with third countries.

Why are pilot projects useful?

Cross-border cooperation is difficult to develop even for countries with advanced MSP processes. Countries must accommodate differences in approach, mandates and capacity, while managing uncertainties. (European Commission, 2016). In this spirit, this document arises from the need to develop a series of pilot projects for cross-border cooperation in MSP in the European Macaronesia. It is understood that a pilot project is a practical demonstration process from which lessons can be drawn, replicated in other spaces and at other scales. As Olsen (1993) points out, normally the main challenge is not so much in the formulation and formal adoption of policies, plans or projects of good technical quality, but having them correctly implemented in practice. Accordingly, pilot projects are not intended to capture the focus of attention, but to reveal the benefits of improving cross-border cooperation in the marine environment, and above all, identifying areas of friction as well as opportunities, which are difficult to determine without this process of experimentation.

A common mistake in the design of pilot projects is to assume that they should consist of isolated operational initiatives. If the aim is not only to ensure its implementation, but also its usefulness for the administrations responsible, it is more effective if the idea is somehow integrated into the plans of the two border states. This makes it easier for its subsequent implementation and allocation of funds, while also contextualizing its usefulness and improving the future use of lessons learned. On the other hand, pilot projects are traditionally aimed at the management of a common area on a small scale. Whereas, in contrast, management structures, organizational and collaborative systems and tools aimed at strengthening such cooperation are rarely tested. This is important, given that deficiencies of management systems are one of the main causes of failure recorded in demonstration plans developed by the European Union (European Commission, 1999).

Addressing the particular case of the European Ocean of the Macaronesia, it is worth noting the difference with respect to other European maritime regions. In semi-enclosed marine basins, such as the Baltic Sea or the Mediterranean Sea, countries also share borders in the territory, as well as ecosystems and coastal-marine spaces (gulfs and bays). In these scenarios, the uses and interests of the different states overlap, rendering them ideal cases for “spatialized” pilot projects.

In the case of the European Ocean of the Macaronesia, we deal with archipelagos that do not share land borders and that are so far apart from each other that conflicts of space are less obvious. One of the general recommendations for cross-border cooperation in MSP is that it is not the best start to begin with insurmountable cases from the field of planning (border delimitations, for example) or those of more complex resolution (Pallero Flores et al., 2019). Although there are arguments that justify the development of a spatialized pilot project (conflicts between uses and economic interests), they cannot be addressed without prior political volition. These cases could threaten the entire process and, in any case, could be addressed once cooperation has been generated. In any case, beyond thinking about cooperation “zones”, there is no lack of transnational “issues” of shared interest that justify incorporating cross-border cooperation initiatives into the regional MSP plans (which do not exist now).

A pilot “program” for cross-border cooperation

Given all the aforementioned, it is proposed to articulate a pilot program of cross-border cooperation, shared in the different MSP plans, that allows testing of management mechanisms that generate collaboration in the European Ocean of the Macaronesia.

b) PILOT PROGRAM OF CROSS-BORDER COOPERATION FOR MSP IN THE EUROPEAN OCEAN OF THE MACARONESIA

This document develops a pilot program that structures a series of initiatives through which to develop mechanisms for cross-border cooperation in MSP, focused on strengthening / achieving marine governance in the European Ocean of the Macaronesia. These initiatives aim to respond and complement (not to alter, or replace) the state needs of MSP plans to create alliances as well as collaboration tools among archipelagos. In this manner, the program aims to (1) promote the creation of synergies between the different MSP plans in the marine basin and (2), comply with the MSP Directive on cross-border cooperation.

On the one hand, it is necessary to consider the importance of creating the necessary political and social will so that cross-border cooperation is a transversal axis in the processes of marine space management in Macaronesia. For this reason, this program proposes both strategic and operational actions to support and be the starting point for cooperation gaps in the region.

On the other hand, initiatives for cross-border cooperation in European Macaronesia cannot be understood as a sum of isolated sectoral projects with no connection between them. Consequently, this is a program that structures actions as general logical efforts, relating them to a common strategic approach and objectives.

Goal and main objectives

The Pilot Program for Cross-Border Cooperation for MSP in the European Ocean of the Macaronesia has three specific strategic objectives that are the starting point for achieving the general goal of building the common space of the European Ocean of the Macaronesia:

1. Build the necessary will to cooperate.
2. Provide instruments for cross-border cooperation.
3. Provide resources for cross-border cooperation.

The established strategic objectives are related to each other to give coherence to the cross-border cooperation program. In this sense, it is based on the intention of generating enthusiasm for cooperation, which needs to be present in both society and the political sphere, in order to achieve the following objectives. It is necessary that this is developed in practice with instruments and resources that feed into the plans and processes of MSP in the different archipelagos. Thus, the proposed initiatives complement the work carried out at regional and national levels, framing and projecting their results towards achieving greater shared objectives for the European Ocean of the Macaronesia.

As shown in Figure 1, the strategic objectives proposed are associated with specific strategic actions, which are later developed. Each of these actions are, in turn, associated with specific objectives and lines of action for each of them to be developed. Consequently, the Pilot Program for Cross-Border Cooperation for MSP in the European Ocean of the Macaronesia encompasses

and connects the different initiatives, giving them meaning and coherence under a common approach to cooperation in the European Ocean of the Macaronesia.

TABLE 1. SUMMARY TABLE OF THE PILOT PROGRAM OF CROSS-BORDER COOPERATION FOR MSP IN THE EUROPEAN OCEAN OF THE MACARONESIA AND ITS RELATIONSHIP WITH STRATEGIC ACTIONS

Gen.Obj.	Strategic Obj.	Strategic Actions	Specific objectives	Lines of action
Building the European Ocean of the Macaronesia	Establish a willingness to cooperate	SA1. Macaronesian Working Group	SO1.1 Promote participation for the creation of agreements between the agents involved in the European Ocean of the Macaronesia	LA1.1 Creation of the Blue Macaronesia Forum
			SO1.2 Establish political will and social support for cross-border cooperation.	LA1.2 Make proposals to influence, from citizen participation, the political will of cross-border cooperation in MSP
			SO1.3 Obtain consistency between MSP plans in cross-border areas or issues.	LA1.3 Establish mechanisms to coordinate MSP plans
	Provide instruments for cross-border cooperation	SA2. MSP Observatory for cross-border cooperation	SO2.1 Obtain continuous scientific information about the ocean in the European Ocean of the Macaronesia, from a socio-ecological and management perspective, oriented towards decision-making	LA2.1 Macaronesian Physical-Natural Observatory to monitor oceanic changes
			SO2.2 Organize and disseminate the information to make it accessible to those interested in the European Ocean of the Macaronesia.	LA2.2 Macaronesian Policy Observatory to monitor planning and management
			SO2.3 Organize and disseminate the information to make it accessible to those interested in the European Ocean of the Macaronesia.	LA2.3 Organization and dissemination of information on the European Ocean of the Macaronesia
	Provide resources for cross-border cooperation	SA3. Collaborative maritime safety and rescue system	SO3.1 Promote continuous monitoring and control of marine pollution and safety in the European Macaronesia.	LA3.1 Control of marine pollution in MPAs and especially sensitive areas
			SO3.2 Promote coordination and cooperation for fisheries surveillance in the marine environment of the region	LA3.2 Control for surveillance and maritime rescue
			SO3.3 Promote coordination and cooperation for fisheries surveillance in the marine environment of the region	LA3.3 Control of activities related to the exploitation of marine living resources
	Provide resources for cross-border cooperation	SA4. Macaronesian marine governance training system	SO4.1 Ensure the training and education of technicians and managers on cross-border cooperation in MSP.	LA4.1 Training program for managers on marine governance
			SO4.2 Promote the exchange of experiences between managers and technicians in MSP	LA4.2 Training meetings for managers in MSP

During the entire process of preparing the program, all proposed strategic actions had to demonstrate¹ promotion, acceptance and support of different stakeholders. For the sound implementation of planning and/or management instruments all actions had to:

- Be clearly focused on specific issues considered relevant and of interest by the maritime actors of the three archipelagos.
- Have involved all interested parties in the design and formulation process as well as key representatives for their implementation.
- Integrate the best available knowledge on how cross-border interactions and issues relevant to cooperation in the marine basin occur, and how they respond to change with the needs and values of society.
- Help provide a framework for a fair, equitable and efficient decision-making process to improve marine governance of the marine basin.
- Be designed in a manner that could be implemented gradually and proportionally, so as to promote learning and the creation of progressive trust among all involved.

Methodological considerations

The pilot program has been carefully developed, based on a complex methodological process, which is detailed in Section three. Here, a comprehensive overview can be found of the strategic actions to be developed within the framework of the Pilot Program, cross-sectional information of the sectorial pilot projects initially discussed, as well as the key issues highlighted in the participatory and consultative process.

The pilot program is described in detail below, based on strategic aims and proposed actions for its implementation. A summary, the associated specific objectives and the proposed lines of action are broken down in each of these. Finally, each proposed action has a space for a series of existing initiatives that serve as inspiration, or can be used as examples of good practices for the development of a strategic action in question.

In this sense, it should be emphasized that one of the fundamental principles upheld here is making use of existing cooperation efforts. Not only learning what has worked and correcting what has not, but also seeking to incorporate findings into the structure of institutional planning.

In essence it is not about creating new structures and mechanisms, but about incorporating existing ones in MSP plans to make them stable. The intention is therefore to go beyond temporary projects by structurally incorporating cross-border cooperation into the institutional schedule itself.

¹ Based both on (Olsen, 1993) and the MarSP deliverable D.6.4. Report of lessons learned and best practices available on cross-border cooperation for marine spatial planning.

Strategic objective 1: Develop the will to cooperate

Strategic Action 1: Macaronesian Working Group

Summary and specific objectives

The Macaronesian Working Group involves the consolidation and development of a multidisciplinary working group, with stakeholders from the three archipelagos of the European Macaronesia. The purpose of this working group is thus to focus on the key issues that will guide the process of cross-border cooperation in the marine region.

It has been observed that the low degree of spatial interaction between the maritime sectors of the archipelagos decreases the urgency of reaching cooperation agreements between the states on the sectoral management of maritime activities. However, this low conflict situation represents an opportunity to build a long-term shared vision and to proactively plan for blue growth in European Macaronesia while minimizing the emergence of conflicts in the future. In addition, several of the observed conflicts are not so much to do with claiming the same space, but related to ecosystem continuity of the common ocean, those practices in an archipelago that have consequences on neighboring interests (of the European region, but also from third countries).

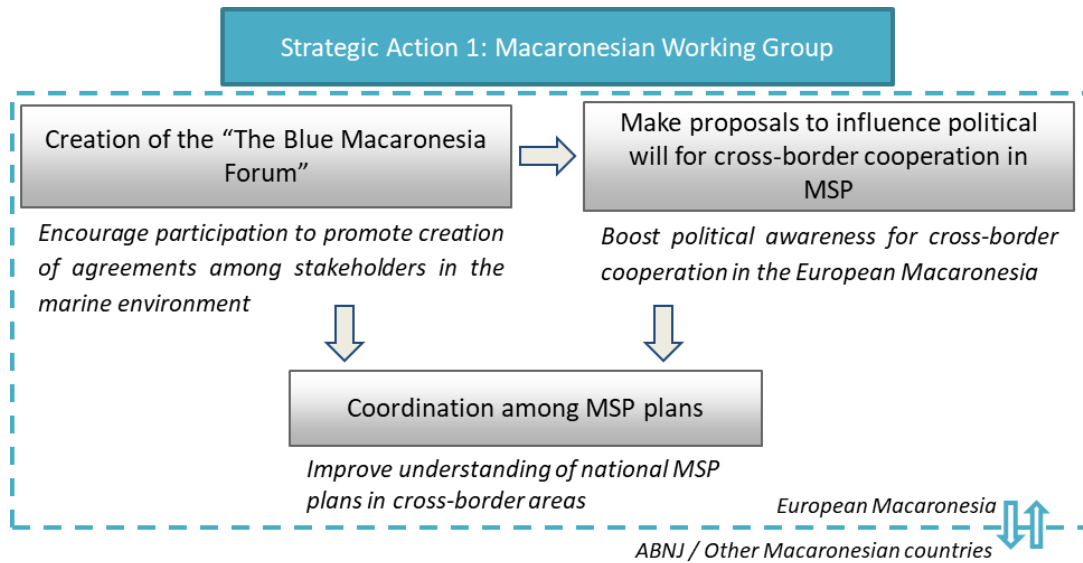
The aim of the Macaronesian Working Group would be to facilitate the continuity of marine governance processes in the region and help strengthen cross-border cooperation mechanisms, while addressing the marine environment as a single socio-ecosystem. In this regard, the Macaronesian Working Group would be the meeting point between archipelagos and cross-border cooperation processes in the marine environment. It is therefore proposed that all issues of maritime spatial planning that have an international component and that can be shared and / or coordinated between countries and archipelagos in the region should be addressed in a coordinated manner. (Figure 3).

In contrast, the Macaronesian Working Group could be subdivided into smaller working groups to address specific issues such as the monitoring of Marine Strategies, cooperation with neighboring countries, and also more general institutional, technical, social issues and maritime clusters.

The aim therefore should be to create a multi-level institutional working group whose approximate composition is as follows:

- Institutional/governance level: European Union, Spain, Portugal and the archipelagos.
- Technical level: Instrumental organizations, academia, legal matters, etc.
- Social Level: Citizens, NGOs, traditional knowledge, etc.
- Economic level or maritime cluster: Private sectors interested in the marine environment

FIGURE 1. CONCEPTUAL SCHEME OF STRATEGIC ACTION 1: MACARONESIAN WORKING GROUP



The specific objectives proposed to be developed in Strategic Action 1 are the following:

- SO1.1 Promote participation for the creation of agreements between the agents involved in the European Ocean of the Macaronesia.
- SO1.2 Achieve political will and social support for cross-border cooperation.
- SO1.3 Secure consistency between MSP plans in cross-border areas or issues.

Main lines of action

LAI.1 Creation of the Blue Macaronesia Forum.

The first line of action to be developed within the Macaronesian Working Group would be to establish a common forum, a meeting-point, "Blue Macaronesia Meeting Forum". This forum would involve the development of mechanisms for public participation, both virtual and face-to-face, where interested parties can address issues related to the management of marine space in the region. This will give rise to the volition to understand cooperation between sectors and stakeholders of the different archipelagos. In addition, it allows for the identification of hotspots or priority transnational areas and issues for the development of joint small-scale marine planning initiatives.

The creation, development and coordination of the forum is a task for the Macaronesian Working Group. That being said, the aim is to represent and reach as many stakeholders as possible from the three archipelagos for the creation of synergies and opportunities.

The results of this forum would be very useful because they would influence and enrich the meetings and debates, generating transparency and helping to identify opportunities and synergies, while avoiding possible conflicts before they appear. These debates can and should

influence the development, revision and improvement of marine planning cycles in European Macaronesia. In addition, it would be an opportunity to open the forum to general issues of marine governance and cooperation in the European Ocean of the Macaronesia, going beyond what is strictly associated with MSP plans.

LA1.2 Put forward proposals to influence the political will of cross-border cooperation in MSP through citizen participation.

The second line of action proposed for the Macaronesian Working Group is to influence political will in terms of cross-border cooperation in marine governance. This line of action would have as its starting point, the awareness generated in society from the creation of the Forum. The influence the Macaronesian Working Group could exert on the political sphere increases when the actors concerned share common objectives of cooperation in the European Ocean of the Macaronesia.

This line of action proposes taking advantage of existing cross-border cooperation mechanisms as spaces for dialogue to define common policies that strengthen the collaboration of neighboring countries. Examples of the above are the annual Hispano-Lusa / Iberian Summit or the Atlantic Parliamentary Days, which periodically brings together a legislative representation of Madeira, the Azores, the Canary Islands and Cape Verde. In both cases technical-political meeting spaces, specific to MSP, could be included.

The outcomes could be focused on building a common vision, explicit political guidelines and shared basic principles to formally create the concept of the "European Ocean of the Macaronesia" (with a signed declaration, official political document, formal act, etc.).

LA 1.3 Establish mechanisms to coordinate MSP plans.

The development of this line of action is aimed at improving the understanding of national and / or regional marine plans in spaces of interaction (spatial or thematic) such as cross-border cooperation (including third countries). It is deemed the most operational line of action within the first objective of the program, with the intention of taking advantage of the Macaronesian Working Group as a meeting point between those involved in the marine planning process.

The Pilot Program for Cross-Border Cooperation for MSP in the European Ocean of the Macaronesia aims to serve as an idea or contribution to cross-border cooperation in each of the marine plans being developed in the three archipelagos, with compliance to the MSP Directive. To this end, the creation of a working subgroup is proposed, where MSP managers are represented from each archipelago so that they can develop the best way to ensure consistency between plans that comply with a common program for the European Ocean of the Macaronesia. This Line of Action should also propose mechanisms for international cooperation as well as with third countries.

The inclusion of the Pilot Program for Cross-Border Cooperation for MSP in the European Ocean of the Macaronesia in marine space plans could be done with varying degrees of involvement.

From incorporating the idea of the European Ocean of the Macaronesia, to the adoption of a plan (Box 2). In any case, the incorporation of mechanisms for cross-border cooperation in marine plans would improve the effects they have on border areas, including issues that are of interest to the entire European Ocean of the Macaronesia (biological corridors, transport routes, areas of exclusion, control areas, etc.).

BOX 2. TIPS FOR THE INCORPORATION OF THE PROGRAM IN YOUR NATIONAL MSP PROCESS

- ✓ Incorporate references from the concept of the European Ocean of the Macaronesia as a common framework for your own marine space plan (MSP)
- ✓ Incorporate cross-border cooperation as priority objectives of your MSP, with emphasis on collaboration with your neighboring country
- ✓ Incorporate the need to develop cross-border cooperation instruments / mechanisms in your MSP's action plan
- ✓ Provide specific funds for cross-border cooperation in the budgets for the implementation of MSP
- ✓ Plan human resources with specific assumed responsibilities to coordinate issues related with cross-border cooperation (liaison with technicians assigned to neighboring plans)
- ✓ Aim to reach an agreement with your neighboring country, so that cross-border cooperation efforts use the same procedure and share a common vision, facilitating the dialogue to be structured and its results incorporated into MSP

Existing initiatives that support strategic action

The European Maritime Spatial Planning Platform (MSP-Platform) is the European platform for the exchange of information on MSP issues, as well as giving advice to member states. This platform was founded by the EU Directorate General for Maritime Affairs and Fisheries (DG MARE). The MSP-Platform is the central forum for the exchange of knowledge generated from MSP processes. This allows stakeholders and planners to build on what is already available, avoiding duplication of efforts, contribute to the development of skills and encourage the development of new practices.

In this sense, the first proposed line of action to be developed is Strategic Action 1, which involves the creation of a forum for the exchange of information and experiences of European Macaronesia stakeholders. Thus, the MSP-Platform could be the meeting point for MSP issues of interest detected in Macaronesia and those of other European basins. On the other hand, within MSP-Global, there is a forum with the objective to identify solutions that compromise inter-sectoral actions, allowing for the conservation of our ocean and the use of its resources in a sustainable manner.

A particular example of creating a forum for cross-border cooperation is found in the Baltic Sea. Within the framework of the Pan Baltic Scope project, the Planning Forum for Cross-border Cooperation was created, which consists of a collaborative platform that addresses planning issues identified by the competent regional authorities and organizations supported by the

scientific community. The Planning Forum for Cross-border Cooperation uses a flexible approach, organizing meetings periodically, with partners deciding on issues and areas to focus on.

Another example in the Baltic Sea is included in the framework of the Helsinki Convention for the protection of its marine environment, where a specific working group (HELCOM-VASAB MSP) was formed to promote regional coherence of marine plans for the signatory parties. This group serves as inspiration for the last line of action of Strategic Action 1. In this case, the Macaronesian Working Group, with support from stakeholders and political will, would be responsible for establishing synergy and cooperation between MSP plans of the archipelagos.

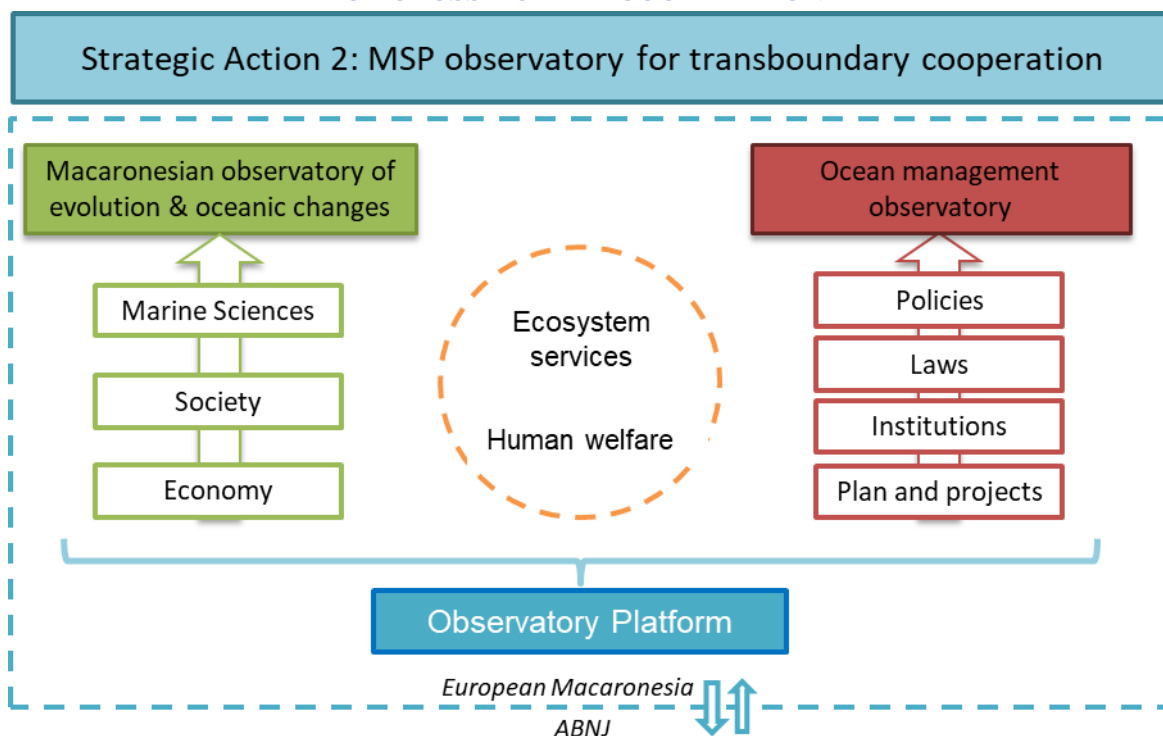
Strategic objective 2: Provide instruments for cross-border cooperation

Strategic action 2: MSP Observatory for cross-border cooperation

Summary and specific objectives

The Strategic Action of the MSP Observatory for Cross-Border Cooperation is based on an operational action that is focused on obtaining, gathering and updating information in the marine environment. This means that the observatory requires the creation of a broad platform, which is characterized by obtaining (or collecting if it already exists) all information from the European Ocean of the Macaronesia, including that which goes beyond the borders of the Macaronesian region and effects the socio-ecosystem (Figure 4).

FIGURE 2. CONCEPTUAL SCHEME OF STRATEGIC ACTION 2: MSP OBSERVATORY FOR CROSS-BORDER COOPERATION



The creation of an observatory is a project that has already been done in different countries, but with different purposes. The strategic action presented has two characteristics that make it unique and serve as a starting point to bring cross-border cooperation closer. On the one hand, the fact that it is an institutional and permanent observatory for the entire Macaronesian region, with homogeneous data for the entire marine environment, represents a significant step forward for joint understanding. On the other hand, the inclusion of a management observatory, where progress of the different archipelagos would be compiled, for the establishment of possible agreements or collaborations, will give it added value. But more than anything, connecting the evolution of observed changes in the environment to their translation into the flows of ecosystem services and their possible impact on human well-being, is a substantial improvement compared to other observatories. Additionally, this would make it possible to improve both the design and evaluation of responses (management measures).

The observatory allows for coordinated, as well as, collaborative collection of ongoing and up-to-date information. However, it is also necessary to establish dissemination mechanisms both to facilitate such obtaining and for it to be available to any interested public (civil society, companies, administrations). Following the philosophy of the European Ocean of the Macaronesia, this platform must be established with the premise of cooperation for the collection of technical data, which are particularly costly in the marine environment. On the other hand, it should place special emphasis on establishing synergies between management tools for the different archipelagos. Having an observatory for the European Ocean of the Macaronesia could well be a compelling argument and a first step towards extending specific international conventions, such as OSPAR, to the entire region. The specific objectives of Strategic Action 2 are:

SO2.1 Collect continuous scientific information on the European Ocean of the Macaronesia, from a socio-ecological and management perspective, oriented towards decision-making.

SO2.2 Organize and disseminate collected information so it is accessible to those interested in the European Ocean of the Macaronesia.

Primary lines of action

LA2.1 Macaronesian Physical-Natural Observatory to monitor oceanic changes.

The scientific observatory of the marine environment involves the grouping of existing organisms or research groups within the three archipelagos, to make the most of infrastructure related to the observation and monitoring of the marine ecosystem. Additionally, the information provided by other sectors, such as maritime transport or fishing, could potentially add value to the development of the observatory. The scientific observatory implies cooperation between different sectors that work in the marine environment to collect continuously updated information in the region.

In addition to obtaining scientific data (geological, ecological, oceanographic) on the marine environment, this strategic action includes the need to obtain continuously updated information on economic, social and cultural data in the region. In this sense, the line of action developed

includes the collection of information on economic activities, maritime traffic, coastal tourism, etc. in the different archipelagos. Obtaining information from different themes (oceanographic, ecological, economic and social) allows for the establishment of relationships and reporting on certain marine areas that require conservation or experience excessive pressure on ecosystems in other areas of the Macaronesian region.

To facilitate the usefulness of the information collected, it is recommended to include an integrated character in its design. It is not about accumulating data, but about facilitating its use in decision making. In this regard, it is recommended following the principles of the ecosystem approach and ecosystem services, with the associated causal frameworks (DAPSI (w) R). This facilitates always focusing on human well-being and the balanced and sustainable development of the Macaronesian society and its blue economy.

LA2.2 Macaronesian Policy Observatory to monitor planning and management.

The observatory for the management of the marine environment is based on cooperation between technicians and scientists to update and organize the information and documentation related to the management of the marine environment in the European Macaronesia.

Management in the marine environment is undertaken from international treaties and agreements (OSPAR Convention), European Directives (Directive 14/89 / EU) and national laws and transpositions (National Strategy of the Sea of Portugal (2006), or the Spanish transposition of the MSP Directive (2017)); to the regional plans that are developed in the archipelagos, both sectoral, and future MSP plans. All of which are constantly evolving, so a continuous and updated collection of information is required.

In this line of action, differences in management processes between Spain and Portugal are of particular importance, and between Azores and Madeira. For this reason, the observatory would need to organize and update information to facilitate coordination and cooperation mechanisms between archipelagos. In this manner, the burden is also placed on the underlying causes of some of the issues to be tackled, while continually improving the response system of the region to the changes that may occur in the Macaronesian socio-ecological system.

LA2.3 Organization and dissemination of information on the European Ocean of the Macaronesia.

This line of action is specifically oriented towards the organization and dissemination of the information obtained in the observatory. It is a line that must be maintained in the long term, since its purpose is to make the information collected easily accessible. For this, it is necessary that the agencies and institutions responsible for providing the information to the observatory show willingness to share it freely and continuously.

This line of action involves the development of a platform that facilitates the organization and circulation of information, in order that it is accessible to those interested. In this regard, the creation of common standards for the collection, processing and visualization of data, standards



on good environmental status and evaluation of cumulative effects of pressures on the marine environment is included.

Existing initiatives that support strategic action

There are initiatives of scientific observatories whose principle objective is the continuous collection of data. However, from a management point of view, there are not many previous initiatives of this type of observatory.

The European Maritime Spatial Planning Platform (MSP-Platform) acts as the platform for the distribution of information on MSP issues. In this sense, it could be a reference for the Strategic Action in their task of creating channels to ensure obtained information is easily accessible to the population.

From a scientific point of view, the Canary Islands has the PLOCAN (Canary Islands Oceanic Platform). This platform has an observatory that focuses on ocean observation, with an underwater cable set up for the installation of ocean observation infrastructure. PLOCAN conducts periodic coastal oceanographic campaigns, supported by national oceanographic vessels. It is, therefore, an observation platform that is capable of covering a large marine area.

In the case of Azores, there is the EMSO-Azores (European Multidisciplinary Seafloor and water column Observatory). The EMSO is a European-scale observatory system with the objective of exploring the oceans, to gain a better understanding of the phenomena that occur within and below them, as well as explaining the critical role that these phenomena play in the wider terrestrial systems. It has 11 marine observatories, one of which is located in the Azores archipelago. The ENSO-Azores aims to understand the links between geological, physical and chemical processes and their effects on the dynamics of hydrothermal fauna at different spatial and time scales in the Lucky Strike hydrothermal field. The observatory is thus able to provide detailed and updated information about a specific area of the ocean.

In the case of Madeira, there is the Oceanic Observatory of Madeira, which is dedicated to research and permanent monitoring of the ocean. This initiative brings together a multidisciplinary scientific community, joining several institutions with the objective of promoting cooperation and optimization of resources.

Regarding the homogenization of information, the European project MISTIC SEAS stands out “Standard indicators and criteria for the islands of Macaronesia: towards the establishment of common bases for monitoring marine biodiversity in Macaronesia” (2015-2017) ; and MISTIC SEAS II "Monitoring and coordinated evaluation of marine biodiversity in Macaronesia" (2017-2019). Both could be used as a basis for the scientific observatory of the proposed strategic action.

The European project OCASO (Environmental Coastal Observatory of the Southwest) is a cross-border initiative aimed at integrating existing observation and modeling capabilities to promote the use of coastal and marine environmental information by local end users, including administrations. This observatory was developed in the south of the Iberian Peninsula, between

Spain and Portugal, and could be a first approximation where a scientific observatory and stakeholders are connected.

Strategic action 3: Collaborative maritime safety and rescue system

Summary and specific objectives

The creation of a collaborative cooperative system for the surveillance and control of the marine environment means strengthening transversal tools that guarantee, on the one hand, the conservation of marine living resources in the European Ocean of the Macaronesia. Efforts should be concentrated on controlling illegal extractive activities and pollution in the marine environment. On the other hand, safety and rescue at sea should also be guaranteed.

Pollution and security problems in the marine environment are a problem of global relevance that must be coordinated jointly within the same region or sub-region. In this respect, there are already international conventions that establish measures for surveillance and control, highlighting the Ballast Water Management Convention, the MARPOL Convention, the OSPAR Convention, and the SAR Convention (García-Sanabria, et al., 2019). The European Union, for its part, is already working on the idea of an Integrated Maritime Surveillance, with the development of systems such as the Common Information Sharing Environment (CISE) for the exchange of information (detailed below). However, it is an exceptionally complex and expensive activity in terms of resources. In shared oceanic areas such as the Macaronesia, it is advisable to go further with these cooperative efforts. Despite the existing positive activity, the European Macaronesia still has gaps in formal and explicit agreements by states. In this regard, MSP plans are an opportunity to improve coordination and cooperation among archipelagos in these matters.

This action aims to focus, not only on the exchange of information, but on the improvement of cooperation and coordination mechanisms, on mutual support in surveillance efforts that support decisions on MSP Plans, as well as governance of the marine area, in general. It should thus be highlighted that maintaining the European Ocean of the Macaronesia as well as preserving safety and good environmental conditions, is positive for all archipelagos. Consequently, based on existing international policies, the coordination of a surveillance and control system for the European Ocean of the Macaronesia in terms of marine pollution, fisheries, safety and maritime rescue is proposed.

Within all of these elements there are two specific objectives proposed to be achieved with the development of this action:

SO3.1 Promote continuous monitoring and control of marine pollution and safety in the European Ocean of the Macaronesia.

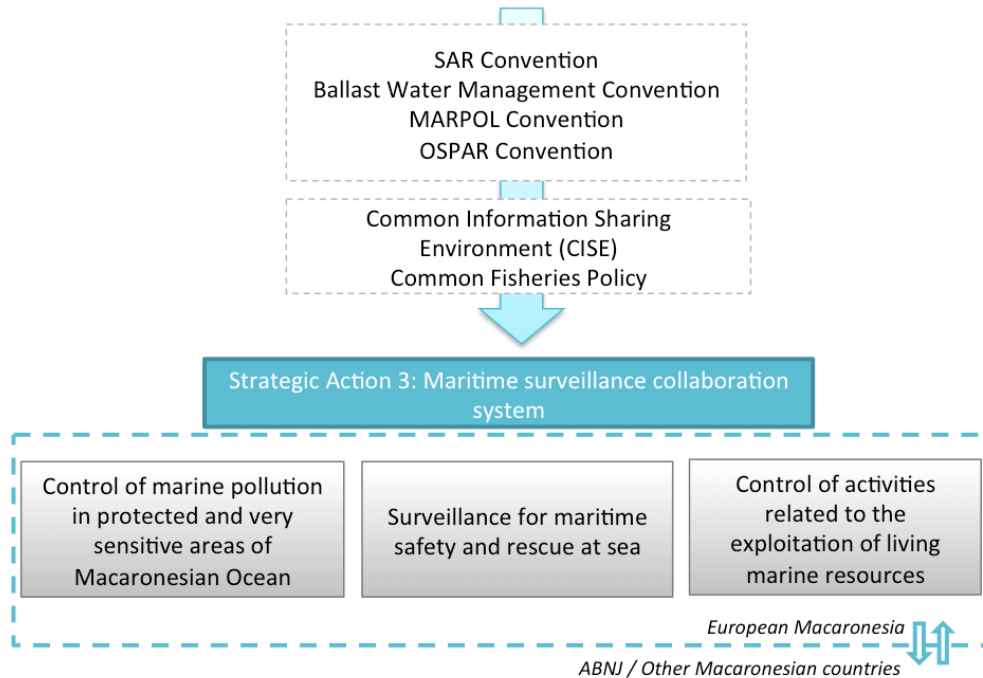
SO3.2 Promote coordination and cooperation for the surveillance of fishing in the marine environment of the region.

Figure 5 outlines the structure of the action proposed. Based on existing international conventions and policies, they are brought together in a surveillance and control system for European



Macaronesia that allows the exchange of information and cooperation between the archipelagos in terms of marine pollution, fisheries, safety and maritime rescue.

FIGURE 3. CONCEPTUAL OUTLINE OF STRATEGIC ACTION 3: COLLABORATIVE SECURITY AND MARITIME SAFETY SYSTEM



Main lines of action

LA3.1 Pollution control in marine protected areas and especially sensitive areas in the European Ocean of the Macaronesia.

The first line of action is surveillance and control to reduce marine pollution and thereby improve the protection of the marine environment. Growing concern about marine litter, pollution from ships and joint accident management for areas especially sensitive or important from an ecosystem point of view, allows for the establishment of synergies and cooperation between archipelagos to obtain better results.

This line of action aims to strengthen the coordination pathways, measures and joint resources allocated within the area to address the risks of contamination, by adding the means that each country has assigned towards a common purpose.

Specific results are proposed as coordination and cooperation protocols for the European Ocean of the Macaronesia in general, and for specific cases where one of the two countries needs support. The intention is to cover specially protected areas, especially those included in the Natura 2000 Network, but without forgetting the rest of the marine territory and other especially sensitive spaces (with other protection categories, risk activities, etc.). In addition, this line of action may

involve the inclusion of fishermen in the region and the creation of cooperation mechanisms. In many cases, they are the first people to detect possible pollution problems.

LA3.2 Control for surveillance and maritime rescue.

This line of action is based on coordination and cooperation in the application of the SAR Convention for maritime rescue and protection of the marine environment through synchronization and common protocols to improve the coverage and integration of actions at sea. Regardless of jurisdictional issues, this proposal would bring about a series of good practices on surveillance issues at sea related to rescue and safety at sea.

The principle aim is the coordination of marine rescue issues between Spain and Portugal in the European Macaronesia. To encourage this endeavor, coordination with the sectors is proposed with the purpose of establishing sharing of objectives and information in matters of international and regional interest. In this sense, it would be important to include the armed forces (rescue and protection at the state level), regional institutions (observation of land-sea interactions and implementation of measures of marine and MSP strategies), and marine sectors (transport and research).

LA3.3 Surveillance and control of activities related to the exploitation of marine living resources.

The third line of action aims to strengthen and enhance the measures, means and personnel that each country has to deal with surveillance and control, mainly of activities related to fishing and aquaculture. This would be done through coordination and cooperation agreements for the European Macaronesia. For this to happen, the creation of synergistic networks for monitoring and surveillance is proposed to stimulate regional fisheries: Fishery surveillance, data collection on fisheries landed in the archipelagos, correction of the fragmentation of information which occurs because the archipelagos are located in different areas for the application of international conventions. It should be remembered that the Macaronesian region presents a problem regarding illegal, unreported and unregulated fishing (García-Onetti et al., 2018), hence inter-institutional cooperation would be a step forward in terms of its surveillance and control.

At the European level, the Common Fisheries Policy establishes the legal framework for the regulation of catches in the European Union. The surveillance system proposed in this initiative aims to create synergies between the archipelagos for the monitoring and control of exploitation of marine resources, especially fisheries, in the Macaronesian region. In this sense, there is a growing need for the study of fisheries in the outermost regions that is revealed through documents such as the European Parliament: Research for the PECH Commission - The management of fishing fleets in the outermost regions (Caillart, B., 2017).

In its second phase, this initiative could direct efforts towards cooperation for the homogenization of fishing, taking into account ecological characteristics of the marine system from a regional approach, diversifying the effort and creating synergies in the management of a sector that can be considered as common to Macaronesia. The creation of a guarantee or a certification mark of

socio-ecological sustainability for Macaronesian fishery products, reflecting origin (area and bias of protected species and discards, for example), the type of fishing (in turn, embracing the particularities and characteristics of the artisanal fleet) and the species of commercial interest that exist in the Macaronesia.

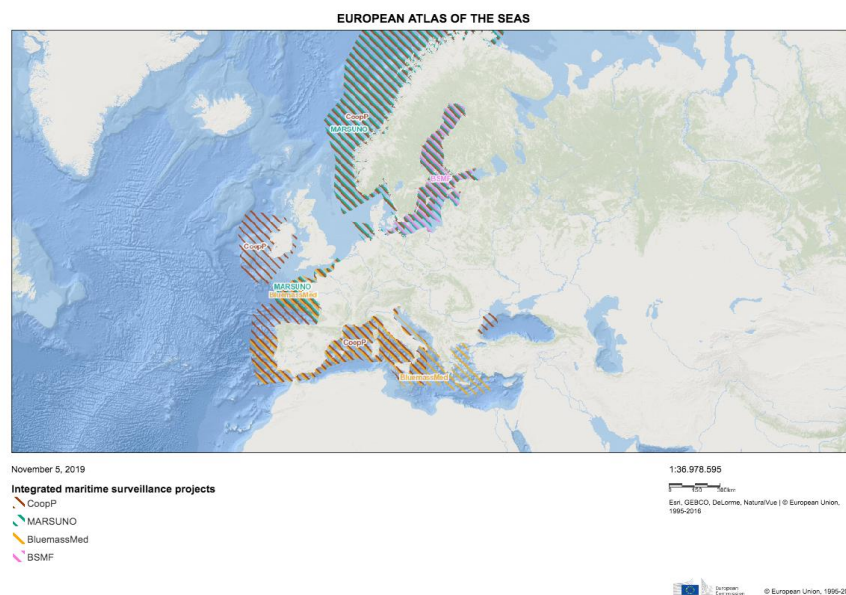
Existing initiatives that support strategic action

The European Union and its member states are responsible for aspects related to monitoring and control of the marine environment, such as security, fishing, customs, the environment or defense. However, information is traditionally obtained separately and often goes unshared, resulting in there being little, if any, exchange in the results of control and surveillance (European Commission, 2010).

Therefore, the Common Information Sharing Environment for Maritime Surveillance in Europe (CISE) was created by the European Union, with the aim of ensuring the effective exchange of data between maritime authorities in all sectors and across borders. What is proposed is to integrate existing surveillance systems and networks and give all interested authorities access to the information they need for their missions at sea. Within the framework of CISE, several pilot projects were developed in the European Union whose objective is to cover different areas of the region for the establishment of joint surveillance and monitoring systems (Figure 6):

- CoopP: The Cooperation Project is paving the way for smooth data transmission and easy access, whenever relevant, between public authorities (including EU agencies) in the implementation of the defined maritime surveillance functionalities.
- MARSUNO - Pilot project on maritime surveillance in the North Sea basins.
- BLUMASSMED - Pilot project on the integration of maritime surveillance in the Mediterranean Sea and Atlantic areas

FIGURE 4. PILOT PROJECTS DEVELOPED IN THE FRAMEWORK OF CISE



After the cooperation initiated with pilot projects, the EUCISE2020 (<http://www.eucise2020.eu/>) is highlighted. It is a current project which aims to move towards establishing a more stable, functional and geographically broader vision of CISE. This results in the ideal European framework from which to structure this strategic action, as it would facilitate the integration of monitor and control systems of the Macaronesian region, resulting in more effective management in the marine environment.



Coordinated by



Partners



Funded by



Strategic objective 3: Provide resources for cross-border cooperation

Strategic action 4: Macaronesian training system in marine governance

Summary and specific objectives

This strategic action is based on the creation of a regional program for technical and management training in marine governance for the European Ocean of the Macaronesia. In this manner, a joint effort for the provision of human resources is promoted, with a focus on oceanic and archipelagic governance as well as cross-border cooperation. This program should take its starting point from the experiences already gained from cooperation in higher education. It could be developed from a specific consortium effort between institutes and research centers, universities, public administrations or companies. Their aim would be to train public administration technicians and new technicians through postgraduate courses and/or specialized courses.

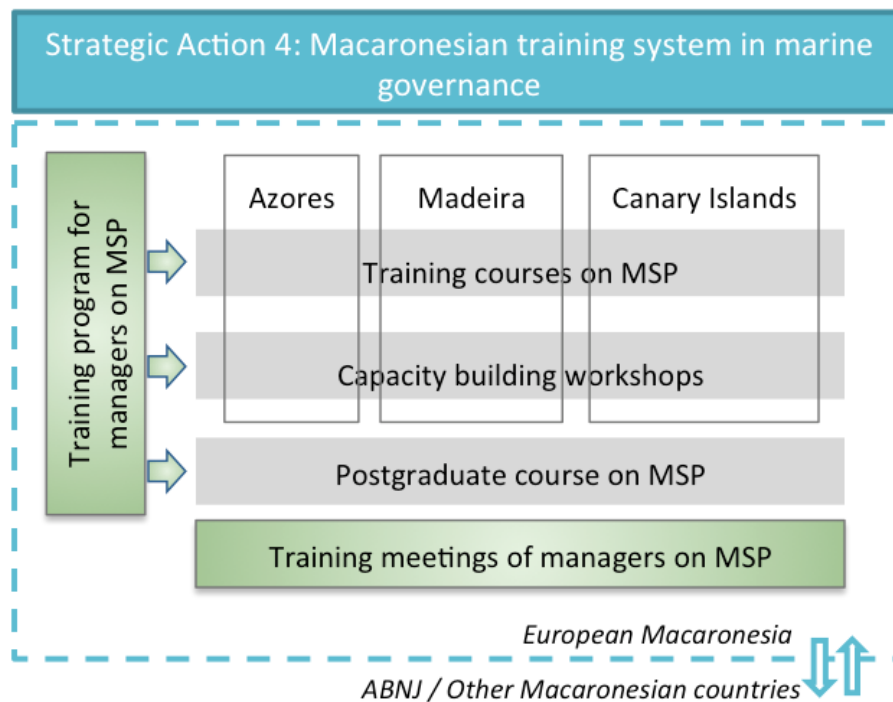
Marine spatial planning is a quite a recent discipline, which should be put into effect from the application of the European MSP Directive in Macaronesia. For this reason managers and competent personnel of said management need specific and continuous training for the development of their work. Consequently, the Pilot Program for Cross-Border Cooperation for MSP in the European Ocean of the Macaronesia needs to be complemented in a transversal manner with the creation of a joint training system for European Macaronesian managers. By agreeing on the same training objectives for all archipelagos, this would result in mutual learning and knowledge sharing between managers, which could become the basis for establishing a common vision of MSP in the region. Joint training could also be an additional means for the creation of cooperation between technicians from the different archipelagos. It should be kept in mind that, although cross-border cooperation is an issue between institutions, ultimately, it is people who carry it out.

In this action, the exchange of knowledge of real cases between public administration managers of the of the archipelagos is especially important. Consequently, one of the actions that will be carried out is aimed at the organization of meetings of managers in joint training and training sessions (Figure 7). The specific objectives of Strategic Action 4 are:

SO4.1 Ensure the training and education of technicians and managers on cross-border cooperation in MSP.

SO4.2 Promote the exchange of experiences between managers and technicians in MSP.

FIGURE 5. CONCEPTUAL SCHEME OF STRATEGIC ACTION 4



Main lines of action

LA4.1 Training program for managers on marine governance.

The creation of a training and training system for managers in MSP common to the three archipelagos of the European Macaronesia is proposed as the first priority. This involves the incorporation of continuous training activities so that public employees can improve and update their knowledge and skills in MSP. The training program would be organized and taught by university lecturers, specialized researchers, as well as public managers with experience in MSP.

The training and education program is divided into three fundamental actions. Firstly, training courses in MSP to be developed in the three archipelagos of Macaronesia, with an initial theoretical vision of MSP that culminates in its practical application in the region. Secondly, the development of training workshops with more practical contents is proposed. In the latter, the extension of participation to other stakeholders that develop activities in the marine environment is considered. Finally, a postgraduate course with specialized content at an advanced level in MSP and marine governance. This course would be regional in nature and would be unique to the three archipelagos. All would be accompanied by digital support and particular knowledge could be acquired through online courses or workshops.

This is a complete system of education and training for managers and technicians that would encompass both scientific knowledge of the marine system, as well as its management and international governance. The latter includes knowledge of the management of the marine environment at different administrative levels, as well as the skills of intercommunication with

users or other social agents in the region, such as leadership skills, negotiation and formalization of agreements, preparation of proposals, etc.

LA4.2 Training meetings for managers in MSP

The second line of action focuses on periodic meetings and technical conferences of MSP, which will be attended by the public managers of the three archipelagos that carry out management activities in the marine environment. The purpose of these meetings is to improve training through the exchange of experiences and good practices. In addition, these meetings favor the contact and improvement of relations between the managers of the different archipelagos, promoting possible cross-border cooperation processes in MSP.

These meetings can be complemented with an online platform for the exchange of knowledge and specific questions about the courses, workshops and / or conferences that take place. Hence, managers and technicians can count on fast and fluid feedback with the rest of the participants.

Existing initiatives that support strategic action

Currently, a project focused on the Outermost Regions (OR) is being developed that relates to the exchange of information for research in these regions. The FORWARD project, fosters research excellence in outermost regions of the EU. It is made up of 24 entities including those from the Canary Islands, the Azores and Madeira. The objective of this project is focused on the accomplishment of training, exchange and good practices that are aimed at all the research staff, allowing for increased participation of the ORs in research programs with a joint strategy. In this sense, the project does not work with public administration managers, as that is part of Strategic Action 4. However, the establishment of synergies for the exchange of knowledge developed in FORWARD, is a good practice to adopt in the strategic action.

Regarding the meetings outlined in the Outermost Regions of the European Union, the RIS3 OR Network, formalized in 2017 which pursues a series of common objectives for the Outermost Regions, such as strengthening their skills for common training in the ORs, stands out. It should be noted that the RIS3 OR Network participates in the FORWARD project, which is why relevant interconnections and synergies are created regarding the use of existing “spaces” for strengthening the ORs.

The MSP Global project, promotes the development of workshops for training in MSP. In this regard, the Skills Building workshop on Marine Spatial Planning developed in Argentina (April 2019), in which representatives from different ministries participated, stands out. These workshops serve as inspiration for the training system that is proposed to be developed in Strategic Action 4.

ACTION PLAN OF THE CROSS-BORDER COOPERATION PROGRAM FOR MSP IN THE EUROPEAN OCEAN OF THE MACARONESIA

Following the presentation of the aims and actions of the Pilot Program, how they are to be developed could be through an Action Plan. The main aim of the Action Plan is to prioritize tasks over time to formulate them in a progressive sequence, in such a manner that facilitates the implementation of the program and thus achieves the general objective of the European Ocean of the Macaronesia for cooperation. To give order to the different Lines of Action in chronological order, the Specific Objectives that they intend to achieve have been assessed through criteria of importance, urgency and capacity to have a “knock-on effect” to fuel fulfilment of other objectives. The latter is what we have referred in this report as “leverage capacity”:

- a) Importance and need for the specific objective to achieve the overall objective of the Pilot Program as a whole.
- b) Urgency of the specific objective in relation to cross-border cooperation in Macaronesia.
- c) Leverage capacity, when the objective has the ability to have favorable spill-over effects in other objectives, that is, those that, if achieved, facilitate or accelerate the achievement of another or other objectives.

These criteria were applied to the program by the members of the Macaronesian Working Group for cross-border cooperation, within the framework of the MarSP project, during the third Cooperation Workshop held in the Azores in December 2019.

The results obtained by the Macaronesian Group in the valuation of each specific objective are detailed in section 3 of this document. After applying the criteria outlined, the different Specific Objectives were able to be classified into three tactical phases, as detailed below:

- First phase - Commitment: Includes the specific objectives with the maximum value in the three criteria indicated above.
- Second phase - Deployment: Includes specific objectives with the highest score in urgency and leverage capacity skills.
- Third phase - Consolidation: Includes those objectives that have not been selected before and that are useful to establish what was previously achieved.

The classification of the Action Plan according to the different phases, entails the development of the Lines of Action with a certain logical order and grouped according to the main function of each phase (Table 2). In this sense, the First phase groups the Specific Objectives necessary for the acquisition of sufficient “**Commitment**” to start the program and the first cooperation efforts. It coincides with the premise that any specific objective of cooperation is viable as long as there is real political will.

Next, the second phase groups together a series of larger objectives in terms of their achievement and if they can help the “**Deployment**” of fundamental elements supporting cross-border

cooperation. This includes lines of action that have a more extensive development over time, without being conflictive or especially expensive. The organization and diffusion of continuous and up-to-date information on the European Ocean of the Macaronesia should be highlighted, both for supporting the MSP process and for informed participation, and the development of a training program for MSP managers.

Finally, the third phase is the one that allows the settlement or "**Consolidation**" of the Pilot Program as a whole. It requires a considerable amount of resources, both human and material, as it highlights the development of lines of action related to the monitoring and control of the marine pollution, fisheries and rescue in the European Ocean of the Macaronesia.

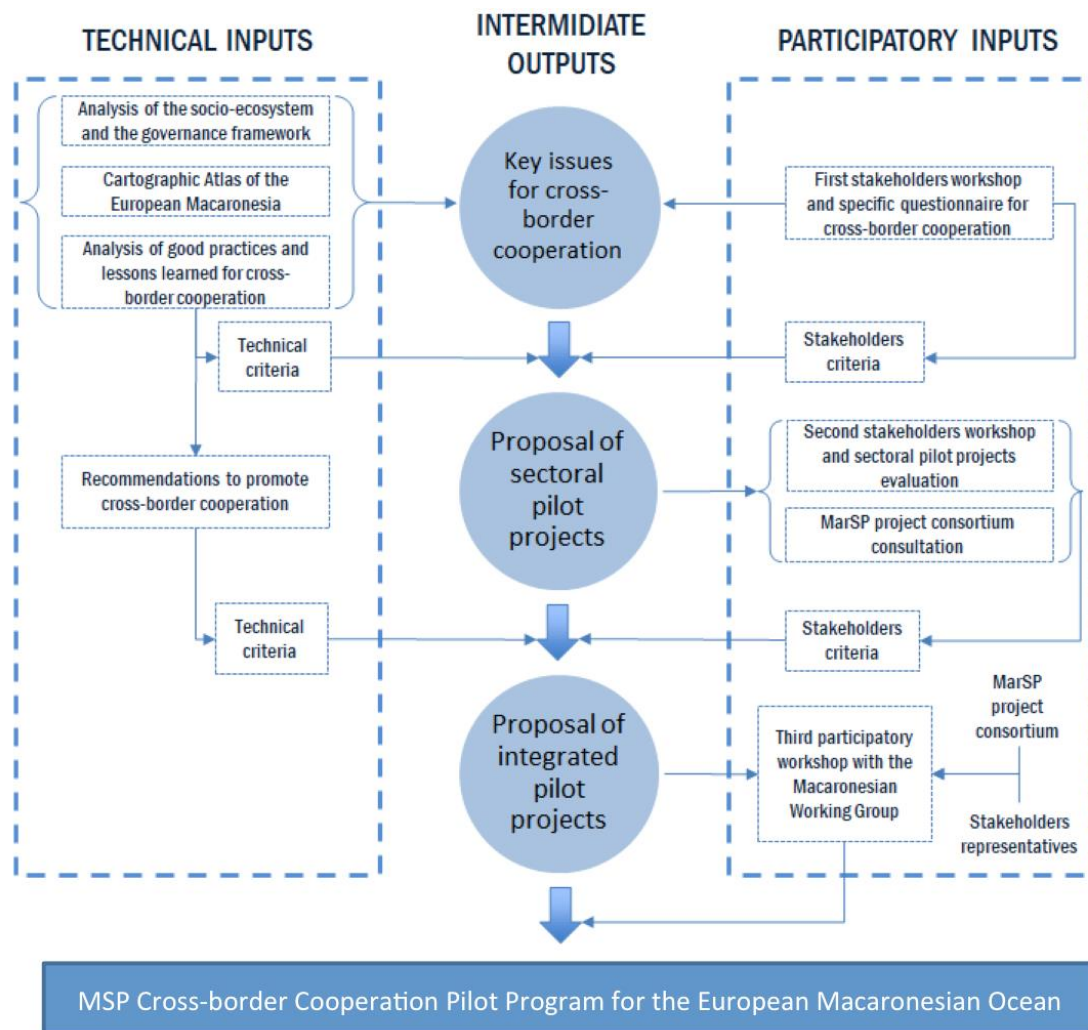
TABLE 2. TACTICAL PHASES OF THE ACTION PLAN WITH SPECIFIC OBJECTIVES AND ASSOCIATED LINES OF ACTION

Tactical phase of the action plan	Specific objectives	Lines of action
First phase COMPROMISE	SO1.2 Garner political will and social support for cross-border cooperation	LA1.2 Make proposals to influence, from citizen participation, the political will of cross-border cooperation in MSP
	SO1.3 Ensure consistency between MSP plans in cross-border areas or issues	LA1.3 Establish mechanisms to coordinate MSP plans
	SO2.1 Obtain continuous scientific information about the ocean in the Macaronesia European Ocean, from a socio-ecological and management perspective, oriented towards decision-making	LA2.1 Macaronesian Physical-Natural Observatory to monitor oceanic changes
		LA2.2 Macaronesian Policy Observatory to monitor planning and management
Second stage DEPLOYMENT	SO1.1 Encourage participation to create agreements between stakeholders in the European Ocean of the Macaronesia	LA1.1 Creation of the Blue Macaronesia Forum
	SO2.2 Organize and distribute information to make it accessible to those interested in the European Ocean of the Macaronesia	LA2.3 Organization and dissemination of information about the European Ocean of the Macaronesia
	SO4.1 Secure training and education of technicians and managers on cross-border cooperation in MSP.	LA4.1 Training program for managers in MSP
Third phase CONSOLIDATION	SO3.1 Promote continuous monitoring and control of marine pollution and safety in the European Macaronesia	LA3.1 Control of marine pollution in MPAs and especially sensitive areas
		LA3.2 Control for sea rescue at sea
	SO3.2 Promote coordination and cooperation for fishing control in the marine environment of the region	LA3.3 Control of activities related to the exploitation of marine living resources
	SO4.2 Promote the exchange of experiences between managers and technicians in MSP	LA4.2 Training meetings for managers in MSP

c) PROCESS FOR OBTAINING PILOT PROJECTS

The development of Pilot Projects to develop and promote cross-border cooperation in European Macaronesia has been based on all previous work of Working Group 6 of the MarSP project and has been reviewed and valued by both the maritime actors of the Azores, Madeira and the Canary Islands, as well as by the partners of the project consortium (Figure 8).

FIGURE 6. METHODOLOGICAL SCHEME FOR OBTAINING PILOT PROJECTS



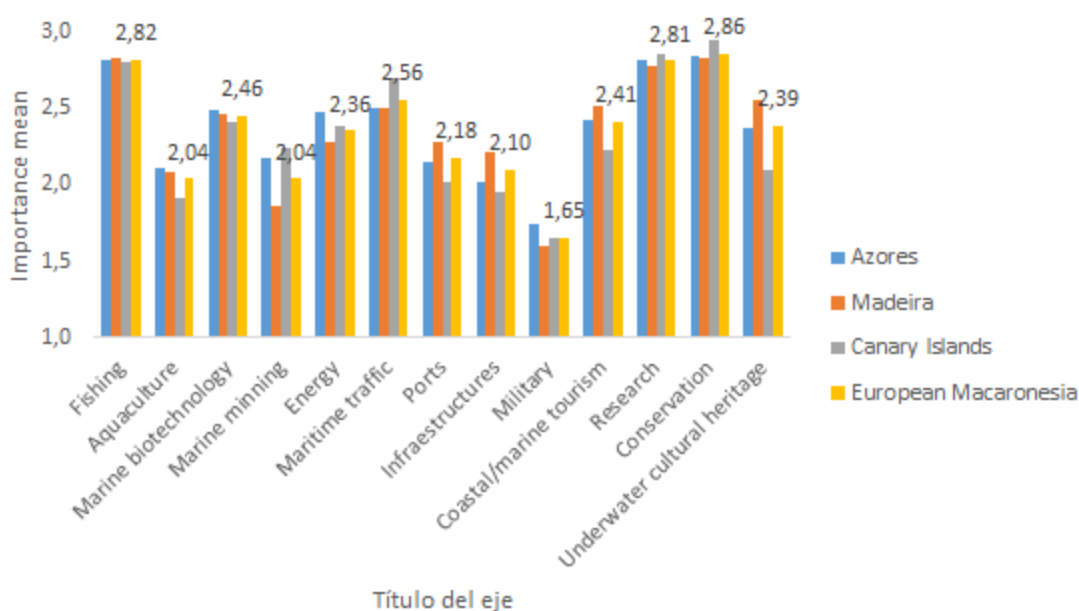
The working methodology used to obtain the Pilot Projects is based on a double approach. On the one hand, technical-scientific considerations resulting from previous research: a diagnosis of the socio-ecosystem of the European Macaronesia (García-Onetti et al., 2018); an analysis of the marine governance system in Macaronesia (García-Sanabria et al., 2019); an analysis of good practices and lessons learned about cross-border cooperation applicable to European Macaronesia (Cordero Penín et al., 2019) and a guide for cross-border cooperation in Macaronesia (Pallero Flores et al., 2019). On the other hand, in the considerations derived from the participatory process carried out in each of the archipelagos of the European Macaronesia (for more information consult

document D.6.6. Identifying natural leaders and experts to propose working groups). The methodology followed is explained in more detail below.

Identification of the key issues for cross-border cooperation and proposal of sector pilot projects.

For the selection of key issues, a particular activity was organized in the first participatory workshop. It consisted of a questionnaire on Marine Spatial Planning (MSP) and cross-border cooperation, which was delivered and completed by 196 stakeholders from the three archipelagos. The resulting sectoral issues considered as very important for cross-border cooperation in European Macaronesia (with a high degree of consensus among the three archipelagos) are fishing, maritime transport, conservation and research (Figure 9).

FIGURE 7. KEY ISSUES FOR CROSS-BORDER COOPERATION IN EUROPEAN MACARONESIA. ONLY THOSE MATTERS EVALUATED AS BEING VERY IMPORTANT (2.5 OR HIGHER) HAVE BEEN CONSIDERED.



The results obtained in the questionnaires were combined with the results of the previous analysis and diagnosis of the marine environment of the European Macaronesia. This resulted in the identification of cooperation priorities and the preparation of the initial proposals of sector pilot projects to work on (Table 2) (Annex I).

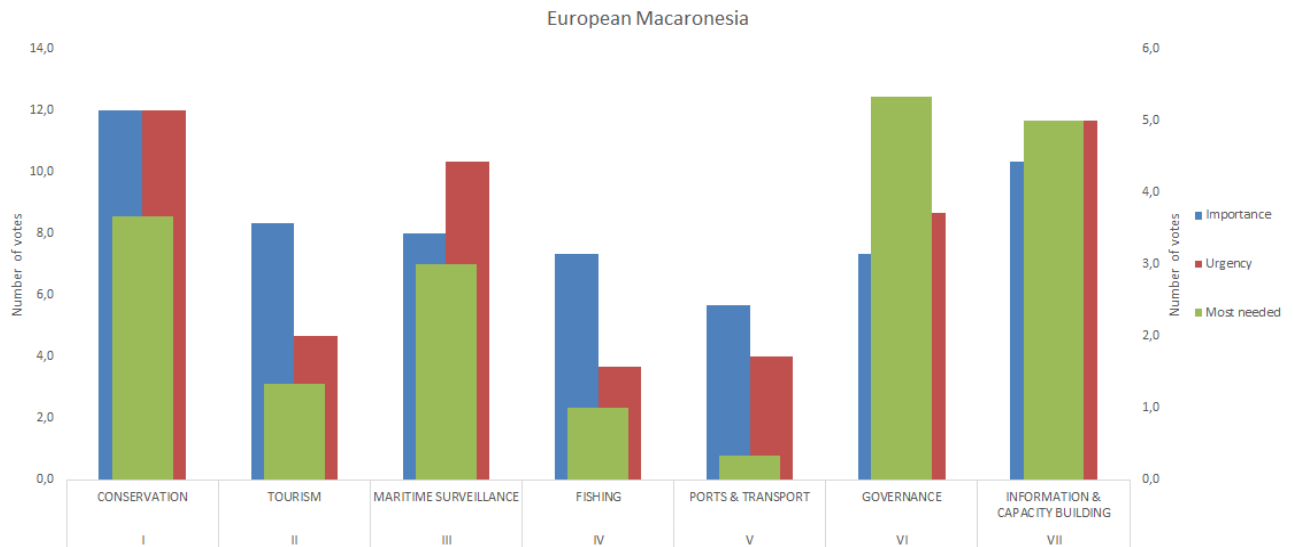
TABLE 3. PILOT PROJECTS AND TOPICS OF INTEREST PRESENTED IN THE SECOND PARTICIPATORY WORKSHOP.

PROJECT NUMBER	NAME OF EACH PILOT PROJECT	TOPIC OF EACH PROJECT
I	CONSERVATION	Protected Areas Corridor
II	TOURISM	Ecotourism, good practices exchange
III	MARINE SURVEILLANCE	Security, pollution, resources sharing
IV	FISHING	Surveillance, information sharing
V	PORTS / -----	Routes, accumulated pressures
VI	GOVERNANCE	Cross-border coordination, areas beyond national jurisdiction
VII	TRAINING AND INFORMATION	Research and training common network

Assessment of sectorial proposals for pilot projects and design of integrated proposals of pilot projects.

To discuss and debate the sectorial proposals for pilot projects, a second workshop was held in the three archipelagos with various dynamics of public participation. On this occasion there were 59 attendees with a high level of representation. In these workshops, a first assessment and a prioritized selection of the ideas for sector pilot projects of greater importance, urgency and greater acceptance and interest in the region were obtained (Figure 10).

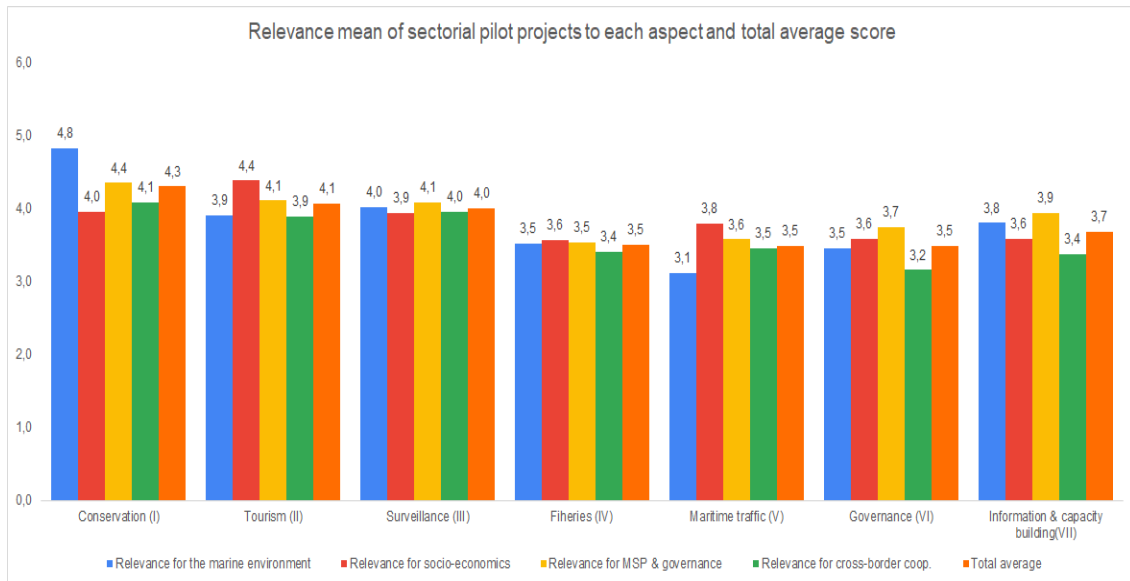
Figure 8. AVERAGE COLLECTIVE ASSESSMENT FOR PILOT PROJECTS SECTORAL PROPOSALS ACCORDING TO IMPORTANCE, URGENCY AND NEED FOR EUROPEAN MACARONESIA.



As shown in the previous graph, the different maritime actors of the European Macaronesia considered that the most necessary projects were those related to the improvement of marine governance, data harmonization and information exchange and technical training. According to the discussions held in plenary, the stakeholders recognized that these projects were especially necessary due to their transversal nature to efficiently carry out other, more sectoral projects, such as, conservation or monitoring, surveillance and maritime safety. It was also observed that, in general, the projects valued as most necessary are consistent with high importance and urgency values.

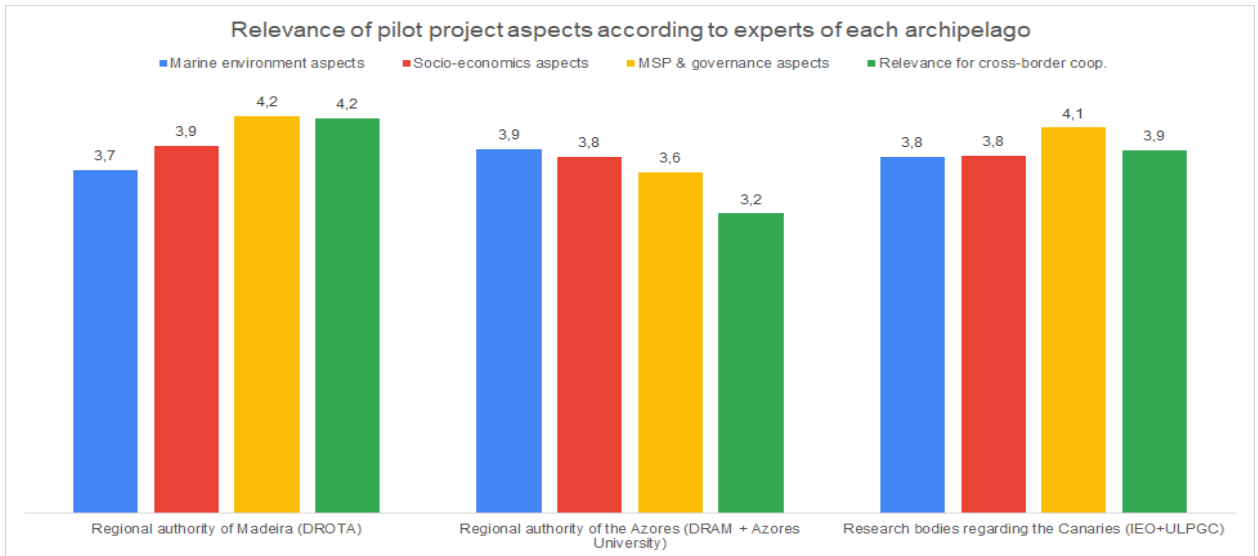
In addition to the workshops with the maritime actors of the European Macaronesia for the final selection of pilot projects, a consultative process was carried out with experts regarding different marine spatial planning issues. In attendance were members of the MarSP Project consortium (partners and members of the Project Advisory Council). In the first part of the consultation, experts were asked to assess the seven proposals for sector projects based on their relevance to: (1) the marine environment, (2) socio-economic aspects, (3) planning and governance aspects marine and (4) aspects of cross-border cooperation (Figure 11).

Figure 9. VALUATION BY EXPERTS OF EACH PROPOSED PILOT PROJECT ACCORDING TO ITS IMPORTANCE REGARDING THE MARINE ENVIRONMENT, SOCIOECONOMIC ASPECTS, PLANNING AND MARINE GOVERNANCE ASPECTS AND CROSS-BORDER COOPERATION ASPECTS.



The differences in valuations of pilot projects of the maritime actors of the European Macaronesia in comparison to experts in MSP, are striking. While the former consider transversal and strategic projects such as marine governance, information exchange and technical training more necessary; experts value sectorial projects such as conservation, tourism monitoring, surveillance and maritime safety more positively. On the other hand, the comparison between the evaluations of strategic and sectorial pilot projects also differs according to the origin of the experts (Figure 12). While Madeira places increasing importance on strategic aspects (governance and cross-border cooperation), the experts from the Azores gave importance to more sectorial or operational aspects, while the Canary Islands highlight marine governance compared to other aspects that rate similarly.

FIGURE 10. ASSESSMENT OF EXPERTS GROUPED BY ARCHIPELAGA FOR ASPECTS OF MARINE, SOCIOECONOMIC, PLANNING AND MARINE GOVERNANCE AND CROSS-BORDER COOPERATION; WITH WHICH THE SECTORIAL PILOT PROJECTS PROPOSALS HAVE BEEN VALUED.



In addition, all observations and comments collected during the dynamics of the participatory workshops, provided by the maritime actors of the European Macaronesia and through the consultation survey of the MarSP project experts, have been considered.

As a whole the results described in this section have been used to develop the proposals for integrated pilot projects to promote cross-border cooperation in marine spatial planning for European Macaronesia. These proposals have been designed coherently with each other, forming a Program for Cross-Border Cooperation in European Macaronesia. Thus, the intention has been not to join the multitude of sectoral and isolated initiatives already existing in the field. On the contrary, it has been intended to create a framework for the entire marine basin where different proposals for pilot projects are included to serve as a guide for the process, ensuring continuity over time of all undertaken cooperation initiatives.

Assessment of the integrated proposals and the Cross-Border Cooperation Pilot Program for MSP in the European Ocean of the Macaronesia.

Finally, the draft Transboundary Cooperation Pilot Program for MSP in the European Ocean of the Macaronesia and the integrated proposals for pilot projects that it constitutes were assessed in a third participatory workshop by the Macaronesian Working Group for cross-border cooperation. This working group is made up of all MarSP project partners together with representatives of the three archipelagos. The intention is that they can improve the proposals of integrated pilot projects, and influence the final preparation of the Program for Cross-Border Cooperation in European Macaronesia.

The workshop was developed in three stages, prior to which an explanation was given of the Pilot Program, as well as of the Pilot Projects, which had been converted into Strategic Actions. The stages aimed, on the one hand, to provide improvements and feedback of the different Strategic Actions included in the Pilot Program. On the other hand, it was the intention to obtain an assessment on the importance, urgency and leverage capacity of each of the Specific Objectives of the Program.

- Stage 1: Analysis and improvement of the Cross-border Cooperation Program
- Stage 2: Action Plan for the Cross-Border Cooperation Program
- Stage 3: Ideas to institutionalize cross-border cooperation

The workshop was held on December 4, 2019 in the Azores, with a total of 31 participants, corresponding to the three archipelagos of the European Macaronesia, as well as the members of the Advisory Board and project partners. The stages of the workshop were carried out both in plenary and in small groups to generate a greater contribution to the debate.

Figure 13 shows an image of contributions being made in the working groups during Stage 1, where improvements to the Strategic Actions of the Pilot Program were discussed. The results obtained were compiled for the writing of the final document.

FIGURE 11. IMAGE OF WORK STAGE 1 IN THE WORKSHOP

MSP Cross-border Cooperation Pilot Program for the European Macaronesian Ocean					MARS P	
General goal	Strategic goals	Strategic Action	Specific Objectives	Lines of action	SUGGESTED IMPROVEMENTS	SUGGESTED IDEAS TO INSTITUTIONALIZE
Building the Macaronesian Ocean	Generate willingness to cooperate	SA1. Macaronesian Working Group	S01.1 Encourage participation to create stakeholder agreements in the European Macaronesian Ocean.	LA 1.1 Creation of the "The Blue Macaronesian Meeting Forum"	[Yellow sticky notes]	
			S01.2 Promote political will for cross-border cooperation.	LA 1.2 Making proposals to influence political will for cross-border cooperation in MSP plans.		
	Provide instruments for cross-border cooperation	SA2. MSP Observatory for cross-border cooperation	S02.1 Obtain continuous scientific information on the Macaronesian Ocean, from a socio-ecological and management perspective, oriented towards decision-making.	LA 2.1 Macaronesian Observatory of evolution and oceanic changes	[Yellow sticky notes]	
			S02.2 Organize and disseminate the information to make it accessible to those interested in the Macaronesian Ocean.	LA 2.2 Ocean management observatory		
Provide resources for cross-border cooperation	SA3. Maritime surveillance collaboration system	S03.1 Promote continuous monitoring and control of marine pollution and safety in the European Macaronesia.	LA 3.1 Pollution control in marine protected areas of Macaronesia	[Yellow sticky notes]		
		S03.2 Promote coordination and cooperation for fisheries surveillance in the marine environment of the region.	LA 3.2 Surveillance and control of activities related to the exploitation of living marine resources			
Provide resources for cross-border cooperation	SA4. Macaronesian training system in marine governance	S04.1 Obtain a training program for managers' cooperation in MSP.	LA 4.1 Training program for managers on MSP	[Pink sticky notes]		
		S04.2 Establish training meetings of managers in MSP to encourage the exchange of experiences.	LA 4.2 Training meetings of managers on MSP			

Stage 2 consisted of the evaluation of the Criteria of importance, urgency and leverage capacity on each of the Specific Objectives of the Program (Figure 14), so as to be able to develop an Action Plan based on the opinion of the participants. Table 3 presents the total results of the scores of each Specific Objective of the Pilot Program for each of the criteria, as well as the Phase of the Action Plan in which each of them would be found.

FIGURE 12. IMAGE OF PARTICIPANTS DURING THE DEVELOPMENT OF STAGE 2



TABLE 4. ASSESSMENT RESULTS ON THE IMPORTANCE, URGENCY AND ENERGY OF EACH ONE OF THE SPECIFIC OBJECTIVES OF THE PROGRAM


Specific objectives	Importance	Urgency	Leverage capacity	Action Plan Phase
SO1.1 Promote participation for the creation of agreements between the agents involved in the European Ocean of the Macaronesia	9	9	2	2
SO1.2 Reach political will and social support for cross-border cooperation	11	13	16	1
SO1.3 Secure consistency between MSP plans in cross-border areas or issues.	13	14	11	1
SO2.1 Obtain continuous scientific information about the ocean in the European Ocean of the Macaronesia, from a socio-ecological and management perspective, oriented towards decision-making	17	10	14	1
SO2.2 Organize and disseminate the information to make it accessible to those interested in the European Ocean of the Macaronesia	8	5	13	2
SO3.1 Promote continuous monitoring and control of marine pollution and safety in the European Macaronesia	7	7	2	3
SO3.2 Promote coordination and cooperation for fisheries surveillance in the marine environment of the region	3	6	1	3
SO4.1 Ensure the training and education of technicians and managers involved in cross-border cooperation in MSP	6	8	10	2
SO4.2 Promote the exchange of experiences between managers and technicians in MSP	1	2	1	3

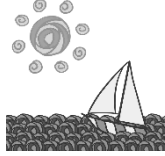
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e) ANNEXES

ANNEX I. PROPOSAL FOR SECTORIAL PILOT PROJECTS

1	MACARONESIA PROTECTED MARINE AREAS NETWORK, JOINT BIOLOGICAL CORRIDOR FOR EMBLEMATIC SPECIES AND PROMOTION OF MARITIME ECOTOURISM
	<p>Theme: <u>Conservation</u> Corridor, Investigation, Ecotourism</p> <ul style="list-style-type: none">• The creation of a network of marine protected areas, consistent at an ecological level with the Macaronesian bioregion, would favor the conservation of vulnerable or higher ecological habitats and species of common fishing interest.• Specifically, joint marine protected areas could be proposed, such as the creation of a biological corridor of emblematic species, highlighting cetaceans. The proposal can be considered for the high seas and include third countries. The interest of this proposal for MSP lies in the design of an area for conservation.• This is a proposal with a history (a proposal for a cetacean corridor for Macaronesia already exists) but with a focus on the compatibility of marine spatial management plans and with other sectors• In addition, it would involve key sectors such as fishing and tourism, to promote the development of sustainable ecotourism activities, responsible sport fishing, etc. <p style="text-align: center;">Reference examples: MARCET, SOST-MAC, ECOTOUR, Macaronesian Initiative, MISTIC SEAS, MISTIC SEAS II</p>



Theme: Tourism
Conservation
Ecotourism

- Development of good practices linked to the tourism sector and the observation of species and habitats in relation to MSP, creating different synergies between sectors with activity in the marine environment.
- A study on the carrying capacity of marine tourism is proposed. Ecotourism initiatives would be especially encouraged.
- In addition, the relationship between cruise tourism and previous activities is considered. Therefore, it involves a network of marine tourist spaces and a network of companies (cluster) to support the development of MSP plans and jointly propose new spaces and activities.
- The inclusion of tourism assets in complementary observation tasks for conservation is also considered, in order to monitor the most emblematic biodiversity in the region.

Reference examples:

SOST-MAC, MACAROAVES, SMARTDEST, MACAROFOOD, NAUTICOM,
ECOTOUR_AZUL, MARGULLAR, MARCET



Theme:

Surveillance

Protection

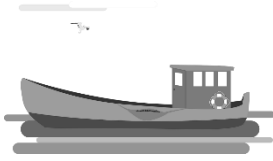
Pollution

Marine litter

- Coordination and cooperation in the application of the SAR Convention for maritime rescue and protection of the marine environment through synchronization and common protocols to improve the coverage and integration of actions at sea.
- Regardless of jurisdictional issues, this proposal would put forward a series of good practices in marine surveillance issues related to monitoring, rescue and protection of the marine environment.
- To encourage this work, coordination with other sectors, such as transport and research, is proposed to establish a commonality of aims and information. This would allow for addressing an issue of international relevance as well as a regional problem based on the inclusion of the armed forces, regional institutions and marine sectors.

Reference examples:

SAR Convention, Marine Rescue Plans, Ballast Water Management Convention, MARPOL, The London Convention.



Theme:

Fishing

Surveillance
Macaronesia
Investigation

Cooperation
brand

- Cooperation and collaboration program for fishing in Macaronesia from five points:
 - Promoting a common fishing information platform
 - Cooperation for the creation of a Specific Fisheries Advisory Council for the region
 - Information exchange and research cooperation.
 - Creation of synergistic networks for monitoring and surveillance to promote regional fisheries.
 - Cooperation in the homogenization of fishing endeavors from an ecosystem and regional point of view.
 - Promoting the creation of a guarantee or certification mark for Macaronesian fishery products.
- The common aims to strengthen institutional collaboration, as well as the implication of other sectors such as tourism or gastronomy.

Reference examples:

Growth Report Azul EU, Common Fisheries Policy, HELCOM-VASAB, MARCET, Macaronesian Network of Knowledge Transfer.



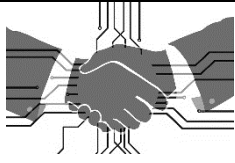


Theme: Ports
Marine transport
Cruise ships

- To improve the spatial distribution of routes between archipelagos, increasing knowledge of their pressures and potentials, as well as carrying out joint strategies.
- These strategies may include initiatives for inter-port support, to improve the international positioning of the region in the transit of goods and cruises.
- It would involve analyzing the impact of the Maritime Spatial Planning Plans of both countries in the region on a continuous and unitary basis.
- It would cover three sub-sectors: port activity, passenger and merchandise transport and the current and projected cruise sector.
- Good practice proposals would be included, considering the particularities and spatial needs of other uses and activities, such as nature conservation and fishing.

Reference examples:

MARCET, SMART BLUE, ECOMARPORT, MACSA, GESTPORT.



Theme: Governance
Cross-border and international cooperation

- Creation of a platform for coordination and joint management of issues that have an effect cross-border. It would be a Transboundary Coordination Body for MSP between Spain and Portugal.
- Joint identification of marine space areas of common interest for the different archipelagos. In some cases, transition areas could be established, such as priority cross-border cooperation areas.
- Sharing efforts for water management beyond national jurisdictions (ABNJ) is proposed. It is an axis for a better understanding of national MSP plans in spaces of interaction and cross-border cooperation.
- Promotion of regional cooperation mechanisms of Macaronesia, for regional, international and third-country cooperation.

Reference examples:

SPREP, The Coral Triangle Initiative, Rhode Island Ocean Special Area Management, ABNJ projects.



Theme:

Training
Skills
Investigation
Participation

- Creation of a Macaronesian network for cooperation in technical training, higher education, applied research, technological innovation and information for MSP in the region.
- It would be an initiative participated in by research institutes and centers, universities, public administrations and companies or clusters.
- It would have objectives such as training public administration technicians, training new technicians in postgraduate / specialized courses, attracting international experiences, facilitating innovations in "blue economy" companies for the development of new sustainable technologies.
- Includes creating common standards for data collection, treatment and visualization, standards on good environmental status and evaluation of cumulative effects of pressures on the marine environment.

Reference examples:

CeimarNET, Marine Stations.