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# CROSS BORDER MARITIME SPATIAL PLANNING FOR BLACK SEA – BULGARIA AND ROMANIA

## MARSPLAN-BS II

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# ADDRESSING MULTI-USE (MU) CONCEPT WITH MSP IN THE CROSS-BORDER REGION (BULGARIA)

Activity leader: PP5 CCMS, All partners involved

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## INTRODUCTION



- ✓ This report has been developed under the **WP2 (Connecting cross-border with national MSP), Activity 2.4 (Addressing the Multi-Use (MU) concept with MSP in the cross-border region)**. It is focused on how the MU concept could be considered and addressed with the commencing MSP as a case study in the cross-border area of Bulgaria and Romania. **Notably, the case study explores how the MSP can support a 'soft' MU combination of Tourism, Underwater Cultural Heritage (UCH) and Environmental Protection.**
- ✓ The case study report follows **the methodology and approach of the Horizon 2020 funded MUSES (Multi-Use in the European Seas) Project and the produced Action Plan of the project.** For the Black Sea (Bulgaria and Romania) the MU concept is still novel and this activity is the first pilot MU case study for Bulgaria, as well as for the Black Sea Basin.
- ✓ The MU analysis in the case study for the cross-border area of Bulgaria considers the following four themes, defining the so-called **DABI approach**: **Drivers** = factors promoting MU; **Added values** = positive effects of establishing or strengthening MU; **Barriers** = factors hindering MU; **Impacts** = negative effects of establishing or strengthening MU.





## METHODOLOGICAL APPROACH

- Geographic description and geographical scope of the analysis;
- Current characteristics and trends in the use of the sea;
- MU overview;
- Drivers, Barriers, Added value, Impacts (**DABI**) to MU;
- Analysis of MU potential results from DABI scoring;
- Analysis of MU effect results from DABI scoring;
- Focus areas analysis;
- Stakeholder involvement (interviews and face-to-face meetings with stakeholders as engagement methods);
- Conclusions and recommendations for **addressing the selected MU with MSP** (Suggested actions/recommendations).

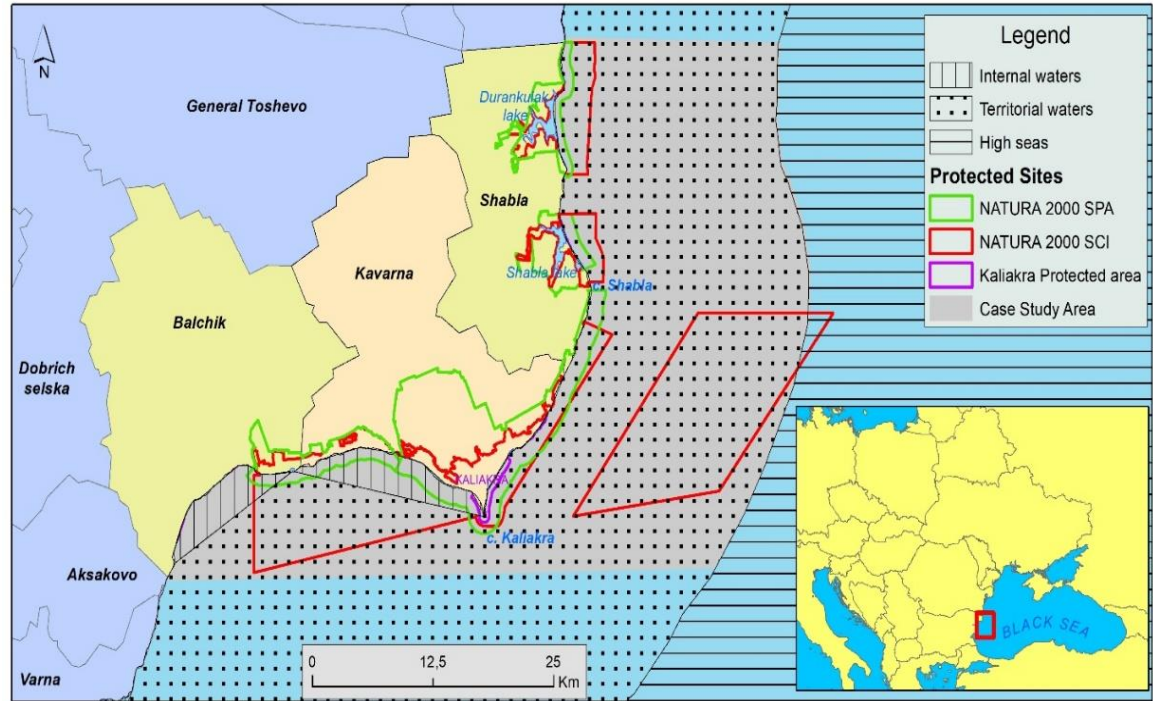


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# GEOGRAPHICAL SCOPE OF THE ANALYSIS



- ✓ Geographical location - North Bulgarian Black Sea coast to the border with Romania
- ✓ Administrative location - municipalities of Shabla, Kavarna and Balchik
- ✓ Large coastal and marine protected areas/Natura 2000 sites and Kaliakra Natural and Archaeological Reserve
- ✓ Bulgarian internal and territorial waters (an area of 1,440 km<sup>2</sup>), spanning along over 98.6 km of the coast.
- ✓ The maritime border of the study area is the territorial waters of Bulgaria - 12 nautical mile (NM) zone and the terrestrial border or the coastal area is defined by an administrative perspective at the basic administrative unit in Bulgaria i. e. coastal municipality .

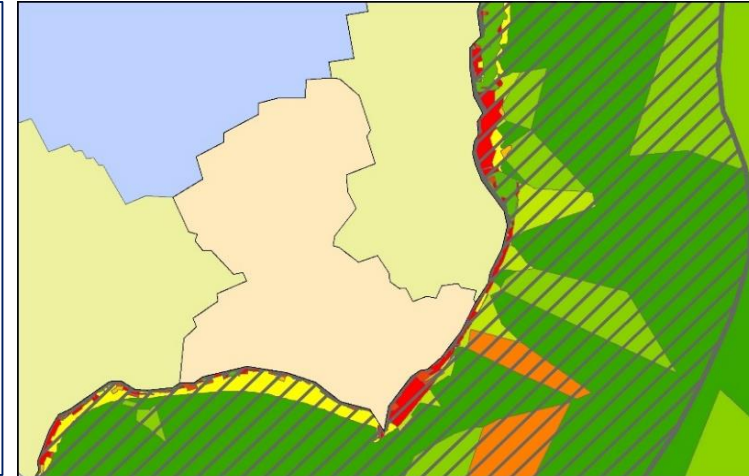
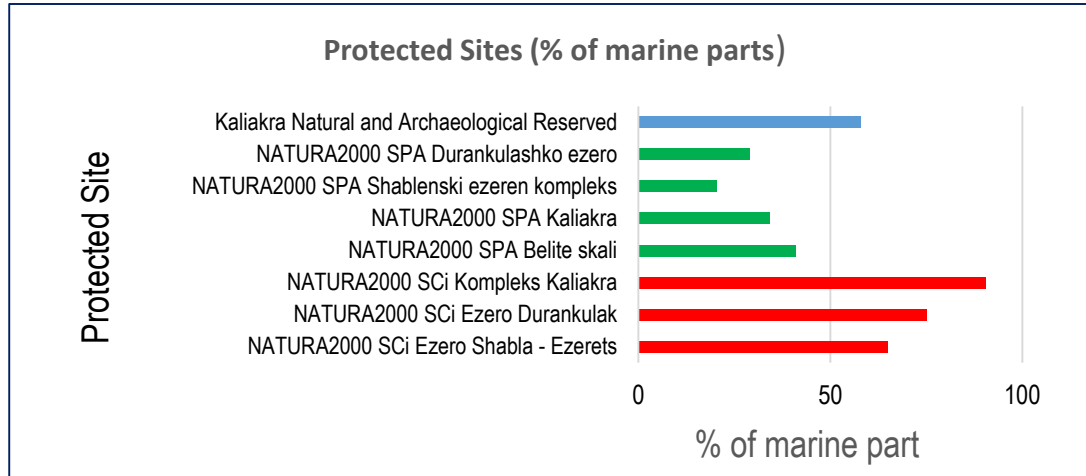


Cross-border case study area of Bulgaria (Map produced by CCMS)

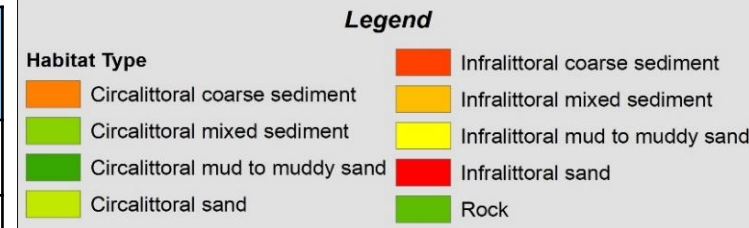




## GEOGRAPHICAL SCOPE OF THE ANALYSIS



Name and type of MPA	Year of establishment	Area (km <sup>2</sup> )	Marine part (%)	Marine part (km <sup>2</sup> )
Natura 2000 SCI " <b>Ezero Shabla - Ezerets</b> "	2005	26.2	65	17.1
Natura 2000 SCI " <b>Ezero Durankulak</b> "	2007	50.5	75	37.9
Natura 2000 SCI " <b>Kompleks Kaliakra</b> "	2007	483.4	90	437.3
Natura 2000 SPA " <b>Belite skali</b> "	2012	41.6	41	17.1
Natura 2000 SPA " <b>Kaliakra</b> "	2009	161.7	34	55.4
Natura 2000 SPA " <b>Shablenski ezeren kompleks</b> "	2010	31.8	20	6.5
Natura 2000 SPA " <b>Durankulashko ezero</b> "	2010	33.6	29	9.7
<b>Kaliakra Natural and Archaeological Reserve</b>	1941	6.9	58	4.0



### Seabed habitat mapping of the study area

(Map produced by CCMS,  
Data source: EMODnet Seabed Habitats)

Kaliakra Natural and Archaeological Reserve has an area of 713,67 hectares.  
The reserve is also part of Natura 2000 SPA Birds Directive and SCI Habitats Directive



## CURRENT CHARACTERISTICS AND TRENDS IN THE USE OF THE SEA

- Existence of large natural sand beaches and dunes.
- A plenty of archaeological/cultural remains (such as wrecks, caves, reefs, landscapes, etc.) subject to cultural and historical tourism.
- Some of the most attractive and visited tourist spots along the Northern Bulgarian coast: Yaylata and Kaliakra Natural archaeological reserves, Balchik Botanical Garden, one of the famous Bulgarian resorts – Albena Resort.

- Coastal and maritime tourism: beach, sun-bathing/swimming, camping, diving, surfing, yachting, etc. Dobrich district **accommodates 174 hotels** (mostly in the summer), and the number of overnight stays amounted to 90% of the whole year with a peak during the summer (NSI, 2018).
- Other forms of tourism: wildlife tourism, eco-tourism, underwater adventure tourism, cliff rocky climbing, camping, historical and cultural tourism, occur or have the potential to occur within the study area.

Most of the discovered shipwrecks are located in the MPAs and Kaliakra Reserve and thus the study area implies the potential for MU combination of Tourism, UCH and Environmental protection.

Agriculture is other highly developed sector of the economy in the three municipalities, mainly due to the presence of large fertile lands in the Dobrudzha area.

Fishery has been a traditional livelihood in the study area for long time ago. According to 2019 data by EAFA Shabla Municipality accommodates largest number of fishing vessels- 89, followed by Kavarna - 74 and Balchik – 69 (Executive Agency of Fishery and Aquaculture, 2019).

Numerous (17) mussel aquaculture farms have been developed south of Cape Kaliakra and thus the region has emerged as one of the largest producers of black mussel cultivation in Bulgaria.

Extraction of oil and gas has been produced since 1960s near Tulenovo village in Shabla Municipality and it is important for local economic and social development.



Photo credits: CCMS



## DESK RESEARCH

A desk research analysis was used as a starting point to identify the preliminary catalogue of DABI factors for the MU combination of Tourism, UCH & Environmental Protection:

- ✓ Analysis of past or on-going projects related to this MU, scientific literature, technical reports or other available information on the MU (*HERAS Project, NIRD Project, MUSES Project*)
- ✓ Analysis of existing key EU and national legal and policy documents regarding this MU, Master Plans of municipalities (*Maritime Space, Inland Waterways and Ports of the Republic of Bulgaria Act, last amended in State Gazette No 28/29.03.2018*).
- ✓ All categories of factors were verified and scored afterwards with detailed stakeholder consultations via **interviews and face-to-face meetings** in the study area.



## CATALOGUE OF DRIVERS, BARRIERS, ADDED VALUE, IMPACTS (DABI) TO MU

**DABI** to Tourism, UCH & Environmental Protection was categorised by considering key issues for MU development, such as policies, administrative/legal aspects, environmental and socio-economic constrains, technical capacity, and knowledge gaps (technology, environmental impacts, etc.)

- ✓ Final DABI factors were analysed by **13 stakeholders** from investigated sectors. All pre-identified factors were considered to be applicable to the cross-border area of Bulgaria.
- ✓ There were several recommendations given by interviewed stakeholders to different categories.
- ✓ No other factors were added to the drivers and barriers and no other factors were added to the added values and effects.





## RESULTS OF DABI SCORING: ANALYSIS OF MU POTENTIAL AND MU EFFECT

- **MU potential** was evaluated by averaging the average drivers' score and the average barriers' score.

**MU potential can assume values in the interval  $[-1.5, +1.5]^5$  where -1.5 reflects totally negative MU potential and +1.5 totally positive MU potential.** The case of MU potential = 0 can occur where there is a balance between factors promoting MU development and factors hindering it. The development / strengthening of MU will therefore depend upon which of them will prevail. **The knowledge of positive and negative factors is very useful to address actions aimed at facilitating MU development (MUSES Case study methodology).**

- The overall **MU effect** was evaluated by averaging the average added value's score and the average impacts' score. **MU effect can assume values the interval  $[-1.5, +1.5]^9$  where -1.5 reflects a totally negative effect of MU in the area and +1.5 a totally positive effect.** The case of MU effect = 0 can occur where there is a balance between pros and cons of MU development. **The knowledge of positive and negative factors is very useful to address actions aimed at maximizing added value of MU (MUSES Case study methodology).**



## RESULTS OF DABI SCORING: ANALYSIS OF MU POTENTIAL AND MU EFFECT



DRIVERS = factors promoting MU		BARRIERS = factors hindering MU	
Category	Average score	Category	Average score
Category D.4 – Societal drivers	2.8	Category B.4 – Barriers related with societal drivers	-2.1
Category D.2 – Relation with other uses	2.6	Category B.3 – Barriers related with financial drivers	-1.9
Category D.7 – Technical drivers	2.5	Category B.2 – Barriers related with administrative drivers	-1.8
Category D.5 – Legal drivers	2.5	Category B.1 – Barriers related with legal drivers	-1.7
Category D.1 – Policy drivers	2.4	Category B.5 – Barriers related with environmental factors	-1.7
Category D.3 – Economic drivers	2.2		
Category D.6 – Environmental drivers	1.9		
ADDED VALUES = positive effects of MU		IMPACTS = negative effects of MU	
Category	Average score	Category	Average score
Category V.6 - Governance added values	2.5	Category I.2 - Social impacts	-2.3
Category V.1 - Economic added values	2.4	Category I.1 - Economic impacts	-2.0
Category V.2 - Societal added values	2.4	Category I.3 - Environmental impacts	-1.5
Category V.5 - Technical added values	2.2		
Category V.3 - Environmental added values	2.0		



## MAIN DRIVERS AND BARRIERS

- ✓ The resulting value of MU potential is **+ 0.2**, which means this MU has sufficiently good potential to be developed. The main driver for MU combination is to ***Prevent the destruction of underwater archaeological sites/shipwrecks, etc.*** to which driver all stakeholders gave the highest rating: **+ 3.0**. Others are: ***National legislation on management of UCH*** and ***Multiple synergies between UCH, tourism and environmental protection***
- ✓ The key barriers to development of this MU are: ***Lack of public awareness on protection and value of UCH and environmental protection; Limited coordination between institutions involved, moreover acting at different scales; Lack of adequate financial incentives and Lack of approved and operational management plans for MPAs (Natura 2000).***



## MAIN ADDED VALUES AND IMPACTS

- ✓ The highest ranked added values of MU are from category societal added values: ***Prevent the destruction of UCH sites/shipwrecks (2.8)*** which is important and critical for the local/regional UCH operators and stakeholders, and from economic added values category, i. e. ***Increase of local revenues from tourist services (2.5)***, as coastal and other forms of tourism generate the major sources for local income.
- ✓ Added values appear to be more important than impacts both in total number and in average scoring (**2.3 vs -2.0**). The MU overall effect given is quite low: **+0.1**, because there are some risks identified as negative impacts that attenuate the global value of added values, mainly related to societal impacts: ***Risk of damage to UCH and MPAs caused by illegal bottom trawling*** and ***Risk of looting/stealing from underwater archaeological sites/shipwrecks and destruction of their contexts.***



## FOCUS AREAS ANALYSIS

Focus Area Analysis was undertaken: to identify the needs for developing MU, impacts (both negative and positive, cumulative), barriers and enablers, and actions to overcome barriers and maximise synergies. It includes three categories of **Key Evaluation Questions (KEQs)**:

- **Focus-Area-1 'Addressing Multi-Use'**
- **Focus-Area-2 'Boosting Maritime Blue Economy'**
- **Focus-Area-3 'Improving environmental compatibility'**

*Example: 6. Is there sufficient dialogue between the stakeholder sectors for developing / widening / strengthening MU? (Y/N)*

*Would dialogue facilitation be an asset? (Y/N)*

*For the MU of Tourism, UCH & Environmental Protection the existing dialogue was considered insufficient by the stakeholder engagement and they recommended further strengthening of the existing dialogue and coordination among different institutions, and among institutions and operators. This is pointed also as one of the major barriers that hinder the MU development. Administrative barriers, such as complex procedures involving different national, regional and local institutions to get licenses and poor coordination among institutions and operators/diving clubs were also marked as important barrier (for example the need of diving clubs to get permission before diving tours from the Executive Agency Maritime Administration). Therefore, all stakeholders considered that the dialogue facilitation would be an asset for the development of this MU.*

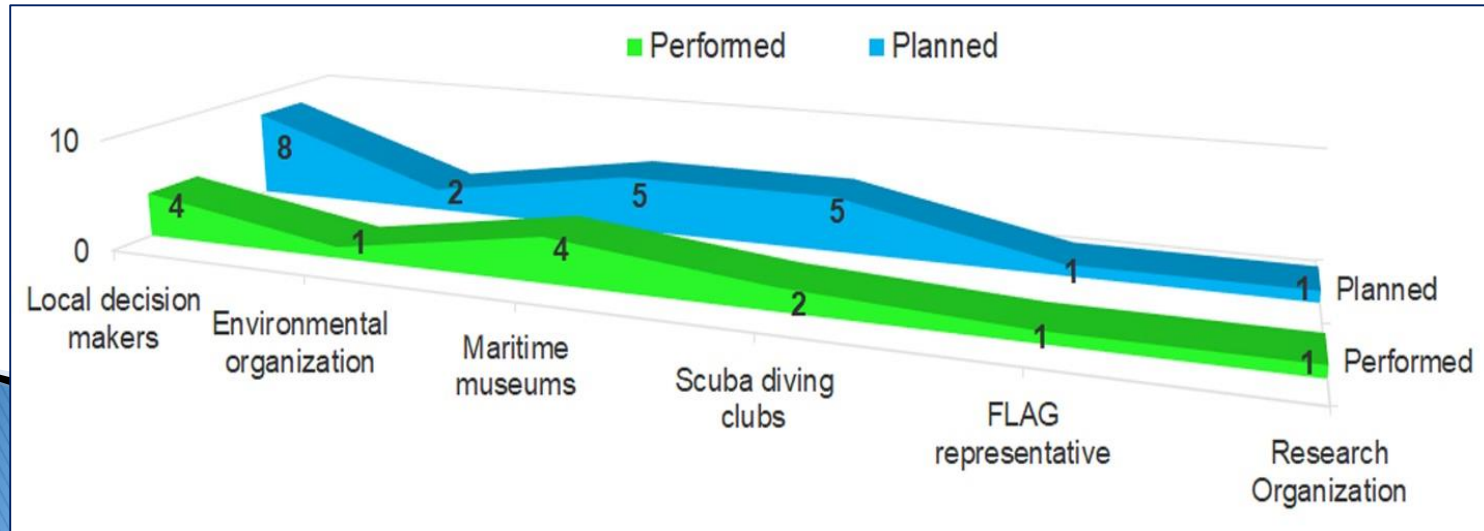


## STAKEHOLDER ENGAGEMENT

- ▶ Mapping of stakeholders
- ▶ Invited stakeholders
- ▶ Stakeholder engagement method:

The process of interviews included the following different steps:

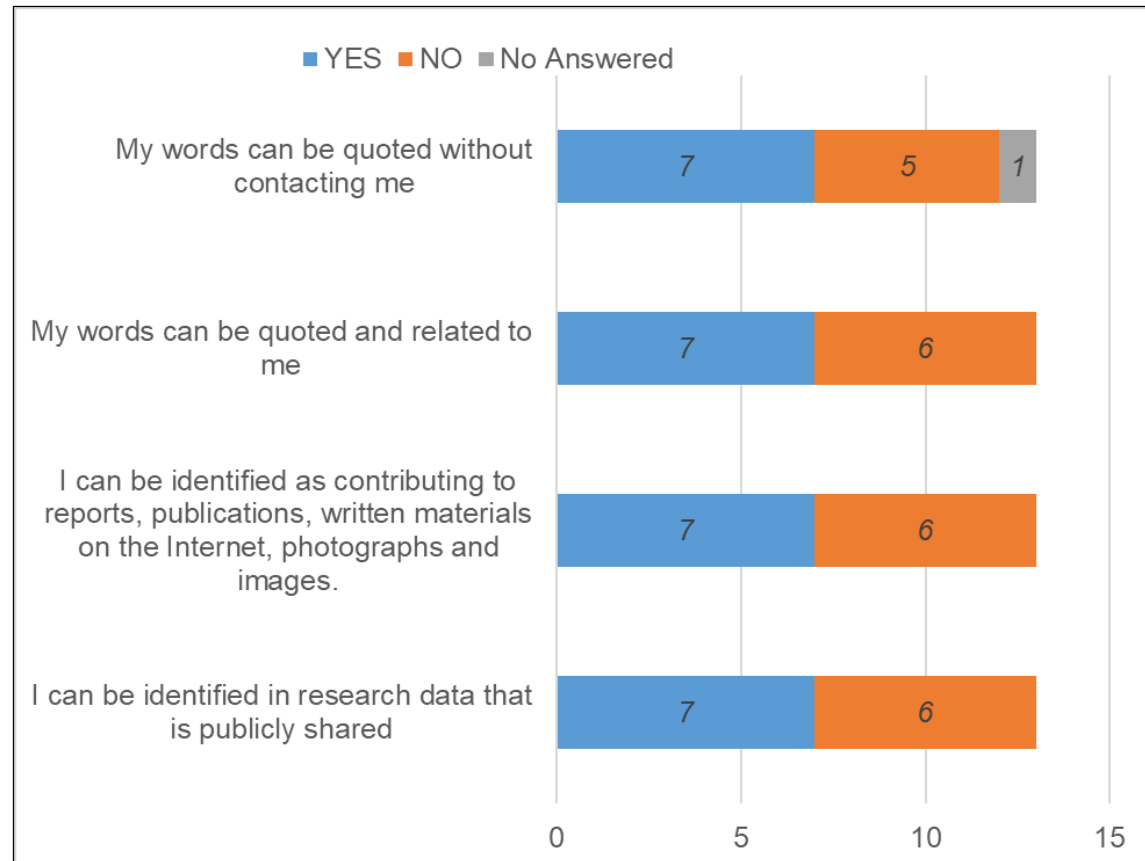
- Presentation of MARSPLAN-BS II project, objectives for the interview and the MU combination of Tourism, UCH & Environmental Protection, including distribution of the MARSPLAN-BS II participant information sheet and preliminary DABI catalogue sheets;
- Collecting information about the stakeholders, including signing the MARSPLAN-BS II Consent form, filling in information about the stakeholder on the corresponding sheet during the face-to face meetings (or asking to send the signed forms by emails);
- Distribution by e-mails of pre-identified DABI factors and request stakeholders to analyse in more details and to add missing factors at the same time that scoring was being filled.
- KEQs to collect their opinion on each focused area were distributed after DABI scoring to few selected stakeholders.





## LEVEL OF ANONYMITY

Over half or 54% of all interviewed stakeholders agreed to be shared publically and to be identified as contributors in reports and other documents as well as almost half of them answered 'yes' to the quotations attributed to them.





## STAKEHOLDER PROFILES

Elaboration on the following **four attributes** is provided for the explored MU combination and these attributes are meant to provide better understanding of stakeholder structures for the MU combination. Attributes are as follows in accordance with the MUSES methodology:

- ▶ **1. Overall activity of stakeholders in relation to MU development and overall attitude towards MU;**
- ▶ **2. Geographical scale at which certain stakeholder has the power;**
- ▶ **3. Type and level of power;**
- ▶ **4. Organisation of stakeholders.**





## ACTIONS AND RECOMMENDATIONS TO OVERCOME BARRIERS

### *LEGISLATION, POLICY AND REGULATION*

- ✓ National legal frameworks with support of EU guidelines should be used to clarify and agree on which areas can be accessed by tourists and which should be strictly protected
- ✓ Develop a code of conduct to regulate tourist and diver activities at UCH sites
- ✓ Make use of other existing legal frameworks and policies such as MSP to regulate and promote UCH and MPAs management

### *COORDINATION AND INTEGRATION*

- ✓ Early and continuous engagement of stakeholders is important to encourage public awareness and actions to promote this MU implementation
- ✓ Develop relations between different countries (Bulgaria and Romania, and other Black countries) and national authorities to address issues in relation to UCH theft and controlling imports of artefacts obtained from sea bottom
- ✓ Promoting innovative and sustainable use of UCH to enable it to realise its full potential in contributing to the sustainable development and preservation of MPAs



## ACTIONS AND RECOMMENDATIONS TO OVERCOME BARRIERS

### ***PROMOTION AND DISSEMINATION***

- ✓ Promote UCH by cooperation with other tourism operators and activities
- ✓ Organise information campaigns for tourists, and other associated marketing and informational activities
- ✓ Develop a national and cross-border database on UCH and MPAs
- ✓ Create land-based museums of UCH with exhibitions for tourists (replica sites)
- ✓ Promote synergies with other land-based activities

### ***RESEARCH AND TECHNOLOGY***

- ✓ Develop projects to identify and discover UCH sites and potential for access in advancing this MU
- ✓ Explore the UCH site using modern underwater technologies
- ✓ Undertake pre-evaluation to understand which UCH sites need strict protection and which have potential for tourism activities and development



## Addressing the MU with MSP: suggested recommendations to overcome barriers

### *FUNDING*

- ✓ Increase funding and investment for innovative and technological solutions to advance multi-sectoral integration and understanding of this MU value chains.
- ✓ Explore innovative financing methods for UCH management (investments into UCH research, museums, underwater technology, etc.)
- ✓ Encourage targeted incentives for multi-sectoral integration, (e.g. funding schemes directed towards considering this MU)

### *CAPACITY BUILDING*

- ✓ Capacity building and training on this MU, including knowledge exchange between different stakeholders on environmental protection and preservation of UCH sites
- ✓ Promote training schemes and courses, which also increase awareness and appropriate conduct of recreational divers
- ✓ Organise trainings of trainers on UCH and MPAs



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## Addressing the MU with MSP: Recommendations

Several main findings emerged from the analysis undertaken in the case study:

- **MSP supports the MU concept and the MU can ease the implementation of MSP;**
- **MSP provides the needed policy to overcome barriers for MU development;**
- **MU concept also supports the concept of Circular Economy (e.g. industrial symbiosis) in the context of the European Green Deal;**
- **MSP helps identifying areas suitable for MU combinations;**
- **MSP helps in solving spatial conflicts and promote synergies between uses and uses-environment;**
- **Using an ecosystem-based approach, MSP can also facilitate the development of coherent networks of MPAs to maximize their benefits;**
- **MSP can act as a transparent tool for early communication with stakeholders and resulting in more lasting solutions.**

Photos: CCMS and HERAS project





## Priority recommendations to address identified MU key barriers with MSP:

- ✓ Ensure appropriate involvement of **all relevant stakeholders early in the MSP process to advise suitable site selection, business opportunities and local benefits.**
- ✓ **Enhance cooperation between MSP Competent Authority, UCH authorities, diving centres, local authorities,** tourism operators and business investors in order to potentiate sustainable development of this MU.
- ✓ **Use cross-border consultation processes** to exchange existing MU practices and lessons learned for UCH and MPAs, and to rise the public awareness.
- ✓ **Apply an ecosystem-based approach in MSP** to support the development of coherent networks of MPAs to maximize their benefits.
- ✓ **MSP can be used as a tool for protection and management of MPAs and UCH sites** through the creation of designated protection zones, special management measures and increased data availability and knowledge.
- ✓ Data resulting from the national MSP process, especially **data for location and key information of UCH are important for the development of this MU.**
- ✓ **MSP along with other coastal and marine area-based management approaches** should be used for MU development.
- ✓ **Black Sea Basin wide policy actors** (Steering Group on the Common Maritime Agenda for the Black Sea, Black Sea Economic Cooperation (BSEC), Black Sea Commission) and funding programmes should consider suggesting and supporting the process of marketing this MU combination as a sea basin cultural offer.



## CONCLUSIONS

- ✓ **UCH benefits in most cases from the conservation measures of environmental protection areas while tourism benefits economically from both sectors. It is important to note that this type of MU is very much site specific as well as depending on the physical and natural conditions of the marine space.**
- ✓ **Viewing the protection of UCH and MPAs as a common concern of humankind would require them to be governed in the future with less of an exclusive focus on national economic advancement, rather than on cross-border and sea basin issues.** This would interpose a number of additional environmental and general principles, such as **sustainable development, precautionary and preservation management, polluter pays principle, public participation, capacity building, research and innovation, and transparency.**
- ✓ **For future perspectives the MU in the sea space should be facilitated and stimulated through public regulatory authorities and relevant supporting programmes. Significant capacity building efforts, changes in basic legal frameworks, funding structures, and research are needed - all this should be aimed at multidisciplinary actions and solutions supported not only by MSP, as well as by other relevant area-based management approaches.**



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