

# Black Sea Ecosystem Recovery Project

## EXIT STRATEGY



**Global  
Environment  
Facility**



UNOPS 

## Abbreviations

AG	Advisory Group of the Black Sea Commission
BOD	Biochemical Oxygen Demand
BS	Black Sea
BSC	Black Sea Commission
BSC/PS	Permanent Secretariat of the BSC
BSIMAP	Black Sea Integrated Monitoring and Assessment Programme of the Black Sea Commission
BSSAP	Black Sea Strategic Action Plan (1996)
BSERP	Black Sea Ecosystem Recovery Project
BSIS	Black Sea Information System
CTL(s)	County Team Leader(s)
DABLAS TF	Danube Black Sea Task Force (on Facilitation of Investments in the Black Sea – Danube Region)
DIN	Dissolved Inorganic Nitrogen
EC	European Commission
EC-DG Environment	Directorate General on Environment of the European Commission
ESAS	Environmental Safety Aspects of Shipping
EuropeAid/Tacis	EC Technical Assistance to the Commonwealth of Independent States
EU	European Union
EcoQO(s)	Ecological Quality Objective(s)
GEF	Global Environmental Facility
GIS	Geo-Information System
JTWG	Black Sea – Danube Joint Technical Working Group
IAEA	International Atomic and Energy Agency
ICPDR	International Commission for the Protection of the Danube River
ICZM	Integrated Coastal Zone Management
IMCM	Inter-Ministerial Coordinating Mechanisms
LBSA	Land-based Sources and Activities
MESL IAEA	Marine Environmental Studies Laboratory of the IAEA
NGO	Non-governmental Organisation
PIU	BSERP Project Implementation Unit
PMA	Pollution Monitoring and Assessment
QA/QC	Quality Assurance/Quality Control
SAP	Strategic Action Programme
SP	The GEF Black Sea – Danube Strategic Partnership
TDA	Trans-boundary Diagnostics Analysis
ToR	Terms of Reference
UNDP	United Nations Development Programme
UNEP	United Nations Environmental Programme
WFD	EU Water Framework Directive

## Table of Contents

Abbreviations.....	2
1. INTRODUCTION.....	4
1.2. Exit Strategy Objectives .....	5
2. BSERP PROJECT BACKGROUND .....	7
2.1. Background on the Black Sea Commission & its Subsidiary Bodies .....	8
3. BSC AND BSERP KEY ACHIEVEMENTS .....	9
4. ACTIVITIES .....	11
4.1. Introduction.....	11
4.2. Core Coordination and Management.....	11
4.2.1. Convention Amendments .....	11
4.2.2. Organizational Structure.....	11
4.2.3. Budget .....	12
4.2.4. Science and Information.....	12
4.3. Policy Activities.....	12
4.3.1. Land Based Sources and Activities Protocol .....	12
4.3.2. Integrated Coastal Zone Management .....	13
4.3.3. Legally Binding Document on Fisheries and Conservation of Living Resources .....	13
4.4. Investment Activities .....	13
4.5. Public Awareness and Involvement.....	13
5. RECOMMENDATIONS AND NEXT STEPS .....	15
5.1. Technical Support.....	15
5.2. Financial Support .....	16
6. NEXT STEPS.....	18

# 1. Introduction

One of the objectives of the UNDP/GEF Black Sea Ecosystem Recovery Project is to assist the BSC and Black Sea (BS) countries to strengthen their capacities in transboundary cooperation to meet the objectives of the Bucharest Convention, in particular in nutrient pollution control. The current UNDP/GEF intervention is the last project in more than a decade of substantial support to the BS countries and the BSC in establishment and making operational its working structures and technical tools. There is no expectation that GEF will follow up in assisting BSC after spring 2008 when the BSERP will phase out.

The GEF together with EU funds has provided targeted TA to the BSC, to BS countries and to the NGO community in the BS region. In order to keep the BSERP interventions sustainable and to avoid the sudden decline of BSC and/or BS countries' activities in implementation of the Convention and other activities supporting nutrient and toxics pollution reduction the UNDP/GEF BSERP "Exit Strategy" should be in place in advance of 2008.

Now, and beyond 2008, the BSC will continue to serve as the coordinating and decision-making body for monitoring, assessment and protection activities among the BS countries. The BSC is not yet self-sufficient with respect to its essential operating budget, and the level of expected future country contributions will not fill the significant void in technical and financial assistance left when the BSERP, ends.

Many BSERP activities were designed to create self-sustaining institutional and legal structures in the BS countries. The BSERP exit strategy does not aim to achieve alternative funding sources to fully supplant the UNDP/GEF contribution. Rather, it identifies which BSERP priority activities which should pass on to the BSC for continued implementation, which to governments, institutions and other stakeholders in the riparian countries, and those which should phase out. The process of development the BSERP Exit Strategy follows the results of the discussion and recommendations made at the BSC Institutional Review Final Seminar, held in May 2006 and further consultation with BSC PS and respective AGs.

The regular annual budget of the BSC is very limited and mainly covers the expenditures for the current staff and running costs of the secretariat. In addition, the Government of Turkey covers 40% of the total costs of establishing and operating expenses of the BSC PS. The Secretariat personnel costs constitute the largest share of the BSC PS expenditures Personnel costs (wages, etc.) amounting to around 49% of total expenditure followed by meeting and publication costs (34%) and operational costs (17%) for the financial year 2005/2006. This breakdown is similar to other regional seas programmes. Since the beginning there have been major problems with contribution payments. Countries, such as the Russian Federation and Ukraine, paid their contributions irregularly in the past. Only last year Georgia made its first contribution covering a two year period and committed to making double contributions annually to bring it up to date.

The fact that the BSERP will terminate in the spring of 2008 means that at that time the BSC will either have to fund certain activities from other sources or reduce the activities. The accurate compilation and comparison of financial outlays and activities to be carried out under the Bucharest Convention and other international obligations is essential for the future work of the BSC as it represents the actual funding required. In the absence of a complete financial

overview the BSC heavily relied on funds provided by third parties, such as the European Commission and in particular GEF up to now.

The funds provided by the BSERP and other donors have been directed to:

- external technical assistance and support to the activities of the Advisory Groups implementing BSC's work programme
- support and assistance to Non EU-Countries, facing severe socio-economic problems, for contributing to BSC activities, and also for ensuring their participation in BSC activities
- Specific projects like the envisaged Black Sea Day 2007, Marine Litter Programme, Year of the Dolphin, etc.

This report provides recommendations for the exit strategy of the Black Sea Ecosystem Recovery Project (BSERP) and the Black Sea Commission (BSC) as the BSERP comes to its conclusion early in 2008. BSERP and the BSC must work closely together to maximize the impact of the remaining BSERP funding and to put into place a process for the continuation of those activities previously funded by BSERP which are important to the BSC in carrying out its mandate in the Black Sea Basin in a sustainable fashion. The activities have been grouped into five categories, scientific and information, policy, investment, and public awareness and involvement. The administrative operations of the BSC Secretariat are considered as a separate component.

In this report the exit strategy recommendations are presented recognizing that:

- BSERP has been supporting core activities of the BSC which will have to be funded following the conclusion of BSERP;
- here are BSERP activities which are nearing conclusion or have already been concluded which will not be carried forward by the BSC;
- There will need to be a mix of shorter and longer term strategies adopted by the BSC and member countries to maximize the longer term benefits of the BSERP contribution to improvement in the environmental quality of the Black Sea Basin.

The approach was to first identify the key project activities which will be addressed in the Exit Strategy. These key activities have been discussed with the Executive Secretary of the BSC and the Regional Programme Director for the Danube/ Black Sea. The technical and financial activities were analyzed with respect to the steps to be taken to transfer them to the BSC and what actions are recommended for the sustainability beyond 2008. Both short term extensions and longer term strategies were considered. The analysis considered whether the activity might be assumed by the BSC directly, by another project or donor, or by member countries of the BSC.

## **1.2. Exit Strategy Objectives**

According to the Terms of Reference the objective of the Exit Strategy 'was to:

*Provide for an orderly transfer of responsibilities from the BSERP to the BSC.  
The overall objective of this assignment is to develop BSERP Exit Strategy providing the BSC and other stakeholders with strategies and tools for smooth and effective transfer of the BSERP results in their regular work.*

The BSERP exit strategy should include:

- Consideration of BSERP objectives and planned outcomes with respect to post-project sustainability
- Consideration of the BSC Institutional Review immediate and mid-term recommendations
- Consideration of the tools, programmes and activities of EU (European Neighbourhood Policy, Europaïd, etc.) in the BS region, particularly related to the EU Marine Policy
- Agreement on the transfer of activities and responsibilities from the BSERP to the BSC Permanent Secretariat and Advisory Groups during 2007 – 2008
- Strategies for the BSC and governments to bridge financial and technical gaps upon BSERP conclusion.

## 2. BSERP Project Background

The GEF-funded “Danube/Black Sea Strategic Partnership” aims at accelerating implementation of nutrient reduction measures and policy/legal/institutional reforms in the Danube/Black Sea region. One of the two Strategic Partnership’s regional projects “Control of eutrophication, hazardous substances and related measures for rehabilitating the Black Sea ecosystem” assists and strengthens the role of the Black Sea Commission (BSC), especially in implementing the Bucharest Convention for the Protection of the Black Sea against Pollution. It also assists in providing a set of harmonized legal and policy instruments for tackling the problem of eutrophication and facilitating ecosystem recovery.

The long-term development objective of the BSERP is to contribute to sustainable human development in the Black Sea area through reinforcing cooperation and the capacities of the Black Sea countries to take effective measures in reducing nutrients and other hazardous substances to levels necessary to permit Black Sea ecosystems to recover to similar conditions as those observed in the 1960s. The overall objective of the project is to ensure that:

- all of the Black Sea countries take concrete measures (including investment activities) in the eutrophication causing sectors to reduce load of nutrients and hazardous substances on the Black Sea ecosystem,
- major findings and recommendations of the project have been incorporated in national policies, strategies and, where possible, in national legislation.

The overall objective of the BSERP is to support participating countries in the development of national policies and legislation and the definition of priority actions to prevent the discharge of nitrogen and phosphorus to the Black Sea from exceeding those levels observed in 1997. This will require countries to adopt strategies and measures that permit economic development while ensuring the rehabilitation of coastal and marine ecosystems through pollution control and reduction of nutrients and hazardous substances. At the end of the Project, it is expected that the institutional mechanism of the Black Sea Commission will be reinforced, ensuring cooperation between all Black Sea countries to efficiently implement joint policies/actions and operate common management and control mechanisms.

The specific objectives of the BSERP from May 2004-April 2007 are to:

- reinforce regional cooperation under the Black Sea Convention,
- set up institutional and legal instruments and define priority actions at regional and national levels to assure sustainable coastal zone management,
- protect coastal and marine ecosystems and habitats in order to secure sustainable use of coastal and marine resources,
- To accomplish these objectives, the project has built upon the results achieved during Phase I. (Jan 2002-April 2004).

The importance of the BSERP to the BSC can be found in the 2006-2007 Work Plan for the Secretariat of the Black Sea Commission. In that document 24 of the 35 components make explicit reference to the BSERP and there are an additional 10 activities specifically allocated to BSERP. In financial terms the total BSERP budget of roughly 2 million USD per year from 2005-2007 is almost 8 times as large as the projected annual country contributions of just over 261,000 USD per year.

## 2.1. Background on the Black Sea Commission & its Subsidiary Bodies

The Commission on the Protection of the Black Sea against Pollution (BSC) was established following signing of the Convention on the Protection of the Black Sea against Pollution by the six riparian countries<sup>1</sup> in Bucharest Romania, April 1992. The Commission was established in Varna in 1995.

The key objective of the Convention is to prevent, reduce and control pollution in the Black Sea in order to protect and preserve the marine environment and to provide a legal framework for cooperation and concerted actions to fulfill this obligation. Article XVII of the Convention establishes the Commission on the Protection of the Black Sea against Pollution. It delineates the functions of the Commission, and provides the legal base for the establishment of a Permanent Secretariat to assist the Commission in its activities. The Secretariat was established in October 2000.

The Permanent Secretariat includes an Executive Director, technical staff and support personnel based in Istanbul, Turkey. The Permanent Secretariat provides support to the Commission and its advisory groups, towards fulfillment of the Convention and the Black Sea Strategic Action Plan. The Secretariat operates through Commission approved Annual Work Programmes. The Commission has established seven advisory groups to coordinate regional approaches to cross-boundary water quality issues of importance for the Black Sea. The advisory groups are the following:

<b>ESAS</b>	Advisory Group on the Environmental Safety of Shipping	<b>ICZM</b>	Advisory Group on the Development of Common Methodologies for Integrated Coastal Zone Management
<b>LBS</b>	Advisory Group on the Control of Pollution from Land Based Sources	<b>CBD</b>	Advisory Group in the Conservation of Biological Diversity
<b>PMA</b>	Advisory Group on Pollution Monitoring & Assessment	<b>FOMLR</b>	Advisory Group on the Environmental Aspects of the Management of Fisheries and other Marine Living Resources
<b>IDE</b>	Advisory Group on Information and Data Exchange		

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<sup>1</sup> Bulgaria, Georgia, Romania, Russia, Turkey, Ukraine



### 3. BSC and BSERP Key Achievements

There have been a number of achievements made during the project period including:

- Updating/Revision of the 1996 Black Sea Transboundary Diagnostic Analysis, covering 4 major transboundary issues: nutrient over-enrichment/eutrophication; changes in marine living resources; chemical pollution (including oil); and biodiversity/habitat changes, including alien species introduction. This document included a robust stakeholder analysis. Work is underway on updating/revising the regional Strategic Action Programme.
- A Governance and institutional analysis of marine environmental management in BS region.
- The Black Sea Integrated Monitoring and Assessment Programme (BSIMAP) is operational, providing tools and indicators to evaluate changes over time in the coastal and marine environment. A number of activities were undertaken to support this important target, including:
  - Organization and funding of international workshops on nutrient analysis
  - Plankton sampling and analysis
  - Zoobenthos sampling and analysis
  - Standardized regional manuals for nutrients
  - Phytoplankton, zooplankton and zooplankton were written
  - Chemical analytical quality assurance/proficiency testing exercises were organized and undertaken.

In addition, standardized zooplankton sampling equipment is being provided to all BSIMAP-participating laboratories and national pilot monitoring exercises have been undertaken to test the methods manuals and build capacity in marine environmental monitoring.

- Four international research cruises have been undertaken on the black Sea. The results have provided fundamental knowledge on the status of the Sea and ecological interactions, in addition to capacity building of the marine scientific community.
- A demonstration project on nutrient source apportionment/export modeling has been undertaken on the Kamchiya river basin, Bulgaria.
- Guidance is currently being produced on the development of national cost-effective strategies for nutrient control to promote policy development on nutrient emissions control.
- Organization and Co-funding of an international scientific conference in 2006,
- The Land Based Sources and Activities Protocol (LBSA) were approved at the 13th Annual Meeting of the BSC.
- A draft legally binding document on fisheries has been developed and was adopted at the 13th Annual Meeting of the BSC.

- An Integrated Coastal Zone Management (ICZM) pilot project in Turkey is currently being finalized.
- A pilot project on the Vessel Traffic Oil Pollution Information System (VTOPIIS) has been undertaken.
- Twelve hot spot capital investment projects have been completed and a further 340 mil USD has been committed to the end of 2015. 18 of the 38 projects in the DABLAS project pipeline are from the Black Sea Region.
- The Black Sea Information System (BSIS) is operational.
- A BSERP NGO Work-Plan has been developed and more than USD 245K have been disbursed in small grants to strengthen public participation in environmental protection and access to information, stakeholder training and awareness raising and implementation of community actions.
- With support from the UNDP / Coca Cola project "every drop matters" BSERP and BSC has worked together with TVE to develop and produce a ] 22-minute television documentary on environmental threats to the Black Sea " The Sea That Nearly Died" shown on BBC World
- A regional NGO implementation Team was established with public activities included national and regional events, beach clean-ups, competitions, concerts, media events and public meetings. The campaign in 2006 used prints, electronic and broadcast media to reach a large audience.
- The International Black Sea Day 2006:
  - Attracted the direct participation of more than 25,000 people in over 100 events and activities;
  - Had media coverage which reached an estimated audience of over 8 million people throughout the region;
  - Received significant in-kind contribution from NGO's local Authorities and companies, newspapers, Magazines television etc.;
  - Distributed 27,000 branded items (posters, t-shirts etc.)
- An Institutional Review of the Black Sea Commission including legal, organizational and budgetary issues was completed with specific recommendations in each of the areas being provided to guide the future development of the BSC and its activities.

## **4. Activities**

### **4.1. Introduction**

Four key areas of activities, scientific and information, policy, investment and public awareness and involvement were identified in discussions with the Regional Programme Director BSERP and the Executive Secretary of the BSC to be addressed in the exit strategy. These activity areas are in addition to the core coordination and management functions of the Commission and the Secretariat which were also supported by BSERP. For the final three years of BSERP the annual budget directly allocated for the activity areas and the management and coordination functions of the BSC was in the range of 1.5 to 1.7 million dollars per year.

### **4.2. Core Coordination and Management**

The BSERP provided a broad range of support for the core coordination and management activities of the BSC. This has ranged to general on going travel, meeting and professional support to the Advisory Groups to special studies and reports. It also included very basic items such as subsidizing the Meetings of the Commission. Country Team Leaders were also provided on a full time basis in each of the countries to assist the countries in carrying out the activities of the BSC. There were special reports and activities for example, the Institutional Review and the Inter-ministerial Coordination Mechanisms projects.

The Institutional Review of the BSC which provided analysis and recommendations for the Commission for the longer term sustainability of Commission activities has been partially implemented. The recommendations were organized into three categories legal, management and organization and budget. A brief description of the recommendations and the current state of implementation is as follows:

#### **4.2.1. Convention Amendments**

The main legal recommendation was that the Convention needs to be amended. An initial follow up on this recommendation occurred through an EU DG Environment project which set out the principles for possible amendments. The Executive Director has been given the task to analyze the feasibility of Convention amendments and to report back to the Commission. Amendments could be considered at the Ministers' meeting scheduled for Ukraine in 2008. The drafting of amendments is included in the ToR of the EuropeAid Project Environmental Collaboration for the Black Sea, Georgia, Moldova, Russia, Ukraine and the proposed amendments have been drafted and will be on the agenda for the Commission meeting in November 2007. The process of review and final disposition of the amendments can be handled in the normal course of preparation for the 2008 Ministers' Meeting.

#### **4.2.2. Organizational Structure**

A key organizational finding was that the current organizational structure of the Commission was too complex and not sustainable. This finding was closely related to the budget review which showed that in addition to an issue of irregular payments by the countries the available

budget was not adequate to support the complex structure in place. The Institutional Review recommended a streamlined organizational structure into three units; science and information, Policy and Law, Monitoring and Information and Economic Support and Economic Sustainability and Project Management. This recommendation has not yet been acted upon.

#### **4.2.3. Budget**

The Institutional Review concluded, based upon an analysis of the requirements of the Convention and a comparison of other similar organizations, that the current level of budget for the Commission would need to be increased. This recommendation has not yet been acted upon.

The Secretariat has been significantly understaffed since its inception. The staffing rules envision a staff of seven people however the Secretariat has had only two full time professional and one administrative staff person paid for from the BSC country contributions. Other staff have worked with the Secretariat under either a project contractual agreement from the EU in the case of a biodiversity expert and IT expert. Turkey has also seconded two staff to the Commission on a part time basis including a public relations expert.

#### **4.2.4. Science and Information**

BSERP has provided consistent and important support for the scientific and information activities of the BSC. The support has included the funding for four scientific cruises, the collection and analysis of data and the publication of scientific reports. BSERP also co-funded an international scientific conference in 2006 which was an important vehicle for the dissemination of information on the environmental quality of the Black Sea. Over 200 individual reports from national consultants were used in the Transboundary Diagnostic Analysis in 2006. The scientific information generated by BSERP in cooperation with the BSC is now being used as input into the Black Sea Strategic Action plan revision. The Black Sea Integrated Monitoring and Assessment Programme (BSIMAP) provides 36 common format reports to the BSC annually and pilot monitoring has been carried out in all 6 countries. In addition 4 training workshops and 4 intercalibration exercises have been completed. Two of these intercalibration exercises were co-funded with the International Atomic Energy Agency (IAEA) and 2 were part of the QUASIMEME scheme. The Website of the Commission receives 2500 hits per month up from approximately 150 when the system was first introduced.

### **4.3. Policy Activities**

The BSERP in collaboration with the BSC has worked on important policy instruments for the improvement of the environmental quality of the Black Sea Region.

#### **4.3.1. Land Based Sources and Activities Protocol**

The draft Land Based Sources and Activities Protocol (LBSA) was approved at the 13th Annual Meeting of the BSC. 6 national workshops held in support of process of national negotiations. Annexes have been prepared and comments have been received from most of the countries. A

popular leaflet on the revised LBSA Protocol to the Black Sea Convention has been prepared, presented to the Steering Committee Meeting in May 2007 and is planned to be published in late 2007.

#### **4.3.2. Integrated Coastal Zone Management**

A draft Regional ICZM Strategy document was approved by the BSC in 2004. A Comparative Analysis between the Draft Regional Black Sea ICZM Strategy and EU Policies was circulated in 2006. Implementation of the ICZM Pilot Project started in late 2006 in Turkey to be completed in late 2007. A feasibility study on the need to prepare an ICZM protocol has been completed.

#### **4.3.3. Legally Binding Document on Fisheries and Conservation of Living Resources**

The text of the LBD has been approved by BSC at the 13th meeting in Nov 2005. Mapping of the nursery and spawning grounds of the main species of fish and invertebrates in the Black Sea is implemented in 5 countries with 1 remaining. The maps will be included as an Annex to the existing Protocol to the Bucharest Convention of Conservation of Biological Diversity. The process of approval has run into a jurisdictional difficulty in that the two countries, Bulgaria and Romania, which are both contracting parties and Member States of the EU can no longer individually address this issue since jurisdiction lies with the European Union.

### **4.4. Investment Activities**

The DABLAS process has been established to produce an investment pipeline of priority municipal, industrial and other projects for the region. Twelve hot spot capital investment projects have been completed and a further 340 mil USD has been committed to the end of 2015. 14 of the 38 projects in the DABLAS project pipeline are from the Black Sea Region. Out of originally estimated almost \$400 million capital investment costs to address the identified 50 hot-spots by the end of 2005 at least \$143 million had been spent on addressing these point sources.

Since June 2005, 11 projects have progressed to new/higher categories within the DABLAS Project Pipeline. One half out of 6 basic parts within the last 2 DABLAS Task Force Work plans comprises BSERP activities and outputs. The Special Initiative for BS countries developed jointly with EC and adopted by the BSC. - 1 bankable water utility pilot/demonstration project was structured for financing, including improvement of its financial and operational management. The regional "Project Strategic Framework Document", enabling financing of individual projects, was developed and approved by regional authorities

### **4.5. Public Awareness and Involvement**

The public awareness, stakeholder involvement and public communication activities which have been supported by BSERP are important to the longer term effectiveness of the Black Sea Commission. In particular the Black Sea Day has caught the attention of a wide range of

participants in the region. The branding activity in 2006 supported by BSERP was especially effective in combining a variety of stakeholder groups in innovative effective ways of showing their support for preserving and enhancing the environmental quality of the Black Sea. The organization and planning for Black Sea day 2007 is well advanced and Turkey has seconded a part time public relations expert to the Commission in support of this activity. KASTOB the Turkish NGO platform is also playing an important role in the organization and execution of Black Sea Day 2007 activities. The Black Sea NGO Network is in place and specific activities have been supported through the small grants programme.

## **5. Recommendations and Next Steps**

The objective of the Exit Strategy is to recommend the sustainable transfer of project activities to the BSC for continuation beyond the project period including the identification of the resource and technical support necessary for the continuation of those priority activities. BSERP has been providing both technical and financial support for the scientific and information, investment, policy and public awareness and involvement areas.

The BSERP was initiated from a portfolio of internationally funded projects and there will continue to be projects funded by various international institutions and programmes in the Black Sea Region. The BSC should take advantage of the support of these projects wherever feasible. In some cases the projects will be addressed to the Black Sea Commission or the Secretariat and in other cases donors may fund activities in member countries which will benefit the BSC in meeting its objectives. However, the primary responsibility for the on going activities of the BSC will remain with the parties to the convention.

### **5.1. Technical Support**

The technical support has come both in the form of full time BSERP staff and consultants contracted for specific purposes, for example the provision of a public relations consultant develop, organize and brand the BSC activities for Black Sea Day 2006 and reports and related activities. It is not necessary for the BSC to replace all of the technical resources which have been provided by BSERP but the BSC needs to be able to sustain the benefits from the technical assistance which has been provided.

The public awareness and involvement area is a case in point. The international public relations consultant provided by BSERP developed a number of technical support programmes for the Black Sea Day and related activities including the branding of the activities so that the BSC has ownership of the components and can replicate them in future Black Sea Days. Similarly, expectations have been raised in partnership organizations, the media and the general public that the BSC will continue to play a leadership role in facilitating support for the improvement of the conditions in the Black Sea Basin.

The specific technical expertise of the international public relations consultant does not have to be transferred to or replaced by the Commission but the Commission needs to develop a strategy for the continuation of these activities. For 2007 three approaches are being used by the Commission. It is continuing to work with the UNDP/ Coca Cola Partnership Every Drop Matters and getting some additional support from the EuropeAid Project. In addition Turkey has seconded a public relations expert on a part time basis. The EuropeAid Project may be able to provide additional assistance in 2008 and the UNDP/Coca Cola partnership has the potential to continue to 2011.

With respect to the ICZM activities there is the PLANCOAST project in Romania and Ukraine which could extend the progress made with the implementation of the ICZM Strategy. In addition the EuropeAid Project is developing a second pilot project which will be very similar to the BSERP supported pilot in Turkey. In fact the EuropeAid Project is using the ICZM Advisory Group as an advisory group to it for the second pilot project. In the short term the PLANCOAST and EuropeAid initiatives will further the implementation of the ICZM in the region.

### Policy Initiative Technical Assistance Summary

POLICY INITIATIVE	CURRENT STATUS	NEXT STEPS
<b>LBSA Protocol</b>	<p>Draft and Annexes completed and approved</p> <p>National workshops held</p> <p>Circulated to the countries for comment</p>	<p>Collation of comments received</p> <p>Discussion and resolution of contradictory comments</p> <p>Finalization of Protocol Legal Implementation</p>
<b>ICZM</b>	<p>Draft Strategy Approved by BSC 2004</p> <p>Feasibility Study Completed</p> <p>Comparative Analysis of Strategy and EU policies completed</p> <p>Pilot Project Organized in Turkey</p>	<p>Second Pilot Project to be organized and implemented by EuropeAid Project</p> <p>Additional work to be done under PLANCOAST EU project in Romania and Ukraine</p> <p>Finalization and Legal Implementation</p>
<b>Legally Binding Document on Fisheries and Conservation of Living Resources</b>	<p>Text approved by BSC in 2005</p> <p>Mapping completed in 5 countries</p> <p>Romania and Bulgaria as EU Member States no longer have jurisdiction for fisheries</p>	<p>Complete the Mapping</p> <p>Develop a mechanism for approval by the EU</p> <p>Finalization and Legal Implementation</p>

## 5.2. Financial Support

In the very short term the EuropeAid Project will provide support for the drafting of convention amendments, and limited extension of the monitoring, ICZM, Biodiversity and public awareness activities as well as support to individual countries in meeting their BS Convention and BSSAP commitments. Other EC projects such as PLANCOAST can also be useful. The BSC can also continue its participation in the EC funded investment activity DABLAS. The UNDP/Coca Cola Partnership could also provide public awareness support potentially through to 2011. There may also be some contract possibilities with specific EC initiatives as has been the case in the past few years where for example a biodiversity expert was hired in the Secretariat through an EU contract.

The BSERP and BSC working together have shown, in a preliminary way, what can be accomplished in the Black Sea to improve the environmental quality through better understanding of the scientific characteristics of the Black Sea Basin, development and to a lesser extent application and of policy and legislation instruments and the marshalling of public support through enabling more broadly based involvement of NGOs and the general public. The member countries must now decide how to continue the positive progress of the BSERP BSC joint activities. The current situation is not sustainable in that the organizational and



programme mandate given to the BSC cannot be achieved with the existing resource base, in fact it cannot be maintained at even a minimal level.

However, while priorities can be identified it is absolutely clear that the existing resource base of the BSC is inadequate to maintain even the core activities related to the existing structure and function. The existing budget covers only the basic staffing of two professional and one administrative staff of the Secretariat. There are virtually no resources available for the maintenance of the advisory groups, for the continuation or completion of the scientific, policy and public awareness activities which have been previously funded by BSERP. The Secretariat has essentially been a two person operation and will continue to do so if action is not taken to increase the financial resources available.

This situation not only severely limits the ability of the Secretariat to support the decisions of the Commission it is also totally inconsistent with the concept of having each country represented in the professional staff of the Secretariat. The BSERP/BSC partnership has shown, in an initial way what can be accomplished toward meeting the objectives of the Commission. Adequate funding is urgently needed to continue this progress. The BSERP has been providing additional funding in the range of 1.5-1.7 million over the past three years directly in support of the Commission core management and work plan activities. That suggests that a budget in that range would be a reasonable amount to sustain progress and guarantee the long term sustainability of the BSC. The benchmark analysis contained in the Institutional Review shows that a level of funding in that range would be consistent with that provided to other similar commissions.

Increasing the budget to the required level will take some time. First, Commissioners must recommend the new level and the allocation of the budget among the Parties to the Convention. Given the varying size, economic base and state of development of the Parties it is unlikely that the current equal sharing of contributions can be sustained. Decisions will be required from the Ministers' meeting in 2008. Following that national budget requests will have to be made. Realistically the fully revised budget could be achieved in 2009 or possibly 2010.

Countries will have to take interim measures to continue Commission activities in the intervening period. Some examples of the ways in which this can be accomplished are as follows:

- Countries may pay for the costs of representatives participation in the Commission and related bodies including travel and per diem costs.
- Each Country could appoint a full time staff person in the country to work on BSC issues.
- Countries could pay for staff with specific expertise to be seconded to the Commission for periods of one year or longer. Turkey has done this on two occasions on a part time basis.
- Countries could review the work of their scientific institutes and see how that work can be used to support the objectives of the Black Sea Commission.
- Countries could review and improve the procedures for sharing of information with the Black Sea Commission.
- Countries could make interim voluntary cash contributions to the Commission where possible.

## 6. Next Steps

First the BSC should continue to actively cooperate with the EC and its on-going initiatives including the EuropeAid project, PLANCOAST, and DABLAS to maximize the impact of these projects on the objectives of the BSC. The BSC should also, in a similar fashion continue the very positive cooperation with the UNDP/Coca Cola Every Drop Counts initiative which is expected to run until 2011.

Obtaining adequate resources for the BSC activities generally will take some time. Assuming that fundamental resourcing decisions are taken at the Ministers' meeting in 2008 it will be the 2009 budget year at the very earliest before national governments can provide the additional funding on a consistent basis. Therefore, a two step strategy should be pursued. First, the Executive Director of the Secretariat should develop and circulate a longer term financial plan using the 1.5-1.7 million USD range as a guideline. Given that some member countries are having difficulties meeting their existing obligations alternative contribution allocation approaches based upon the Institutional Review analysis should be provided. The longer term financial plan should also clearly indicate realistically what level of activity is possible if the present funding situation is continued. The plan should also include the need for future changes of funding over the next 5 to 10 years.

The Executive Director of the Secretariat should also develop and distribute an interim activity plan for BSC activities based upon the existing funds available directly and the activities which can be supported in the short term through the EuropeAid Project, the UNDP/Coca Cola partnership and other short term contracts or contributions.

In addition the Executive Director of the Secretariat should ask each member country to prepare an interim national BSC resource support plan. These national plans should include specific activities, currently funded by BSERP which the national government is prepared to fund. The national interim support plans could range from travel and subsistence support to Advisory Group members through to policy, regulatory or scientific activities which would extend the impact of the activities initiated through the joint BSERP/Black Sea Commission cooperation and should include where relevant country specific or multi- country initiatives funded by the EC such as PLANCOAST.