



SUMMARY OF THE SURVEY ON SUPPORTING STRUCTURES INVOLVED IN THE COVENANT OF MAYORS

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This report has been developed by the Environmental Department of the Province of Barcelona on the framework of the Energy for Mayors project. We would like to express our gratitude to all the SSt that have contributed to the survey giving their valuable knowledge and experience.

The Energy for Mayors project is supported by



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1 BACKGROUND

This survey is part of the 'Energy for Mayors' project supported by the Intelligent Energy programme of the European Commission. The project seeks to promote and help supporting structures in the framework of the Covenant of Mayors. The province of Genoa is leading this project with the participation of 14 partners from different European countries.

One of the first tasks of the project is to define the best practices of Supporting Structures (SSt) around Europe. In order to achieve this goal, the project has undertaken a survey that has been sent by the Covenant of Mayors office to all the SSt officially recognised at September 2010. The number has increased since then. The aim of the survey was to gather the current experiences of the supporting structures that can facilitate and further improve the role and the tasks of these institutions.

The results will support the development of a toolbox for Supporting Structures that will be available on the Internet and to plan a specific training session for SSt to be held in Huelva on 17-19 November 2010. All of these are specific actions and objectives of the 'Energy for Mayors' project.

2 SUMMARY OF THE RESULTS OF THE SURVEY

The results of the survey carried out are very positive because we get the response of many different supporting structures. Overall, thirty-one supporting structures have answered the questionnaire representing 39,2% of the total number of existing SSt at September 2010 (78). The project received contributions from the following countries: Belgium, Bulgaria, Croatia, France, Germany, Greece, Italy, Lithuania, Malta, Netherlands, Poland, Romania, Great Britain, Spain, Ukraine, Sweden, and Cyprus. (For a list of the SSt that have replied the survey see Annex1).

The response of the survey is large enough to get a good quality analysis of the structure, tasks and needs of the SSt. All results shown in the report come, exclusively, from the answers SSt have given in the survey.

2.1 Characteristics of the Supporting Structures

First of all, let us remember, according to the European Commission, what is a Supporting Structure:

“Supporting Structures are defined as those entities that are in a position to provide strategic guidance, technical and/or financial support to municipalities with the political will to sign up to the Covenant of Mayors, but lacking the skills and /or resources to fulfil its requirements, namely the preparation and implementation of Sustainable Energy Action Plan.

The European Commission recognises 2 types of Supporting Structures in the framework of the Covenant of Mayors:

Type I: regional authorities (regions, provinces, counties...), national authorities & national energy agencies (or national authorities)

Type II: Associations/networks of local and regional authorities”

At territorial level there was a higher response from SSt located in Spain and Italy. This is in line with the distribution of SSt in Europe as these countries have a higher number of organisations that are SSt.

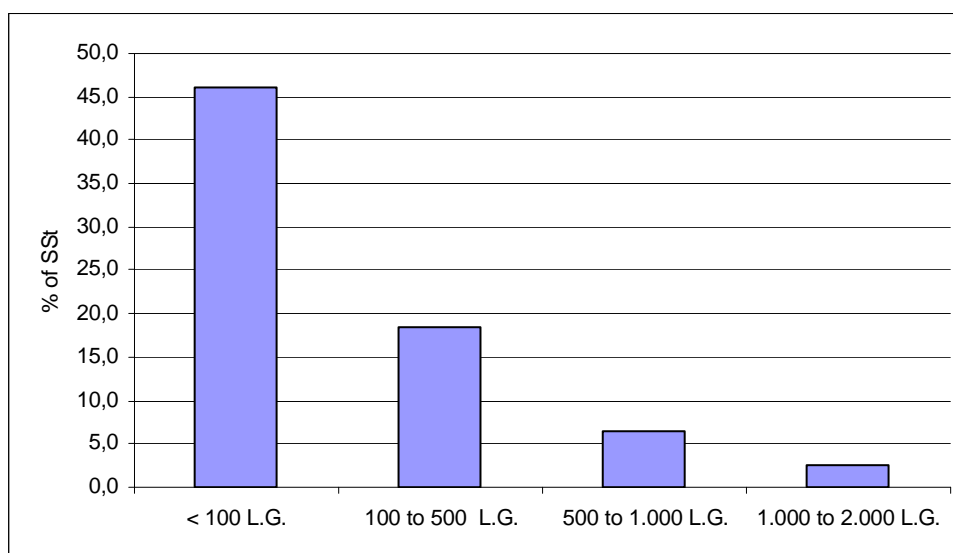
There are many differences in the number of local governments that Supporting Structures represent. In some cases it is a low number (e.g. 6 in the case of Cyprus) and in others it is higher (e.g. 433 in the case of Spain or 108 in Italy). We have to take into account that some Networks of Local Authorities recognised as Type II SSt act at regional (i.e. supranational) level and not only in one country.

The majority of Type I SSt have less than 1 million inhabitants. Almost half of SSt that have replied the survey are Type I (public administration) and 55% are Type II (network).

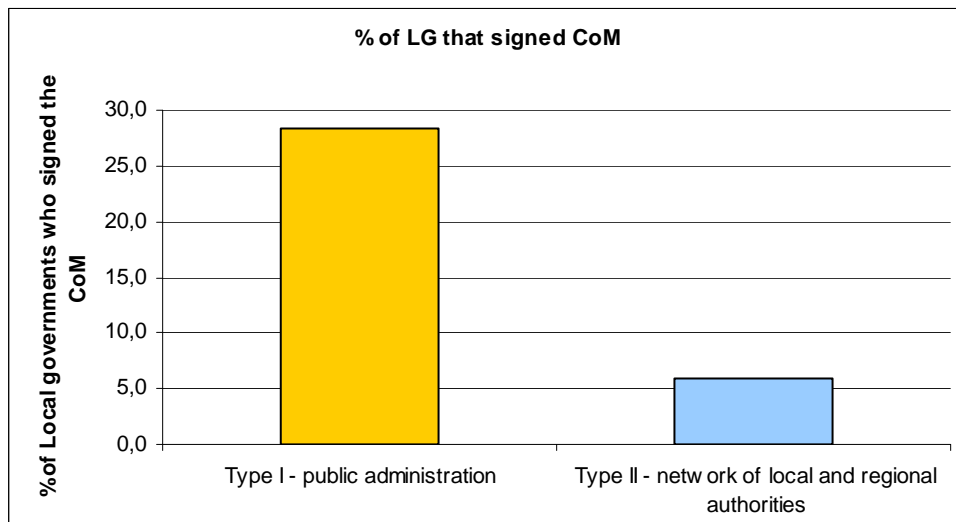
Which kind of SSt is your organisation?	Number of SS	Nre of local authorities	Local authorities that have signed the Covenant of Mayors (CoM)	Total number of inhabitants of these CoM signatories
Type I - public administration	14	1.954	556	10.667.691
Type II - network of local and regional authorities	17	6.873	406	130.816.353
Total	31	8.827	962	141.484.044

Population size	Number of SSt	Number of local governments	Local governments that have signed the Covenant of Mayors (CoM)	Total number of inhabitants of these CoM signatories
< 1.000.000 inh.	19	1.581	390	7.010.323
1.000.000 to 10.000.000 inh.	8	6.078	326	19.473.721
20.000.000 to 50.000.000 inh.	1	1.000	90	39.000.000
> 50.000.000inh	1	136	91	76.000.000
NA	2	32	65	0
Total	31	8.827	962	141.484.044

Most of the SSt have less than 100 local governments in their territory (46% of total SSt). We have to take into account that Type II SSt refers to networks that go beyond a specific territory.

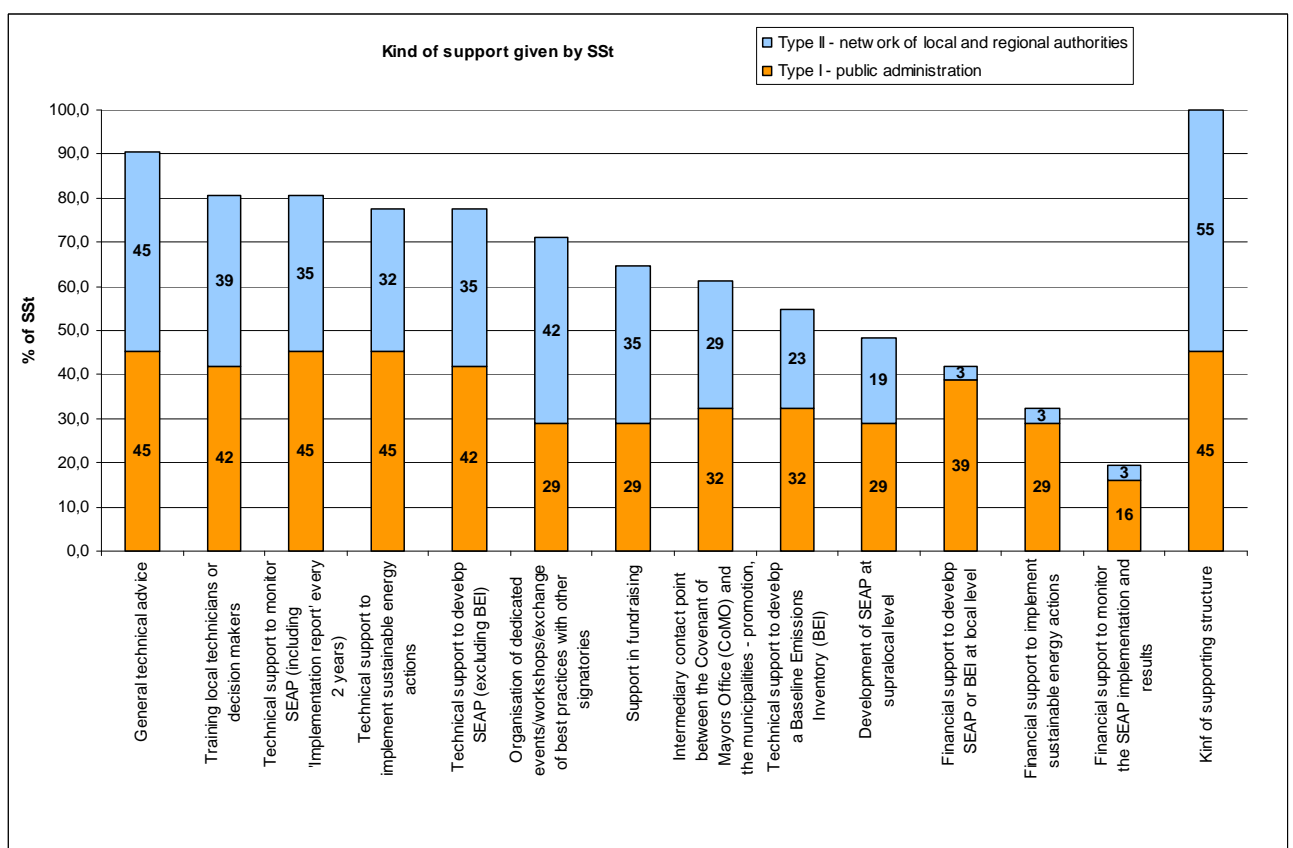


It is also interesting to notice that Type I SSt have a higher % of local governments that have signed the CoM than Type II SSt, according to the survey results. However Type II SSt give support to more LG than Type I (6,873 LG versus 1,894) so more LG can potentially get involved.



2.2 The role of the Supporting Structures

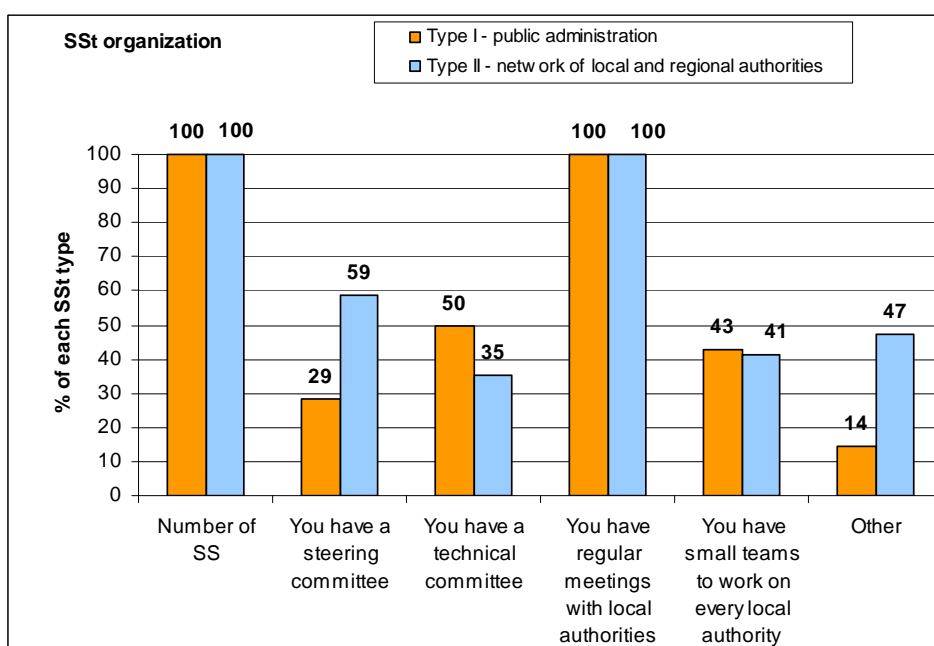
Almost all SSt offer general technical advice (90%), training local technicians or decision makers (80%); technical support to monitor SEAP (including 'Implementation report' every 2 years) (80%), technical support to implement sustainable energy actions (77%) and technical support to develop SEAP (excluding BEI) (77%).



According to the surveys, we can see that both Type I and Type II SSt offer technical support to the local governments. A little more technical support may be given by Type I SSt. Financial support can be just given by Type I SSt, since Type II SSt are not allowed to give it, even though 1 Type II SSt (3%) has answered positively to these questions. However both types of SSt can help governments to find fundraising and financial support from third parties. Financial support is given mainly to develop SEAP or BEI while financial support to monitor SEAP is lower, that might be explained by the fact that Monitoring on SEAP is not a phase already reached by Signatories.

We can see also that, in general, SSt with fewer local governments can offer better support of all kinds to the governments. So SSt with many local governments do not usually achieve a strong impact and good support to their governments in terms of helping them in the tasks related to the Covenant of Mayors. Anyway, we can have some exceptions such as the case of Barcelona province which offers support to many local governments and however it offers a good support to them. This may be due to the strong commitment that has made the province of Barcelona for this line of work.

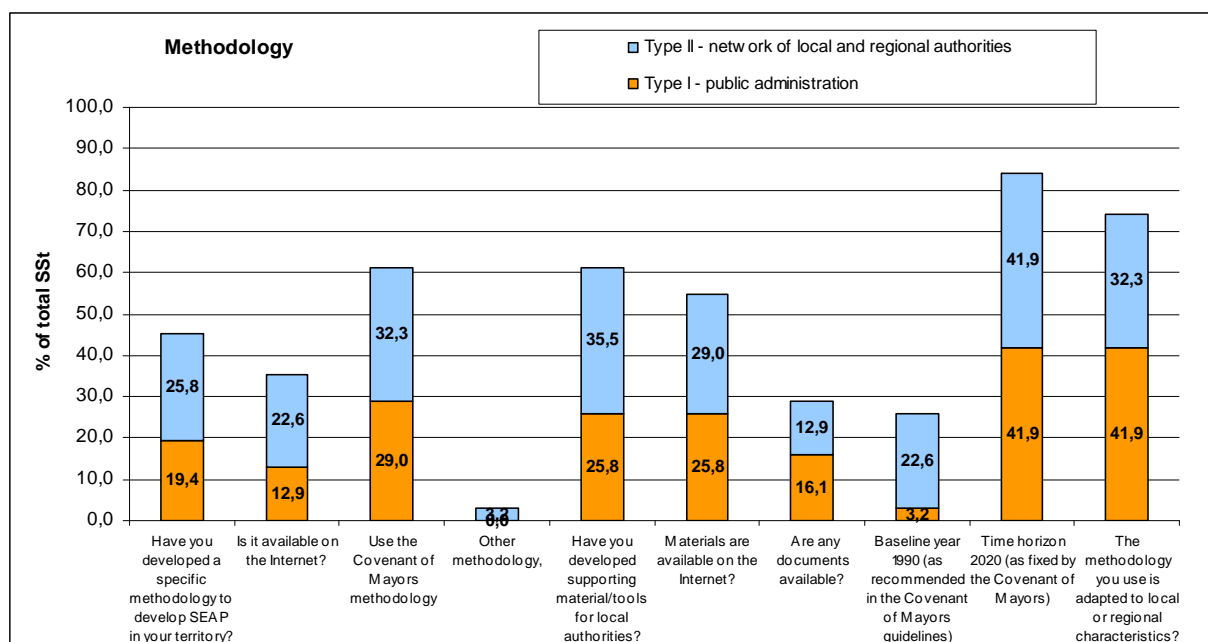
The organisation of SSt to support local authorities is mainly based on technical committees in the case of Type I SSt and in steering committees in the case of Type II SSt. All of them have regular meetings with local authorities and less than half of them have small teams to work on every local authority.



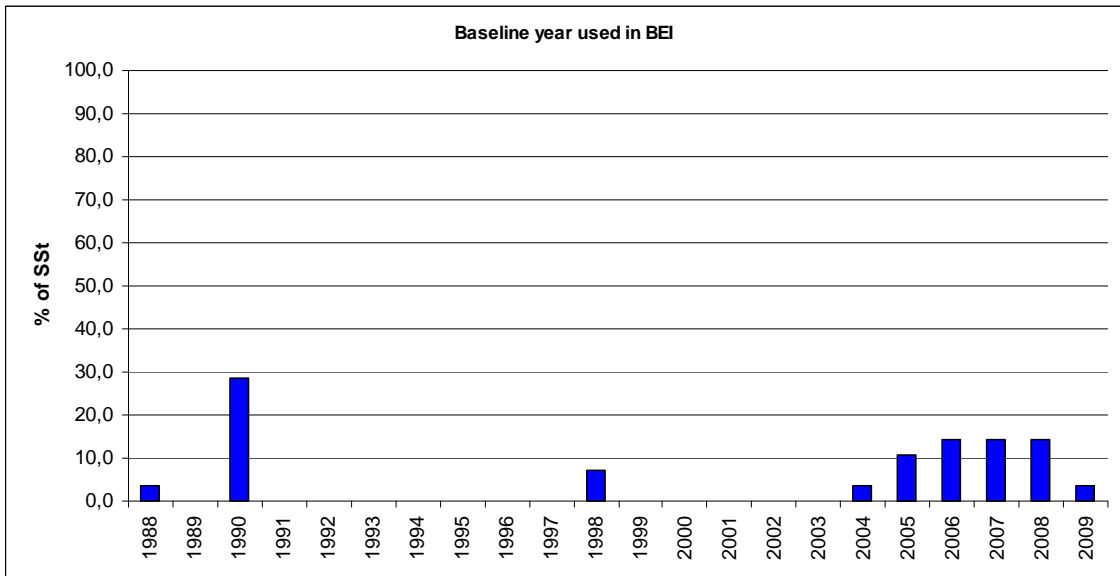
Many SSt (50%) work with own funds, 44% have own and external funds and few , 6% just have external funds.

2.3 Methodologies to develop Sustainable Energy Action Plans (SEAP)

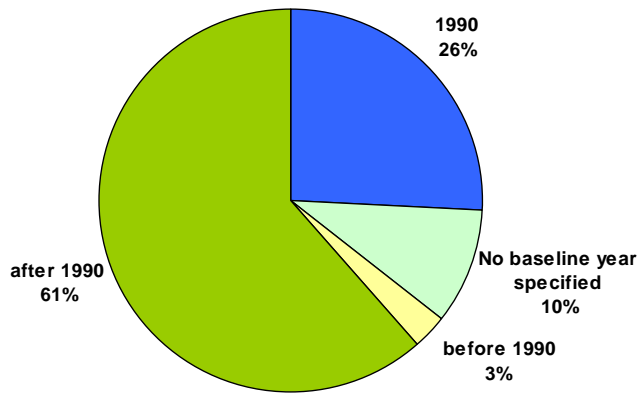
Around 40% of the SSt have created a specific methodology to develop SEAP in their territory and most of those methodologies can be found on the Internet. The other SSt usually apply the methodology elaborated by the CoMO. These methodologies are generally adapted to local or regional characteristics. At the same time more than half of the SSt have developed supporting materials or tools for local authorities that tend to be available online.



The baseline year recommended by SSt to implement the SEAP and the BEI in their territory is 1990 as recommended by the CoMO, but more recent years (from 2005 up to 2009) are commonly adopted due to the lack of data from previous years.



Only 26% of the methodologies use 1990 as the baseline year. On the contrary, almost all the methodologies use 2020, as mandated by the CoMO as time horizon of the SEAPs. Some of them do not use 2020 but a different year (case of NL Agency, Climate Alliance, and Metrex) usually covering longer periods.



Methodologies developed by supporting structures participating in the survey

SSt	Methodology	Characteristics	Added value
Alleanza per il Clima Italia	ECORegion	Based on an Italian country model	Simplicity, comparability, completeness, time-saving
Association “Energy Efficient Cities of Ukraine”	ECORegion		
City of Zagreb, United Nations Development Programme, City of Rijeka, and Association of Cities in the Republic of Croatia		Specific emission factor for electrical energy is used	Data collection has been standardized and monitoring has been simplified
Climate Alliance	ECORegion	Local and regional emission factors calculated considering local and regional energy production and consumption	Transparency, accuracy, reliability, comparability between all the municipalities using the methodology. Automatic export of data into SEAP template
EcoEnergy (Bulgarian Municipal Energy Efficiency Network)	MODEL Common Framework Methodology for development of Municipal Energy Programmes	Adapted to local characteristics of Bulgaria	Covering the whole process of the Municipal energy planning. Tested in 10 European countries. Guidelines on monitoring. Evaluated by JRC for CoM
Klimatkommunerna	“Lathund för inventering” and “Processguide”	Focused a lot on available statistics, and where to find it. Also it gives hints on how to get numbers not in the official statistics	It takes into account the available national statistics
METREX	EUCO2 80/50 project using the GRIP model		Stakeholder participation and commitment
Network of Sustainable Islands of the Aegean		In order that it best fits to the special characteristics of the islands, the methodology was slightly modified through specific technical adaptations and	Training of local authorities staff and local technicians

		assumptions	
NL Agency	Climate menu	Based on a national climate menu from which municipalities can pick their own subjects	The common denominator for all municipalities within a certain range. The organisational assessment which is of utmost importance for the implementation phase
PNEC	MODEL		Detailed, well structured approach with a lot of useful recommendations. Includes powerful communication strategy in the procedure. Provides a detailed inventory of available funds at European level. Handbook with many European experiences.
Province of Barcelona	Own methodology	Includes waste management and water cycle emissions	Arriving to a large number of municipalities in the province. Including energy assessments of municipal facilities for a better knowledge of the situation and to take into account more specific actions
Province of Córdoba		Adapted to data of small municipalities	
Province of Genoa		Focus on aggregate actions for public authority/overall SEAP	BEI starting from a provincial BEI and then disaggregating it using local data
Province of Granada	A common one for Andalusia region	Specific data for a region with an important share of Agriculture	
Province of Huelva		Supralocal SEAP	Supramunicipal application on small towns
Province of La Spezia		1. Specific topics of interest at local level have been covered; 2. Specific emission factors have been used considering the renewable local electric production	Supralocal approach. Integration of energy planning with already existing related plans and regulatory tools.
Province of Rome		http://www.sportelloenergia.info/index.php?section=61	
Union of Bulgarian of Black Sea Loal		Priority on implementation of energy efficiency measures and	The used methodology provides very concrete and prompt values

Authorities		means of collecting energy data base	and database covering all economic sectors. Therefore the forecasts are accurate estimations with regards to energy savings to be achieved.
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List of supporting material/tools developed by Supporting Structures

- Manual on data collection for Baseline Inventory (Alleanza per il Clima Italia)
- Translation to Ukrainian and Russian of the general informational materials and all the relevant documents of the "Covenant of Mayors". In process of adapting and translating into Ukrainian the ECORegion-software in the framework of the project "Capacity Building - Local Climate Protection Ukraine" (Association "Energy Efficient Cities of Ukraine")
- Croatian versions of Handbook for signatories, Adhesion form for signatories, Covenant of Mayors agreement and ELENA handbook. A brochure about the Covenant of Mayors initiative is currently being developed (City of Zagreb)
- Documents describing the methodology and the availability of data (Climate Alliance)
- 152 Energy Audits in 168 municipalities with guidelines on what to do to save CO2 emissions, as well as the <http://www.juntadeandalucia.es/medioambiente/gei/> tool" (Province of Granada)
- Model for the development of sustainable energy plans in the province of Huelva at county and municipal level (Province of Huelva)
- Municipal Energy Planning. Guide for Municipal Decision Makers and Experts (EcoEnergy (Bulgarian Municipal Energy Efficiency Network))
- Promotional material as Supporting Structure, adapted to the national/context and also initiatives and projects contributing to the achievement of the Covenant of Mayors objectives (see: <http://www.energy-cities.eu/-Projects,61->) (Energy Cities)
- Cities4Climate set of 32 cards with energy efficiency projects undertaken by cities in the framework of the EUROCIITIES Climate Change Declaration, which is closely in line with the Covenant (EUROCIITIES)
- GRIP brochure (METREX - The Network of European Metropolitan Regions and Areas)
- BEI/MEI tool, training material (Network of Sustainable Islands of the Aegean)
- Multiple, name the subject and we have got a tool" (NL Agency)
- Communication material. BEI (Province of Genoa)

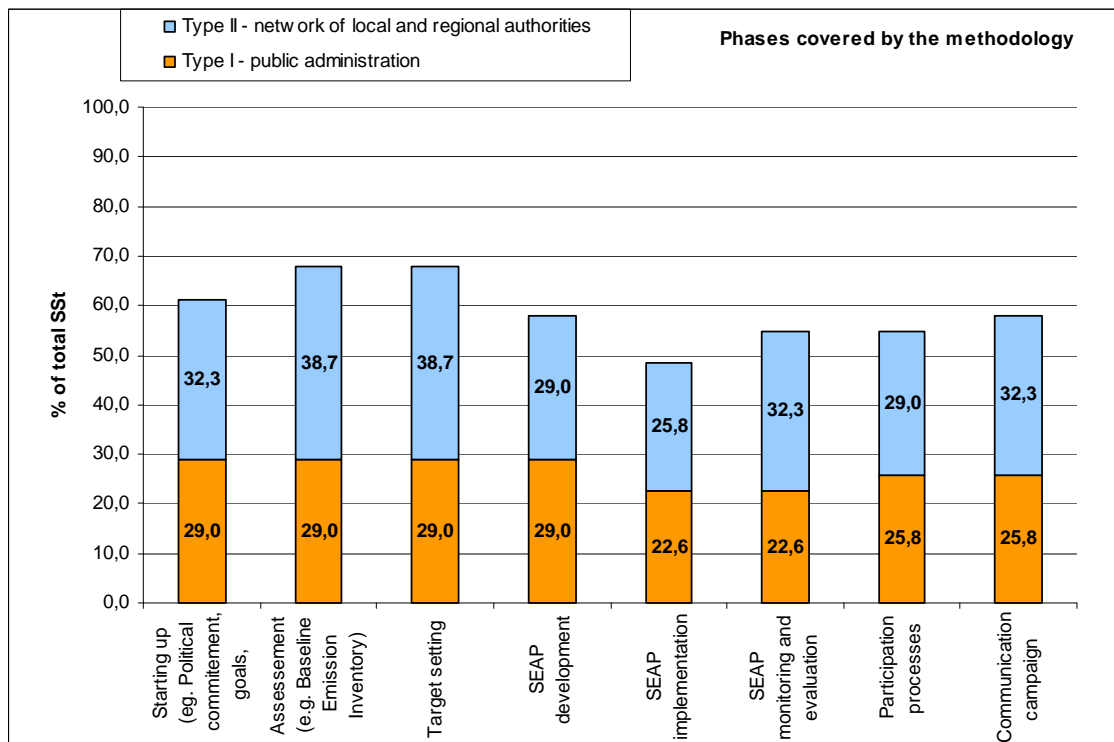
- BEI and SEAP report for each municipality of La Spezia Province. SEAP methodology guidelines (one for all the municipalities) (Province of La Spezia)
- Polish version of the handbook entitled "Municipal Energy Planning. Guide for municipal decision-makers and experts" based on the MODEL methodology (available in paper version and included on the MODEL CD). Table for collecting data on energy consumption and energy characteristics of buildings. (The Association of Municipalities Polish Network "Energie Cités" (PNEC))
- Guidelines on how to develop sustainable energy plans. Guidelines on the process of SEPs development. (Union of Bulgarian of Black Sea Local Authorities)
- Diputació de Barcelona has made a Pack of communication resources and a Guidebook of resources for implementation with sustainable energy actions. These materials can be found on the Internet.

2.4 Methodologies, tools and good practices

2.4.1 Phases covered by the methodology

The majority of the methodologies are considering all the following phases:

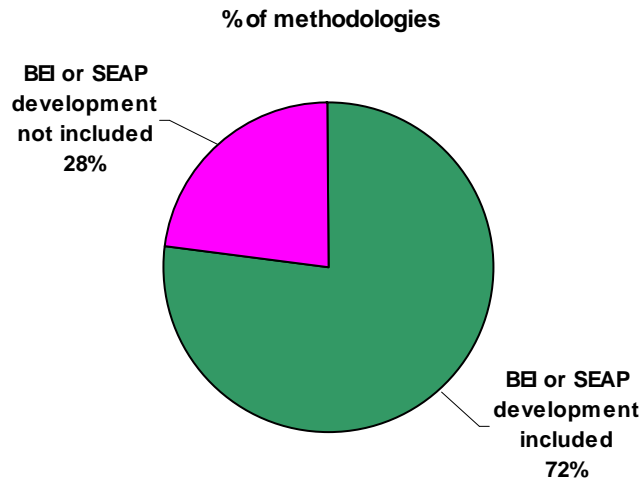
- Starting up (e.g. political commitment, goals, resources, etc.)
- Assessment (e.g. Baseline Emission Inventory)
- Targeting setting
- SEAP development
- SEAP implementation
- SEAP monitoring and evaluation
- Participation processes
- Communication campaign



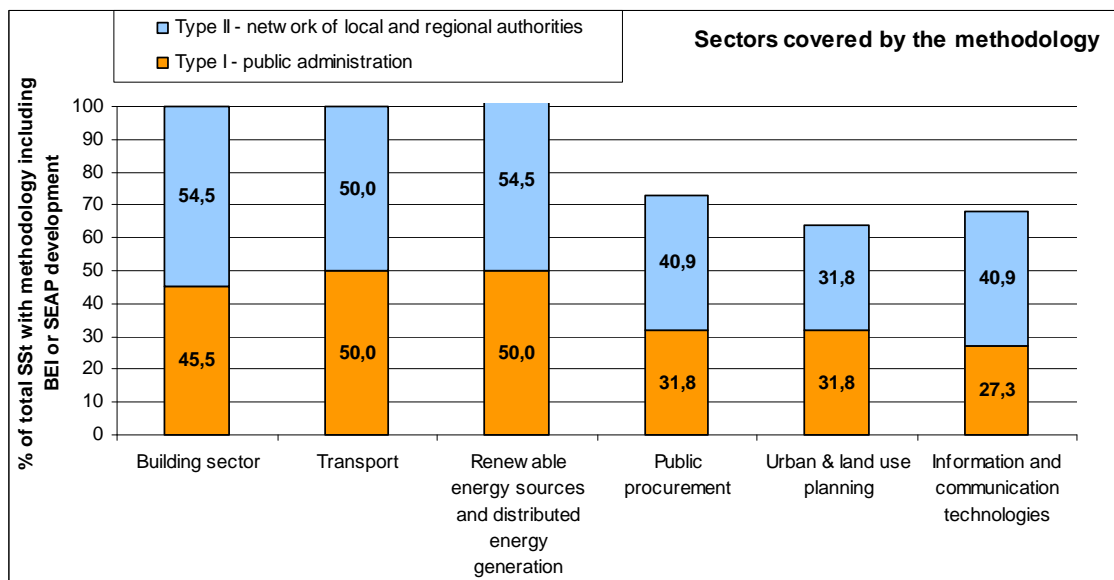
However, there are around 20% of these methodologies that do not include targeting setting, some or any of the tasks related with SEAPs, participation processes or communication campaigns. It is also interesting to remark that 28% of the methodologies do not include SEAP or BEI development.

Some added values highlighted by the SSt are:

- Including energy assessments visits to municipal buildings and equipments (maximum 10 visits per municipality) so a more realistic knowledge is achieved and more specific actions can be taken into account,
- Making supramunicipal SEAP or making a supramunicipal BEI and then adapt it to local data, specially when towns are very small.
- Some methodologies have been tested by the JRC and in EU and non-EU countries.
- Integration of energy planning with already existing planning and regulatory tools related to urban management, building rules, mobility planning, waste, and water management.
- Climate Alliance shows as an added value automatic export of data into SEAP template
- Etc.

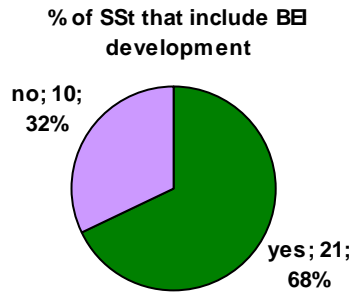


Regarding the sectors covered by the methodologies of those SSt that include SEAP or BEI development (72% of SSt), almost all of them include the building sector and transport, and all of them incorporate renewable energy sources and distributed energy generation. On the contrary, only around 30% of the SSt methodologies exclude public procurement, urban and land use planning, and information and communication technologies.

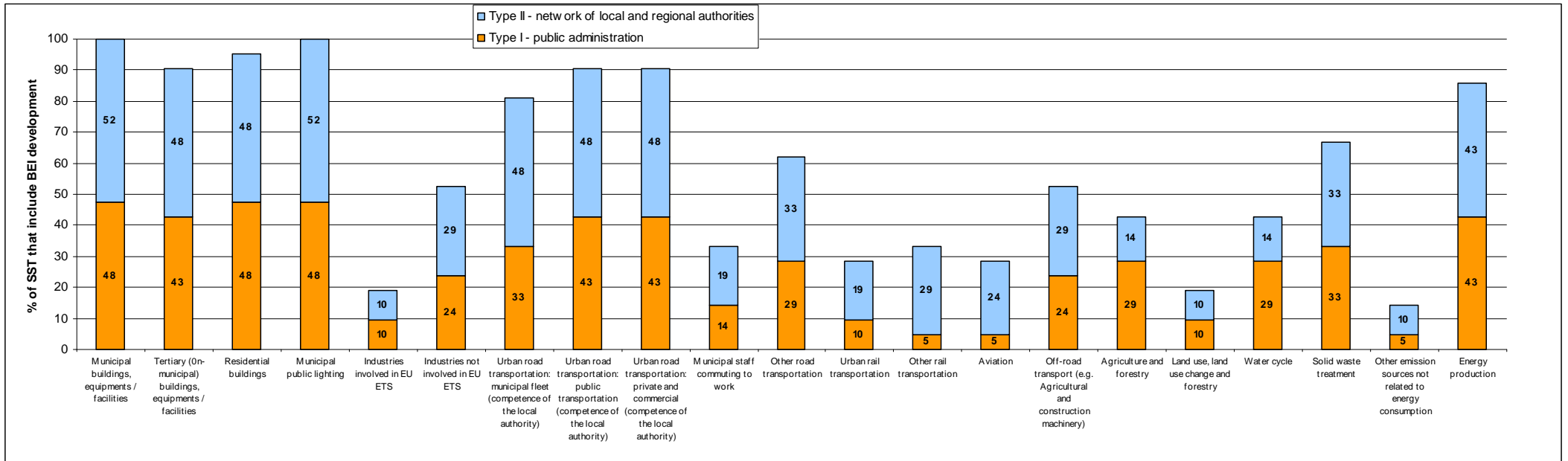


2.4.2 BEI topics

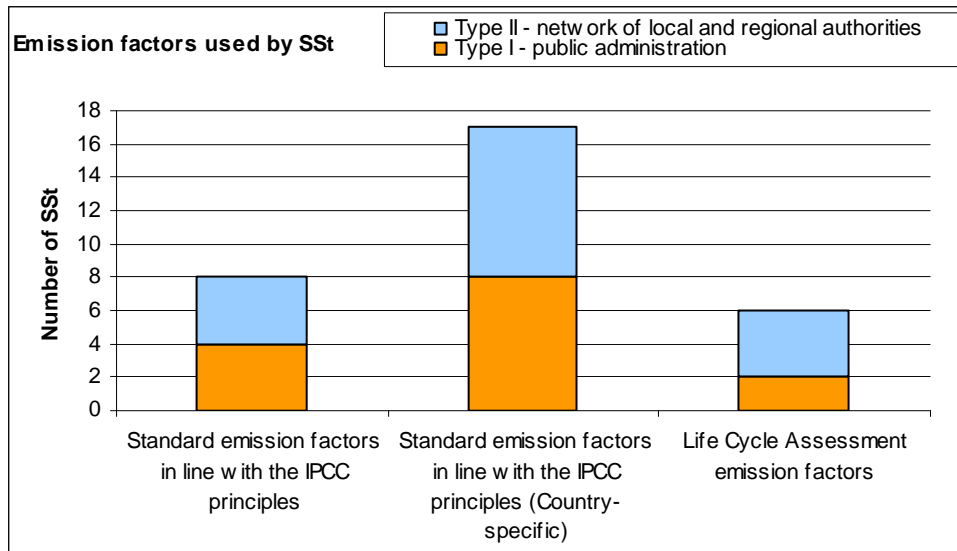
One third of the methodologies do not include BEI development. That means that 21 SSt have answered which topics are included in BEI.



There are many topics included in the Baseline Inventories. All of them include municipal buildings, equipments or facilities and municipal public lighting. Other issues included in more than 80% of the BEI are: tertiary (non-municipal) buildings, equipments or facilities, residential buildings, urban road transportation when is a competence of the local authority and energy production. Around half of the methodologies incorporate other road transportation, off-road transport (e.g. agricultural and construction machinery), and waste treatment. Finally, less than half of the SSt include the following topics: municipal staff commuting to work, agriculture and forestry, rail transportation, aviation, water cycle, solid waste treatment, industries not involved in EU ETS, industries involved in EU ETS, land use, and other emission sources not related to energy consumption (these three last ones are the less analyzed issues). The results show the importance and predominance in the baseline emission inventories of topics that municipalities are in charge of.



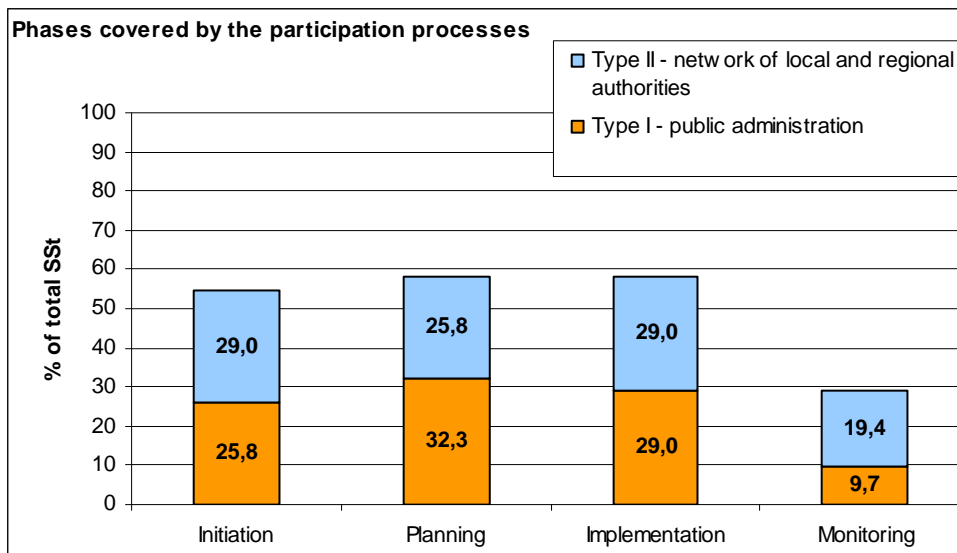
For the development of the BEI the majority of the SSt (> 80%) use the standard emission factors in line with the IPCC principles (country-specific), > 35% use standard emission factors in line with the IPCC principles and finally, the life cycle assessment emission factors are the less utilized (by 20% of the SSt). Some SSt use different emissions factors.



About the gases measured in the BEI, the majority of the SSt (68%) only include CO₂ emissions and the other ones work with CO₂ equivalent.

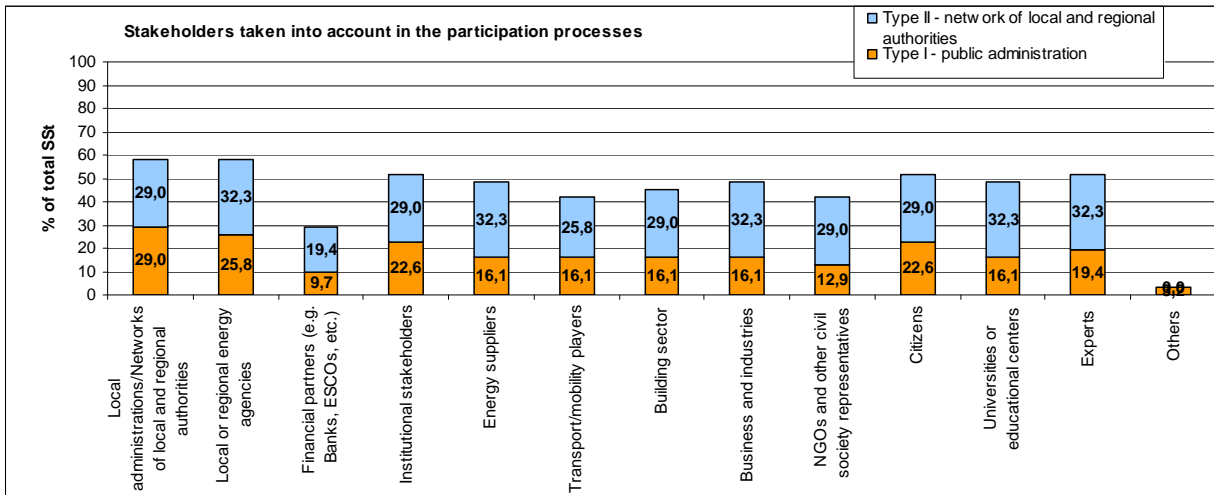
2.4.3 Participation processes

More than 60% of the methodologies include stakeholders' participation in the SEAP development phases: initiation, planning, implementation, and monitoring. Although in the monitoring phase is where the participation processes are less present.

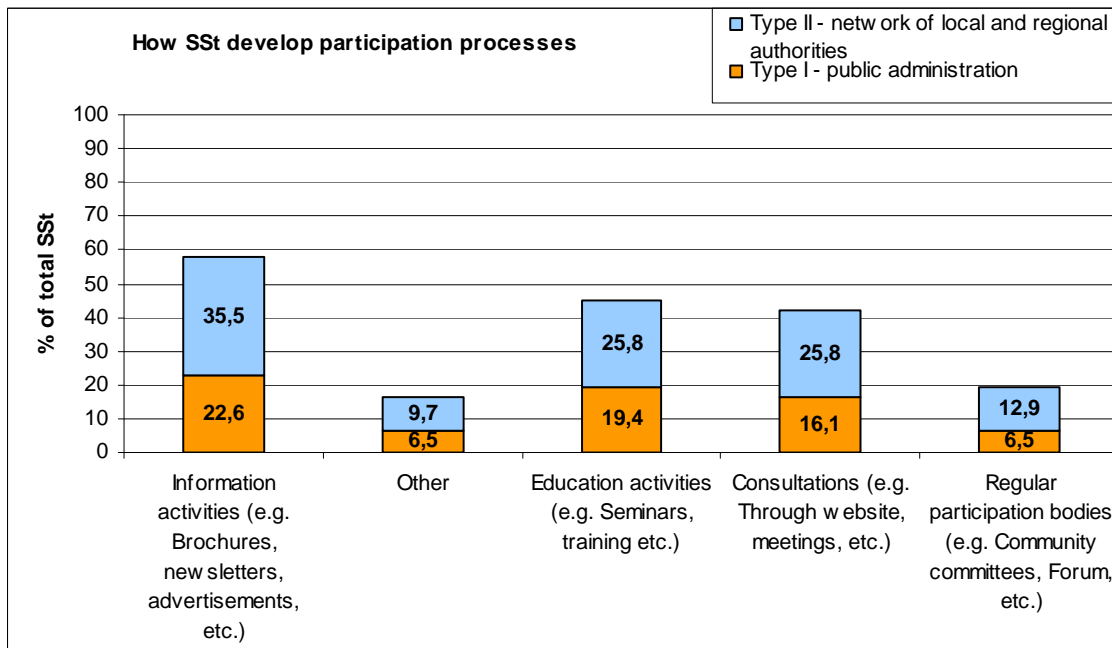


Usually many different stakeholders take part in these processes: local administrations/networks of local and regional authorities, local or regional energy agencies, financial partners (e.g. banks, ESCOs, etc.), institutional stakeholders, energy suppliers, transport/mobility players, building sector, business and industries, NGOs and other civil society representatives, citizens, universities or educational centres, and experts. However, some stakeholders are usually engaged by SSt, such as the administrations and the energy agencies, whereas others are rarely involved such as financial partners.

Methodologies use different resources and tools to involve stakeholders in participation processes. Almost all the SSt that include participation develop information activities (e.g. brochures, newsletters, advertisements, etc.) to engage stakeholders. Other resources also widely used are: education activities (e.g. seminars, training etc.) and consultations (e.g. through website, meetings, etc.). Regular participation bodies (e.g. community committees, forum, etc.) are rare, only established by 30% of the SSt that develop participation.



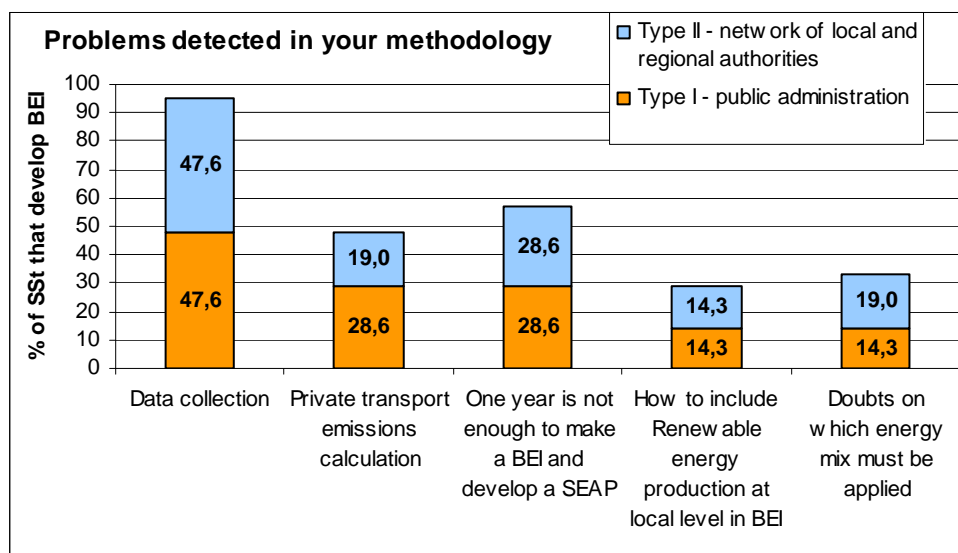
More than 50% of the methodologies include the development of brochures, newsletters and several information activities in order to implement participation. Education activities and consultations are also usual ways to improve participation. Less than 20% of SSt have regular participation bodies.



2.4.4 Main problems detected by SSt

Overall, data collection is the main problem encountered by SSt to develop and implement their methodology. All the SSt that answered this question, those SSt that develop BEI, marked this problem. Around 57% of the SSt think that one year is not

enough to make a BEI and develop a SEAP and 47% that it is difficult to calculate greenhouse gases emissions of private transport. Around 30% of the SSt consider also other problems: doubts on which energy mix must be applied and inclusion in the BEI of renewable energy production at local level.

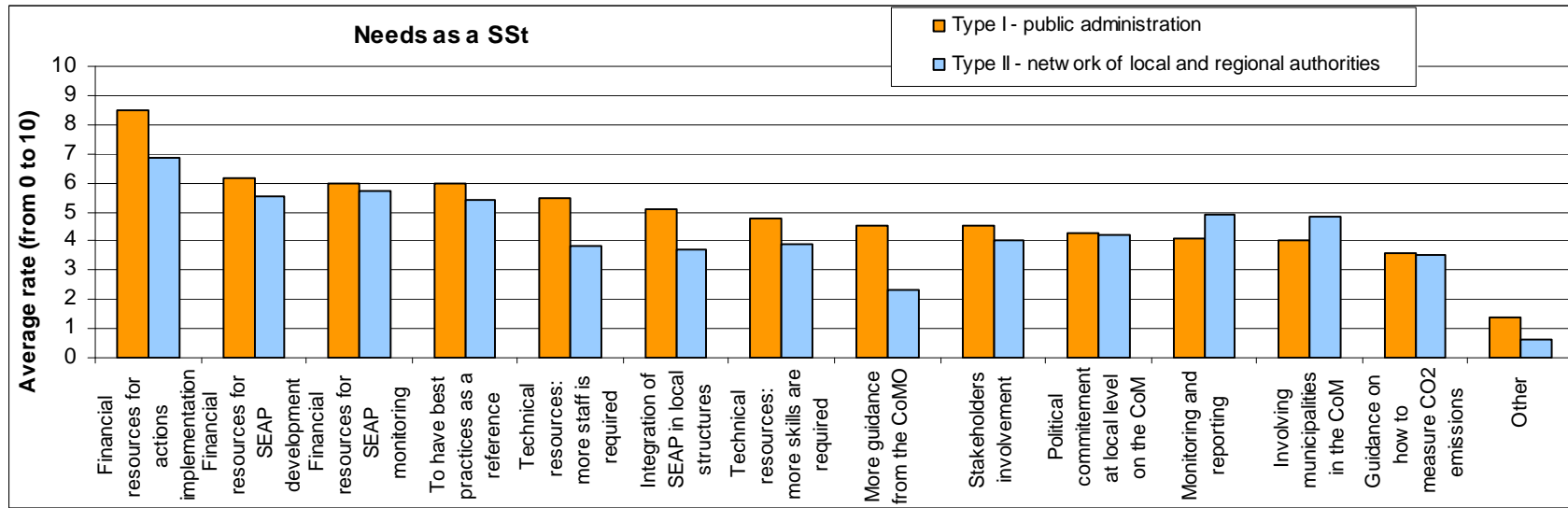
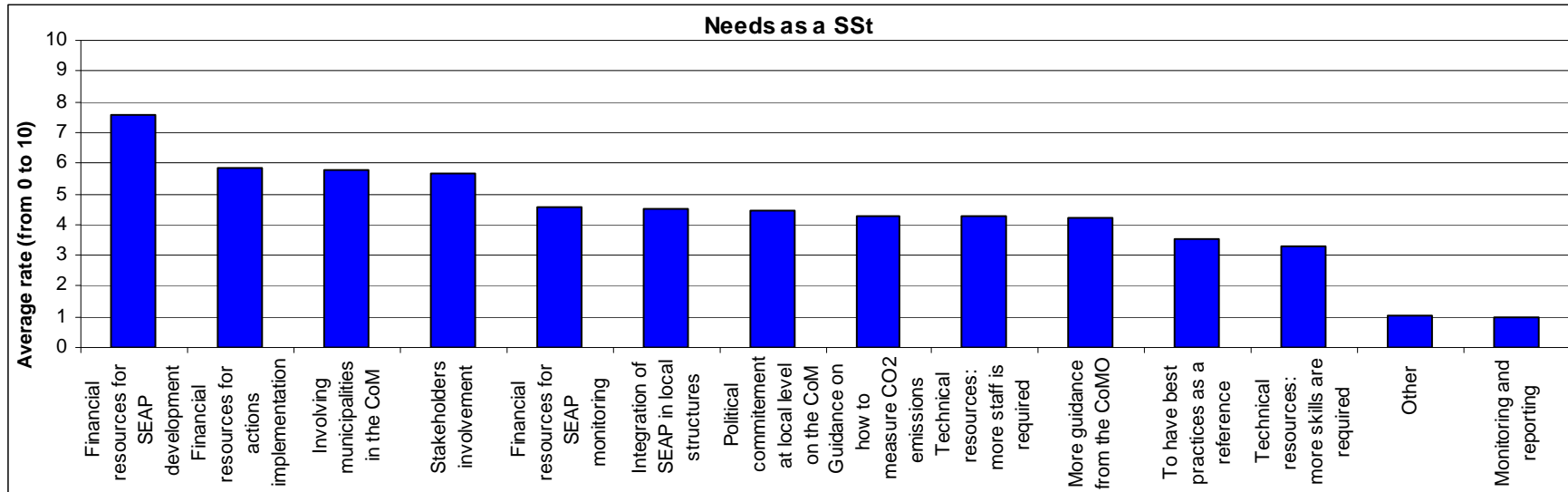


The lack of data usually is solved by changing the baseline year to another one where data is more available, as the results of the survey confirm (see 2.3).

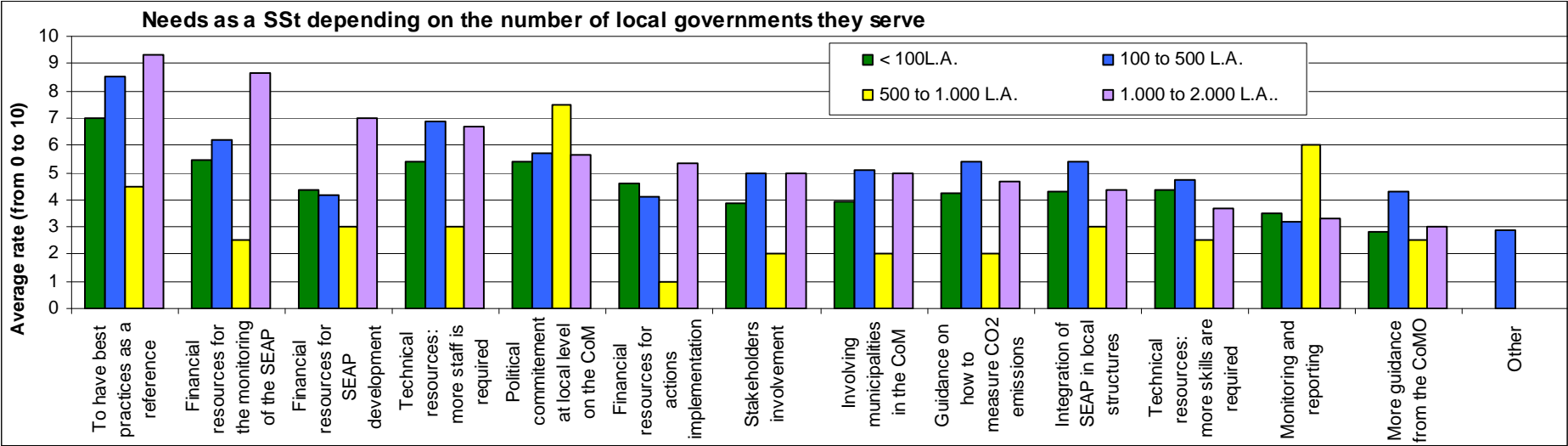
2.5 The needs of the Supporting Structures

The results of the questionnaire clearly show that financial support is one of the needs more requested by the SSt, specially financial resources to implement actions, but also for the development and the monitoring of the SEAP. Another important issue highlighted by SSt is the need to have best practices as a reference. Other issues have been considered less necessary: more guidance from the CoMO and guidance on how to measure CO₂ emissions.

Type I and II SSt have both the same priorities; financial needs are the most important ones. However there are some differences since Type II SSt have more needs than Type I SSt in involving municipalities to join the CoM, and in monitoring and reporting.



If we analyse results depending on how many local governments the SSt serve we can see that big SSt (those with more than 1,000 L.G.) have more needs than smaller ones. Financial needs are again the main ones for all SSt, but to have best practices as a reference and more guidance on how to measure CO₂ emissions highlight for medium size SSt (those having from 500 to 1,000 L.G.).



2.6 Training needs

Training needs of SSt are very similar to the general needs although technical aspects are considered more importance in this case. The training contents that SSt demand the most are:

1) Technical aspects related with: the development of the SEAP (for implementation and/or monitoring), the development of the Baseline Emission Inventory, information on sustainable energy actions. Methodology and tools are required.

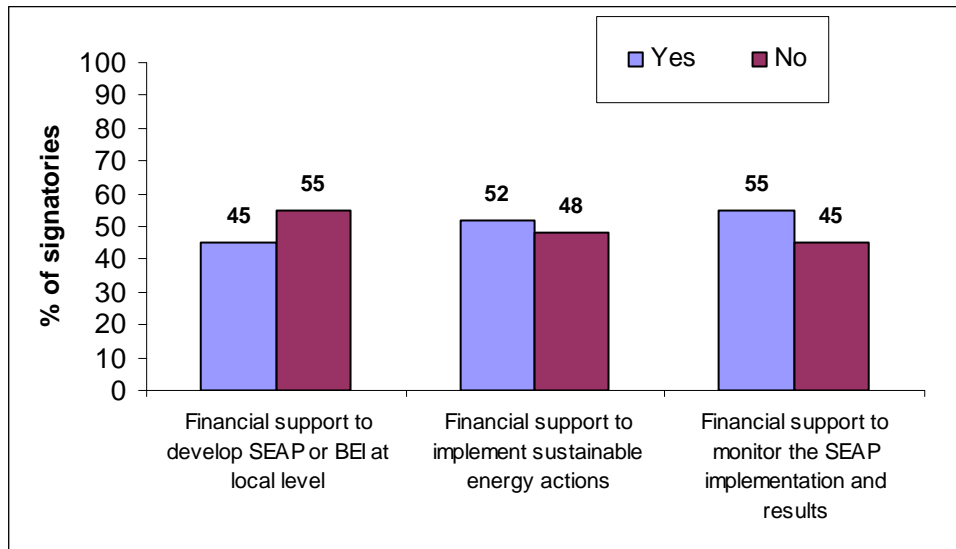
2) Financial resources (sources, models) to develop the Covenant of Mayors actions: European financial opportunities (e.g. a course on ELENA and BEI with concrete information on how to apply), national, regional.

Other training needs expressed by the SSt in the questionnaire answers are:

- Learn about best practices and experiences of other SSt and municipalities of different sizes. The toolbox developed by the Energy for Mayors project could contain a compilation of best practices.
- Sources with dissemination and promotional materials for public awareness.
- Networking activities between SSt.
- Best ways of presenting CoM advantages to encourage more cities to join the initiative
- Training to be able to advice the towns of SSt about the methodology of the Covenant of Mayors. Technical knowledge of energy issues to enable SSt to answer questions from their members about their BEI and SEAP.
- Capacity to coordinate various programs and projects with impact on reducing local emissions.
- Training at all level: political and technical
- Supporting the climate citizen's movement
- Participation: involving stakeholders in the SEAP phases in a succesful way, commitment of the local and regional authorities in the planning process.

2.7 The success of the Supporting Structures work

Most SSt consider as a success the number of municipalities they managed to involve in the Covenant.



There are some interesting experiences like the province of Rome, that has developed several programs at several levels (schools involvement, renewable energy implementation..), and the province of Barcelona, that has reach an agreement with the the European Investment Bank (EIB) in order to get financial resources to implement actions on sustainable energy.

On the other hand Climate Alliance remarks are interesting too:

“Due to the very similar concept of Climate Alliance and the Covenant of Mayors (commitment to a target, regular monitoring), until now only few CA members (some 60) have adhered to the Covenant of Mayors. Our members are undertaking a lot of actions which could feed the Covenant, but due to the absence of perceived added value by the cities, only a minority has joined until today”.

3 CONCLUSIONS

Overall the results of the survey carried out for the Energy for Mayors project are very positive because many contributions were received and they gave enough information to be able to get a general idea of the characteristics, needs and problems of the SSt around Europe. Some general conclusions of the survey are presented below:

- 1) Thirty Supporting Structures (SSt) of the Covenant of Mayors out of seventy-nine have replied the survey, that is 39% of SSt answered the survey.
- 2) Almost half of the SSt, 45%, that have replied the survey are Type I (Public administrations and local authorities). The other 55%, are Type II (Associations and networks of local and regional authorities). However Type II SSt give support to more LG than Type I (6873 LG versus 1894) so more LG can potentially get involved.
- 3) Type I SSt have more local governments that joined the CoM, 29% of local governments (LG) in type I SSt while type II SSt have only 6% of LG involved, according to the answers received in the survey.
- 4) More than 70% of the SSt give support to local governments to elaborate their Sustainable Energy Action Plans (SEAP) and Baseline Emissions Inventories (BEI).
- 5) Participation processes are usually included in the SEAP development and monitoring: more than 60% of the methodologies include stakeholders' participation engaging different types of stakeholders. Information activities, education activities and consultations are the most common ways to develop participation, on the other hand few SSt have regular participation bodies.
- 6) The lack of data to elaborate the BEI is general and as a consequence the baseline year of the BEI is mainly after 1990: 2005 and the following years.
- 7) Around 45% of the SSt have created a specific methodology to develop SEAP in their territory (most can be found on the Internet). The other SSt usually apply the methodology elaborated by the CoMO.
- 8) The main needs of the local governments are focused on financial support, especially to implement actions but also for the development and the monitoring of the SEAP. Type I and II SSt have both the same priorities; financial needs

are the most important ones. However, there are some differences since Type II SSt have more needs than Type I SSt in involving municipalities to join the CoM, in political commitment at local level in the CoM and in monitoring and reporting. Technical support and tools are also required particularly regarding training needs of SSt.

ANNEX I. LIST OF SUPPORTING STRUCTURES ANSWERING THE SURVEY

Type I - Public administrations and local authorities (14 out of 38):

- Communauté de Communes du Val d'Ille (France)
- NL Agency (Netherlands)
- Province of Alicante (Spain)
- Province of Barcelona (Spain)
- Province of Córdoba (Spain)
- Province of Genoa (Italy)
- Province of Granada (Spain)
- Province of Huelva (Spain)
- Province of Jaén (Spain)
- Province of La Spezia (Italy)
- Province of Modena (Italy)
- Province of Rome (Italy)
- Province of Torino (Italy)
- KREA - Kaunas Regional Energy Agency (Lithuania)¹

Type II – Associations and networks of local and regional authorities (17 out of 35):

- Alleanza per il Clima Italia (Italy)
- Association "Energy Efficient Cities of Ukraine" (Ukraine)
- City of Zagreb (Croatia). Plus United Nations Development Programme, City of Rijeka, and Association of Cities in the Republic of Croatia.
- Climate Alliance (Germany)
- Cyprus Union of Communities (Cyprus)
- EcoEnergy (Bulgarian Municipal Energy Efficiency Network) (Bulgaria)
- Energy Cities (France)
- EUROCITIES (Belgium)
- European New Towns Platform (Belgium)
- Klimatkommunerna (Sweden)
- Local Councils' Association (Malta)

¹ Since KREA has answered this survey and gives support to municipalities, we have considered the data of this entity although it is not a Supporting Structure

- METREX - The Network of European Metropolitan Regions and Areas (Scotland UK)
- Network of Sustainable Islands of the Aegean (Greece)
- ORASE ENERGIE ROMANIA (Romania)
- Polis (Belgium)
- The Association of Municipalities Polish Network "Energie Cités" (PNEC) (Poland)
- Union of Bulgarian of Black Sea Local Authorities (Bulgaria)