

Master's Thesis  
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Urban Design  
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## LIST OF ACRONYMS & ABBREVIATIONS

BDZ -	Bulgarian Railway Company (Balgarski darzhavni jeleznitci)
DPPI –	Bulgarian Ports Infrastructure Company (Darzhavno predpriatie ‘Pristanishтна Infrastruktura’)
EU –	European Union
MRRB –	Ministry for Regional Development and Public Works (Ministerstvo na regionalното razvitie i blagoustroistvo)
NKJI –	Bulgarian Railway Infrastructure Company (Natsionalna kompaniq ‘Jelezopatna infrastruktura’)
OP –	Operative Programme (of the European Union)
PAZ –	‘Public Access Zone’ Company
PPP -	Public Private Partnership

**1**

What does a SuperCity [SuperGRAD] mean? Who creates it? Who lives/wants to live there?

Burgas is situated on the Black Sea coast - not a bad location, ha! There is the sea, the beaches along it, the summer breeze and the constant shout of the seagulls. You can walk in the sea garden looking from above at the beautiful blue-green sea and thinking you are in heaven. What else do you need to be happy? Only if you are on holiday, though!!!

Coz everyday life in Burgas does not come down only to lying down on the beach but much more to the overall quality of living in the city. That's why there are so many other aspects that have to be as well considered when thinking of the SuperCity. The city itself is the place where people live, work, rest and enjoy, it is the place where ideas can be easier and faster exchanged, it is the place where nature and architecture meet, collide or interlace in each other. The city should belong to the people and it should be up to them to define and decide how they want to live in it. It's a question of will for participation and openness for innovation, not only of top-down made decisions.



**2**

And then another question should come >>

'What else belongs to our city that we haven't yet occupied?'

The PORT of Burgas has always marked the central skyline of the city but how often has the regular citizen been there? Except for the people working there or for the travelling on boat it has not been a place of interest for the rest of the citizens till now.

This, however, is going to be changed by 2013. A new zone for PUBLIC ACCESS is being developed now in the Eastern part of the harbour. Finally the port area, the city center and the sea garden can become one united major pedestrian zone of the city.

This sounds really great, right?!

**3**

But what comes next? Free public zone with new hotels, shops, marina ports and cruise terminals? Is this enough? Can the average citizen actually use the harbour spaces in another way - for personal development, for education, for work or for living, or should this area stay predominantly devoted to touristic activities? Can society have public meetings and demonstrations there?

What if the industrial development of the Western part of the harbour goes really down and the crane relics stay unused sticking out in the sky for the next decades? Can we imagine the future development of the port based only on growth and investments? Isn't the greater port development plan, in fact, just a 'Chimera'-vision which can never become true, especially after the world economic crisis? So many questions to be thought of!!! Of course, no one knows how things will change and what will happen but thinking about the future of the important for the city territories should at least make people more alert and maybe even more sensitive about the forgotten assets of their city.

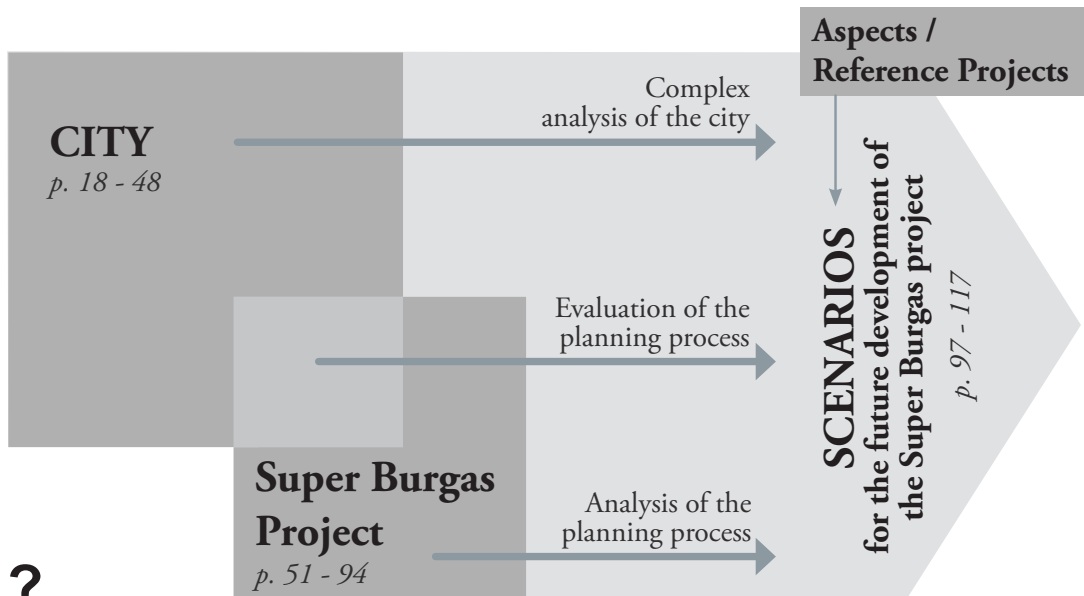
Fig.i.: Personal outcome from the 'Super City' workshop in March 2012, Burgas / own illustration

## PERSONAL MOTIVES

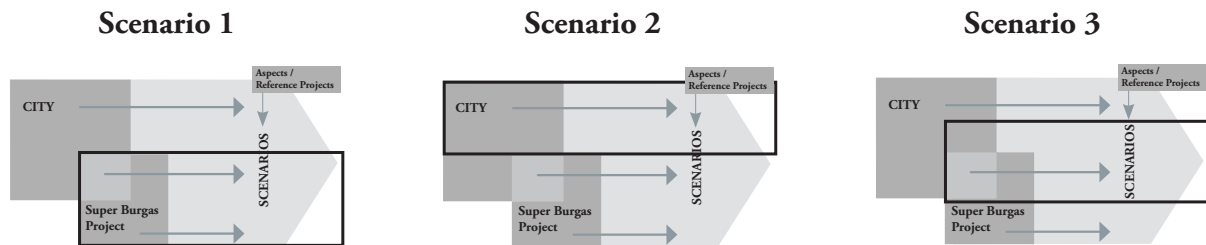
There are two reasons for which I was inspired and motivated to do a research on the waterfront regeneration in Burgas.

The first one was my living and academic experience in the port city of Hamburg where major waterfront developments have been actively taking place in the last fifteen years. Throughout the education in the master programme of Urban Design at the HafenCity university I could get insights in different waterfront projects as well as I could develop new analytical and theoretical skills for a better understanding of the urban and built environment.

The second reason was my visit in Burgas in March 2012 where I attended the first edition of the 'Vkliuchi Grada' festival for contemporary art in public spaces. It took place in the Sea Garden - the main seaside park, and its aim was to activate a new sense of perception in local citizens of their own living environment. Several workshops were integrated in the festival programme, one of which - the 'Super City' workshop - was raising the question 'how should the city of Burgas look like in the future?'. As a participant at this workshop I had the opportunity to talk to different actors in the city among which was also the management staff of the port authority. That is when and where I got more familiar with the Super Burgas waterfront project and could receive first impressions on the stakeholders' attitude to its future. The meeting at the harbour, the ongoing exchange of ideas with the other participants and the workshop organisers, as well as the already mentioned above experiences from Hamburg, inspired me to go deeper into the topic of the city-port relation and to use the outcome of the workshop (*see fig. i*) as the foundation of the present thesis.



Is the planning process open and adaptable enough when it comes to the realization of mega investment projects on the waterfront?



## ABSTRACT & STRUCTURE

This master thesis aims to unveil and analyze the process of planning and realization of the 'Super Burgas' project - a major waterfront redevelopment in the city of Burgas, Bulgaria, and in the same time to position it within the future development of this city using the scenario-oriented method. This will hopefully lead to a better understanding of the planning processes, including the conception of the Master Plan and the interests of the different actors, behind the redevelopment of the area. Based on the planning analysis, the main components of the actual development stage are identified and their main characteristics are outlined as well as the problems and benefits they can cause or bring to the city.

In order to understand the project in the context of the city, the thesis attempts first to analyze the historic and current morphology of the city and its life, its current development trends and residents' relationship to the sea and the waterfront. These form the foundation for the future projections of the Master Plan on the scale of the whole city. Three possible scenarios of the outcome of the planning processes are presented. The first scenario is based on the forecasts of the current Master Plan. The second represents an alternative to it. Finally, the third one is a mixture of the first two. The three scenarios not only outline three future opportunities but also emphasize important aspects that should be taken into consideration when planning for the waterfront redevelopment.

All in all, the examination of the complexity of waterfront restructuring from a historical perspective of past, current and future leads not only to a better reconstruction of the temporal planning process of such areas but at the same time it emphasizes the need for open and dynamic planning processes when it comes to the realization of superior visions.

## MASTER PLAN TERMINOLOGY

In the case of Burgas a special remark on the term of the *Master Plan* should be made in order to clarify the content and role of this planning instrument. First of all, it should be clearly stated that there does not exist any document entitled: master plan of the Burgas waterfront development.

As there is no certain definition of the term, neither in the Bulgarian planning system nor in the international discourse. There is, however, a common understanding of a master plan as a visionary long-ranged planning instrument that sets a development framework for the future of urban areas. The extent to which it goes into detail depends on the specific planning situation and context. Regardless of the exact content of a master plan, the substantial time lapses between the drafting of the plan and the actual implementation must always be taken into consideration. For this reason a master plan should be understood as a strategic document that allows for review and revision of its programming over time due to changing circumstances and intentions in the planning process. An example of such a flexible waterfront master plan is the Masterplan of the HafenCity, Hamburg which

*“outlines the urban development concept for the extension and enlargement of Hamburg’s city centre by means of transformation of nearby former harbour areas. [...] it is a flexible, adaptable concept. It will be continuously updated and refined and will take shape as part of an ongoing development process”*

*(HafenCity Hamburg – the Masterplan, 2006)*

In Burgas the first concrete design concept for the whole territory was developed in 2010 and was based on the results of a pre-investment study, which was carried out parallel to it. These two documents represent together the only general development concept for the city waterfront by now and in this sense will be treated in the present master thesis as the most recent approved by the developers Master Plan of the Burgas waterfront.



# INTRODUCTION

Due to the world-wide containerization and computerization of port industry ever since the 1960s which had led to rationalization of transshipment and spatial relocation of functions previously bound to the port (*Schubert, 2007*), traditional port areas had to be expanded over new territories in order to answer the changed needs of the sea commerce or they had to be completely closed down for port industrial uses and needed revitalization via new more urban orientated land-uses. In Burgas as well, the waterfront revitalisation was provoked through the spatial relocation of port functions to the more industrial part of the harbour, which is supposed to be expanded over four new terminals till 2015. However, as these time limits are obviously unrealistic, the delay of the modernisation of the industrial harbour may lead to postponements in the revitalisation of the waterfront.

Burgas is the second major maritime city in Bulgaria economically but its port is the most important one in the country. The 'Super Burgas' project foresees the reconstruction of the eastern part of the Burgas sea port and its transformation into a modern inter-modal passenger terminal (a combination of water, rail and bus transportation) and also sets a special accent on the open access to the port areas and the creation of new public spaces. Although the port is situated centrally in the city, right next to the main train station and to the main city park - the Sea Garden, there has been restricted access to it during the last few decades. That is why the port of Burgas has never been perceived as a significant part of the urban environment and has never played any dominant role for the image of the city and in people's everyday life. Several years ago, however, the city set a new vision for its future development, according to which Burgas should open itself more to the sea and use the port-city relation as a major driving force for tourist development. In fact, the realization of the 'Super Burgas' project plays the most essential role in the achievement of this vision.



# CHAPTER 1

## CITY





Fig.1: Location of Burgas in Europe and on the Western Black Sea coast / own illustration

## GENERAL INFORMATION

The City of Burgas is the fourth most populous city in Bulgaria and the second largest one on the Black Sea coast, after Varna. For the last ten years the population of Burgas has increased from around 190,000 to 200,000 inhabitants (*National Statistics Institute 2012*), whereby during the work day and especially in the summer months this number can increase by up to several thousand visitors. The administrative structure responsible for the city of Burgas is the Municipality of Burgas which is comprised by the city itself, one smaller town and 13 villages. The overall population of the Municipality of Burgas is around 213,000 inhabitants (*census: 1.02. 2011*).

Burgas is a major industrial, transport, cultural and tourist centre in the Southeast of Bulgaria, and the capital of the Burgas Province, which is one of the 28 state-governed provinces. The Burgas Province has been developing very progressively in the last few years, especially in economic and cultural terms. However, on an European level, the Burgas region remains a peripheral one, as the overall economic situation in Bulgaria is not considered satisfying. Bulgaria is still the poorest member state of the European Union with an average monthly wage of 329 euro (*National Statistic Institute, 06. 2012*).

Geographically, Burgas is situated in the large Burgas Bay, which is the westernmost point of the Black Sea. It is surrounded from three sides by water, by the Black sea in the East and South and by three lakes – the Burgas Lake (Vaya) in the Southwest, the Mandra Lake in the South and the Atnassovsko Lake in the North. That is why the city can grow on land only in northwesterly direction. The climate in Burgas and its surroundings can be characterized as humid subtropical which means a mild winter and hot but fresh summer thanks to the regular summer breeze (*City Development Plan, 2011*).

# HISTORY

The first human traces around Burgas date back to the 6th century BC, when the Thracians founded the first small fishing village in the area. As the Roman Empire expanded in the East, the area became dominated by the Romans, who after the split of the Empire were replaced by the Byzantines. In the 7th century AD the nomad folk of the Bulgarians settled down in the lands south of the Danube River. Because of the many raids and battles that took place between Byzantines, Bulgarians and Latins in the region, the settlements around modern Burgas would disappear and re-emerge repeatedly.

In the 15th century AD the first lighthouse was built at the south entrance of the Burgas Bay for the needs of the harbour. Turkish (Ottoman) and European travellers in the 16th and 17th century referred to the port settlement as Burgas (Pirgas in Greek) but it was not until the 17th century that the settlement was given that name officially. By the mid-19th century Burgas had already become an important trade port for this part of the Ottoman Empire (within whose borders it was situated) mainly because of the export of agricultural products.

By the end of 19th century the Ottomans had been defeated by the Russians and as a result had to remove from the area, leaving it to its original Bulgarian and Greek inhabitants. At that time, the population of the city numbered around 3,000 people. From that moment on, Burgas started to develop economically and culturally at a rapid pace. This development was felt especially in the first decades of the 20th century, when industry, banking, education and culture started booming. In 1894, the construction of a new port in the city was issued with a state decree by the Bulgarian Tsar Ferdinand. The port was finished in 1903 and quickly became the centre of economic life in the city, turning it into a major economic and industrial centre for the southern part of the country.

After the Second World War and the establishing of the Communist regime, the traditional industrial complex of Burgas was nationalized by the new state power



Fig.2: Main Street 'Aleksandrovka' around 1920, view to the south / <http://retrobulgaria.com/burgas/alexandrovka.html>



Fig.3: Main Street 'Aleksandrovka' around 1920, view to the north / <http://retrobulgaria.com/burgas/alexandrovka.html>

and its development was not continued in the same way after 1945. Instead, plans for new factories were made, some of which were based on previous facilities. The new vision of the state power included the foundation of an oil refinery which was finished by the beginning of the 60s. Nowadays it is the largest oil refinery in Southeastern Europe, owned since 1999 by the Russian oil company 'Lukoil' (*Lukoil Neftochim Burgas*). The oil refinery and other new food, wood, chemical and machine factories attracted new settlers from other parts of the country who came to work in Burgas and became citizens of the maritime city.

The city core of Burgas, unlike many other Bulgarian cities, was not affected much by Communist-type urbanization and has kept much of its 19th- and early-20th century architecture. A small percentage of these houses have been abandoned since decades and have been slowly falling apart ever since.  
(*Information based on the City Development Plan, 2011*)

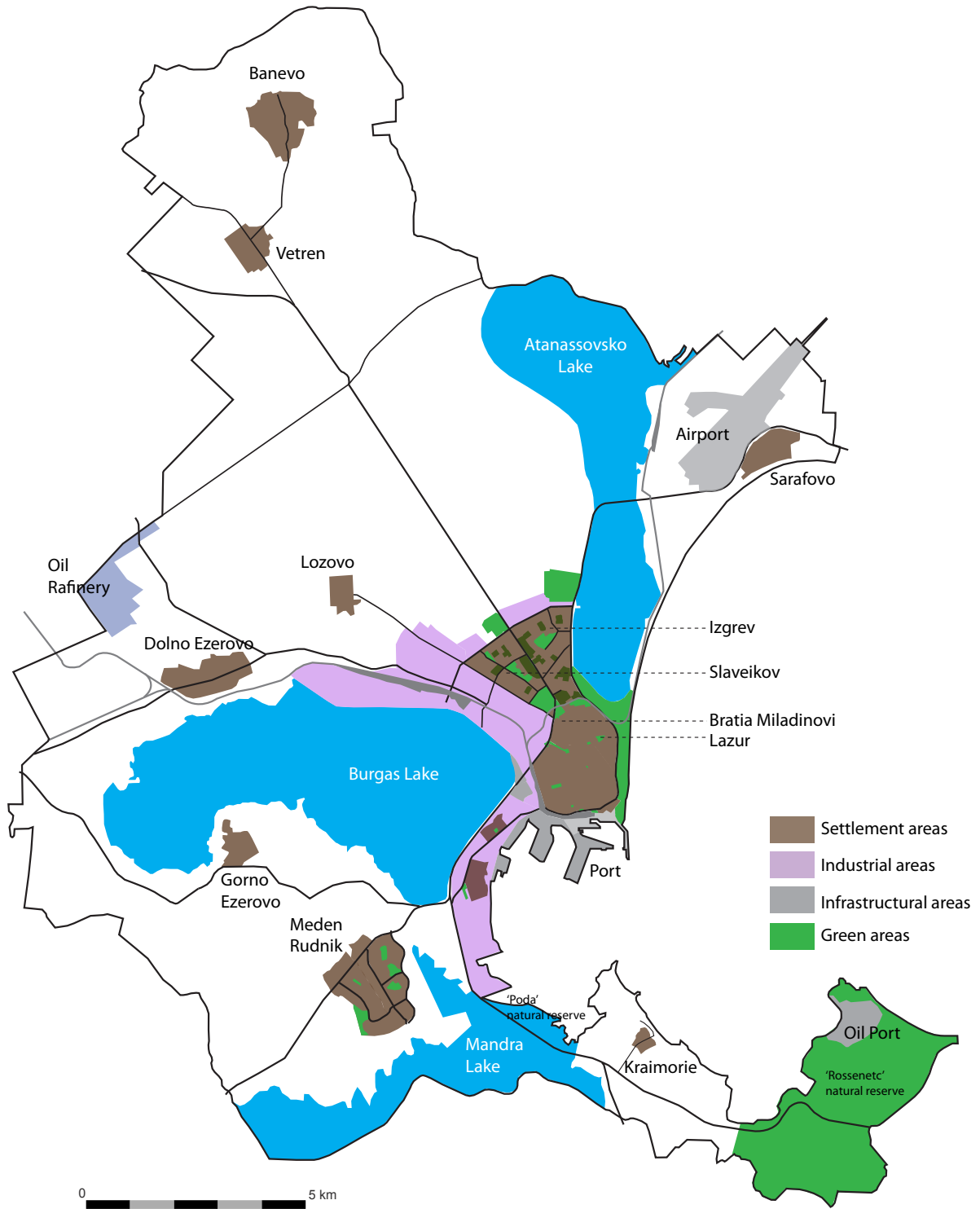


Fig.4: City of Burgas / own illustration, based on the 'City Development Plan' map



## CHARACTERISTICS

Burgas and the summer resorts in the Burgas Province have a central role in the tourist life of Bulgaria. The most famous tourist destinations such as the historic small towns of Sozopol and Nessebar (the latter having UNESCO world heritage status), the largerer and over-built Sunny Beach resort and the other smaller resorts and towns attract Bulgarian and foreign guests throughout the summer season. In fact, the region scored highest results in terms of revenue and number of tourists attracted in 2011 (*National Statistics Institute, 2011*). Tourist attractions are not only the beaches, the good weather conditions and the spa services but also the natural reserves and protected areas.

The water basins in the area of Burgas offer home to numerous bird species, most of which live in the wetland protected area known as 'Poda' in the south of the Burgas Bay. A further advantage is the fact that the bird migration highway Via Pontica crosses the sky above Burgas, mainly above the Atanassovsko Lake. Here, bird watchers can observe a variety of almost 300 species, one third of which endangered (*The Ramsar... , 2012; Executive Environment Agency*). The Atanassovsko Lake is not only a protected area but also a place where sea salt is gained This industry is quite well developed and is outside the Ramsar zone. The salt pans are, in fact, a preferred tourist destination because of the lye and the black therapeutic mud which can be found there.

The cultural life of Burgas has been developing continuously ever since the end of the 19th century when the first libraries, schools and cultural facilities were built. Nowadays there are two universities located in Burgas and the area. The state University of Assen Zlatarov has its focus on chemical industry and tourism. The private university of Burgas, which was founded in 1991, is one of the first private universities in Bulgaria. The cultural life of the citizens is enriched by a drama theatre and a puppet theatre, an opera (renovated in the summer of 2012), regional library, five historical museums and a variety of art galleries (*Municipality of Burgas, 2012*). Throughout the year more than fifteen festivals for music, art, literature and youth activities take place in the city. The most important of them are: 'Spirit of Burgas' – one of the newest but probably most popular ones because of its varied music events; it takes place on

the central beach next to the port. Further important festivals are the 'Sand Statue Festival', located in the northern part of the Sea Garden, the 'Burgas and the Sea' festival, which is a thirty-year-old song competition for popular music, the forty-years-old 'Folklore Festival'. One of the latest ones is 'Vkljuchi Grada' (Turn on the city/Include the City), a festival for contemporary art in public spaces that took for the first time place in the Sea Garden in March 2012.

Burgas is also the centre of the Bulgarian fishing industry (*Urban Development Plan, 2011*). However, the fish population in the Black Sea in general has extremely decreased in the last several years, leaving the people active in this industrial branch with almost no work. There is no definitive explanation for the reasons why the fish population is shrinking – industrial pollution, biological reasons and the changed weather conditions have all been cited as possible causes. Fishermen in Burgas are even quitting the business and re-orienting themselves to the aquacultures (aquafarming) (*Dnes.bg, 29.05.2011*). Up until the mid 70s, Burgas used to have a big fish market hall that had to be demolished for city design reasons and was never rebuilt again at a new location. The only bigger fish market in Burgas today is situated at the main city market (Krasnodar) and is comprised of individual small shops, which cannot be compared with the old market hall in terms of scale.

## URBAN STRUCTURE & LANDMARKS

The residential structure of the city of Burgas is characterized by a densely built city core in closed perimeter blocks with quite small or completely missing inner courtyards. The 19th and early 20th century Burgas was further expanded in the beginning of the 70s over the adjacent territories in the North and in the Southwest. There were built the new residential complexes in an industrialized way: Slaveikov, Izgrev, Zornitza, Bratia Miladinovi, Lazur and Meden Rudnik (*see fig.4*). Most of the neighbouring villages around Burgas, which had been developing independently from the city until the end of the 80s, were incorporated into the administrative borders of the City of Burgas in 1987 (i.e. Kraimorie, Sarafovo, Lozovo, Gorno Ezerovo) (*see fig.4*). This was an unavoidable measure as the city, encircled by lakes and industrial zones, had no other directions in which it could grow further. (*City Development Plan, 2011*)

The most significant park in the and definitely one of its landmarks, is the Sea Garden (*see fig.5*). Its construction was started in 1910 by the local landscape architect (Georgi Duhtev) who in several years managed to transform the empty area into a beautiful garden with a lot of exotic plants. The overall area of the two parts of the garden that flow into each other is around 60 ha. In 1992, its southernmost part was declared a landscape heritage.

The most significant building in the Sea Garden is the building of the Sea Casino (*see fig.6*), built in 1938. Its location is very special because the whole Bay of Burgas can be seen from it. It was closed in the beginning of the 90s because it needed renovation but there was no municipal budget for that. The closing down of the casino was quite a loss for the people of Burgas because it had been a traditional place for socializing for several generations. In 2009, the municipality received funding from the EU with which the building was renovated and transformed into a cultural centre and was opened on March 26th 2011.

A look from the Sea Casino to the sea brings another important landmark into sight – ‘the Pier’ (*see fig.7*). The original pier was built in wood in 1936. This was the



Fig.5: City core and landmarks / own illustration

place where the young Burgas boys and men were gathering to prove their courage and swimming skills in front of the whole community. In 1975, the wooden construction was replaced by a concrete one that is still standing there. However, the foremost part of the pier must be renovated and the construction works are expected to begin in September 2012.

The heart of Burgas is shaped by the two pedestrian streets, 'Bogoridi' and 'Aleksandrovska', crossing each other at the main building of the municipality (*see fig.5*). 'Aleksandrovska' is the street which starts from the square in front of the main train station (and the harbour) and runs in northerly direction through the city core (*see fig.9*). The midpoint of the street is defined by the central square of Burgas with the 'Aliosha' monument – a monument of the Russian soldier, which was built in the 50s. It is a vast open space landscaped with gardens, alleys and fountains.

'Bogoridi' (*see fig.10*) street is almost perpendicular to 'Aleksandrovska'; it also leads to the sea but this time to the beach and the sea garden. The ground floors of the buildings in both streets are used mainly for retail and services, as many of the cafes and restaurants have extended their catering services over the pedestrian zone, thus creating a busy and tense atmosphere in some parts.

The cross-section of the two streets is also a special place, as this is the place where



Fig.6: The Sea Casino / own picture, March 2012



Fig.7: The Pier / own picture, March 2012



two streams of people meet – one going to the sea and the other just coming back from there. At this crossing the Burgas ‘Clock’ stands (*see fig.8*). It has been present in the public space ever since the beginning of the 20th century, though not always at the exact same spot as its location has had to be changed several times due to alterations in the urban structure. The ‘Clock’ is probably the most famous meeting place in the city.



Fig.8: The Clock & Bulgaria Hotel / own pic. 2012

The area around it is dominated by the high-rise modernist building of the Bulgaria Hotel (*see fig.8*) and the monumental building of the municipality. This very area was completely renovated between 2010 and 2011 as part of a large-scale project for



Fig.9: Aleksandrovskia Main Str. / own picture, July 2012



Fig.10: Bogoridi Main Str. / own picture, July 2012

the reconstruction of the whole pedestrian zone of the city. This was again enabled through funding from the European Union. The next stages include the ‘Aliosha’ square and the north section of ‘Aleksandrovskia’. However for every stage funding has to be applied for again anew, so it is not clear when the whole project will be completed. The plans for the ‘Aliosha’ square foresee many fundamental changes, including an underground parking plot. (*Municipality of Burgas, 2012*)



Fig.11: City core residential area / own picture, July 2012



Fig.12: Izgrev - residential quarter of the 70s / picture: Chavdar Karabadjakov



## TRANSPORT



Fig.13: Main train station, around 1910s / <http://retrobulgaria.com/burgas/pristanishte.html>

From a transport point of view, Burgas is strategically very well situated – the port of Burgas is the start and end station of the European rail and motorway transport corridor No.8 (TEN – 8) which should connect, after its completion, the Adriatic Sea with the Black Sea, from Italy, via Albania, Macedonia, Bulgaria to the Black Sea. This pan-European corridor is not expected to be finished soon, because at present only the Bulgarian segment is being built as a national highway. Except via land, rail, and water, Burgas is also very well connected with the rest of the world via its airport, which is situated 12 km further in the North, in Sarafovo (*see fig.4*). It is the second busiest airport in Bulgaria, especially in the summer when there land 500,000 passengers per month (*Burgas Airport, 2012*).

The airport is connected to the city centre via one of the public bus lines ,which ends up at the square in front of the main train station. The first rail tracks date back to 1906 when the Sofia - Burgas rail connection was completed. The train station is an end station which brings travellers directly to the city centre; it is close to the port and the sea also. The building is an architectural heritage site (*see fig. 13*) and was renovated in the late 1990s (*see fig. 14*). Until the end of the 1980s, near the train station there was an improvised maritime station which was open only during the summer season.



Fig.14: Main train station, nowadays / [http://en.wikipedia.org/wiki/File:Burgas\\_Central\\_Railway\\_Station\\_Mihal\\_Orela.jpg](http://en.wikipedia.org/wiki/File:Burgas_Central_Railway_Station_Mihal_Orela.jpg)



## HARBOUR

The opening ceremony of the harbour of Burgas was held on 18 May 1903. Its basin's size was 60 ha and it had three quay walls with total length of 590 m and depths of 24 feet. The lighthouse was put already several years earlier, in 1899, being in fact the first lighthouse in Bulgaria. The work at the docks was manual until 1941 when the first electric cranes were introduced in the harbour. Until then cargoes were taken up on back or on packsaddles and were this way transferred between the quays and the vessels over special inclined scaffoldings. Before the Beginning of the Second World War the access to the harbour was free, after that the area became a restricted one (*Hadzhidinev, 1994, p.20*).



Fig.15: Port of Burgas from above / <http://www.port-burgas.com/> >> General >> Map

In 1963 a new port for crude oil and oil products was opened in the southeast, about 3 miles away from the existing dry cargo port. In the 70s a new Bulk port started operating in the Terminal East followed by the extension of the harbour in the west in the 80s (*Port of Burgas, 2012*).

Port of Burgas serves nowadays its duties by 3 sub-ports (the main port, the oil port and the fishermen's port), one dedicated storage base and one seasonal passenger terminal in the port of Nessebar. The Port operates 28 vessel's berths, having totally 4,800 ms of quays and maximum allowable draught of 15.50 ms (*see fig.16*). It has one Container Yard, situated at the western terminal which is with two berths for container vessels. There are plans for a new container terminal – Terminal 4. The only Marina in the harbour is situated at the topmost of the Terminal East, right behind the lighthouse (*Port of Burgas, 2012*).

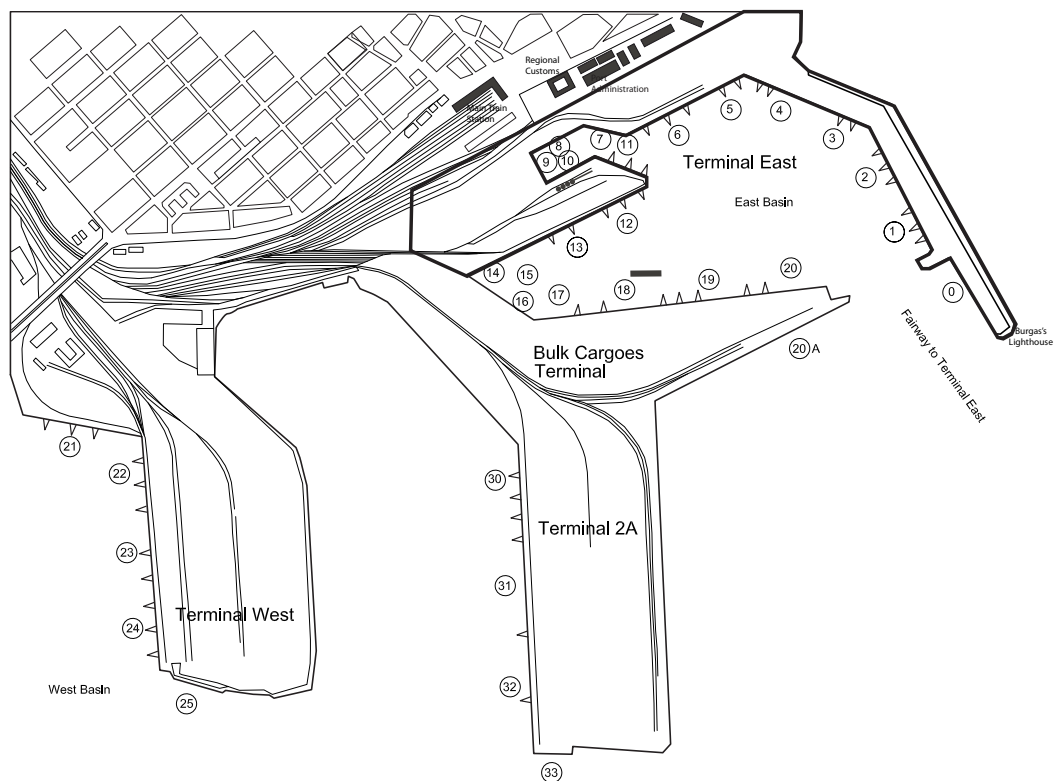


Fig.16: Map of the port and Terminal East / own illustration based on the [www.port-burgas.com](http://www.port-burgas.com)

### TERMINLA EAST

General cargoes of all kinds, metals, wood, paper, foodstuff are handled in Terminal East. Also, due to operational reasons, bulk cargoes - coal, sugar, ammonium nitrate and small shipments of concentrates could be worked.

Mooring Berths	14
Total Wharf Length	1,965 m
Allowable Draught	10.00 m
Open Storage	50,000 sq
Covered Warehouses	35,000 sq m

### TERMINAL WEST

Terminal West handles generally metals of all kind, RO-RO and container traffic. A modern cold storage facility is built on port's area.

Mooring Berths	6
Total Wharf Length	890 m
Allowable Draught	11.00 m
Open Storage	191,000 sq m
Covered Warehouses	24,000sq m
Cold storage	7,000 sq m

Source of information: [www.port-burgas.com](http://www.port-burgas.com)

'Magazia 1' Warehouse ■-----



Fig.17: Port of Burgas in the 1920-30s /  
<http://retrobulgaria.com/burgas/pristanishte.html>

Main Train Station ■-----

Building of Regional Customs ■-----



Fig.18: Port of Burgas in the 1930s /  
<http://facebook.com> >> Stariat Burgas Group

First electric cranes ■-----



Fig.19: Port of Burgas in the 1940s /  
<http://facebook.com> >> Stariat Burgas Group







Fig.20: The city of Burgas and the port from the 'Chengene Skele' fisherman's village / own picture July 2012



Fig.21: The city of Burgas and the Atanassov Lake from the north side of Sarafovo / own picture July 2012

## ATTITUDE TO WATER

Burgas is surrounded from three sides by water – the Black Sea, the Burgas Lake, the Mandra Lake and the Atanassovsko Lake. In order to understand what water means to the people of Burgas and how they perceive it in their everyday lives, the method of the mental maps was applied. This is a urban ethnographic method that reveals similarities, differences and landmarks in the perception of people of one and the same space and helps to understand how spaces are used, perceived and interpreted by different people (*Wildner, 2003*). In this case, the space is the whole city of Burgas and the perception that was researched was the place and the role of water in the everyday routes of the Burgas people.

All in all,seventeen maps were gathered which were drawn between July 13th and August 3rd 2012 by different kinds of people who were inteviewed during the field research (*see pages 36-39*). Most of the maps were drawn by people in their 30s, two by people younger than 30 and four by people over the age of 50. The evaluation of the maps led to their ordering in groups with similar criteria.

Eight of the maps have their starting point from a house located in the city core, which is usually the home or work place of the informants. In all eight maps, the destination “water” was automatically understood as the route to the sea garden and the Black Sea. However, in two of the maps the lakes are mentioned, either because they can be seen from the home balcony or because of the salt pans that are at the Atanassovsko lake, at the end of the Sea Garden. As to the relation “central public spaces - the sea”, it becomes obvious how some people intentionally try to avoid the main pedestrian streets on the way to the sea garden and how important they are for others, especially for the mothers with prams. Landmarks in the sea sarden which appear on these maps are the Sea Casino, the Pier, the Pantheon, the ‘Chadar’ restaurant situated close to the beltwaywhich separates the park from the city, the Park Hotel and, in one of the maps, even the rail tracks leading to the salt pans.

The next group of maps has its starting point in one of the prefabricated residential



complexes of the 70s – Izgrev, which is 5 km away from the city centre but only 2 km away from the beginning of the sea garden. Here, the water accent was also put on the sea and not on the Atanassovsko Lake. The final destination is very often the Sea Casino and one of the main landmarks in the sea garden is the high-rise building of the Park Hotel. In this group of maps there is a subgroup of two cases which points to the role of the season in choosing preferred routes to the water. From the two cases, the first one shows the immense negative influence of winter on the route to the Sea Garden, whereas the second case shows that winter the actual work season for the map drawer, is the reason for the everyday walk to the sea. However, if there are errands that have to be done in the city centre, the people from ‘Izgrev’ take in this case the fastest possible way – by public transport or by car – away from the sea garden, and not by walking or biking through it.

Two other maps form a separate group because their starting point is situated in the Sea garden English Language High School. For the students of this high school is very typical to use the Sea Garden in all its facets. In the period between 1999-2000 a major destination was, for example, one of the first pub-restaurants that was built in the Sea Garden – ‘Kapani’. Nowadays there are plenty of bars and restaurants along the beach alley between the Sea garden and the beach but 10 years ago ‘Kapani’ was considered something special. Although nowadays there is a big competition between bars and restaurants on the beach many of the Burgas people still know to appreciate the first one, the one from their teenage period. Other important landmarks that pop up in these two maps are not only the Park Hotel but also the rail tracks, the stadium and the ‘Flora’ which is a tent-like construction originally built for a florist show in the 80s and now used as an exhibition place for exotic plants and animals, the surfing base and a children’s playground.

The last group of maps can be characterized with its overall view on the water question. Here the Sea Garden is not at all mentioned but the lakes around Burgas form two of the maps. An overall look means also a look away from the city because water for some means fishing and it is practiced somewhere out of the city.

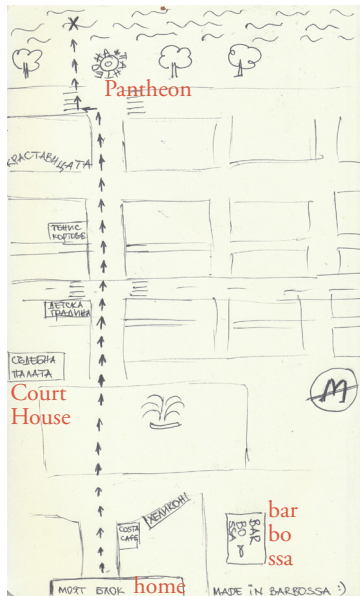
Three main conclusions can be drawn from the mental maps.

- 1) The everyday route to the water in most of the cases is equivalent to the ‘Route to the Sea Garden’, the only free accessible place where city and sea come together.

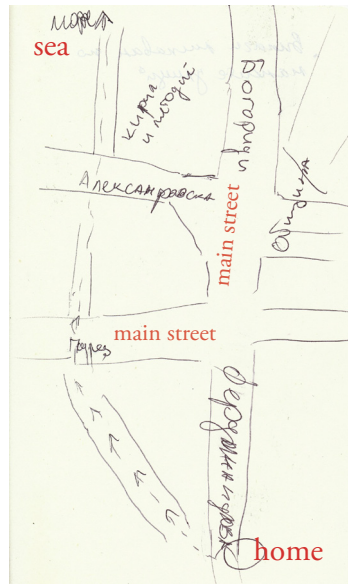
# MENTAL MAPS

*What is your everyday route to the water?*

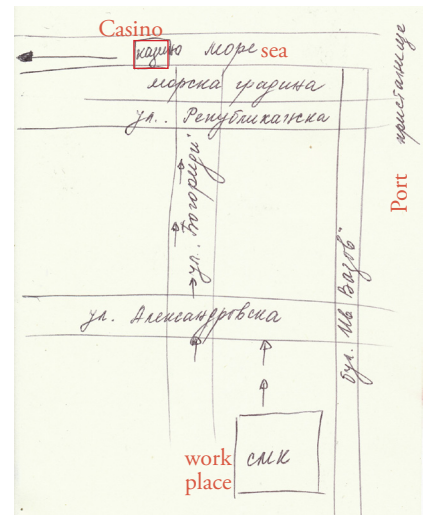
First group: Starting point is the city centre



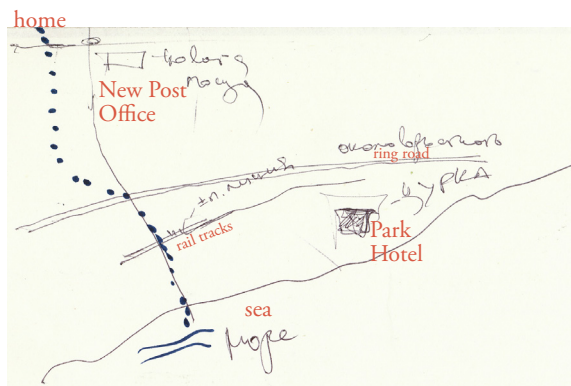
“My route to the water is a very easy one - only straight ahead”  
woman, around 30, lives & works in Burgas



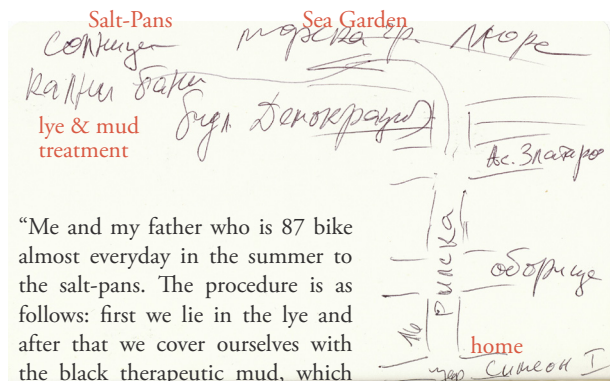
“I always use the small streets when I go to the Sea and the Sea Garden”  
man, around 30, does not live any more in Burgas



“We often go to the events & exhibitions in the Sea Casino or we just walk in the garden”  
woman, around 50, lives & works in Burgas

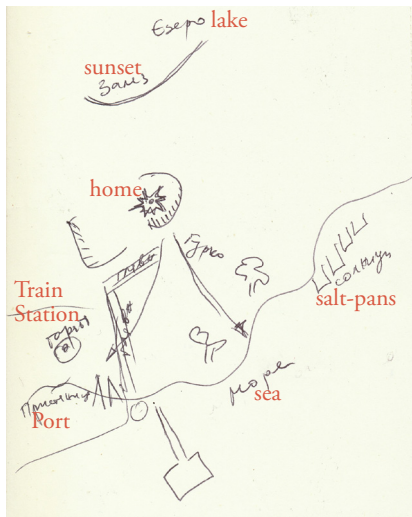


man, around 30, lives & works in Burgas



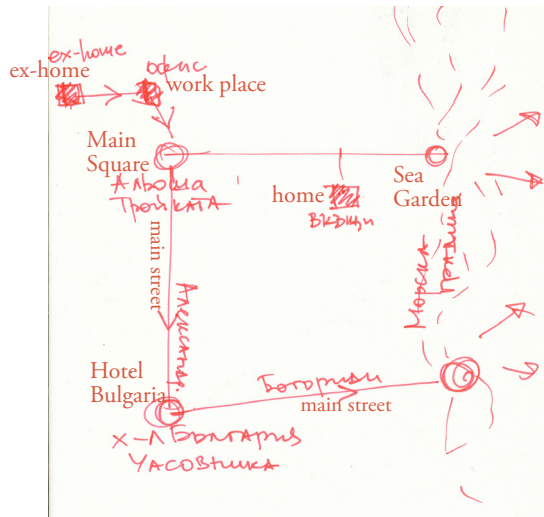
“Me and my father who is 87 bike almost everyday in the summer to the salt-pans. The procedure is as follows: first we lie in the lye and after that we cover ourselves with the black therapeutic mud, which is very healthy. We wait 10 minutes and go to wash ourselves in the sea.”  
Burgas man, around 60, lives in



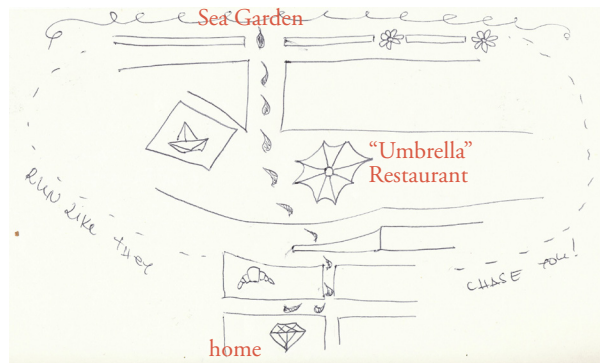


“I see from my two balconies at home water from all sides - the Burgas lake and the sunset from the one balcony, and from the other one - the sea. I take my baby son for a walk with the pram to the sea garden and that’s why I use only the convenient for buggies streets - the ‘Gurko’ street and the Main street. For me the train station is also an important orientation because I don’t come originally from Burgas”  
 mother, around 30, lives in Burgas

“They say our quarter is the Diamond Quarter of Burgas, that is why I marked myself as a diamond on the map. I use the sea garden a lot, in the mornings I jog there - run like they chase you.”  
 mother, under 30, lives & works in Burgas

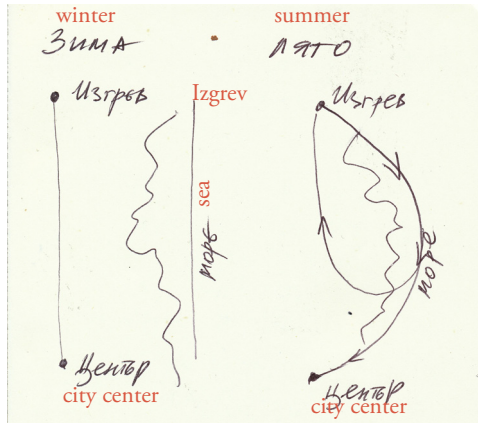


“I have always lived and work in the central area. The sea is the fourth wall of my everyday routes that I take now with my little daughter and the buggy”  
 mother, around 30, lives & works in Burgas



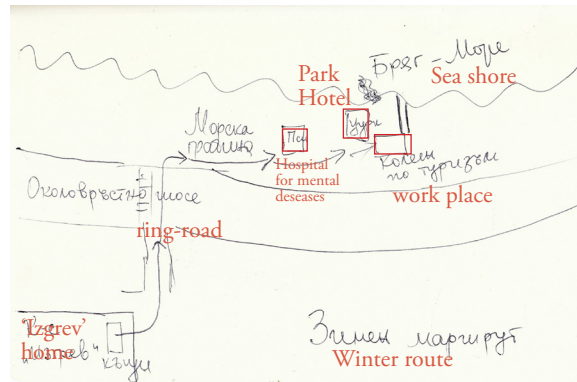
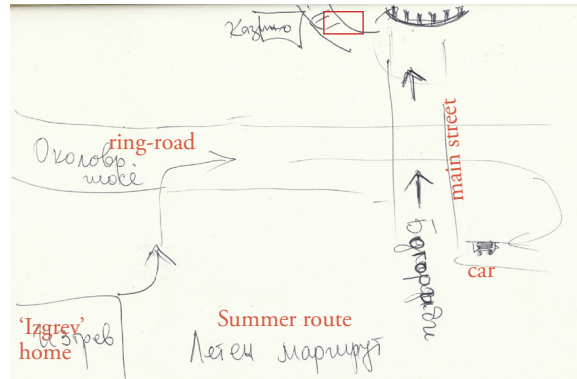
## Second group: Starting point is Izgrev residential complex

### Seasonality



“My summer route to the water differs strongly from the winter one. In the winter I even forget that there is the sea and the water, but in the summer I use every opportunity to go to the water, it becomes my goal. The only reason to go to the sea garden in the winter is the sea casino because of the cultural events there.”

woman, under 30, lives & works in Burgas



“My work office is in the Sea Garden so I have the opportunity to go every day to the sea, especially during the lunch break. In the summer when I have holidays because of the college vacation, I take the car and go to the city centre, find some parking place which always take some time and then go to the Sea Casino or to the pier”

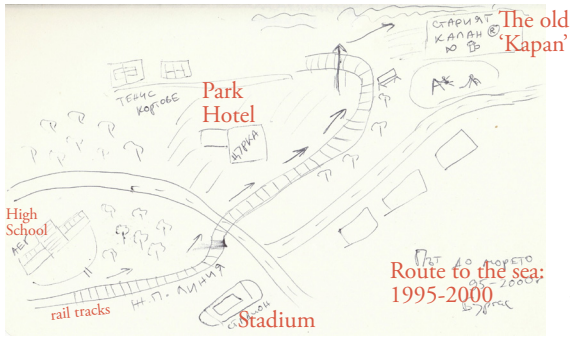
woman, around 50, lives & works in Burgas



“I start from Izgrev and reach my final destination the Casino, after that I walk back - it is all in all 12 km in both directions. If I don't have the time and have to do my errands in the centre then I just take the bus. Otherwise I see the Atanasovsko Lake even from my window, and I live on the first floor.”

man, over 60, lives & creates in Burgas

### Third group: Starting point is the High School in the Sea Garden



“After school we used to go to the ‘Kapani’ - a favourite sea pub - one of the first that was open in the Sea Garden.”  
man, around 30, lives & works in Burgas

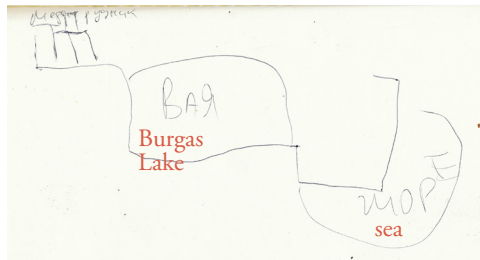


“The high-school was in the Sea Garden, so I was always close to the sea while I was studying there. My girlfriend used to live in Lazur so after school we were going for a walk in the sea garden, after that I was bringing her back home and was taking my bus back to Pomorie where I was living.”  
man, around 30, used to go to school in Burgas

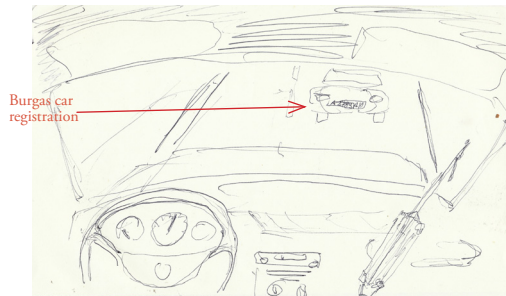
### Overall Look



“I literary grew up around and in the lakes and the sea”  
man, around 30, comes from Burgas



“My daily route starts from the prefabs of ‘Meden rudnik’ where I live and goes to the city centre where I work.”  
man, around 30, lives & works in Burgas



“I just take my harpoon, jump in the car and take off to the sea, away from the city”  
man, around 30, lives & works in Burgas

2) The Sea Garden has its number of landmarks and places of public activities that attract people to it or are simply perceived as orientation marks. These are: the Sea Casino, the Bridge, the Pantheon, the Flora, the 'Kapani' pub, the Park Hotel, the English Language High School, the hospital for mental diseases, the children's playground, the salt-pans.

[As a matter of fact there are even more landmarks in the sea garden, that did not appear in the mental maps like *the open-air theatre* and the *open-air stage 'Ohliovat'* which is right next to the Sea Casino, *the statues* of notable Bulgarians and the one of the Russian poet *Pushkin*, as well as the *art statues* of the summer sculpture schools that used to take place close to Burgas in Malko Tarnovo, the *Lunapark* – a beloved children's funfair, the renewed children playground *The Wall of Fairy Tales*, the *Bunker*, the *Surfing Base*, the *open-air fitness* playground]

3) In almost none of the maps the PORT appears as a landmark place and even if so, it is only because the interviewees knew the topic of the overall research and wanted to point out that they know where the harbour is.

The mental maps have proved that the Sea Garden is the central location that relates to the sea and not the port. It stretches out along the city core, from the port in the south to the Atanassovsko Lake in the north, between the beltway and the sea. The beach and the beach alley along the Sea Garden are the only place in the city where citizens can have a direct contact to the sea water. The port does not play any role in the everyday life of the citizens who are not employed there.

In the same time, a lot of people have been earning their living thanks to the sea – through port-related activities, fishing, salt-production and especially in the last two decades through tourism. The industrialisation brought along with the new factories many newcomers who came from other parts of the country and did not have any previous bondage to the sea. This, according to the ethnologist Diana Radoinova, did not change the profile of the Burgas people, because the sea culture is culture that drains (vacuums) and people who come to Burgas soon realize how important the self-identification with the sea is.

*“If you say in Burgas, I just came here and the sea does not interest me because I work at the 'Neftohim' [oil refinery], you will be automatically considered a simpleton, a peasant It does not matter where you come from but you have to love the sea, you have to go on a walk*

*near the sea, you have to sit at the restaurants on the beach alley because otherwise you are not a real Burgas person but remain still the same peasant you were before.” (Radoinova, 31.07.2012)*

In fact, in the Bulgarian ethnology the attitude to the sea culture has been for long time neglected because it was always the Mountain that was considered the place of identification of the Bulgarian people (Radoinova, 31.07.2012). The mountain as more closed, more static and hostile to the outside world strongly differs from the sea and its culture of openness to the world. That is why ‘port cities as nodes of international trade, channelling movements of cargo and flows of migration’ (Kokot, 2008) are actually places of dynamics where everybody is welcome. In the ethnography there is even a process called ‘re-traditionalisation’ which means inventing of traditions from people who a priori have not had these traditions (Radoinova, 31.07.2012). That is why newcomers to a maritime city usually very quickly accept the sea culture. For instance, when a newcomer settles down in the city and opens up a small restaurant, it is necessary that this restaurant is closely situated to the sea, is decorated in the style of the old fishermen’s restaurants’ of the old Burgas, the menu has to include sea food, Greek salad and uzzo, and the music should be Greek or related to the sea.

Although the relation of the Burgas people to the sea is quite strong, they do not tend to use it to its full extend (Marinov, 18.07.12; Georgiev, 18.07.12). Yachts and sailing boats can be seen in the sea but rarely in big groups and definitely not every day. A lot of people almost never enter the sea on boat; they go only for swimming in the coastal waters. There is only one yacht club in the city and almost no public transport on water. In the nearby resorts there are, for example, small ships that transport people from resort to resort; however, they are predominantly used by the tourists. Even in the 30s only few families and friends’ groups were undertaking excursions on sea, most of the people still preferred the mountains (Hadzhdinev, 1994, p.81).

Another special destination that belongs to Burgas is the St. Anasstassia island (*see fig.22*), situated only 8 km away from the port of Burgas. In the 11th century a monastery was constructed on the island which stayed open until 1913. In 1921 it was transformed into a prison which was used until 1944. The buildings and the church of the monastery were announced built heritage. After the war was over the island became again a place for free access, however at that time there were no public commuting boats and only professionally connected with the sea people could go there. Later the island became popular among the Burgas and Bulgarian bohemia – artists, writers,



free thinking people were coming to spend some time at the island and to find some solitude. The monastery was used as a hotel and was extremely cheap because there was no sanitary infrastructure. In the 70s the island was spotted by the authorities as a place with potential and was turned into a 'high-class' destination – ordinary people could not anymore just go there (*Hadzbidinev, 1994, p.95-113*). With the opening of the port in 2013 commuting boats are going to be organized to the island; the buildings are going to be renovated and the Burgas people will be enjoying again weekends and holidays on the island. One tiny step to the re-connecting to the sea.



Fig.22: St. Anastassia Island / own picture, March 2012

## CITY DEVELOPMENT TRENDS

With the approval of the new City Development Plan (2011) that has a program period until 2030 it was decided that the city should transform itself from an industrial to a tourist and high-tech industry profiled city. Burgas has set itself the strategic goal to become an economic and cultural centre for the Black Sea region. Its vision says that it should be an attractive place for living, working and recreation, with balanced and sustainable economy, providing high quality living standards and self realisation opportunities.

This means that fast economic development on local and regional level through investments in physical and human capital should be one of the main city priorities together with improvement of the living environment and its attractiveness raising. Moreover Burgas as a traditional port city wants to position itself better on the European map of port cities. For this reason related to the sea economies should be encouraged in the future – sea commerce, shipbuilding, aquacultures. Nevertheless, tourism is considered to be the economy branch of highest priority and for this reason it has to be worked on the improvement of the image of the city – better preservation and exhibiting of the cultural heritage, construction of a new cruise terminal, improvement of the hotel infrastructure and the quality of the tourist services.

Improvements in the technical infrastructure and in the technical equipment of the social infrastructure, as well as improvements in the natural environment form the next priority of the city. A sponsored by the EU project for improvements in the public transportation is since 2011 in progress too. It foresees the replacement of the old buses with newer ecofriendlier ones and the introduction of a new bus organisations via the ‘bus rapid transit’ system. However, the development of public transportation on water is not among the current priorities of the city.

As to the future land-use development of the city, new residential areas will emerge on the fringes of the existing villages that were incorporated in the city structure in the 80s. Especially big are the extension scales foreseen in the ‘Kraimorie’ quarter (in

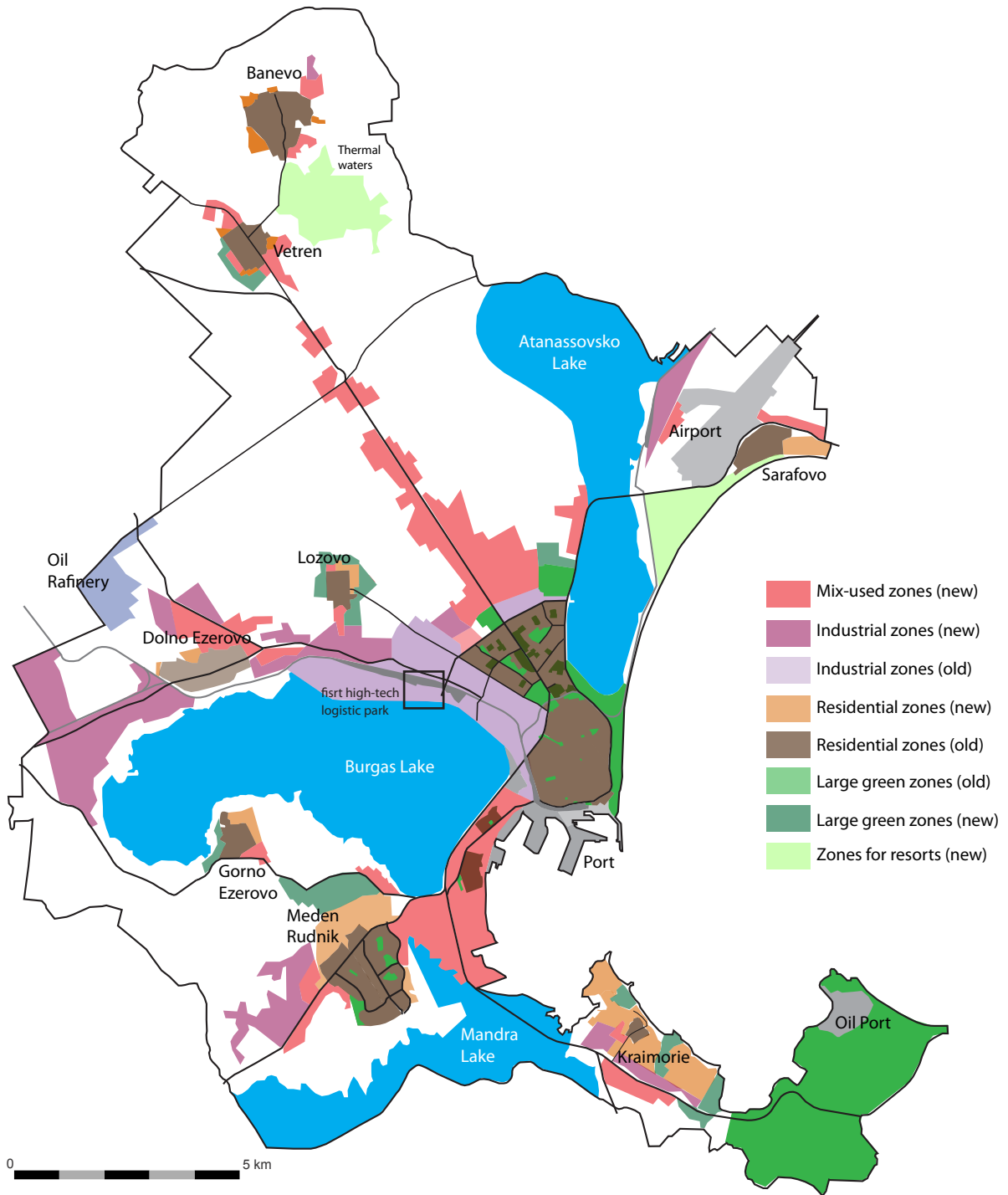


Fig.23: Map of the development trends, based on the City Development Plan (2011-2030) but does not completely cover it/ own illustration



the south of the Burgas Bay) and in the closely to the airport situated 'Sarafovo'. The residential complexes of the 70s will be as well densified, but supposedly within the approved planning parameters.

On the way to the economic restructuring old industrial zones will be transformed into mix-used zones where economic non-industrial initiatives can be situated. Some of the traditional industrial zones will become zones for new high-tech industrial parks; the first investment initiative of this kind is to be soon also realized - the 'Industrial & logistic park - Burgas AD' (see fig. 23).

As Burgas, in general, is not a very green city – new parks and green spaces are also foreseen in the City Development Plan. The transformation of the harbour and its reconnecting with the city centre is another milestone of the Plan which is argued in the present master thesis.

#### STRENGTHS

- strategic geographic position in the convenient for mooring Burgas Bay – 'a gate to the world'
- favourable climate and nature (sea, lakes, natural protected areas)
- rich cultural heritage, especially in the closely situated sea towns of Sozopol and Nessebar
- high education level of the population, two universities in the city
- well developed administrative capacities and potentials

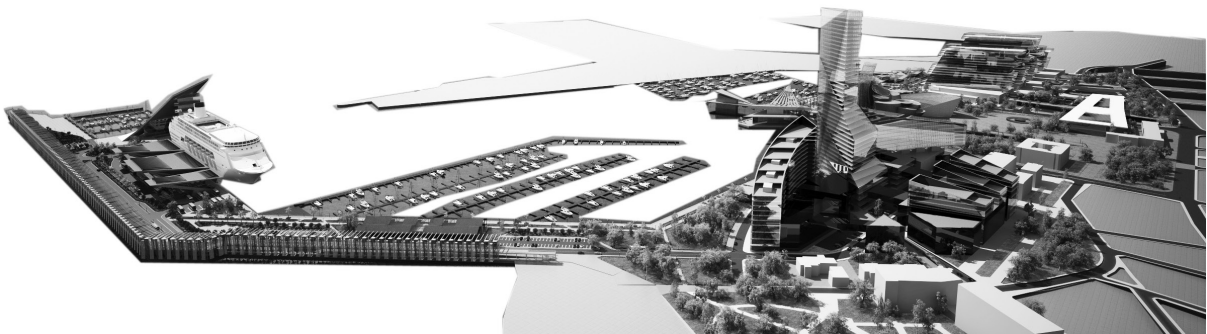
#### WEAKNESSES

- high emigration rates, especially braindrain
- low payment rates and bad work conditions in most economic sectors compared to the average European standards
- old and amortized technical infrastructure and bad infrastructure in the social service sector
- weaknesses in creating administrative and economic incentives for SMEs



# CHAPTER 2

## Super Burgas Project





# INTRODUCTION

The ‘Super Burgas’ project is the first waterfront redevelopment project in Bulgaria and should be understood as a pilot project for the country in the restructuring of port areas and the construction of inter-modal passenger terminals. The way to the first realization works has been neither short nor an easy one. The first concrete design concept for the whole territory was developed in 2010 and was based on the results of a pre-investment study, which was carried out parallel to it. These two documents represent together the only general development concept for the territory which, for the purposes of the present work, should be referred to as the last approved by the developers Master Plan.

However, due to different hindrances during the planning the project had to undergo certain changes and it is still not clear if it will be ever realised in the way it was conceptualized in 2010. The lack of financing partially due to the Global Economic Crises, the lack of experience and administrative capacity of some of the stakeholders as well as the internal disagreements between them have led to a strong reduction of the long-term visions set in the concept from 2010. That is why a comprehensive analysis of the planning process of the ‘Super Burgas’ project is needed in order to understand if these changes are having positive or negative effects on the future of the territory, respectively on the whole city. This chapter’s purpose is to reconstruct the planning process of the waterfront development in Burgas from its very beginning to the current realisation works and thus to give insight about the complex nature of the project and some of its components. This encourages further on the re-thinking of the territory in future scenarios, that are going to be outlined in the next chapter.

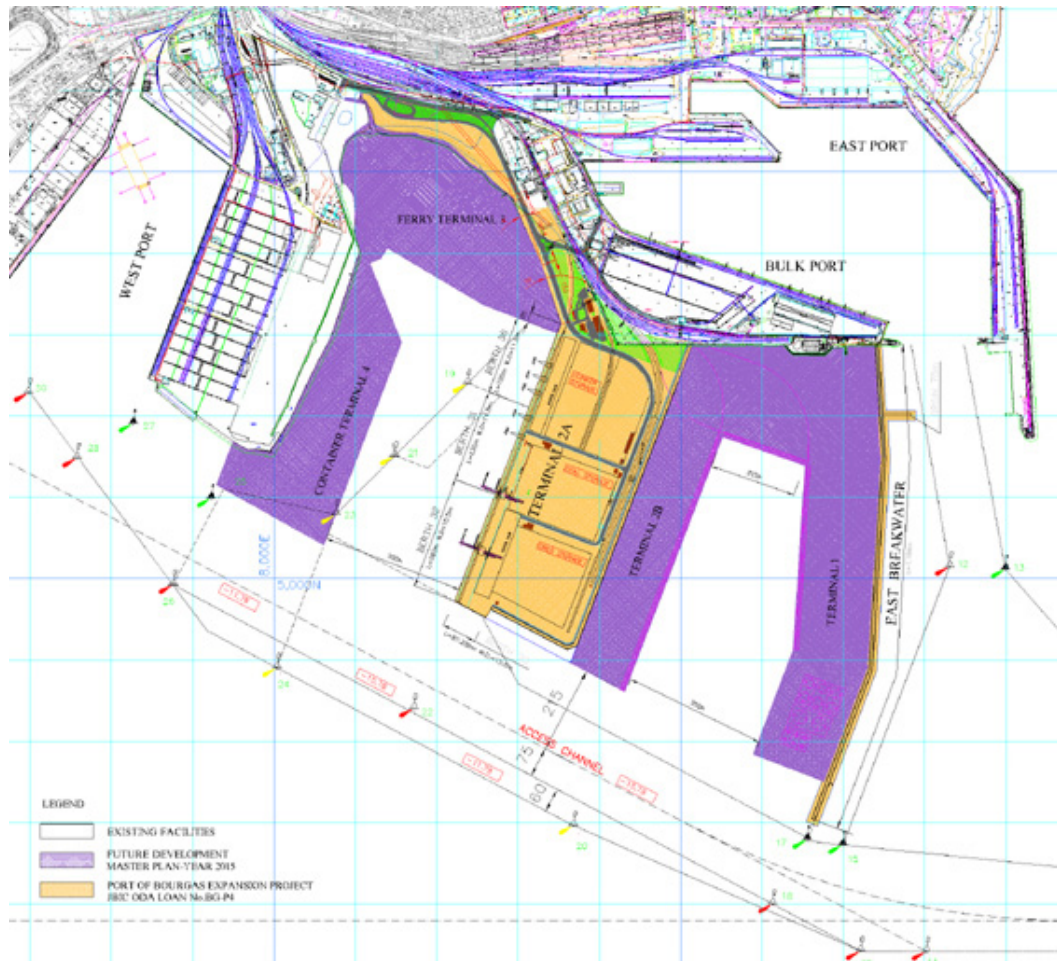


Fig.24: Port Master Plan 1997-2015 / Port of Burgas

## IDEA

The idea of re-linking the city with its harbour via new urban developments on the harbour territory is not a new one for the city of Burgas. It dates back to the end of the 70s, to the land-use plans of 1972, 1984, 1992. However it was not before the general development plan of the Port Authority (also known as the Port Master Plan, *see fig. 24*) came into force in 1997 that a clear vision for the integration of Terminal East with the city centre was actually set. Two important conditions were pointed out in the Plan of 1997 that fostered this development. On the one hand the work efficiency of the quays in the Terminal East was decreasing and on the other, a technical expansion and modernisation of Terminal 2 was planned and already approaching. According to the Plan the Western Terminal of the harbour has to be expanded over four new terminals, that will be realised in stages. Nevertheless, the Port Master Plan sets no clear time limits for the actual beginning of the realisation of its visions. To the present moment only part of the Terminal West has been modernised. The program period of the Port Master Plan is set for 20 years which means that its authorisation is valid until 2015. After that it should be replaced by a new strategic plan for the next programme period.

In fact the Port development plan itself, although strategically absolutely necessary, was not an enough precondition for starting the realisation of the vision for opening the city to the sea through its port. Some professional groups of distinguished politically and socially engaged personalities of the city of Burgas were also internally discussing the idea and as a result Mr Pavel Marinov, who was at the time member of the Municipality Council and was also a consultant at the Ministry of Transport, took the initiative in his own hands by organizing, on the name of the port authorities, an official public consultation on the future of the territory. The consultation which took place in the end of June 2007 was the kick-off event that activated the political will on the local and national level to turn the vision into a project.

## PROJECT TIMELINE

	Jan.	Feb.	March	April	Mai	June
2007				Predetermined <b>call for idea projects</b> for the waterfront revitalisation - three participants.		<b>Public Consultation</b> on the future of the waterfront - based on the idea projects.
2008	Declaring the waterfront development for a <b>project of national importance</b> , <i>Decree of the Council of Ministers.</i>			<b>Memorandum</b> for cooperation on the project between the stakeholders & the state (district government).		
2009						<b>Joint Venture Company</b> is established to coordinate the project development: <b>'Public Access Zone' (PAZ)</b>
2010		'ProAr 5' consortium <b>wins the procurement order</b> for the pre-investment study out of four candidates.		Works on the <b>Pre-investment Study</b> begins.		The PAZ company becomes <b>member of Medcruise</b> - the Association of Mediterranean Cruise Ports
2011	Official letter to the Minister of Transport by the PAZ to <b>start preparation works on applying for financing at the EU for Phase 2</b>	Reminding official letter by PAZ to the Minister of Transport, the Mayor & the District Mayor	Preparation of the <b>PHASE 1</b> "Restructuring of port terminal East - a core element of the intermodal passenger terminal in Burgas PHASE 1" made by 'Atika R5 Ltd.' and ordered by DPPI			
2012		Finalizing of the <b>Feasibility Study</b> for Phase 1; (Consortium 'Port of Burgas - intermodal Terminal')	Memorandum between the <b>Port of Burgas &amp; Royal Caribbean</b> (cruise company)	<b>Start of the dismantling works</b> in the area of Phase 1 by the Port of Burgas		



	July	Aug.	Sept.	Oct.	Nov.	Dec.	
a							
				<b>Steering Committee</b> is set to coordinate the work between direct & indirect involved ministry departments.			
			<b>Oct.</b> Start of a procedure for preparation of a <b>detailed land-use plan</b> for the first project phase, so that later no time is wasted on that	Procedure is started on entitling the <b>Right of Use for Terminal East to the Municipality (before state property)</b> .		Procurement order for a <b>pre-investment study</b> on the public access zone & the inter-modal passenger terminal.	
				National expert council at the MRRB <b>approves the procedure for a detailed land-use plan</b> for Phase 1		Project <b>Phase 1 is proposed for financing</b> by the EU OP 'Transport', Priority Axis 3 <b>Completion of the Pre-investment Study</b>	<b>Master Plan</b>
	<b>Financial assistance</b> for the preparation of feasibility studies & analyses from the EU, <b>OP 'Transport'</b> , Priority Axis 5		'Super Burgas' included in the one-month mayoral election campaign 2011, used as opportunity for <b>awareness raising</b>	Start of the <b>feasibility study</b> for <b>Phase 1</b> , based on the Concept. (Consortium 'Port of Burgas - intermodal Terminal')	<b>Approval of the detailed land-use plan for Phase 1</b> , made by 'BSA Burgas'	<b>Refusal on EU financing for the realisation of Phase 1</b> via OP 'Transport'	
	Announcing a procurement order for the <b>construction of an international cruise terminal &amp; maritime station</b> (by DPPI)	Announcing of <b>the winner of the procurement order</b> for the cruise terminal & maritime station					

# PUBLIC CONSULTATION

**April 2007**

Predetermined  
**call for idea  
projects** for  
the waterfront  
revitalisation  
- three  
participants.

**June 2007**

**Public  
Consultation**  
on the future of  
the waterfront -  
based on the idea  
projects.

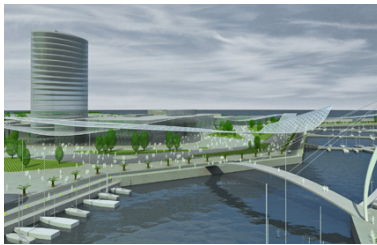



Fig. 25: Idea Project: Studio Motto; architects: Dessislava Stoyanova, Mariana Sarbova



Fig. 26: Idea Project: Zodiac; architect: Todor Dafov



Fig. 27: Idea Project: BSA Burgas; architect: Nikola Likomanov



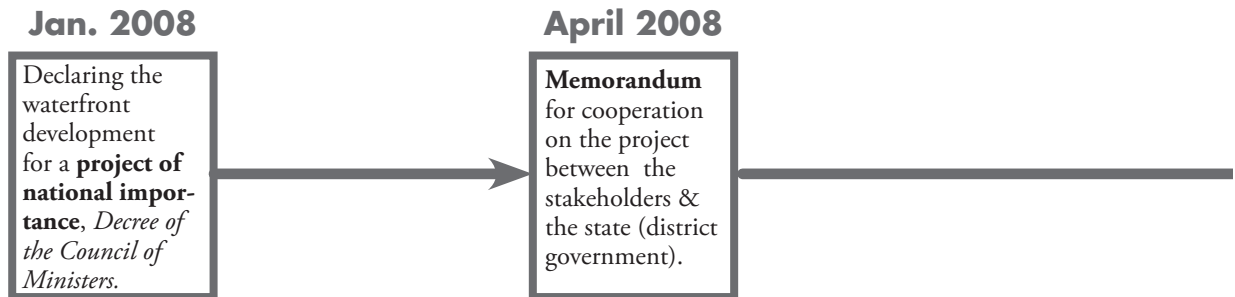
The occasion for the public consultation were the results of a previously announced in April 2007 quasi-competition at which three architectural & construction companies from Burgas were invited. They had to develop idea design projects on the future of the Terminal East (*see fig.25-27*). The three companies were: Motto, BSA-Burgas and Zodiac. Except from them the discussion was also attended by members of the Parliament, representatives of the local and district administration, of some local big enterprises, experts on transport and development, journalists and some common citizens (*Stroitelstvo Gradat, Emanuilidu, 2007*).

The assignment of the competition was to create a new inner city public area on the territory of Terminal East. As a result all of the three participants suggested independently from each other, a future combination of the rail, motorized and maritime transport supplemented by new administrative and commercial buildings and a new modern marina. The architects took into account most of the existing well-known architectural landmarks in the area (*Stroitelstvo Gradat, Emanuilidu, 2007*).

However, functionally the three proposals differed in terms of the pedestrian connection between the city centre and the port area (overpass or underpass), as well as in terms of the re-organisation of the motorized transport and the relocation of the bus station. Other differences could be found in the design and future use of the new city centre – if it should be more administrative, more commercial and more business-like used or if it should offer more places for sports and attraction. The parking question was in the single concepts also differently approached (*Stroitelstvo Gradat, Emanuilidu, 2007*).

A suggestion that came from one of the attendant experts was to think of the coastwise navigation as a possible solution for reducing the heavy traffic in the area (*Stroitelstvo Gradat, Emanuilidu, 2007*).

# ACTORS



After the public consultation in June 2007 there was a general consensus between politics, professionals and society on the need of restructuring of the Eastern part of the port and its re-connecting with the city centre. The question was what to do first in order to see the project realized in the next five years. Different European and national strategies were studied in order to prove the co-ordination of the project goals with the strategic-legal framework on a macro-level (*Marinov, 18.07.2012*). For this reason, first, the following strategic documents on the coordination of the project with the transport policy of the European Union on inter-modality and the development of the trans-European transport network have been studied:

Leipzig Charter on Sustainable European Cities -

EU Operative Programme 'Transport' 2007 – 2013

Strategy for the development of the transport system in Bulgaria - 2020

and then the strategic documents of the European Union and the republic of Bulgaria promoting waterfront and brownfield developments:

Lisbon Strategy

Green Paper - Towards a future Maritime Policy for the Union

National Transport Strategy

White Paper - European transport policy for 2010: time to decide

were as well studied (*Pre-investment Study, 2010*).

The result was that the Burgas project for waterfront re-development does not only fit in the strategic framework of national and international binding documents but it also promotes their goals and recommendations on regional and local level through fostering the incorporation of the closely situated smaller settlements in the Burgas region in a common integrated transport structure of land and maritime transportation. For this reason the project was considered to be the first of its kind in Bulgaria and was suggested to become a pilot project that could later turn into a best

**Oct. 2008**

**Steering Committee** is set to coordinate the work between direct & indirect involved ministry departments.

**June 2009**

**Joint Venture Company** is established to coordinate the project development: **'Public Access Zone' (PAZ)**.

practice for the rest of the country and the region (*Marinov, 18.07.2012*). That is why on 25.01.2008 the Council of Ministers declares the project with a Decree No. 38 a project of national importance. De facto this meant that the Bulgarian state engaged itself with the realisation of the project.

The next chronological step was to establish legal cooperation between the national and local level in order to set common goals and principles for the realisation of the project for public access zone and inter-modal passenger terminal (*Marinov, 18.07.2012*). This was done three months later, in April 2008, with the signing of a memorandum between the Governor of the Province (who is representative of the state power), the Mayor of Burgas and all the other directly involved participants owning and managing the port territory: Bulgarian Ports Infrastructure Company, Bulgarian Railway Infrastructure Company, the Bulgarian Railway Company and the Port of Burgas.

As the project was already considered of national importance because of its interdisciplinary orientation (economic & transport development, tourism, local governance and public importance) it was necessary to appoint a Steering Committee between the several directly or indirectly involved ministry departments in order to start a mutual discussion on the achievement of the goals of the project and its management. On June 16th 2009 the Steering Committee agreed on the establishing of a Joint-Venture Company "Public Access Zone" that was going to be responsible for the coordination and management of the project.

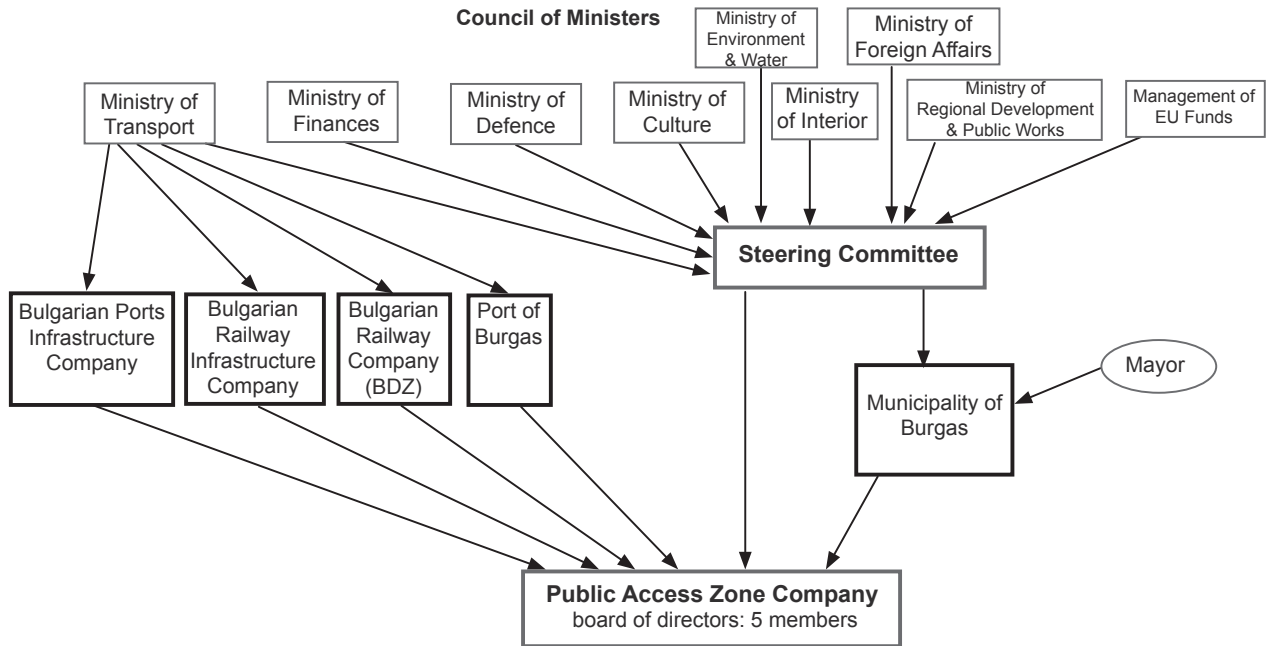


Fig.28: Organisational Scheme of the stakeholders / Pre-investment Study (2010), Chapter 2, 2.1.



The company consists of five equal in rights stakeholders (*fig.28*):

- Bulgarian Ports Infrastructure Company (DPPI)
- Bulgarian Railway Infrastructure Company (NKJI)
- Bulgarian Railway Company (BDZ)
- Port of Burgas
- Burgas Municipality

It has a total capital of 250 000 Euro and every stakeholder participates with a joint stock of 20 %. Director of the company became the initiator of the project – Plamen Marinov. The first approved tasks by the board of directors included the assignment and preparation of the following documentation:

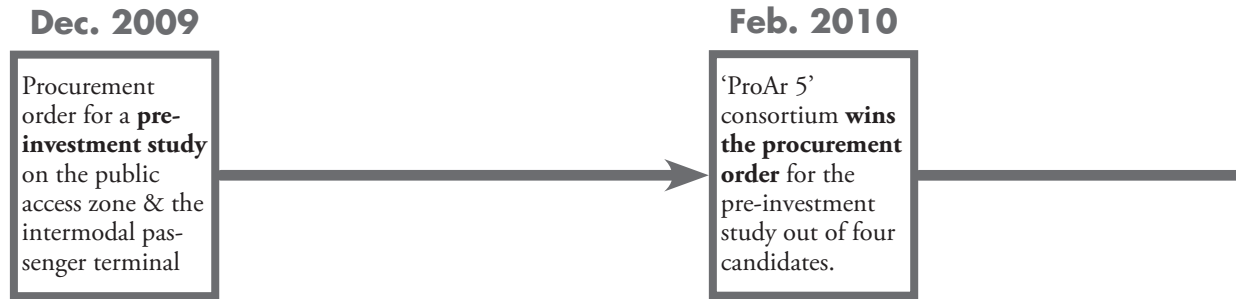
- legal analysis on the realisation of the project
- pre-investment study on the future uses of the territory: functional, planning and financial parameters
- financial analysis on the realisation of the project and the study & design works
- public order on the preparation of an architectural idea project for the territory based on the pre-investment study

All the stakeholders have a binding interest on the future of the territory of the Terminal East. The Ports Infrastructure Company is owner of the port area, the Railway Infrastructure Company owns the train station and the adjacent territory of the rail tracks, the square in front of the train station is property of the Municipality and the Port of Burgas operates the port, respectively the eastern terminal.

The overall organisational scheme of the stakeholders shows the inter-relatedness and the inter-dependences between them when it comes to the project's realisation. All board members have equal rights in the decision-making but the decisions have to be co-ordinated with the state power, which in its turn controls the work of the company and seeks opportunities for national and European funding. The Municipality represents the local interests of the population of Burgas.

However the organisation proves to have some weaknesses in terms of the internal organisation and motivation of the members of the joint-venture. Not all members have deposited the foreseen joint-stock capital in the company which on a later stage bureaucratic problems (*Marinov, 18.07.2012*). It also occurs later that the PAZ company cannot be a beneficiary when applying for funding from the EU Operative Programmes (*TV7, Nikolov, 2011*).

# MASTER PLAN



Meanwhile the waterfront redevelopment project of the Burgas Port becomes more popular as the 'Super Burgas' project because of its impressive vision for reviving not only the transport and architectural organisation and look of the waterfront but also because of enabling economic growth through bringing in new businesses in the area. All stakeholders in the project agreed upon, that 'Super Burgas' is a project that should remain above all political parties' interests and should be understood as a common city cause for a general economic and cultural update of the city and the port area (*GlobusNews.net, 2010*).

In the beginning of December 2009 the joint-venture company assigned a procurement order for a pre-investment study on the feasibility of the following project: "Public Access Zone & Inter-modal Passenger Terminal with a Maritime, Railway and Bus Station in Burgas" (*Procurement Order, 2009*). The application deadline was the end of January 2010 and one of the major requirements to the applying companies was that their total turnover for the last three years was more than 5 Mio Euro (*Stroitelstvo Gradat, Todorov, 2010*). Four corporations applied and the procurement order was won by the consortium 'ProAR 5' of the united studios of 'Atika R5' and 'ProArch' (*Ivanov, 17.07.2012*). The leading architect of the project is Petko Iovchev. The works on the pre-investment study began in April and continued till December 2010 – a ten-month period.

The assignment for the pre-investment study included, in accordance to the Bulgarian Law (*Regulation No. 4, Article 9*), investigations on the location of the future objects, on the construction and planning parameters, on the geo-engineering conditions and the integration of the existing buildings as well as proving of the technical, economical and social reasons for the project (*Stroitelstvo Gradat, Todorov, 2010*). It had to be accompanied by at least two versions of urban design concepts and visualisations. Eventually one of the two proposed concepts was chosen by the developers as the leading one.

**April 2010**

Works on the  
**Pre-investment  
Study** begins.

**Dec. 2010**

Completion of the  
**Pre-investment  
Study**

**The study together with the leading urban design concept is the first and only, by now, form of any masterplanning of the area and therefore, for the purposes of the present master thesis, should be understood as the last approved MASTER PLAN. It has, however, more directing functions than legally binding ones.**

#### **What are the characteristics of the Master Plan of the ‘Super Burgas’ project?**

*(based on the Pre-investment Study and the expert interviews)*

- It outlines the urban development concept for the restructuring of former harbour areas into a public accessible zone and an inter-modal passenger terminal, supplemented by a secondary business-administrative centre;
  - it sets a long-term development vision for the territory for a period of 10 to 20 years;
  - its goals & principles are based on a profound study of the social, technical and economical factors and parameters in the city;
  - it is the result of a professional interdisciplinary exchange of ideas and is based on the three idea projects from 2007 and the followed public consultation;
  - it can be used as the basis for the next planning stages – the architectural & planning design projects, the technical plans and the detailed work plans whereas the different project parts (architecture, construction, infrastructure, landscape, planning) should be coordinated between the different specialists; (*Regulation No.4, 2001*)
  - it is a strategic planning instrument that has more directing functions and is not legally binding for the next development stages but a certain coordination with it is highly recommended in case the developers change their intentions;
  - its visions correspond to and have been incorporated in the City Development Plan of Burgas;
  - it was ordered by the responsible for the project legal entity - the PAZ company.

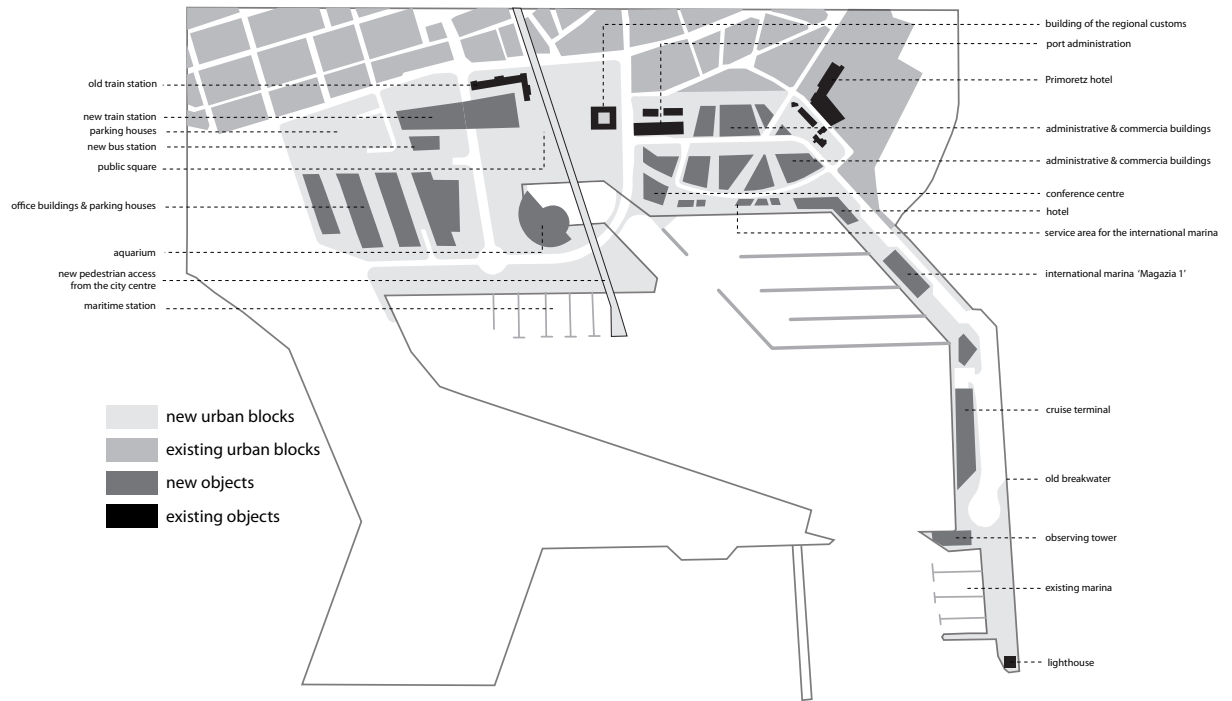


Fig.29: Key map of the Master Plan / own illustration

# CONTENT OF THE PLAN

The Master Plan of the ‘Super Burgas’ project foresees the revitalization of the former harbour area of Terminal East, the city train & bus stations and the area around them into a modern passenger terminal. This will open the city to the sea and will restore the lost port-city relation by expanding and enlarging the city centre into the south. It will become a multi-functional zone with mixed land-use that includes new administrative, business & conference developments, hotels and culture centres, a marine science centre, an aquarium, a cruise terminal and a maritime station, new marinas and public spaces.

## Goals:

1. Improvement of the urban environment
2. Provision of free access to the harbour area and all kinds of transportation
3. Supporting of the business, transport and tourist development
4. Creation of new jobs
5. Raising the competitiveness and attractiveness of the city and the municipality
6. Adjustment of the area to the natural environment

# DETAILED CONTENT OF THE PLAN



## Legend:

- High-rise buildings
- Low-rise buildings
- Infrastructure
- Pedestrian zone
- Green areas
- Helicopter landing
- Lighthouse

1. Old train station - cultural centre
2. New train station
3. Bus station
4. Parking lot (2-lstorey, 500 pl)
5. Parking lot (3-storey, 2200 pl.)
6. Maritime station
7. Marine centre & Aquarium
8. Public squares
9. New access street
10. New estacade
11. New access street
12. New access street
13. Observing tower

14. Cruise terminal
16. Marina
17. Hotel
18. Administrative & commercial buildings
19. Administrative & commercial buildings
20. Administrative & commercial buildings
21. Port Administration
22. Conference centre
23. Service buildings for the marina
24. Infrastructure&landscape improvements
25. New main street in the area
26. Existing customs building

Fig.30: Original urban design master concept / 'Pro AR5' Consortium

## **Facts & Figures**

Flore-space index – 3,5

Site occupancy index – 0,5

Green spaces – 35 %

Total area: 370 000 sq.m – 37 ha

### **Section: Transport**

- New Train Station – 10 000 sq.m
- New Bus Station – 10 000 sq.m
- Cruise Terminal – 30 000 sq. m
- Maritime Station – 10 000 sq.m
- Marina – 1 500 anchorages
- Yacht club – 20 000 sq.m

### **Section: Public Buildings**

- International conference centre – 80 000 sq.m
- Centre for Marine Science & Aquarium – 80 000 sq.m
- Commercial & Exhibition Centre – 25 000 sq.m
- Commercial zone near the maritime station – 25 000 sq.m
- Maritime Museum & Training Centre – 10 000 sq.m
- Business Offices near the logistic centre – 50 000 sq.m
- Business Offices near the maritime station – 30 000 sq.m
- Business Offices near the conference centre – 30 000 sq.m
- Premium Business Offices – 150 000 sq.m
- Hotel near the train station – 15 000 sq.m
- Hotel in the conference centre – 30 000 sq.m
- Others

### **Section: Buildings of the Transport Infrastructure**

- Main Customs – 10 000 sq.m
- Port Administration – 10 000 sq.m
- Logistic Terminal – 50 000 sq.m
- Service facilities for the marinas – 15 000 sq.m
- Observing tower – 4 000 sq.m

### **Conservation of existing buildings**

Port Administration Building

Administrative Buildings on Al. Batenberg Str.

Customs Building (declared: architectural heritage)

‘Magazia 1’ warehouse near 3rd and 4th berths

Tobacco Warehouse

Technical Infrastructure

Fig.31: Facts & Figures' table / Pre-investment Study (2010), Chapter 4



# PHASING STRATEGY

Because of its scales the realisation of the Master Plan is a long-term process that has to be broken down into separate phases. This allows the in-detail planning of every separate phase that will be coordinated with the overall concept.

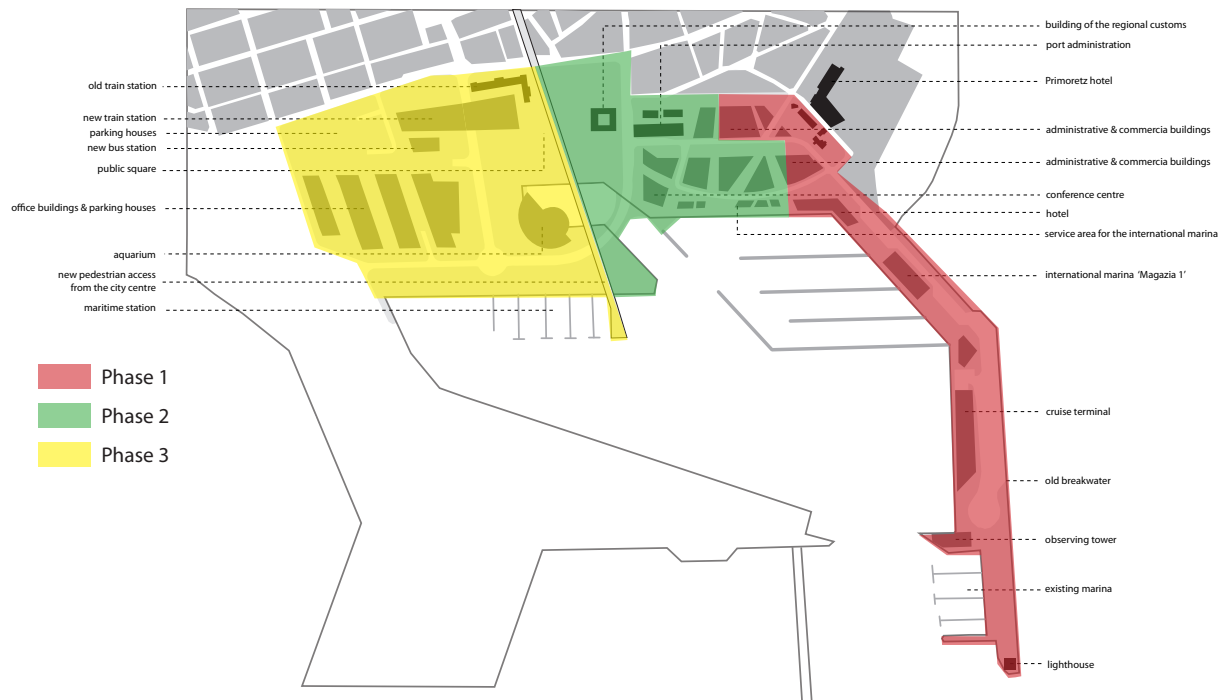


Fig.32: Phasing strategy of the Master Plan / own illustration based on the original design concept & the Pre-investment study (2010)

## Phase 1 2011-2014

Total area: 10 ha

Flore-space: 64 000 sq.m

Components:

- Observing tower & attraction zone
- Cruise ship terminal
- International marina (Preservation of the 'Magazia 1' warehouse)
- Hotel (on the place of the tabocco warehouse)
- Administrative & commercial buildings
- Landscape design, road & alley infrastructure
- Reconstruction of the breakwater

Approximate costs: 50 Mio. Euro

## Phase 2 2013-2018

Total area: 10 ha

Flore-space: 150 000 sq.m

Components:

- Administrative & commercial buildings
- Conference & exhibition centre
- Marina & service buildings
- New street & pedestrian access
- Conservation of the existing Port Administration & Buildings of the Regional Customs

Approximate costs: 210 Mio. Euro

## Phase 3 2012-2016 & 2016-2020

Total area: 17 ha

Flore-space: 245 000 sq.m

Components:

- New train station
- New bus station
- Parking lot (2-storey) - 500 cars
- Parking lot (3-storey) next to the Train station - 2200 cars
- Administrative & commercial zone
- Maritime station
- Aquarium & attraction site
- Open public square
- New access streets
- Conservation of the old train station as a cultural centre

Approximate costs: 320 Mio. Euro

## FINANCING

The initial intention was that the profit generating objects of the ‘Super Burgas’ project would be financed predominantly by private or bank investment capital in the form of public-private partnerships. This was expected to bring new investments into the city and thus create new jobs and business incentives for the local people guaranteeing in the same time a certain profit to the investors. The inter-modal terminal as a major infrastructural project of public interest, however, had to be respectfully (co-) financed by city, national and European funds (*Marinov, 18.07.2012*). Already in the pre-investment study different forms of operating models were suggested for the project such as public-private partnerships, concessions, leasing or compensation agreements, etc. The general idea was that the project will self-finance itself through the creation of new business opportunities in the city and thus will become a catalyst for local socio-economic development (*Marinov, 18.07.2012*).

However, the large scale of the project and the investments needed, as well as its long-term orientation, could not convince all the local and national authorities in the possibility of its actual realization. Moreover the year was 2010 right after the Global Economic Crises of 2009 and the perspective of finding any interested investors was not really feasible at the time. In a television public debate on the mayoral elections in September 2011 Pavel Marinov, as a candidate-mayor at the time being, and the current mayor Dimitar Nikolov announced that four banks were interested in the project but were not ready to credit it because there was no investor willing to pay back the credit (*TV7, Marinov, Nikolov, 2011*). Nevertheless, in 2010 during a visit in Qatar the Bulgarian prime-minister presented the ‘Super Burgas’ project to potential investors, whose interest was eventually raised and an investment banker was sent to Bulgaria. However, because of disagreements and conflict of interests on national level in Bulgaria, the Qatar offer was rejected (*Marinov, 18.07.2012*).

Meanwhile, the European structural and cohesion funds were considered the most practical way to finance the public infrastructure of the project. A detailed concept for the first stage of the project was prepared in order to apply for European financing via

one of the seven operative programmes of the union, namely the OP ‘Transport’ which is responsible for the infrastructural projects. The expected subsidy was around 35 Mio. Euro of which the national co-financing was around 9 Mio.Euro (*TV7, Marinov, Nikolov, 2011*). At the end of 2011, however, the Ministry of Transport decided to redirect the money to other infrastructural projects of national priority and left the realization of the first stage of the ‘Super Burgas’ project only on the own subsidies of the stakeholders. Except for the Bulgarian Railway Infrastructure Company also the Municipality of Burgas and the Port of Burgas are investing in the realisation of Phase 1. The cruise terminal and the maritime station received a 3,3 Mio subsidy lend by the Infrastructure Railway Company’s budget (*DPPI, 2012*).

# PHASE 1

**March-April 2011**

Preparation of the **Concept for PHASE 1** “Restructuring of Terminal East - a core element of the inter-modal passenger terminal in Burgas Phase 1” made by ‘Atika R5 Ltd.’, ordered by DPPI

**July 2011**

**Financial assistance** for the preparation of feasibility studies & analyses from the EU, **OP ‘Transport’**, Priority Axis 5

The Development Concept for Phase 1 (*see fig.33*) is entirely based on the Master Plan principles. The Bulgarian Ports Infrastructure Company is the juridical owner of the property but it is operated by the Port of Burgas. The concept was financed by the OP ‘Transport’, Priority Axis 3. Parallel to Phase 1, there is another project taking place in the same area - the construction of a new port traffic tower. It is expected that the two projects will be coordinated with each other.

The overall concept for the construction of an inter-modal passenger terminal cannot be realized without the basic missing element - a new maritime station for national and international navigation. The main task of the concept is to plan such a station on the current territory. In case that the cruise industry continues to develop in a positive way and there is increased international interest on the Burgas cruise ship terminal, the

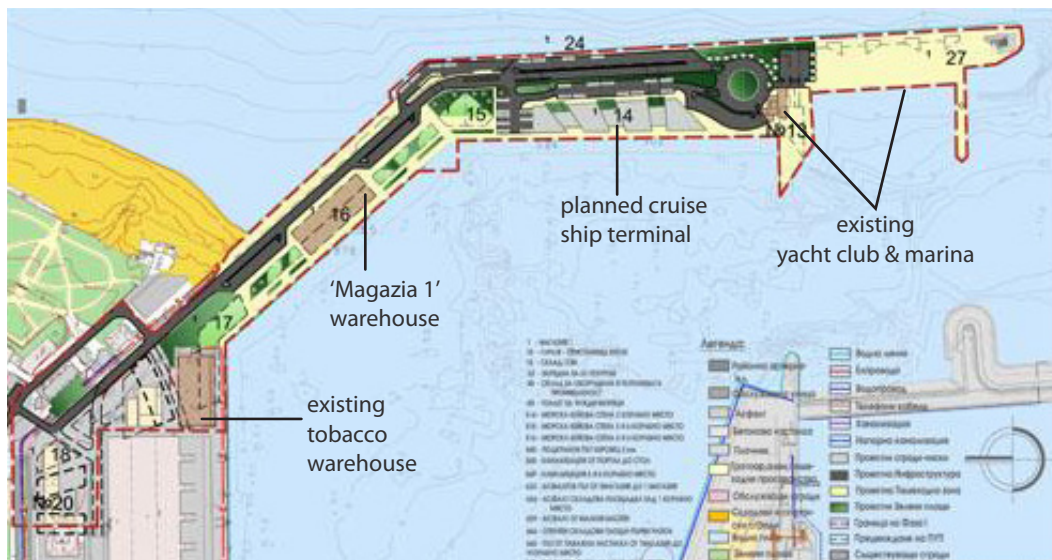


Fig. 33: **Concept for the restructuring** of Terminal East - a core element of the inter-modal passenger terminal in Burgas PHASE 1 / ‘Atika R5 Ltd’

**Oct. 2011**

Start of the **feasibility study** for **Phase 1**, based on the Concept, by Consortium 'Port of Burgas - intermodal Terminal'

**Nov. 2011**

**Approval of the detailed land-use plan for Phase 1**, made by 'BSA Burgas'

parallel: legal-financial analysis, environmental impact analysis, public transport analysis

**Feb. 2012**

Finalizing of the **Feasibility Study** for Phase 1; (Consortium 'Port of Burgas - intermodal Terminal')

cruise ship terminal could be later expanded over new berths that are within the area of the next two project phases.

The cruise ship terminal is the main component of the first stage of the project. Its floor space is expected to be around 4500 sq.m with a floor-space index no more than 0,75 (*Concept Phase 1, 2011*). The concept recommends the announcement of a competition for idea projects for the future terminal so that the quality of the design and its functionality can be guaranteed. With the completion of the cruise ship terminal and the temporary maritime station the inter-modality of the public access zone can be achieved even at this stage of the 'Super Burgas' project. The existing train and bus stations are not far away from the planned ship terminal and their connecting through shuttle buses is possible already at this development stage.

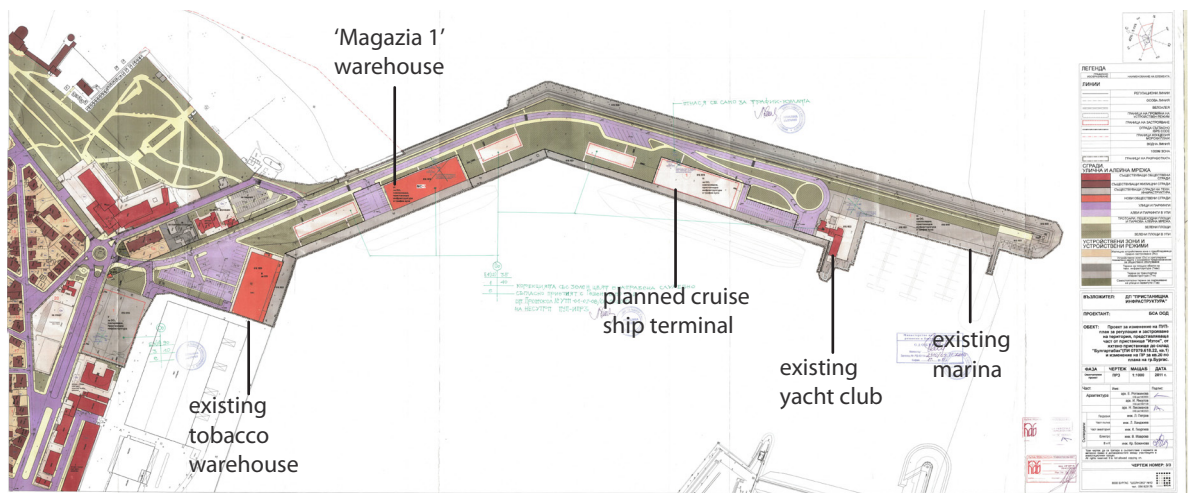
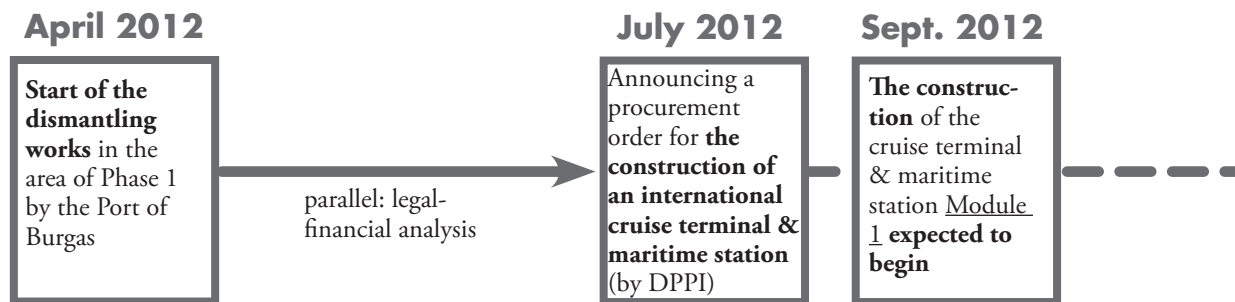


Fig. 34: Last approved detailed land-use plan for the area of Phase 1 / 'BSA Burgas'



Another basic component of the concept is the reconstruction of the former ‘Magazia 1’ warehouse. According to the Master Plan the building should be renovated so that it can be used for the needs of the planned there international marina. The warehouse has a unique metal framework from the beginning of the 20th century that is similar to the one of the Eiffel Tower. The facades of the warehouse should be removed so that the framework can be exposed to the outside. However, as the marina will not be built within the construction period of Phase 1 the warehouse could be temporarily used for other functions, even as a temporary maritime station with some public services.

Other components that the concept concerns are: the rehabilitation of the breakwater, the road and technical infrastructure, the landscape design of the open and green spaces, the construction of parking lots. The free access of disabled people has been also considered in the planning.

For all the elements of Phase 1 the necessary feasibility studies and analysis should be prepared so that they can be later used as basis for future architectural idea competitions. It is quite important to not lose the overview on the entire project. Additionally a cost-benefit analysis for the complete Phase 1 has been as well recommended by the authors of the concept.

In accordance with the concept a feasibility study on the area of Phase 1 has been assigned in October 2011 which lasted four months. Parallel to it a detailed land-use plan was prepared by another planning studio (*see fig.34*). This plan is in fact the formal planning instrument for conducting the construction process. The feasibility study was financed again through the EU Operative Programme ‘Transport’, this time however via another Priority Axis aimed at the technical assistance for preparation of documentation for investment projects (Priority Axis 5). This way several other analysis have been financed too: a legal-financial analysis, analyses on the environmental impact and on the public transport.



**March 2013**

All feasibility studies & analyses financed by OP 'Transport', Priority Axis 5 **due to be completed**

**Sept. 2013**

The international cruise terminal & maritime station **Module 1 due to be finished**

## Phase 1 2012-2013

Total area: 7,6 ha

Components

- Traffic tower
- Cruise ship terminal
- Enlargement of the existing marina
- Reconstruction of 'Magazia 1' warehouse as a temporary maritime station for cabotage navigation
- Landscape design
- Technical, road & alley infrastructure
- Preservation of the tobacco factory

Costs: 5 - 6 Mio. Euro

Design parameters according to the procurement order announced by DPPI:

### **Parameter Cruise terminal (Module 1 & 2)**

floor space (Module 1 & 2) - 2700 sq.m

floor space (Modul 1) - 1500 sq.m

floor space (Modul 2) - 1200 sq.m

floor-space index - 1.0

site-occupancy index - 0,35

green spaces - 40 %

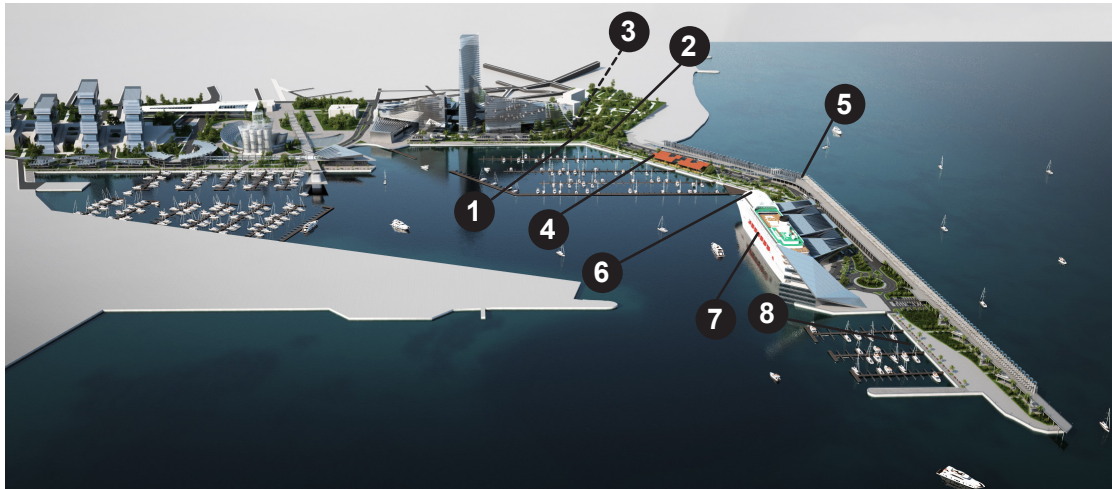
Module 2 of the International cruise terminal & maritime station **planned for after 2013**

No perspective for the actual begin of PHASE 2/3

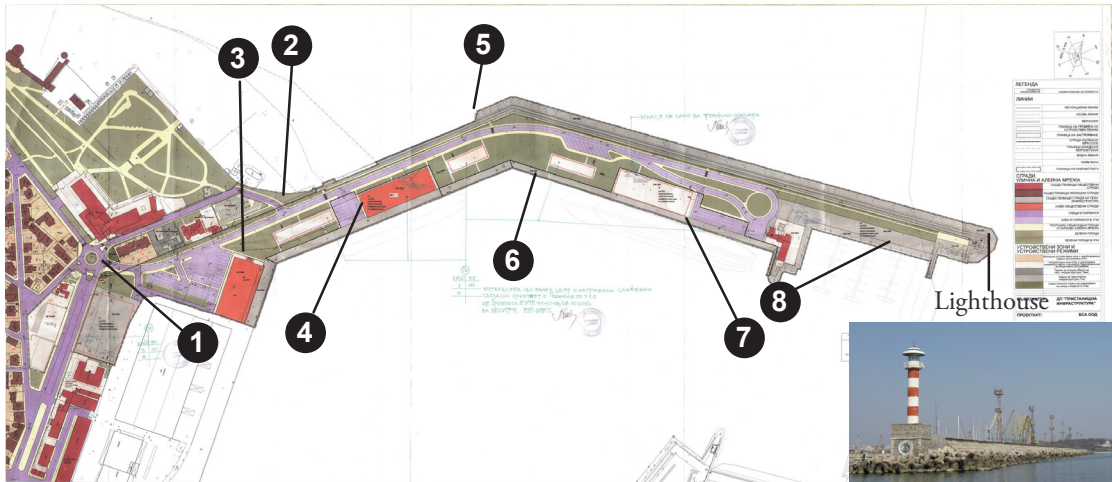
# DEVELOPMENT DYNAMICS

- 1 New Street Access
- 2 New Street Access
- 3 Tobacco Warehouse
- 4 'Magazia' Warehouse
- 5 Breakwater
- 6 3rd Berth
- 7 New Cruise Terminal (1st & 2nd berths)
- 8 Existing marina

Master Plan: Mai 2010



Detailed land-use plan based on the concept for phase 1: December 2011



Visit of the site: Juli 2012







## PLANNING COMPONENTS (PHASE 1)

There are several basic components that form the urban and architectural structure of the area of Phase 1. First, and probably the most significant one, in terms of scales and marketing strategy, is the construction of the cruise ship terminal. The second one is the smaller in scales maritime station that is going to be used for coastwise navigation. The third one is going to be the renovated 'Magazia 1' warehouse, with its unique

metal framework exposed to the outside, which most probably will serve the function of a temporary maritime station. The other components concern mainly the rest of the infrastructural and the rehabilitation works. The existing marina on the top front of the area remains on the same place but is going to be extended with new piers for exploitation.

In order to understand what these new components mean for the territory and how they are going to influence and change it, as well as their role to the city development, a short introduction of their basic characteristics, benefits and problems is present below.



Fig. 35: View to the area of Phase 1 / [http://www.tic.burgas.bg/burgas\\_web/eng07\\_far.htm](http://www.tic.burgas.bg/burgas_web/eng07_far.htm)

## CRUISE SHIP TERMINAL



Fig: 36: Visualisation of the future cruise ship terminal / 'Atika R5'

The cruise industry has been growing since the last couple of decades, with expansion leading to increased capacity in terms of ships and cruise passenger terminal facilities, length of operating season, and area of coverage (McCarthy, 2003). Only for the last ten years there has been an average annual growth of more than 12 % in Europe and in the Mediterranean (the closest sea basin to the Black Sea) (URBACT II, 2011). The Mediterranean is clearly preferred as a destination because of the diversity of the region, allowing innovative itineraries to be organised in a relatively small area and because of the improved security standards and port facilities (McCarthy, 2003). Cruises are considered superior and better value than other tourism products; passenger satisfaction is principally high and the numbers of repeat customers are increasing. All this provides for a quite optimistic perspective in this economic branch. (URBACT II, 2011). Despite the positive prognoses there are certain problems coming from the cruise industry which can cause quite some negative disturbances in the city and the life of its citizens.

In general, Bulgaria does not have any statistics on the cruise and maritime tourism. According to the different experts, interviewed for the thesis, only between 90 and 150 cruise ships anchor per year in the Bulgarian Black Sea ports altogether. Cruise ships, travelling in the southern Black Sea tend to rarely stop in the port of Burgas because usually their main destination is the closely situated smaller but preferred port of Nessebar. Only in cases of bad weather cruise ships come to anchor in the Burgas Bay. However, because suitable landing infrastructure is generally missing there, often visitors have to be transported by boats from the ship to the city.

What are the positive and negative economic, environmental and social effects of the cruise industry on cities? *(based on McCarthy and URBACT II)*

#### BENEFITS

- increased visitor spending
- job creation
- city image enhancement
- attraction of new services industry
- extension of the operating tourist season
- revenues from ancillary uses in passenger terminals (retail and leisure)
- repeat visits as a result of visitor “sampling” of destination

#### PROBLEMS

- “economic control” on the travellers by the cruise operators (integrated excursion package on land together with “controlled shopping”)
- seasonal employment (low-wage, low-skilled)
- cities seen only as a transit area on the way to other closely situated places
- occupation of city spaces by the increased number of tourists
- congestions caused by inadequacy of infrastructure, especially in home-ports
- environmental pollution - water, noise & air pollution, loss of natural habitats
- unstable income from the visitors due to the minimal time spent, vulnerability to global shifts in fashion & competition between ports
- increased crime and anti-social behaviour on land in some contexts
- displacement of local communities



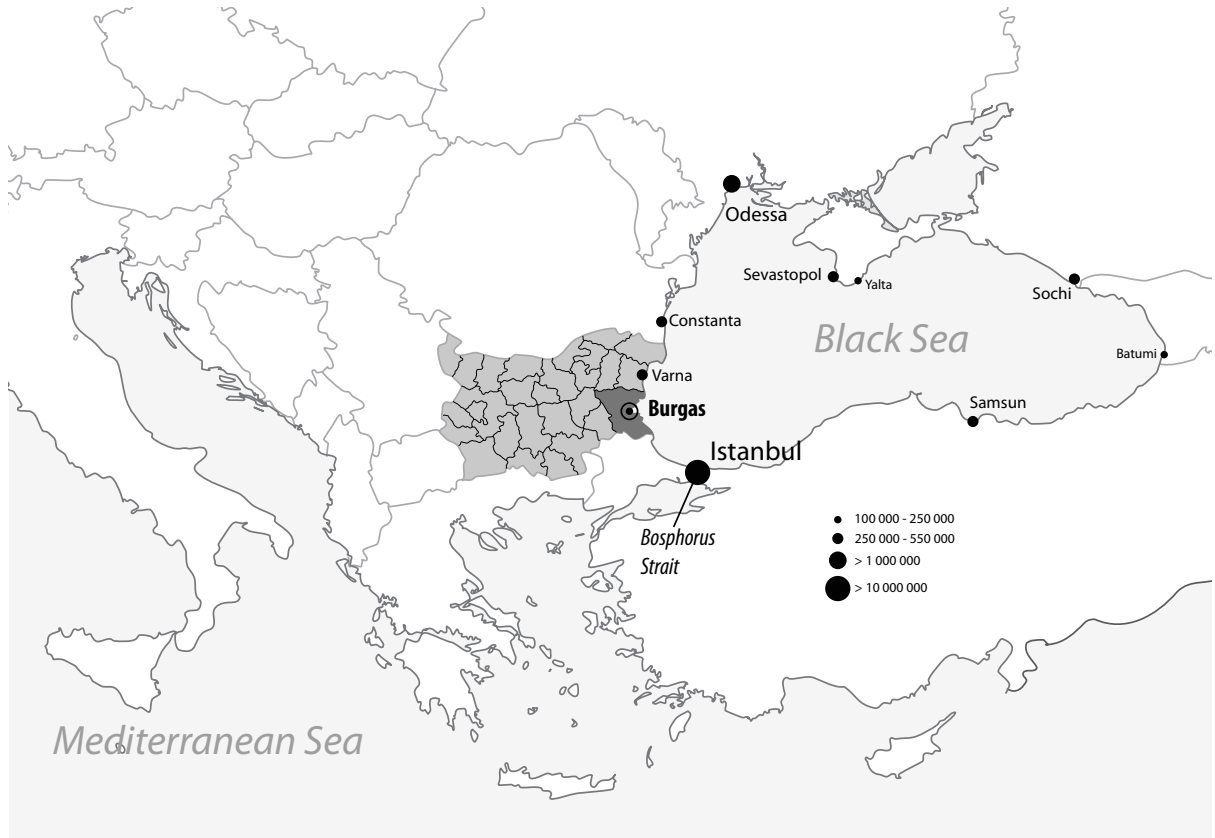


Fig: 37: Main cities in the Black Sea basin / own illustration

**June 2010**

The PAZ company becomes **member of Medcruise** - the Association of Mediterranean Cruise Ports

**March 2012**

Memorandum between the **Port of Burgas & Royal Caribbean** (cruise company)

Already at the launch of the ‘Super Burgas’ project, first steps were done in order to attract the interest of the major cruise companies to the destination Burgas. In June 2010 the ‘Public Access Zone’ company managed to become member of ‘Medcruise’ – the Association of Mediterranean Cruise Ports (*Marinov, 18.07.2012*). Joining ‘Medcruise’ was a strategic step because cruise ships usually come to the Black Sea after they have already visited the Mediterranean. After it became clear that the operation of the new cruise terminal will be entrusted to the ‘Port of Burgas’, the Port took the initiative to present itself and the new waterfront project on major cruise conferences in Europe and the USA. The idea was to promote not only Burgas as destination but the whole Black Sea. Therefore the port of Burgas formed a union together with some of the other major ports in the Black Sea basin: such as Constanta, Odessa, Sochi, Batumi, Yalta, Samsun and Istanbul (*see fig.37*), which presented the ‘Black Sea’ as a growing market opportunity on two international cruise conferences. Furthermore, the Port of Burgas has set itself the goal to become a “home-port” – the place where passengers start or end their journey, and not just remain a mid-stop of the route (*Dimov, 23.03.2012*). Being a home-port is supposed to bring extra dividends not only to the port but also and mainly to the city, on the one hand, because of the image, and on the other - because of the longer time cruisers spend in the area. Becoming a home port is a highly plausible scenario as the city of Burgas is well connected with the rest of Europe through the southern Bulgarian motor highway and the Sarafovo airport. The first cruise ship is expected to arrive at the new terminal on October 5th, 2013 (*Dimov, 23.03.2012*).

## COASTWISE NAVIGATION



Fig: 38: 'The comet' - a hydrofoil boat / <http://fastferry.bg/>

Coastwise navigation or also known as cabotage navigation describes the transportation of goods and passengers on water within the borders of a country; since 2010 the same concept refers also to the coastal waters of the European Union (*Wikipedia, 2012*). All means of watercrafts that offer regular or on demand services between two ports at a distance no more than 600 km is considered coastwise navigation (*Marinov, 18.07.2012*). In different cities around the world this kind of water transportation is serviced by water buses, water taxis, city ferries, commuter boats. Quite often it needs to be subsidized by the state or needs special tax alleviations. The high expenses on fuel, maintenance and investments are usually the main reason for the unremunerativeness of this kind of public transport. Although significantly cheaper than other modes of transportation on longer distances water transport proves to be unprofitable on closer destinations because of the reasons mentioned above. However, it is in many cases a necessary and preferred way of transportation, especially in cities mainly situated on water like Venice, Amsterdam, Hamburg, Istanbul, etc. In these cities ferries, water buses and taxis offer affordable water transport to the people, which again is enabled thanks to subsidies and tax alleviations and adjusted regulations.

Until the mid 70s, the Bulgarian coastwise navigation in the Black Sea used to be relatively well developed, as there were different kinds of regular passenger boats (barges, cutters, hydrofoil boats, etc.) that were connecting the bigger and smaller sea ports in the country. Especially attractive for the population were the thirteen hydrofoil boats, better known in Bulgaria as the 'comets'. The hydrofoil is "*a boat with wing-like foils mounted under the hull. As the craft increases its speed the hydrofoils lift the*

*hull up and out of the water, greatly reducing wetted area, resulting in decreased drag and increased speed*” (Wikipedia, 2012) or simply a “high-speed boat on wings”. Twelve of them were travelling every day at each two hours from the north to the south coast with up to 100 passengers on board throughout the summer season – from early May to late September. After the sociopolitical changes in 1989 the comets were stopped from shipping because they proved to be unprofitable, some of them were scrapped and some sold to foreign countries, such as Greece for example (*blog:Boiana-MG, 2012*).

Sad but true, since the beginning of the 90s coastwise navigation in Bulgarian has not been developing at all. The reason again is the unprofitable nature of this kind of transportation and the disinterest of the state on redirecting budget to this public service. There are some private initiatives that are operating vessels for coastwise navigation; however they hardly manage to reimburse their investments, not to talk or even think of new investments in better or more innovative machines. Not only there are no government subsidies for this public transportation, no tax alleviations and adjusted regulations, there is also no adequate infrastructure for embarking and disembarking in most of the ports. It’s only after 2007 that a procedure for returning the ownership of smaller ports on the south seacoast to the Municipalities they belong to has started, as till then all ports in the country were state property. Through this decentralizing measure the opportunity was given to smaller cities and towns to find a more adequate way of managing and operating their own ports. The procedure for introducing this measure was started right after the decision was made to launch the ‘Super Burgas’ project. At this time it was already clear that if the port of Burgas was going to be renovated, then it should be possible again to re-introduce coastwise navigation in Burgas (*Marinov, 18.07.2012*). The next step was to work towards re-organization of the state and city policy on this service in order to make water buses again possible through sub-financing by the public sector; however, the complexity of the problem and the unpreparedness of city and state prevented the start of any such discussion, not to talk about reaching any solution.

Meanwhile the hydrofoil boats were again re-introduced on the market of coastwise navigation. A private initiative, started 2011, bought back two of the sold to Greece comets and started exploiting them as tourist attraction between three major tourist centres on the Black Sea (Sozopol, Nessebar, Varna). According to the Bulgarian Hydrofoil Ltd – the company that owns and operates them – the comets had gone through full repairs; they have passed the required technical inspection and meet the

requirements for safe shipping (*blog:Boiana-MG, 2012*). Nevertheless, they remain 30-year-old vessels, Russian-made, that are extremely fuel consuming and thus not the most environmentally friendly means of transportation. Moreover, fuel price in coastal waters is much higher than in international waters, and again because there are no tax alleviations, the fuel costs have to be covered by the single ticket price (*Georgiev, 18.07.2012*). This makes the comets a tourist attraction and not a regular coastal transport; they are not affordable for the average Bulgarian passenger (one-way ticket from Sozopol to Nessebar in the high season is 15 Euro, where by bus (70 km) it would be no more than 6 Euro). Another major disadvantage of this kind of vessels is that they cannot sail in bad weather conditions, when there are high sea waves. In the best case the season lasts from the beginning of May till the end of September.

With the completion of the realisation of the first stage of the ‘Super Burgas’ project and the planned maritime station, the two comets will have a further stop in Burgas, a stop that they have not had since 1989.

What are the positive and negative economic, environmental and social effects of the comets as means of transportation for coastal navigation?

#### BENEFITS

- alternative to the motorized means of transportation, and if invested in new machines – eco-friendlier
- faster traveling times
- reduction of road traffic congestions
- attraction for people (however predominantly for tourists and visitors than residents)
- re-linking with the sea and encouraging people to use the sea more

#### PROBLEMS

- technically old-fashioned
- ecologically unfriendly because of the high fuel consumption and exhausts in the air
- not suitable for bad weather conditions
- seasonal character – only between Mai-July
- high costs of the tickets due to the expensive fuel price in internal waters and lack of government subsidies and tax alleviations
- no government or city policy on public water transport
- few stops because of lacking or bad infrastructure in other ports
- hardly profitable business

## ‘MAGAZIA 1’ WAREHOUSE



Fig: 39: ‘Magazia 1’ warehouse / left - current situation, own pic., right - future visualisation / ‘Atika R5’

The warehouse of ‘Magazia 1’ was recognized by experts as built heritage, because of its metal framework from the end of the 19th and the beginning of the 20th century, similar to the one of the Eiffel Tower. It is not certain when exactly the warehouse was built, the oldest available plans date back to 1907, but it was built for and mainly used as a warehouse.

As historical object in the waterfront re-development of the Burgas port, it is going to be renovated in a way that discloses its metal construction via removing of the major facades and thus creating a vast sheltered public space. Some part of the building is going to be used for offices and service spaces. In general, it is still not clear, how exactly ‘Magazia 1’ is going to be used in the future. According to the port authorities it will function as a temporary maritime station with some mixed uses such as cafes or restaurants. In the Master Plan 2010 mixed uses were dedicated to the building as well but with a major accent on cultural events, exhibitions or even sports and leisure activities, as the second marina was planned to be also there. However, all the different interview partners could not give any certain answer on the future uses of the warehouse. It appears to be an undecided issue yet.

One thing is however clear enough, the fact that the open structure of the building allows a flexible use that can change over time and according to necessities. This means that the planning process allows even after the completion of the realization phase certain flexibility and openness to new ideas. If this concept would work can be proved only over time.



What are the positive and negative economic, environmental and social effects of the comets as means of transportation for coastal navigation?

#### BENEFITS

- mix-uses – culture and exhibitions, catering, services and offices, leisure and sport
- conservation of built heritage
- transparency via the open sheltered structure
- flexibility of uses over time

#### PROBLEMS

- unclear strategy on the future uses
- the open sheltered area not suitable for winter activities

## CONCLUSIONS

*There are several conclusions that can be made on the basis of the comprehensive analysis of the planning process. They summarize the main achievements and problems of the ongoing planning process.*

Initially there was strong political will on the national and local level to re-develop the waterfront; however the lack of experience and administrative capacity in the state agencies on leading such kind of projects and their inadequacy to think of new approaches for developing urban areas turned out to be some of the challenges to the realisation of the 'Super Burgas' project.

Public interest is determining in this project as it is led entirely by government agencies and the City of Burgas – by the 'Public Access Zone' company, which is in fact an 'arm's length company. However the project cannot be financed entirely by the public sector as there are certain components (especially in the next project phases) that need private investments in order to be developed. One of the biggest challenges to the project appears to be exactly the provision of the main investments.

The question of the provision of investments was one of the main questions on which the PAZ company experienced internal disagreements. They were caused by the different motivation of the stakeholders and their cross-visions on the way the project should be realized. For this reason, the forthcoming realisation of the first stage of the project should be already considered as an achievement itself. Phase 1 has been coordinated with the Master Plan but had to be adapted to a quite unfavourable financial situation, and reduced in terms of planned components and time of realisation. For the construction of the cruise terminal and the maritime station, the reconstruction of the 'Magazia 1' warehouse, and for the infrastructural and landscaping works there are only 13 months time, of which 3 to 4 winter months.

The first strategic steps to the operation of the cruise terminal which included negotiations with international organisations and cruise companies were successful. The cruise terminal is expected to become a new asset to the image of the city. However, local tourist organisations and companies are still quite passive and cautious, waiting to first see things realized. There is not any active work on the preparation of a clear strategy on how the new terminal is going to be operated, what services will be offered to the passengers and mainly who will offer them.

Another asset to the city will be the improvement of the port infrastructure for coastwise navigation which could not be operated in the last twenty years. Despite the motivation of many local and private actors to revive coastwise navigation in the Black Sea there is a substantial lack of government support on this initiative. The lack of government subsidies and tax alleviations are two quite unmotivating factors that block the development of public transportation on water and the introduction of any technical innovations in this transportation mode.

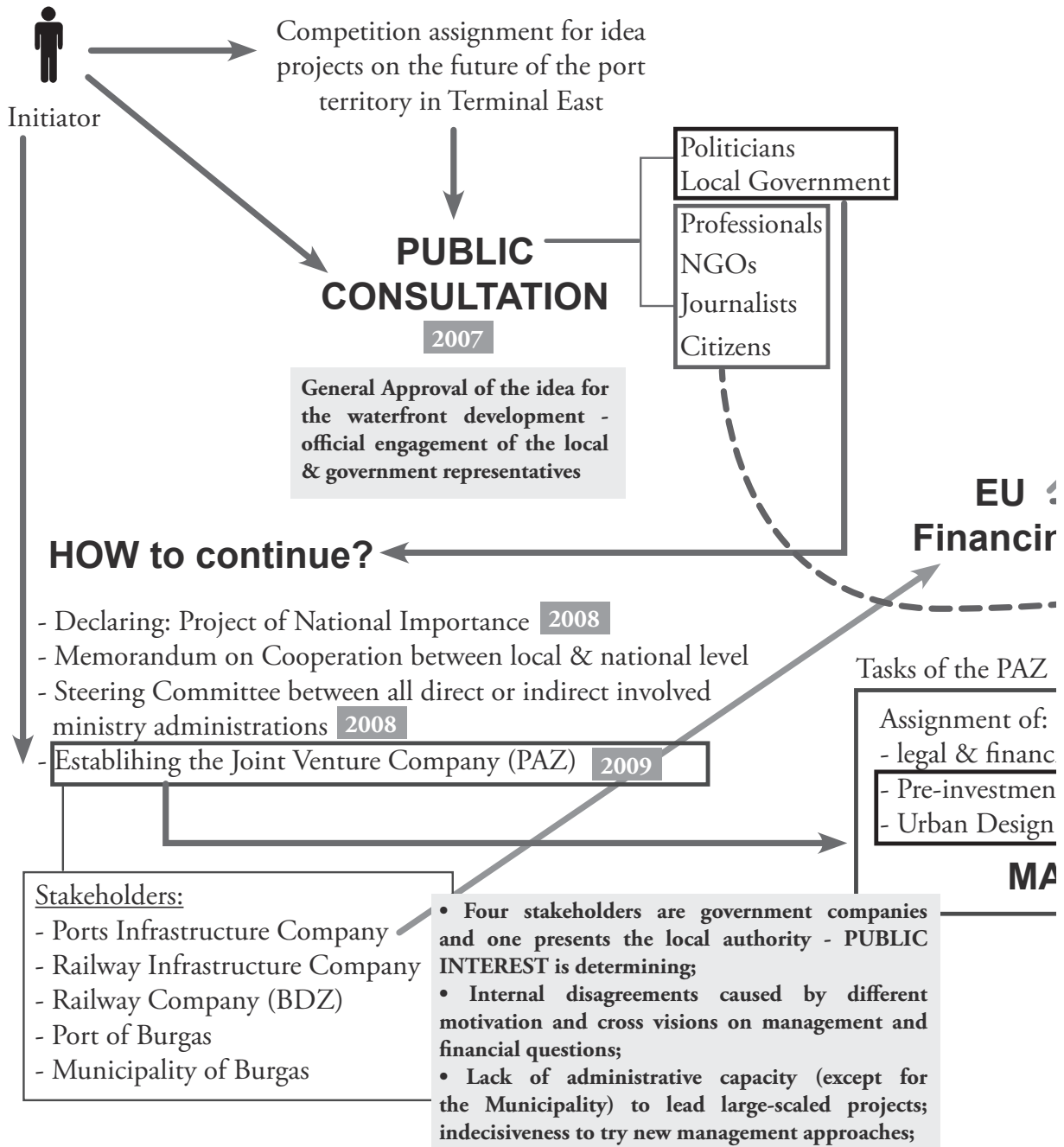
The preservation of the built heritage of the ‘Magazia 1’ warehouse can be indicated as a good practice. Disturbing is only the fact that it is still not entirely clear what short-term and long-term future functions will be dedicated to its spaces. This on the other hand can be seen as an advantage in terms of flexibility and adjustment to actual necessities.

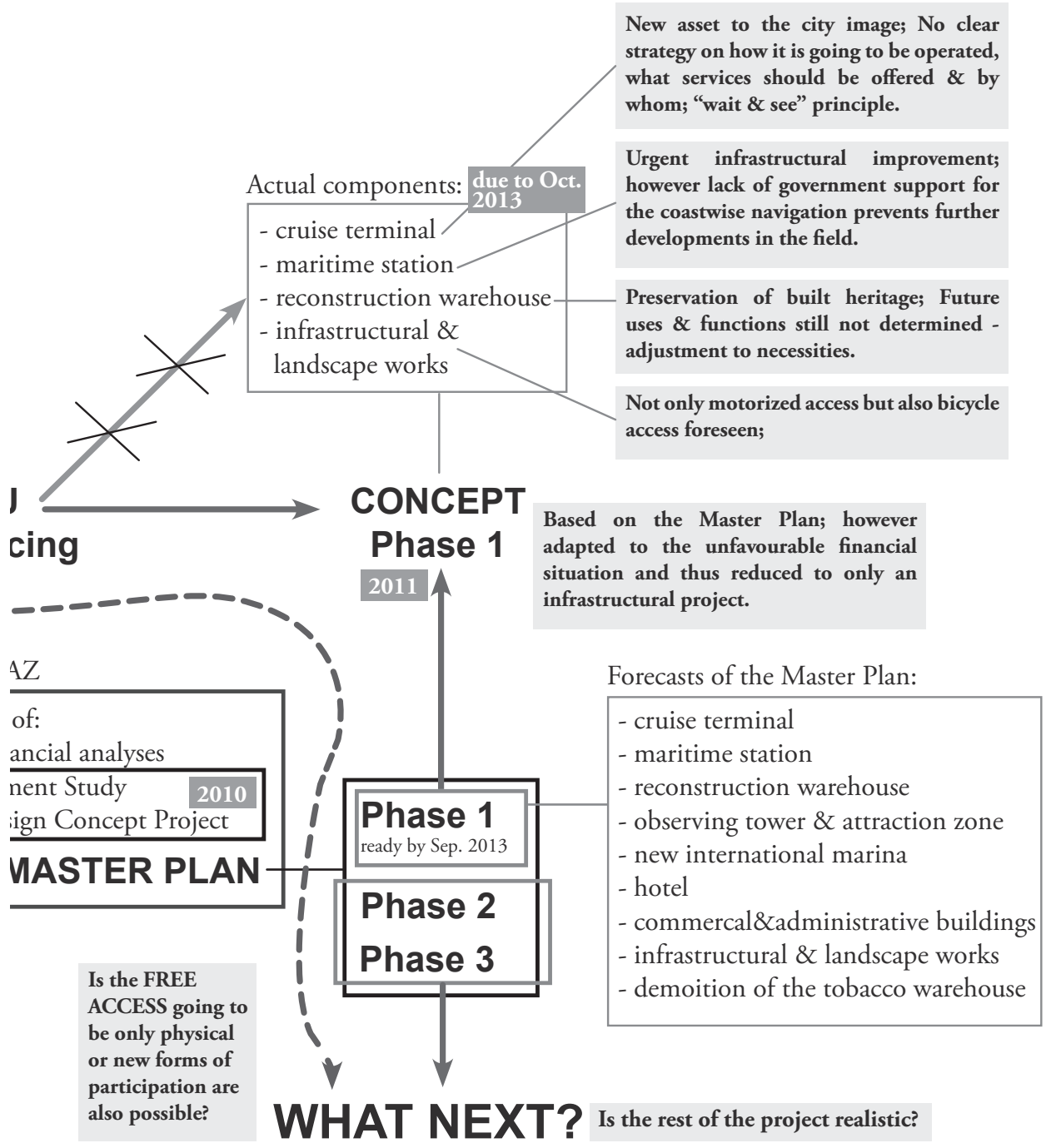
Although there has not been any new public consultation after 2007, the project gained immensely on popularity as part of the 2011 mayoral election campaign of the initiator of the project, which was used for throwing more light on the ‘Super Burgas’ project in the civic society. However, it has not been discussed yet if people are going to just have a free physical access to the zone or they would be also able to participate in and contribute to the next project phases.

Last but not least, although the realisation of Phase 1 is already quite an achievement considering all internal and external problems that had to be overcome, some of the stakeholders and some part of the society (still) do not believe (anymore) in the possibility that Phase 2 and Phase 3 could be realised in the future. In fact the project is considered to be unrealistic by some of the stakeholders, mainly because of the lack of financing.



# OVERVIEW & CONCLUSIONS

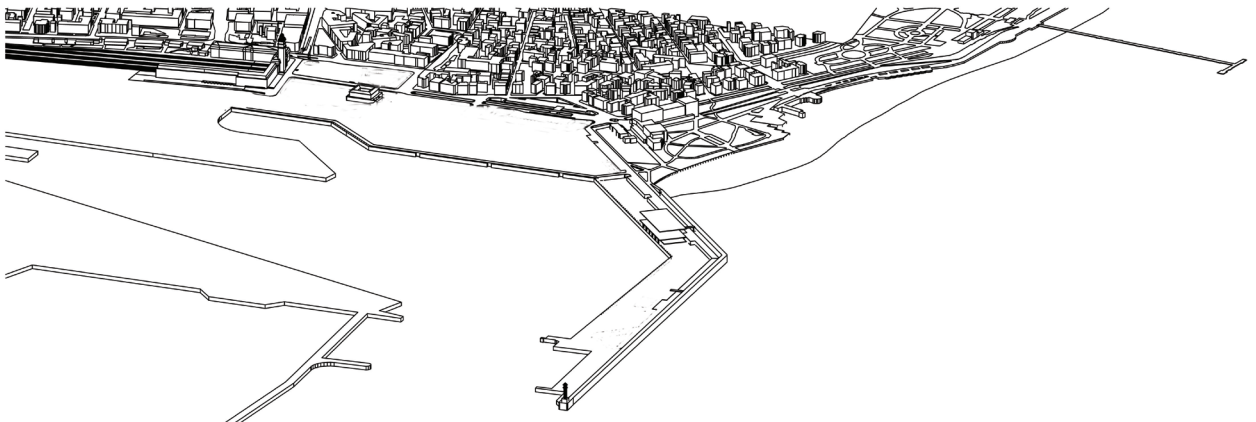






# CHAPTER 3

# SCENARIOS







## PRECONDITIONS

It is hard to predict how exactly the waterfront development in Burgas will take place in the future. The project and city comprehensive analysis in the previous chapters showed a clear political will from the authorities to change the image of the waterfront. However, there are still some differences between the stakeholders especially on such questions as to how exactly this development should happen and where it should be financed from. Initially developed and designed as a mega-investment project that was supposed to become an enabler of socio-economic growth for the city of Burgas, it could not be realised as such one because of the global economic crises that changed completely the climate for large-scale investment projects.

“Waterfronts are too valuable to simply allow developers to dictate the terms of growth and change” is said in the Waterfront Synopsis summary book from 2010 (Waterfront Synopsis, 2010, p.34) . This does not necessarily mean that developers are unwelcome, in fact, without them the emergence of residential and office buildings that are so important for the provision of mixed uses would be merely impossible. What it actually means is that waterfront development should take place more or less in a continuous dialogue with local citizens and communities so that a shared vision derived from their actual needs can be further developed and realised by the professionals. This process should not be a one-time happening but has to take place on a regular basis regardless of the participatory form chosen.

The waterfront development in Burgas, for instance, was publicly discussed before there was any particular assignment for a concrete project development. This was the crucial moment in the planning process that actually activated the responsible stakeholders to search for opportunities for the idea's realisation. The public consultation was well-received by the people who attended it and there was a general wish to see 'things done' although it was only the idea projects that were presented at this very first and till now only meeting.

The positive feedback can be explained with the fact that in Bulgaria, until the

last couple of years improvements of the urban environment in the bigger cities have not been a priority issue for the authorities, as there were and still are much more fundamental issues to be dealt with such as the enhancement of the average living standard. Improvements in the urban environment were happening mainly concerning basic infrastructural problems such as rehabilitation and construction works on the road and technical infrastructure. The generally low level of household income, characterized by substantial income inequalities (*Invest Bulgaria Group Ltd, 2012*) has led in the last two decades to a general disinterest of people to public issues and mistrust in the state as a regulator between public and private interests. Burgas is not an exception from the overall trend but still, it is a city with progressive economic development which has lower unemployment rates than the rest of the country even than other European cities – only 2,4 % (*Statistics on European cities , 2012*). However, the index is misleading because it does not take into account payment satisfaction and perception of financial difficulties. In the same survey, one-third of the Burgas people reported having problems paying their bills at the end of each month. Yet the conclusion can be drawn that there is at least a considerable economic dynamics in the city even if it is within the lower payment rates (*Baltov, 26.07.2012*). In fact this relative economic stability and maybe the innate linkage of the Burgas people to the sea have built a good foundation for raising more public interest on issues concerning the improvement of urban environment and city image. People wanted and want to finally see major urban environmental changes taking place in their home city.

The same determination can be also seen in the main stakeholders of the project. The ongoing realisation of the first stage of the ‘Super Burgas’ project proves it. The deeper investigation into the planning process showed, however, how hard it was for the different stakeholders to reach a consensus on the way the project work should be organised and financed. Moreover, no local or national authority has had any previous experiences on such large-scaled waterfront redevelopment. It was and still is a-learning-by-doing task for both stakeholders and citizens.

On the way to the further opening of Burgas to the sea and the restoration of the port-city relation the time has come to think of possible scenarios on the future of the area based on everything that has been done till now. The Master Plan of 2010, the current realisation of its first stage that has been already somewhat adapted to the changed framework conditions and the city development itself should be considered the foundation on which different future projections can be constructed.

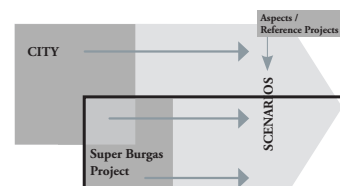
The development of programme scenarios is a method used in the strategy planning which provides for better understanding of options than conventional planning. Scenarios encourage thinking in new directions that have not at first been considered as possible outcomes. Scenarios should not be understood as exact predictions or forecasts; they are nothing more than just a story about what might be. They present different aspects of the future, based on the existing situation, on trends that are evident at local and international level, on ideologies, rationalities and discourses that are being transmitted between people and places.

In this chapter three future scenarios are going to be present for the Burgas waterfront development. There are three main conditions that outline and are present in all three of them: the realisation of Phase 1 has been completed; the cruise terminal and the maritime station are already in operation; the old train station, the customs building and the Primoretz hotel (which is out of the territory but is an important place of orientation) remain as landmarks in the territory.

The scenarios make assumptions on the future accessibility and uses in the area provided that either financing through private investments could be guaranteed or there can not be found any financing in the next five years. Furthermore they will be underpinned by suitable project references that point out important planning and design aspects that should be taken into consideration when it comes to waterfront (re)development.



## SCENARIO 1



### *Follow the Master Plan 2010 - a long-term scenario*

This scenario is based on the belief that potential investors for the project can be still found. As a matter of fact the economic crises caused an enormous drawback from large-scaled investment projects but in the same time some financial structures in other countries managed to stay stable and to continue their investment policy worldwide (as could be proved by the interest shown by the Qatar investors only a year after the global financial breakdown). That is why the possibility of the actual realisation of the plan in the way it was conceptualised in 2010 is still not to be excluded. Moreover the new national Law for the Public-Private-Partnerships is due to come into force by the beginning of 2013 (*Sirleshtov, 2012*). It introduces a clear differentiation between the PPP and the two other popular forms of partnerships between the public and private sector – the concession and the public procurement order. These parts of the inter-modal terminal that are public will have to be realised with the financial support of the state or with the structural and cohesion funds of the European Union, thus providing for the participation of the public sector in the project.

### **What is expected to happen in the new area and in the city in terms of accessibility and future uses?** (*see fig.40*)

With the realisation of Phase 1 people get used to the sight of big ships anchoring at the cruise terminal and enjoy going for a walk to the lighthouse. The cruise industry in the Black Sea develops according to the positive forecasts and there is a regular cruise ship flow in the port of Burgas. Tourists' interest to Burgas is increasing ever since. The citizens of Burgas are travelling more often along the seaside, either by water buses or own sailing boats and yachts.

The square in front of the train station remains the main public square in the area, even during the construction works, first of Phase 2, and then of Phase 3. For this reason the first thing to be done is the creation of an overpass that enables pedestrian access between city centre and the train station square, and eventually brings people to the new waterfront.

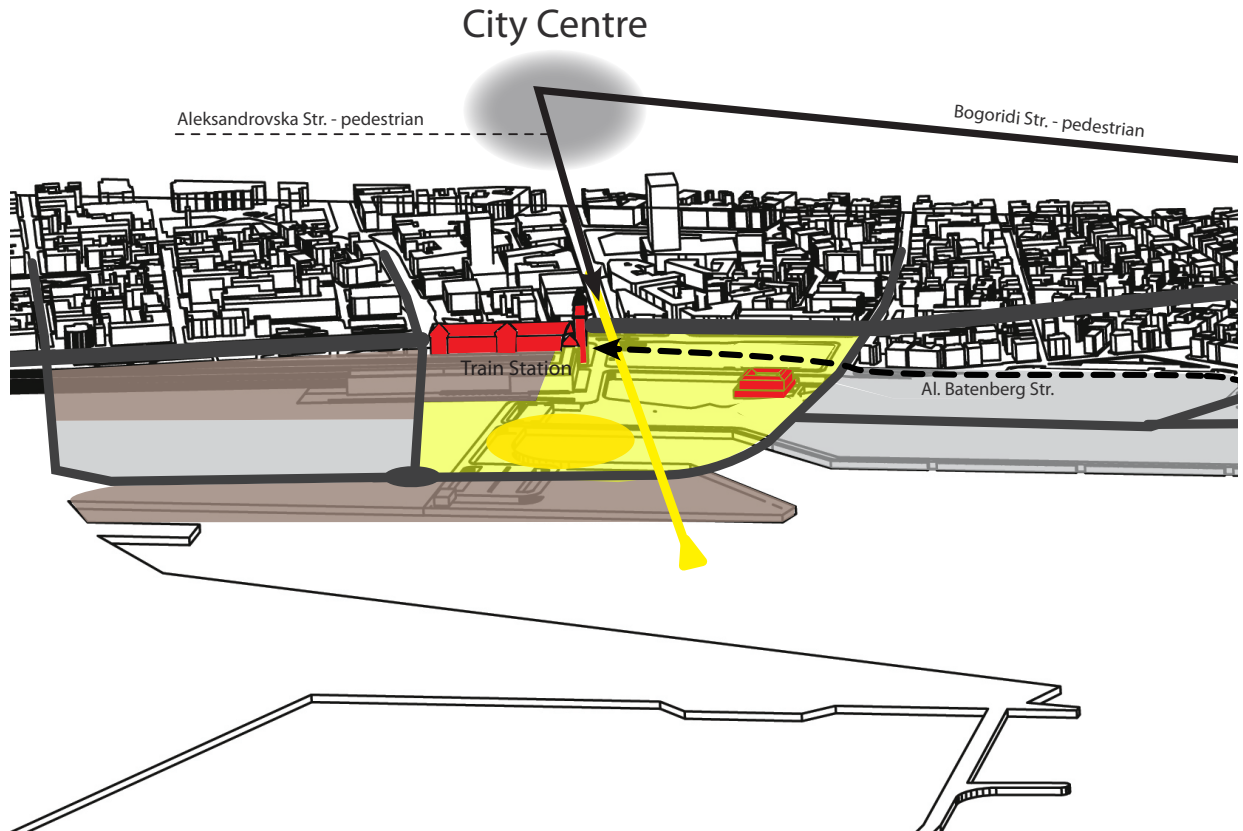


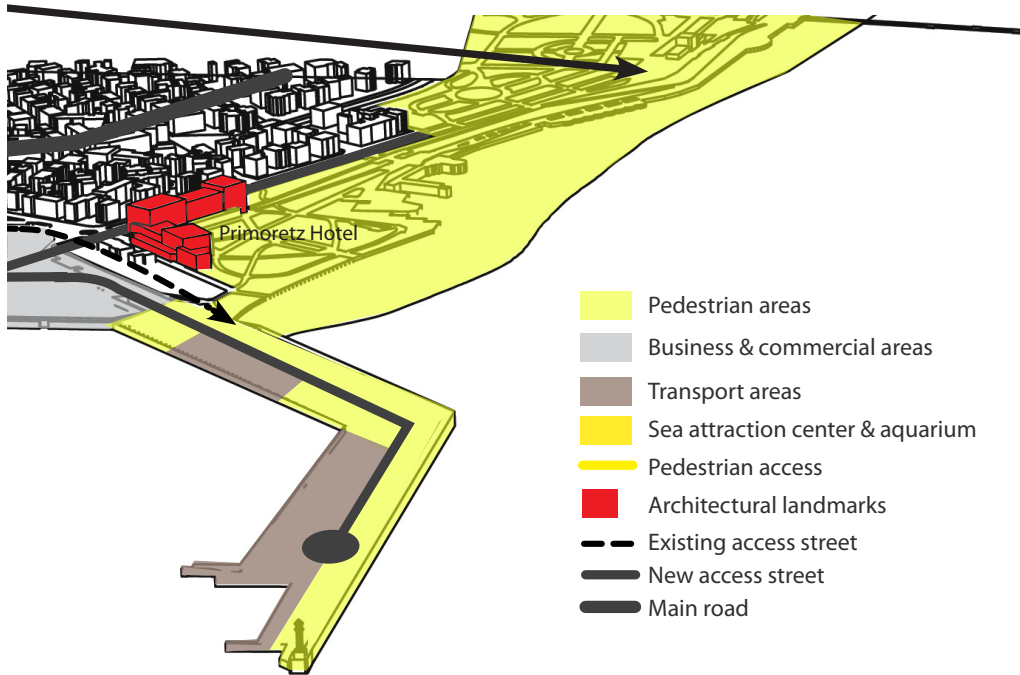
Fig: 40: Future zoning of the waterfront according to the Master Plan 2010 / own illustration

While construction works of Phase 2 are taking place, the only connection between the public accessible area of Phase 1 and the train station remains the outer bordering street of Al. Batenberg, which has anyway always been the connection between the Sea Garden and the train station. Only after the completion of the planned administrative, office and retail buildings and the new conference centre, any further access between the two pedestrian zones becomes possible.

Phase 3 which includes the reconstruction of the old train station, the construction of a new one with adjacent parking lots, administrative and commercial buildings and the construction of a new sea centre with an aquarium is the last one to be undertaken. With its completion there will be three new landmarks in the area – the old train station as a cultural centre, the aquarium and the new bus & train station.

In order to bring water navigation closer to the new station and this way to provide for the inter-modality of the project the temporary maritime station in the reconstructed





warehouse of 'Magazia 1' is removed next to the aquarium. This enables the delegation of only cultural and public service functions to 'Magazia 1'.

With the completion of the whole project around the year 2020 it is expected that:

- the transfer times between the different means of transport (rail, bus and water) will take less
- new regular connections with other closely and farther located destinations will be provided, especially concerning water transportation.
- new jobs will be created
- the tourist industry will be booming again, this time much more as a preferred tourist destination by well-educated and more solvent tourists, attracted by tourist assets such as the sea climate, the rich cultural heritage and the quality of the services
- new economic service sectors will be created in the field of the information technologies, education and high-tech developments

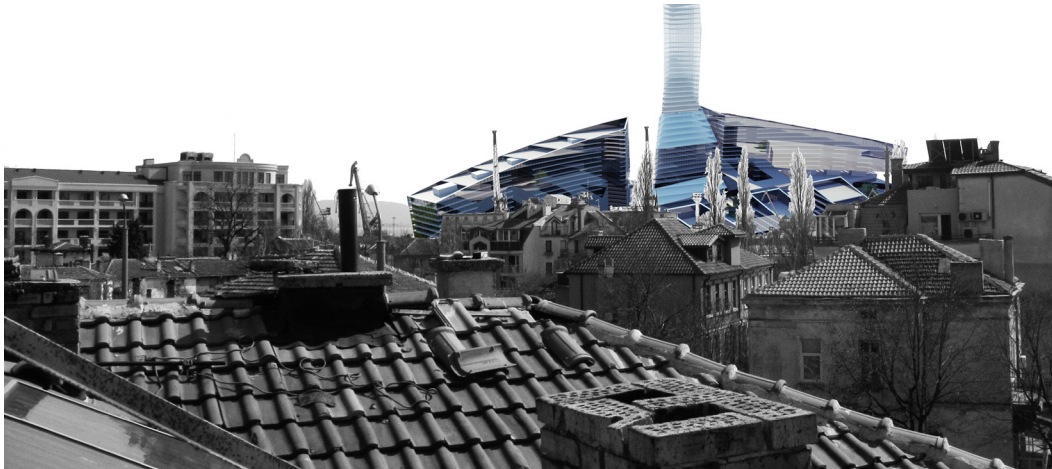


Fig: 41: Future view from the city to the new waterfront / own illustration based on the 'Pro AR5' design concept

- new places for culture and entertainment will be created
- there will be lower rates of energy consumption because of the environmental friendly architecture
- an entirely free bicycle and pedestrian access to the zone will be provided

### **What should be taken into consideration in order to achieve a successful waterfront development?**

This scenario is a highly optimistic one and completely based on the vision and the assumptions of the Master Plan 2010, but still there are some threats that have to be taken into consideration especially when it comes to the rights which the city delegates to the investors. As public order bids in Bulgaria are generally awarded on the principle of the “lowest price offered” it is highly recommendable that some quality criteria are also introduced in the competition procedure and the decision-making process for the future waterfront development.

Therefore some basic principles should be incorporated into the development strategy and into the design in order to provide for a lively and vibrant waterfront. These principles should come from the city and the development agency and are aimed at the property investor/developer.

Basic principles for waterfront scenario 1:

- finding the balance between profit-orientated (market-led) interests and requirements for a free public access

- clarifying ground floor uses in order to provide for more mix-uses and free-access zones
- on time informing of citizens about the current planning in order to provide awareness and transparency of what is going on (information campaigns)
- multi-functional planning of free spaces including i.e. for public events and gatherings
- keeping the direct waterfront free for continuous pedestrian access

## REFERENCE PROJECTS

### Balance between private & public interests



Fig: 42: UniLever Haus, HafenCity, Hamburg / pic.: Behnisch Architekten

In the Hafen City Hamburg – a 155 ha waterfront regeneration area very closely situated to the inner city and seen also as its extension – individual city blocks are developed through competitions for land. As price is usually fixed at the competition outset, the key factor for winning the competition remains the quality of the proposal. (Smith; Garcia Ferrari, 2012, p.102)

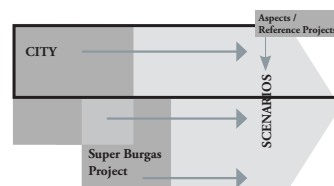
A good example for a privately developed office building in the Hafen City that provides in the same time for enough public spaces on ground floor level is the UniLever Haus (see fig.42).



Fig: 43: Dockland Office Building, Hamburg / pic. by: left - Asli Aydin; right - Markus Wichmann; www.flickr.com

Another example for a successful combination of the private and the public interest in the architectural design is the Dockland Office Building - situated in Hamburg, not in the Hafen City, but rather 4 km further west on another former dockland. Moreover it is right next to Altona Cruise Terminal. The building is accessed by means of open staircases, which rise towards the flat roof and are accessible to the public. This means that visitors also have the opportunity to use the roof as a viewing platform, a view over the harbour and right across the anchoring at the moment cruise ship.

## SCENARIO 2



### *Follow the beat of the city - a short-term scenario*

This scenario is based on the assumption that no funding will be found within the next 2 to 5 years and the realisation of Phase 2 and Phase 3 are postponed for an indefinite time in the future. The authorities consider the realisation of the project unrealistic at that moment.

#### **What is expected to happen in the new area and in the city in terms of accessibility and future uses?**

The dedicated area for the development of Phase 2 and Phase 3 remains an area with a restricted access regime for the next couple of years; however single visits and events may from time to time take place there. The already free accessible zone of Phase 1 quickly becomes a beloved and preferred place for walks and meetings.

A new market niche in the catering industry has been also very quickly recognised and new ship-restaurants, maybe even pontoon-islands; emerge in and close to the marina. However the number of cruise ships anchoring in Burgas will not be as high as expected during the first one-two years and large visitor groups will not be present in the area too often. For this reason the people of Burgas will not have to share the territory with too many one-time guests and will have the chance to dictate public life in the area.

In this scenario the city and port authorities decide to try a new approach on developing the area by relying on soft factors for social change that would lead eventually to physical changes. They encourage local citizens' initiatives to take place in the new public zone, in the free accessible zones connecting the Primoretz hotel and the train station, and even from time to time in the restricted area of the harbour (*see fig. 44*). This way the authorities want to raise the awareness and interest of citizens to the potentials of the area, being led by the idea that waterfront regeneration does not only mean physical change of the territory but also a social one. It is a question of the changed perception of residents to the waterfront. In the same time the officials

hope to not only raise people's interest but also to popularise this way the area outwards through its innovative and open-minded approach (not at all typical for this geographical region) and thus to attract at a later stage potential civic responsible investors, maybe even such ones who come from Burgas. In other words, awareness raising among local citizens, next to an ongoing outward marketing strategy at real estate forums and conferences, will be used as a complete city marketing strategy on the future waterfront development.

*The citizens will not just pass by the harbour anymore; city and port start to re-link again.*

### **What should be taken into consideration in order to achieve a successful waterfront development?**

Burgas is already famous in Bulgaria as 'the city of festivals' and in the last couple of years there has been a boom on different cultural events taking place in the open spaces, especially in the Sea Garden. The latter as a directly adjacent to the future redevelopment area is going to be further "extended" to the lighthouse and to the main station. Its festival character could simply 'contaminate' the new closely situated territories. The 2014 edition of the "Vkluchi Grada" open-air contemporary art festival, could also take place on this newly acquired territory.

An active civic society is present in Burgas. There are activist groups that think of the urban environment as their home place. There are also such self-organised groups of young people who through contemporary art, workshop and discussion initiatives want to provoke the locals to think differently and innovatively on their own environment. Their activities could and should be encouraged as an awareness tool for current urban issues. One such group of people is for example the 'Hamalogika' group ('Хамалогика') (see fig. 45) that is formed by people with different professional background. Their aim is to encourage the Burgas people through independent art to participate in creative



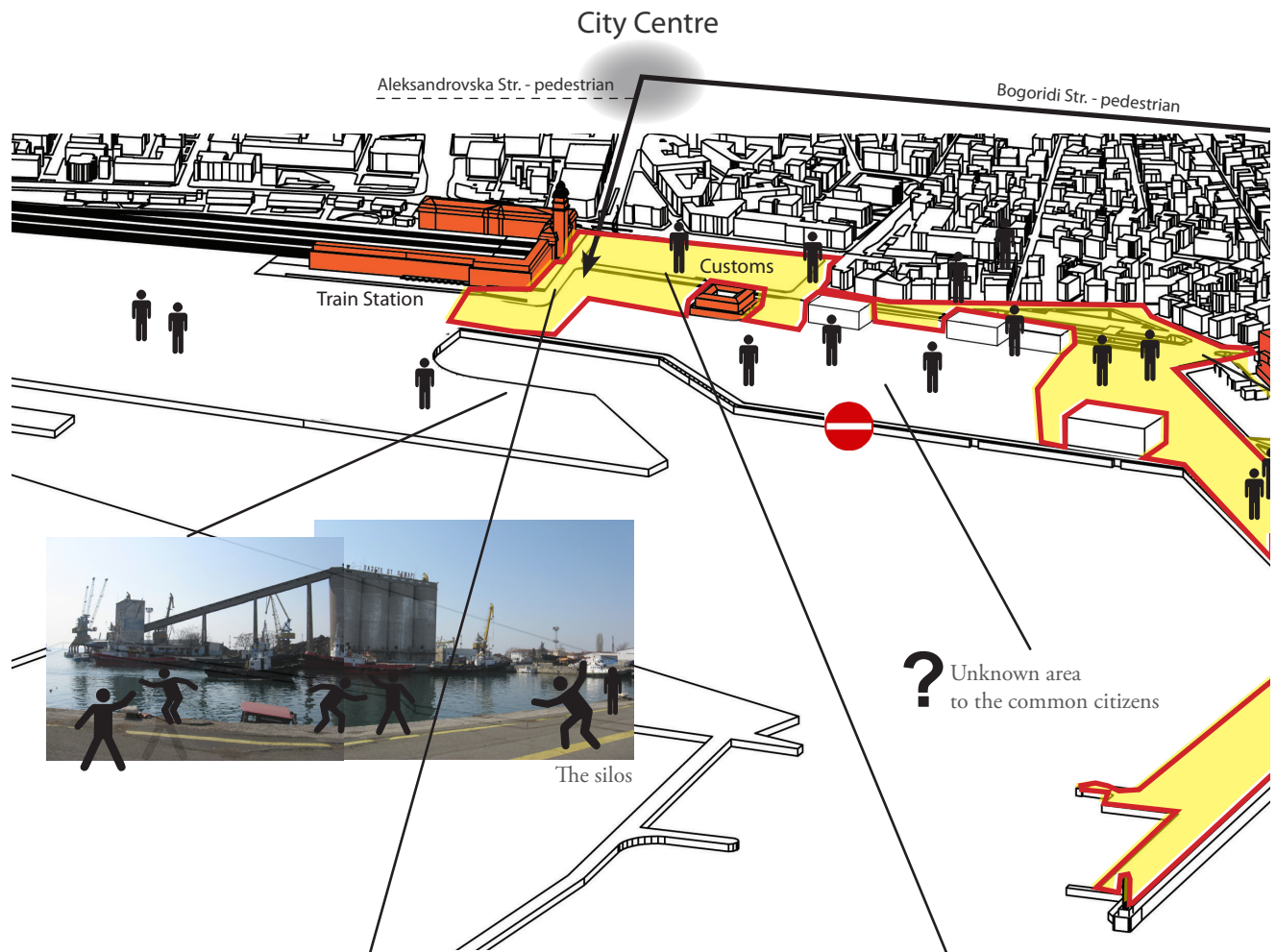


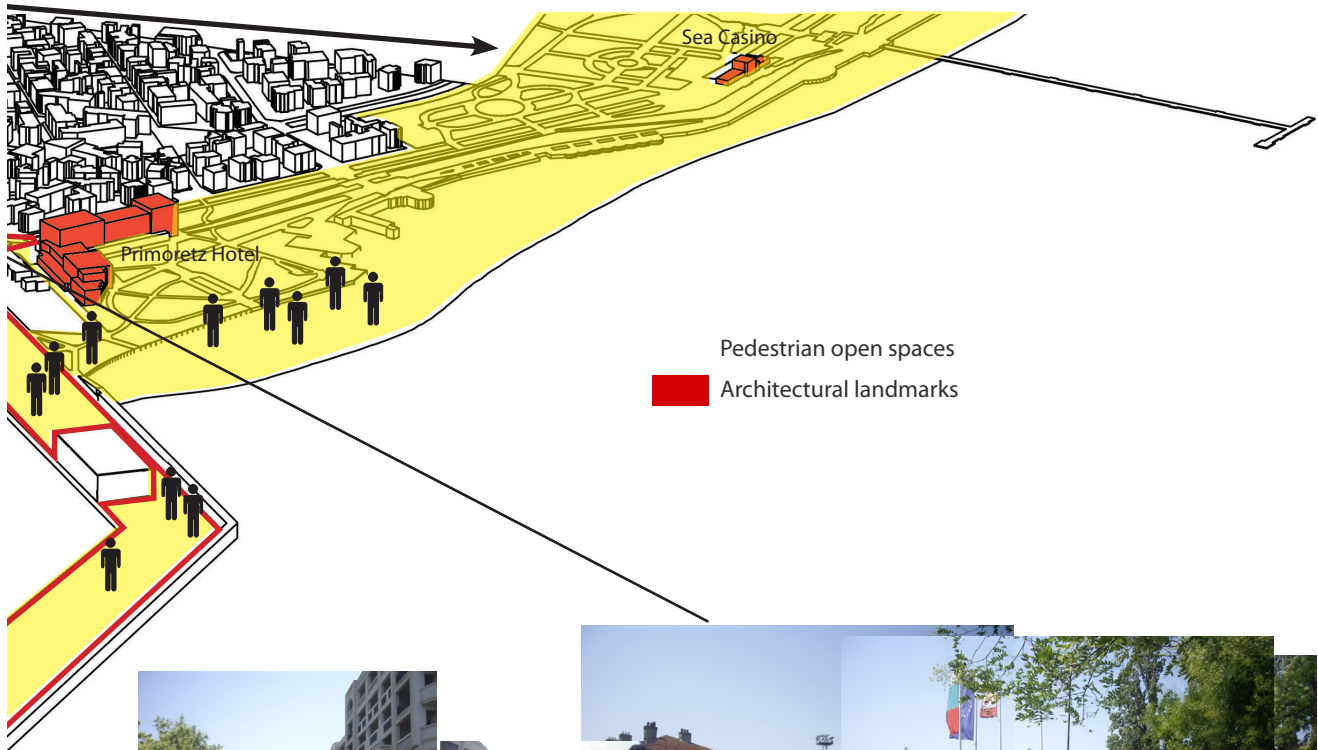
Fig: 44: Open spaces with potential for exploration & citizens' initiatives / own illustration

East side of the train station with a taxi plaza



Bus station (in the





The roundabout in front of the Primoretz hotel & the historic water tower - the new street entrance to the area of Phase 1 (to the cruise terminal)

to the south), train station in the back, public square in front of the train station





public initiatives that uncover the potentials and problems of “hidden” places and turn them into lively platforms for urban discussions (*Hamalogika*, 2012). They have, for example, already spotted the port as a place with great potential for exploration. (*‘Хамалогика’ - Hamalogika = “hammock” + “logic”, because they use many colourful hammocks as background for their initiatives*)

- Awareness raising is possible through
  - festivals and events
  - temporary art performances and open-air exhibitions
  - locations of information units on the possible waterfront development
  - design competitions on the area
  - public discussion boards
  - others;

“These [above listed] can be the platform for new discourses around the use of the waterfront centered on notions such as re-linking city and water, making the waterfront accessible and spreading the benefits to the wider surrounding communities – though the reality does not always match the rhetoric” (Smith, Garcia Ferrari, 2012, p.26)

One of the main threats in such cases is the question what comes after the awareness raising? Would there be further consultations with the citizens; could they participate in any form in the further planning process? In the Bulgarian planning practice participatory models are not usually used, and the only form of a public involvement practice is the public consultation, which is due to take place before the approval of any new legally binding development plan. That is why the concept of public involvement in the planning process is considered to be relatively new and professionals, even citizens, are quite sceptical about it. As a matter of fact, in many cases they have right; because public discussions pay often ‘lip-service’ to the democratic rules and are usually alibis for decision-making happening behind closed doors. Professionals, on the other hand, are sceptic because they do not believe that people have the capacity to assess adequately complicated situations and can be quite easily manipulated by private interests; whereas the latter can be valid for the professionals too. If this is going to turn out to be true for the ‘Super Burgas’ project would be proved only over time.



Fig: 45:  
 ‘Хамалогика’  
 Hamalogika = “hammock” + “logic”  
 A self-organised group for art & discussion initiatives in the urban environment, all members live in Burgas / illustration Hamalogika, 2012

## REFERENCE PROJECTS

### Campaigns for discovering the area of the harbour

#### HAFEN SAFARI

The Hafensafari (Harbour-Safari) is a temporary art campaign that in the same time is a journey of discovery through the harbour in Hamburg. The restructuring of the harbour areas via technological modernisations and extensions in the west have left traditional port areas in the east free for new waterfront developments: from the Hafen City in the north, via the vast island of Wilhelmsburg to the Harburger Binnenhafen in the south; from the Vedder Hafen in the east to Altenwerder in the west.

The aim of the Hafensafari is to attract attention to those changing places that one usually knows only from far away; it shows their specifics and future potentials – also the visions that one connects with them. The former harbour areas should become places of living, working, relaxing and enjoying in the future. People should not only be talked about that; they should be intrigued to investigate those places on their own.

Altogether six Hafensafaris took place in Hamburg in the period between 2003 and 2009, bringing together different experts and professionals in the fields of art, music, light design, landscape architecture, architecture and city planning. The art campaign was initiated by local planners and designers from the private sector, who were sponsored by different cultural foundations and private companies. (*Hafensafari, 2003-2009*)

On the right - two examples of provocative installations (see fig.45-46)

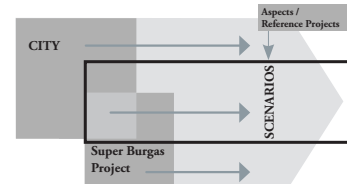


Fig. 45: Marc Springer - Insel am Tag (A Daily Island)

Fig. 46: Sara-Louise Bergkvist - red mail boxes, inside letters and poems that describe every day life of people during WWII who have lived close to this harbour area.



## SCENARIO 3



### *Follow the city development dynamics - a mid-term scenario*

As the two previous scenarios are based mainly on the question if money for the development of the area will be found or not, this scenario appears to be a mixture between the two previous ones. It assumes that Scenario 2 has already taken place, investors' interest has been raised and there is a considerable determination to develop the area. However, as five years have already passed and the city and its citizens had learned to value the waterfront, higher requirements have been set to the potential investors in order to turn the place into a European 'good practice' for waterfront development. The Master Plan 2010 is still the last approved leading concept for the area, however its revision is considered inevitable because of the changed framework conditions.

### **What is expected to happen in the new area and in the city in terms of accessibility and future uses?**

Everybody in Burgas knows that the port area of the Terminal East has to be transformed some day into a new central city quarter. The number of cruise ships sailing around in the Black Sea basin has increased, Burgas and its region have established themselves as preferred destination, and some positive economic effects on tourist and transport agencies, as well as on the retail and catering industry in the city core is being felt for some time now.

Meanwhile, the people of Burgas are already used to and quite often attend different events in the public areas, from the train station to the lighthouse. The different formal and informal public discussions that have been taking place for several years now have already generated citizens' visions on the future development – some utopian, some sceptic, some realistic.

However, as the economic conditions in the country are improving only slightly, though Burgas as a touristic city is developing more progressively than other places, the hunger for more and better paid and qualified jobs is still of highest priority for the

authorities. Foreign investment initiatives remain essential for the further improvement of the economic situation (*Baltov, 26.07.2012*).

In the same time through the ongoing art and discussion initiatives in public spaces a feeling of 'city pride' and 'city affiliation' has further established itself among the younger generations, as well as the feeling of being self responsible for changes in the own environment.

Thanks to the inward and outward marketing strategies, some investment interest is starting to emerge again. The only thing that has changed since 2012 is that there is a renewed investor's interest even from Bulgarian and Burgas investors.

As the profit potential of the area has been recognised by property developers, speculations with the land and land management have already started. The City of Burgas, being a stakeholder and led by the desire to position itself on the European map, manages to provide a new development course aimed at turning the project into a 'best practice' for waterfront (re)development. For this reason it stipulates high quality criteria to the future property developers.

The 'Super Burgas' project regains its position of a pilot project on national level this time by being the first mega project where quality and not price determines the development. Moreover representatives of different citizen groups and professional organisations themselves have embraced the idea of contributing to the project by taking part in the strategy preparation.

Urban environmental issues continue to gain on importance and innovations in transportation are commonly discussed topics. The Master Plan of 2010 is revised again, and some of its indisputable qualities, such as the transformation of the old train station into a contemporary cultural centre, the introduction of new related to the sea attractions, the pedestrian connection between the old centre and the new one, are transferred to the new strategic plans.

However, as five years have already passed and the city has changed, there is a new discussion on what uses should be introduced in the waterfront. Is the mix of uses enough; are there new uses that can be introduced such as living, recreation and sports, food markets; what requirements should the new iconic buildings meet; what is the future of the tobacco warehouse; how are the new public spaces going to look like and to be used?

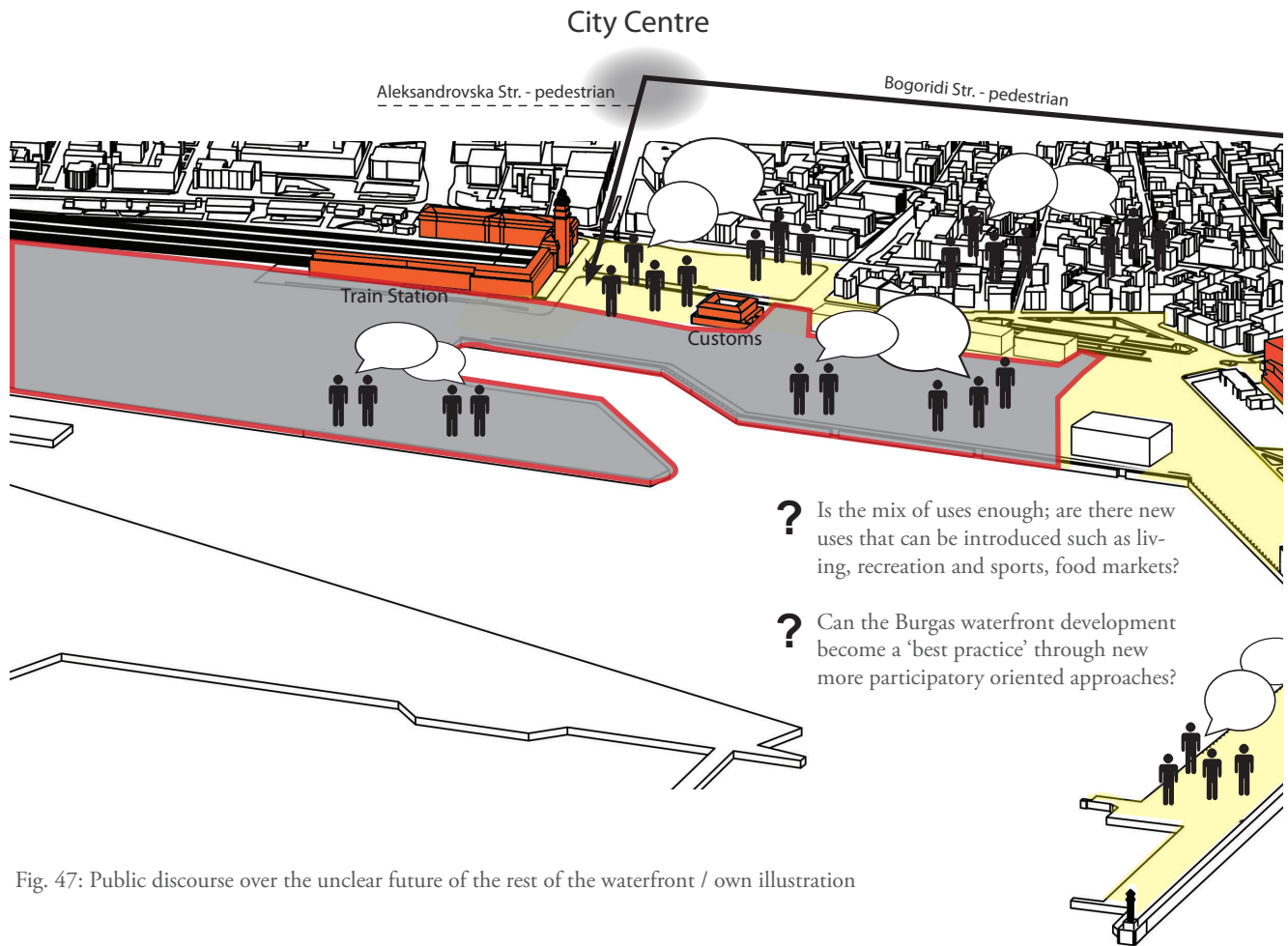


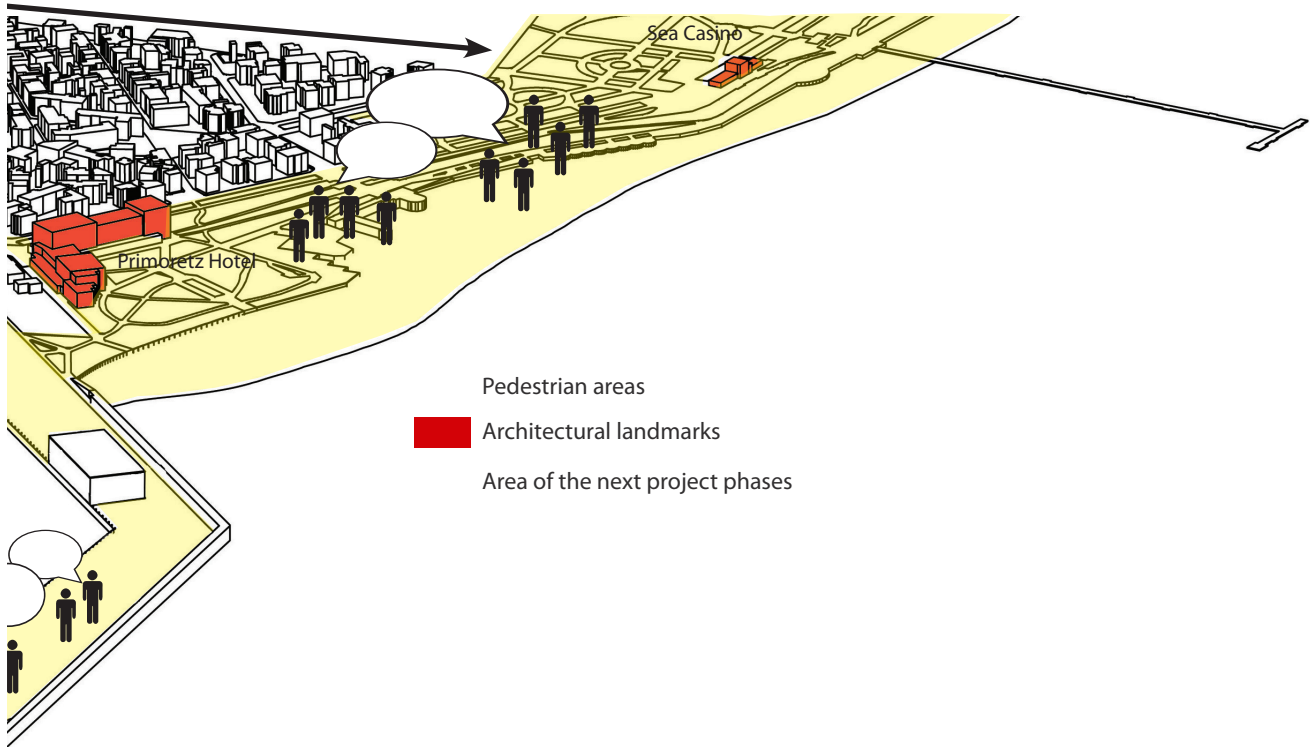
Fig. 47: Public discourse over the unclear future of the rest of the waterfront / own illustration

There is a constant dialogue between the different stakeholders, the local authority, and the professional and citizens' groups on future of the territory.

### **What should be taken into consideration in order to achieve a successful waterfront development?**

For example, by 2020 the foreseen in the City Development Plan extension of residential functions on the fringes of the existing villages can be re-considered as not sustainable enough and ideas on using decontaminated brownfields for new residential developments re-enter the discussion among local professionals, authorities and real estate developers. The eastern terminal of the harbour as being located in the very centre of the city is one of the most lucrative areas for such future developments. The





city core is so densely built with residential buildings that the harbour is the only place over which central living can be further extended. Moreover residential functions will add up to the mixture of uses in the waterfront development. However according to specialist on waterfront placemaking residential uses should not dominate in the area and should be restricted to more outlying parts of the area because they are in conflict with the concept of ‘24-hour activities on the waterfront’ (*Waterfront Synopsis, 2010, p.34*).

On the other hand, success stories such as the ‘Bilbao effect’ can also come into question. Why not a new iconic building on the waterfront, new symbolic star architecture that will attract visitors and admirers of art and architecture and would bring enormous revenues to the city of Burgas? The exclusive architecture of the

designed by Frank Gehry Guggenheim museum (see fig.48), which was built 1997 in the small Spanish city of Bilbao has virtually transformed the city overnight into one of the most popular contemporary art destinations in Europe. The effective and unconventional architecture of the museum has attracted millions of visitors ever since the opening of the museum. However, 15 years later the Bilbao case turned out to be a bad example in terms of the public space which it created on the waterfront. The design statement which the iconic architecture made, promotes in fact a design-centric philosophy which minimizes the importance of citizen input and dismisses the goals of creating great public spaces (*Waterfront Synopsis, 2010, p.36*). The space around the Guggenheim museum is often empty, as the high summer temperatures, the lack of shadows and the lack of suitable attractions do not invite people to spend their time there. Furthermore, the question should be also considered: 'Is not star architecture already a bit out of date?' Did not we enter the era when economic growth is making place to new concepts based much more on ecological and social factors than economic ones?

#### REFERENCE PROJECTS



#### Iconic waterfront or beloved waterfront?

The Guggenheim Museum that was designed by Frank Gehry and built 1997 in Bilbao, Spain, transformed through its exclusive star architecture the waterfront of the city into one of the most popular contemporary art destinations in Europe. The economic impact on the local economy and on the region has been enormous (€149 million in 2000, €168 million in 2001 which represents the equivalent of 4,415 jobs, according to the online edition of the *Forbes Magazine* in 2002). The effect that the building had on the city economy and its reviving is more well known as the 'Bilbao effect'.

However, there are serious critiques in terms of the public space which it created on the waterfront as its design centric philosophy minimizes the importance of citizen input. The surrounding public space does not fulfil the requirements for 'the place to spend your time', it remains the transit area leading to the museum.

Fig.48: Guggenheim Museum in Bilbao, expressive architecture that undermines the public space around it / <http://latimesblogs.latimes.com/culturemonster/2010/06/frank-gehrys-bilbao-museum-tops-vanity-fair-architecture-list.html>



# OUTLOOK

The three above described scenarios are just three options for the future development but surely not the only possible ones; it could have been thought also in other directions, such as extreme scenarios where i.e. the oil refinery explodes and destroys the life of the whole city. In this case the waterfront redevelopment would not at all come into question.

Actually, it is better when scenarios are developed within a group, at a workshop or a work meeting – thus as many ideas can be collected as there are participants which would help to cover many more opportunities. In the case of the present thesis, however, the scenarios were developed only by one person - the author of the work. They are based on the experiences I made during my three-week stay in July in the city of Burgas. What I saw, the people I met and talked to motivated me to create the three scenarios as three different ‘wish-concepts’ for the area. Not only I tried to imagine what the future development of the territory might be, I also used different project references from the world waterfront practice and from the actual city life of Burgas as addition to each scenario in order to enlarge the spectrum of opportunities that already exists.

Scenarios can be extreme or more realistic. In both cases they aim to show possible development paths that do not have to necessarily become true but can be considered as possibility, the achievement of which should be striven or tried to be avoided. In the case of the Burgas waterfront development, I hope that the stakeholders and the authorities would not strive to ‘avoid’ the opening of the planning process to the citizens. Times, concepts, generations have changed and conventional thinking should make way to new more participatory oriented approaches.

## PLANNING ASPECT –

### The Master Plan or towards a Master Plan?

In the planning process the scenario method is usually the introducing step to the actual preparation of strategies and plans. Having chosen the preferred set of opportunities (the preferred scenario) lays the foundation for the formulation of strategic goals according to which then a suitable plan can be shaped.

The Master Plan of 2010 is a professionally prepared concept and vision for the territory of the waterfront. It not simply outlines goals; it even suggests two versions of concrete design solutions. According to its developers it is a long-term vision for the area and it can not be expected that it will not change over time. It is understood as a guiding concept but its updating is inevitable (Iovcheva, 17.07.2012).

The five years of developing process (from 2007 till the present 2012) have proved how initial ideas had to be altered under the changing circumstances; they proved too, that the different stakeholders did not manage to create a common vision for the whole territory of the Terminal East. They managed to concentrate their common efforts only on the realisation of the first stage. As long as some of the stakeholders remain sceptic on the possibility to change the rest of the Burgas waterfront further corrections in the planning process will be hardly possible in the next few years. Having achieved initial success with the realisation of the Phase 1 does not mean that work on the preparation of the next phases should cease. Parallel to the realisation works there should be a more general discussion on the next two phases taking place. And why not talking about chimeras at the beginning? After all things are not happening right now, they are developing and there is not a certain start and endpoint.







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