



**United Nations  
Environment  
Programme**

**EP**



UNEP(DEC)/MED WG.188/3  
11 February 2002

ENGLISH



**MEDITERRANEAN ACTION PLAN**

Seventh Meeting of the Mediterranean Commission  
On Sustainable Development (MCSD)

Antalya, 13-16 March, 2002

**PROPOSED NEW ISSUES AND FOLLOW UP OF PREVIOUS THEMES  
FOR THE WORK PROGRAMME OF THE MEDITERRANEAN  
COMMISSION ON SUSTAINABLE DEVELOPMENT**

## **Table of Contents**

- Section I: Free Trade and Environment in the Euro-Mediterranean context,  
(Recommendations adopted by the Contracting Parties)
- Section II: Feasibility study for the MCSD: Agriculture and rural development in the  
Mediterranean region
- Section III: Feasibility study for the MCSD: Consumption patterns and Urban Waste  
Management
- Section IV: Feasibility study for the MCSD: Capital Markets and Cooperation  
for Sustainable Development
- Section V: Follow-up of the MCSD work on Water
- Section VI: Feasibility study for the MCSD: Local Governance
- Section VII: Proposal for the establishment of a Regional Activity Center (Rac/Et) On  
Ecotourism In Mediterranean University in Antalya, Turkey
- Section VIII: Cultural Heritage and Sustainable Development: Introductory Paper to the New  
Programme

## **SECTION I**

### **FREE TRADE AND ENVIRONMENT IN THE EURO-MEDITERRANEAN CONTEXT**

(Recommendations adopted by the Contracting Parties)

**Mediterranean Commission on Sustainable Development (MCS D)**  
**Recommendations and proposals for action of the on**  
**FREE TRADE AND THE ENVIRONMENT IN THE EURO-MEDITERRANEAN CONTEXT**  
**Proposed by the MCS D and as adopted by the Contracting Parties**  
**(Monaco 14-17 November 2001)**

The Mediterranean Commission on Sustainable Development,

Having considered the report and proposals of the working group (annexed hereto) and grateful for the quality of the work on this sensitive subject of major importance,

1. Takes note of:
  - a) the working group's conclusions, especially concerning the potential impact of free trade on sustainable development in the countries in the South and East of the Mediterranean region and in the Euro-Mediterranean region in general, and
  - b) the first proposed orientations for action,
2. Considers the difference between rapid progress towards increased trade, on the one hand, and the late and slow nature of evaluation processes of their potential impact on sustainable development and implementation of appropriate responses at the national and regional levels, on the other hand,
3. Notes with satisfaction the progress announced by the European Commission regarding the launching of an impact assessment of the creation of an Euro-Mediterranean free-trade area on sustainable development;
4. Invites the Contracting Parties to consider at the national level and at the level of the European Community concrete follow-up that could be given to the report of the working group, specifically concerning
  - a) observation and monitoring of impact on the most vulnerable sectors and geographical areas;
  - b) involvement of institutions dealing with questions of the environment and sustainable development in the agreements of association and other trade agreements, specifically taking into account interaction between structural and sectorial policies,
  - c) involvement of socio-economic actors;
  - d) upgrading of response capabilities regarding the expected effects of the liberalization of trade.
5. Recommends continuation of work for a further two years with a focus on:
  - a) strengthening the methodology for foreseeing and monitoring impacts;
  - b) the effects of liberalization of trade on several sectors, such as agriculture, transportation and industry;
  - c) identification of response tools for upgrading SMEs/SMLs, the handicraft sector and public urban services through integration of an environmental dimension.

## **SECTION II**

# **FEASIBILITY STUDY FOR THE MCS D AGRICULTURE AND RURAL DEVELOPMENT IN THE MEDITERRANEAN REGION<sup>1</sup>**

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<sup>1</sup> Study prepared by BP/RAC

# Feasibility study for the MCSD Agriculture and rural development in the Mediterranean region

<b>FEASIBILITY STUDY FOR THE MCSD AGRICULTURE AND RURAL DEVELOPMENT IN THE MEDITERRANEAN REGION .....</b>	<b>1</b>
INTRODUCTION.....	1
THE SIGNIFICANCE .....	1
1. Mediterranean specificity and the significance of the heritage issue .....	1
2. Fast, in-depth changes .....	2
3. The Challenges .....	4
II CHALLENGES AND POSSIBLE ADDED VALUE OF THE MEDITERRANEAN COMMISSION ON SUSTAINABLE DEVELOPMENT.....	7
1. The Major Challenges .....	7
2. The added value of MCSD's involvement .....	9
3. A working programme proposed to the MCSD and target results .....	10
III. FEASIBILITY AND PARTNERS .....	11
1. Availability of information and knowledge .....	11
2. Work undertaken with MAP and other platforms and involvement possibilities .....	11
IV. METHODOLOGY AND THE MEANS TO BE MOBILISED .....	12
1. The working method .....	12
2. Institutional and human resources .....	14
3. Work period .....	14
4. The financial means to be mobilised.....	14
CONCLUSION .....	14

## INTRODUCTION

Thought on the reasons for and feasibility of the Mediterranean Commission on Sustainable Development's (MCSD) considering the theme, "Agriculture and Rural Development in the Mediterranean Region", presented hereinafter, is based on the standard questionnaire as put forth by the MCSD's Executive Committee at its meeting in Tunis on March 8<sup>th</sup> and 9<sup>th</sup>, 1999 (WG.155/3).

Analyses will be developed successively on the following:

- the theme's significance, especially in economic and environmental terms;
- the challenge to face and the possible MCSD's added value
- the feasibility and possible partners
- the methodology and necessary means.

The theme of "rural and urban development" had already been taken into consideration and taken on board by the MCSD as a priority but that, because it was too broad, was limited to a single aspect, i.e. "urban development". Taking the theme "agriculture and rural development" into account would therefore be a useful complement to the current effort on the urban aspect and provide real follow-up to the wishes expressed by the Commission.

## I THE SIGNIFICANCE

### 1. MEDITERRANEAN SPECIFICITY AND THE SIGNIFICANCE OF THE HERITAGE ISSUE

Mediterranean rural space is not only typified by its complexity but also by the contrast between a few coastal and fluvial plains which represent no more than about 5 per cent of the total territory, and vast hill, plateau and mountain areas.

The climate is a constraint: summer drought (thus the importance of irrigation and fire risk), irregular and violent rain (thus the fragility of agriculture subject to the whims of weather and erosion) and natural resources (water, soil and forests) are limited, inequitably spread, fragile and threatened, and development is therefore limited.

These specificities explain the diversity in the management modes of the territories and resources and the importance of the works carried out since ancient times by rural societies (regional planning) and, more recently, by public authorities and their engineers (major works). No other region of the world has in fact been as extensively shaped for so long by agricultural, pastoral and forestry activities as the Mediterranean.

Very old ecological degradation is due to this long history (erosion, deforestation, vanished animal species), but also:

- A broad diversity of ecosystems bringing to an exceptional diversity of human-influenced landscapes, know-how, domesticated races and cultivated varieties;
- management modes that have led to the conservation of an earthly bio-diversity (25,000 plant species, 12,500 of which are endemic) that represents an primary international challenge (hotspot);
- dietary modes, the healthy virtues of which are internationally acknowledged ("the Cretan model");
- a basic contribution to the identity of the Mediterranean region and its inhabitants.

This entire envelope represents an incalculably wealthy heritage.

## **2. FAST, IN-DEPTH CHANGES**

Mediterranean rural space is of considerable importance for the economy, society, the environment and territorial development, and it is undergoing changes that are accelerating under the impact of demographic, economic, political and social phenomena.

### **2.1. Demographics**

In the North, except for a few areas of intensive agriculture (e.g. Almeria in Spain), the population is declining or, at best, remaining stable or growing feebly, as in certain suburban areas. In outlying areas population density is sometimes so low that "desertification of the countryside" is talked about. Far off are the times when demographic growth was the cause for problems of soil erosion as at the end of the 19<sup>th</sup> century in certain of Europe's Mediterranean mountains. On part of the territory the demographic decline begs the question of rural development in situations of limited human resources.

In the South and East on the other hand, demographic growth is still a significant phenomenon in rural areas. Despite the drop in birth-rates, the SEMCs are still going to have 92 million more people between now and 2025 (as opposed to only 5 million in the northern countries), which is going to increase the need for development even more, put pressure on natural resources and augment the deficit in agricultural trade. Here, rural development is seen in terms of developing the current transfer of excess populations (and rapidly) to the areas that are most effective in creating jobs and improving the working conditions and the standards of living of those people remaining in the rural environment.

### **2.2. The economy**

With its growing ascendancy on all rural territories, the market economy, wider and more open every day, is leading to a concentration of activities in areas with comparative advantages (often coastal plains) in both the North and South and to a certain agricultural specialisation (fruit and vegetables):

- Irrigated plains in both the North and the South have registered notable progress in developing agricultural production and creating wealth. Yet these phenomena, which are positive from a point of view of employment and revenue, are not always implemented with the necessary concern for environmental protection, leading more and more often to an over-use of water, salinisation of the land and pollution of water and soils.
- In the North the shift from country to town and the abandonment of agriculture, together with the phenomenon of concentrating activities in areas with comparative advantages, have led to an economic slump in a sizeable portion of the Mediterranean rural space (on the order of 70 per cent in some countries) and to considerable modification of the environment (a regrowth of woodlands but also deterioration of terraces, the progressive disappearance of the last open environments and an increase in forest fires).
- Yet there has been one considerable and positive change in the North, i.e. certain regions have opened up to economic diversification (tourism, the food industry, crafts, industry and services and new technologies, to name but a few), often accompanied by social innovation (multiple activities...), which make it possible to free rural development from its almost-total dependence on agriculture.
- In the South there is at present an intensive shift from country to town in several countries despite insufficient economic development and the constraints on emigration. As the countryside, including difficult areas, is still highly populated, the rural population continues to grow in numerous regions. Agriculture, often of the subsistence variety, provides most of the activity and the jobs. Land and financial insecurity, made worse by



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dependence on whimsical climate, renders the situation of numerous farmers extremely precarious.

- In all southern countries the persistent lack of alternative employment to agriculture, the weakness of infrastructures (roads, electricity, drinking water, local facilities...), low educational levels, poverty and insufficiently diversified economies for the high number of people all help explain the serious economic, social and environmental deficiencies observed in rural areas.

### 2.3. Policies and politics

These changes have been either accelerated or slowed down by historical events and public policy or by certain large groups who have played and continue to play a major role:

- colonisation, for example, contributed in northern Africa to marginalizing part of the rural populations to the back country while stimulating a beginning of modernization on the coastal plains, as a sort of window-dressing;
- Considerable public investment has been and is still being granted for major water projects. Yet the provision of services will come to an end because of the insufficient water resources; the reorientation of hydraulic strategies and policies on action such as refilling water-tables and small and medium hydraulics are, on the other hand, being strengthened, which marks a growing awareness by political leaders of developments that are more respectful of natural resources.
- In the SEMCs rural development policies long ignored areas without hydraulic programmes (dry-agriculture and mountainous areas), but, over the past few years, there has been a political shift, and in numerous countries these areas have now been taken into account through large service-supply programmes (electrification, road-building, etc.), which should lead to at least partial reduction in the very marked social and territorial inequalities facing the rural populations.
- In several southern and eastern countries, modernising agriculture has also resulted in efforts being made to provide farmers with a certain land security (property rights, tenant agriculture laws...) and financial security (market intervention, price support or the freeing of price controls and various aid), but in many other countries these advantages are still to be acquired. Modernisation has not benefited everyone across the board. The best endowed farmers in land and capital have managed to enter the market rationale profitably, whereas the others have not seen their situation significantly improved.
- Despite the structural adjustment programmes undertaken over the past ten years or so (reduced aid for input, water, energy...), public intervention (prices, subsidies, fixing of quotas, tariff policies,...) remain decisive and are considered in many countries as major elements in social policy. Yet in the North as in the South these interventions are not always justified in economic or environmental effectiveness terms, and they can lead to "assisted" behaviour, which is one cause of fragilisation.
- The progress of certain systems and the promotion of Mediterranean agriculture products depends to a great degree on the capacities or commercial and political organisation of large food-industry companies. In his regard, the North has had a big head-start over the South.
- The Mediterranean agriculture of the northern rim countries did not at first derive great benefit from the Common Agricultural Policy (CAP), which did not take them as much into consideration as those of northern Europe. Their transformation took place within the rationale of the single market and thanks to the EU's protectionism, as well as with, secondarily, the help of direct aid (olive oil, wine, sheep raising). After forty years of the CAP, before and after its reform, the agriculture of the EU's Mediterranean regions is modern and economically competitive. Regarding the constitution of a Mediterranean-

European free-trade zone, there are nonetheless voices that are warning against potential competition from the SEMCs untries. Yet rural areas have drawn benefits from European policy through the awarding of structural funds to developmentally retarded regions as well as other more targeted support, such as that of the Leader initiative.

## **2.4. Social changes**

The transformations underway in Mediterranean societies are another important factor of change. In a Mediterranean region that is more and more urbanised in the North as well as the South, the rural areas have seen their relative weight in economic terms and cultural influence reduced. There is a perceptible change in trends, however, especially in the North, because of a renewal of ecological values and a rise in localism. A new conception of rural development is now appearing, making more room for the various components of heritage, placing more importance in local resources and questioning certain market criteria.

Although rural youth in the South, especially those with degrees, are drawn to the city—like those of the North had previously been—there is a noticeable growing interest for rural life that may take the form of moving to the country, especially in the North. Yet the new perceptions and expectations vis-à-vis nature have changed to such a degree that points of incomprehension and disputes sometimes erupt between ecologists of the towns and those of the country (e.g. farmers, foresters and hunters).

The growing awareness of agriculture's multi-functional nature and the need to better conciliate agriculture development, the environment and society is growing, which may lead to profound repercussions. Actions by States to enhance the services rendered by agriculture and not or badly remunerated by markets (good environmental and land management, bio-diversity, food quality, rural jobs, rural planning...) might be legitimised and perhaps lead to a useful review of agriculture policies that have not up till now sufficiently taken into account environmental and territorial issues.

Food consumption patterns, one of the most significant cultural elements in the Mediterranean region, are regaining a legitimacy that competition from exogenous eating habits was gradually eclipsing.

## **3. THE CHALLENGES**

### **3.1. The significance of the socio-economic issues**

#### **THE AGRICULTURE ISSUE**

Agriculture is a major economic factor in almost all Mediterranean countries. It represents more than 15 per cent of the GDP in many countries of the southern and eastern Mediterranean (SEMCs) and goes along with considerable industry both upstream and downstream (the food-processing industry).

In the region's most advanced countries and those, highly populated and with limited space, agriculture represents a relatively small number of direct jobs but which are still quite a bit higher than in the most industrialised countries. In contrast, in the large developing Mediterranean countries, agriculture is the largest employer. The weight of farm labour predominates in the rural economy, except in those regions that are the most affected by coastal or inland tourism..

The rural population is very large in most of the SEMCs, including the difficult zones, but the social and economic situation there is often very delicate. Agriculture occupies the main

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place by far. Grain crops and cattle-raising maintain an essential role in these countries, in contrast to the situation resulting in recent developments seen in the north (e.g. Spain).

And finally, food security, even relative, is considered to be a major objective by a number of countries.

For all these reasons agriculture is considered to be a basic socio-economic issues by practically all-Mediterranean countries, and this field is the object of considerable public policy.

## **THE RURAL ISSUE**

The rural Mediterranean world doesn't exist by agriculture and the food industry alone. Generally speaking however, the crafts, industry and the services are represented in a heterogeneous way. In the North the latter have generally taken on a relatively predominant role, more because of the demographic decline in agriculture than because of their own dynamics. Income of localities such as the proximity of large urban areas or the beauty of certain sites explain the uneven presence of these activities, in particular those linked to tourism and leisure activities. Industry is generally not strongly represented, and the scattered rural industrialised areas, like those of the "third Italy", are exceptions. In the South and East, those activities that are non-agriculture or not connected to agriculture are more often than not residual crafts and local services. Tourism is just beginning to come to a few rare attractive areas such as the Moroccan mountains.

In the North, South and East the stakes are considerable, for it is a matter of maintaining or creating sustainable rural development from the diversification of economic activities. In the North this trend has been largely initiated in the rather favourable context of infrastructural and social services. Whereas in the South and East it still has to be started by facing up to a lack of infrastructures that is still quite considerable.

### **3.2. The significance of the environmental question**

#### **DESERTIFICATION (DEGRADATION OF TOPSOIL), DEFORESTATION AND LOSS OF BIO-DIVERSITY**

The most serious problems are soil erosion and deforestation with their impact in terms of a loss of bio-diversity. The peripheral spaces in the South (northern Africa) and the East (Mashrek) are of the most concern, both because of inappropriate agriculture practises and of difficult climatic conditions. The World Bank puts the loss of productivity caused by soil depletion at an annual cost of from 1 to 1.5 billion dollars for the Middle East/North Africa region. In Morocco, for example, erosion affects more than 70 per cent of the useful agriculture area. Several tens of thousands of hectares of agriculture land are lost in this manner each year in northern Africa. Erosion also affects rural areas in the North, most notably because of the abandonment of old agriculture terraces.

This non-sustainable use of the land directly threatens the viability of agriculture production. It also affects the downstream by the rapid silting up of dam reservoirs (1 to 3 per cent annually in several southern countries) and it increases the dangers of flooding.

#### **THE OVER-EXPLOITATION OF WATER RESOURCES AND SOIL AND WATER POLLUTION**

Agriculture uses more than 80 per cent of all water abstracted in the southern countries (compared to 60 per cent in the North). The indicator of non-sustainable water production is already high in several countries, the consequences of this overproduction being the

salinisation and sterilisation of a part of the agriculture lands on coastal plains and the progressive exhaustion of fossil water tables.

Aside the over-extraction of water and its contributing to the rapid regression of wet zones, the current forms of agriculture development also have non-negligible effects on the quality of water and soil. The use of mineral fertilisers and pesticides is widespread and growing in several countries with significant impact on the water quality, including seawater. Agricultural fertilisers, for example, are mainly responsible for the phenomena of the recurrent eutrophication that appears, especially in the Adriatic, with the spread of excessive algae.

#### **OTHER ENVIRONMENTAL ISSUES**

The prevention of forest fires affecting the northern, southern and eastern sides of the Mediterranean (e.g. Lebanon) are another important issue, because of the scale of impact and the very high costs for fighting and preventing fires (about 150 euros per hectare per year in the European Union countries).

With few resources at their command but open to considerable risk because of rural migration, the southern and eastern countries must find less costly, more participatory solutions.

#### **3.3. The significance of territorial issues**

Mediterranean rural space is subjected to very strong regional differences, a consequence of both the ecological diversity and human activity through farm-system management, population movements and public policies.

These differences are part of a "littoralisation" process that no country in the region is able to avoid. Rural migration from inland areas to coastal zones is one of the main causes for the growth of pressure on coastal areas and its environmental impact (artificialization, pollution, urban congestion...). In time these developments can be considerable, as seen on France's Côte d'Azur with its inland areas losing up to 4/5, sometimes 9/10 of their population when the population of the coastal cities multiplied by 7 in a single century. Similar developments, often very fast, can also be seen in the South and East (e.g. certain regions of Turkey and Lebanon). Uncontrolled urbanization in the North as in the South also leads to the loss of excellent outlying agriculture land (15 per cent of the irrigated land in Lebanon is said to have been lost in 20 years).

Impact on Mediterranean countries, coastal as well as inland, are considerable and contribute to the unbalanced development noted on the Mediterranean shores. When this territorial imbalance is too marked, it represents very considerable costs (the costs of over-population on the one hand and under-population on the other).

In addition, many southern and eastern countries are faced with very rapid urban development that is due more to demographic growth and rural migration than economic development, a development that is not without arousing considerable social risks and environmental problems.

This regional imbalance can be seen in the rural space. Populated plains with good infrastructure and often endowed with hydraulic systems and where most of the agricultural added-value is created stand in contrast to hilly and mountainous areas abandoned by the population and where economic activity regresses. This is seen in the North as well as the South and East. But the disparities are greater in the SEMCs than in the North because there, the delay in infrastructural and economic development in the hard and marginalized areas is much greater.

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So the region issue is the same everywhere but to differing degrees, i.e. reducing the gaps in development between rural areas with admittedly uneven advantages (or at least avoiding making things worse) but which public policies have often contributed to making worse. The task of the SEMCs is by far and away the hardest, for in hard-pressed rural areas the population is greater and poorer and the amount of catching up to do in all fields (infrastructure, social and economic) considerable.

## **II CHALLENGES AND POSSIBLE ADDED VALUE OF THE MEDITERRANEAN COMMISSION ON SUSTAINABLE DEVELOPMENT**

### **1. THE MAJOR CHALLENGES**

#### **1.1. Including the fight against desertification in the new rural development policies**

Fighting desertification is a priority. A major environmental problem in the Mediterranean region, this deterioration of the land, that is due to aggressive effects of water and wind on the soil, is amplified and often triggered by human activity. This reality should be taken into consideration for defining new policies of sustainable rural development.

Desertification concerns many countries, both North and South, around the Mediterranean and is especially serious in certain marginalized, arid and mountainous inland regions of the northern African countries where solutions were first sought in remedies applicable in other latitudes. They have been applied without care for poorly-prepared or even non-receptive natural and human contexts. Such authoritarian policies in defence and restoration of the soil have therefore had few positive, sustainable effects.

Drawing lessons from these experiences, new, more global and more participatory policies (rural development integrated with the conservation of water and the soil) have been undertaken. Some countries that have made them a priority have made great efforts to adapt to these changes but are still faced with institutional and financial hardships (the difficulties of integrating the efforts of various operators or the necessity of adapting financial procedures to the needs identified in the field) that will have to be overcome. In particular they run up against poverty and the lack of land security that often impede the acquisition of knowledge and investments that would make it possible to put an end to bad practices (e.g. "mining" agriculture, over-grazing and excessive use of fuel wood) that are the cause of this deterioration.

The success of these new policies will not be self-evident from the point of view of sustainable rural development in which they must participate, and the challenge they represent will not be easy to overcome. Success will mainly rely on the ability to consider the rural populations as genuine partners and contribute to improving their land and financial situation through global and concerted action.

#### **1.2. Better reconciling agriculture and the environment**

The environment is not degraded only by hard-pressed rural societies in marginalized areas. Deterioration is also caused by farmers in irrigated, developed areas because of a hunger for profit and the accumulation of unfair, short-sighted competitive behaviour, as can be seen with the over-extraction and deterioration in both quantity and quality of rare and precious water resources in these areas. The challenge of defining and integrating new behaviour that is more respectful of the environment is enormous.

Sustainable agriculture practices are not as recognised or rewarded as they ought to be. And they are hard to get accepted as they are at loggerheads with the content of the

predominant market economy. Which is why they are still only rarely encountered and more often than not only implemented by farmers having realised the harmful effects of unchecked intensive agriculture.

These situations witness the great difficulty there is in rationalizing public policy and incorporating external (positive or negative) agriculture factors on the environment (and society) in the prices.

In this regard the MCS D has made a package of strategic proposals for reorienting water policies through a better understanding of the long-term and “demand management” (reducing loss and wasteful uses, regulation of use and especially of agriculture which must reduce its share of water use). A few countries have resolutely committed themselves to this process, which calls for strong political determination and new ways of doing things. The Euro-Mediterranean partnership, which has made water one of its priorities, may well play a decisive, motivating and leadership-role in this area.

But water is not the only determining factor in a policy aimed at the better integration of agriculture and the environment. The use of chemical products and production techniques have to be rethought through a new approach to production. The long-term issue for the Mediterranean, which has at its disposal little space and few resources, should be research into the value added by production development through highlighting environmental quality and the Mediterranean identity of enhanceable advantages (biological agriculture, leveraging “traditional” products...). With this end in view it would be appropriate through evaluation to work for the rationalization of public policy and for the development of new tools such as eco-taxation and eco-certification.

### **1.3. Strengthening the sustainability of the social bonds in rural communities and reducing regional inequalities through economic diversification.**

In the end, what is at stake is also economic diversification for there are fewer and fewer purely agricultural solutions to the problems of rural communities. The rural communities are emptying for the lack of the ability to offer economic options in their own space. They are being destructed, for the inter-generational link is being broken in an economic environment that offers little future. If young graduates cannot find or build in their family milieus decent living conditions that meet the new material and cultural needs of a globalising society, they will simply not return.

What is being asked is whether rural societies can be inserted into the modern economy; it is a question that affects all Mediterranean rural space, especially the devitalised ones in the North (some of which are in fact experiencing economic and cultural renewal) and above all in the South and East, in search of needed solutions for avoiding very costly and undesirable changes.

In this sense the local diversification of economic activities must be a priority. Environmental considerations may well remain at the heart of concerns for sustainable rural development, but it is clear that there will be no development possible if it does not include activities approved by the market. This is why States must provide themselves with the means to support local communities not only by improving their living conditions (e.g. roads, water supply, electricity, education and health) and encouraging and supporting initiatives (whether local or not) through adequate policies that are apt to strengthen community economic links.

Among other things, these policies have to take into account regional rebalancing—sustainable rural development cannot be envisaged without doing away with or at least reducing the inequalities between regions created over the past decades. The process to

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be promoted should rely on economic diversification adapted to each type of region and highlighting local resources. Certain regional successes or experiences underway are in this regard worth knowing and being known.

#### **1.4. Including social and environmental issues in up-coming international and regional agriculture negotiations**

At present, agriculture exchanges between the Mediterranean North and South are mostly regulated by country and European Union policies (quotas, prices, periods, subsidies...).

Transportation costs and the difficulty of joining established commercial systems represent additional constraints for the agriculture exports of the southern and eastern countries, but exchanges with the North show and will show widening deficits because of the lack of water and soil resources.

Although at present agriculture products are excluded from the Euro-Mediterranean project of free-trade zone, discussions are and will get underway. But unregulated liberalization or the lack of adapted support policies could have major effects, including on the environment (cf. the work by the MCSD's free-exchange and environment group).

Through the discussion of the development of agriculture exchanges and support policies, what is being asked of the decision-makers working on the founding of the Euro-Mediterranean prosperity zone is rural development. This is why discussion on the liberalization of agriculture exchanges should be included in an agreement of co-operation about the means of achieving sustainable rural development.

It would be a good idea to take advantage of the present context to come up with a shared thought-process (North-South, economy-environment-social) needed for arriving at a balanced political decision for controlled changes.

#### **Schedule of regional and international negotiations**

The future of agriculture and rural development in the Mediterranean will depend heavily in the short- and medium-term on three important events: 1) The ministerial meeting of the WTO next November in Qatar, which will decide upon whether or not to initiate a new round of negotiations on liberalising the agricultural markets; 2) the current negotiations in Tunisia and Morocco on the free-trade of agriculture products in a European-Mediterranean framework; 3) reform of the CAP scheduled for 2002.

There is an important job of economic assessment of the multifunctional value of agriculture to be produced in this framework.

## **2. THE ADDED VALUE OF MCSD'S INVOLVEMENT**

There are numerous regional co-operation initiatives already in existence in the fields of agriculture, rural development and natural-resource management (water, soil, forests...) between agronomists (International Centre for Advanced Mediterranean Agronomic Studies-ICAMAS- networks), foresters (Sylva Mediterranea and Forêts Méditerranéennes networks) and scientists and environmentalists (networks on water, soil and remote sensing...). But so far, no one came out with what could be a « Mediterranean Charter on sustainable rural development » which therefore still remains to be elaborated.

Involvement by MAP through the MCSD would have numerous beneficial effects:

- its framework; the Barcelona Convention is the only political agreement gathering all Mediterranean countries as well as the European Community;
- the community of interest by countries for the theme has been made abundantly clear;

- 
- the “agriculture-rural development” theme would accrue MAP’s experience and enrich it. Indeed, the agronomic, forestry and economic approaches developed by specialist institutions (ICAMAS, FAO...) and the environmental approaches (studies and analyses on water, soil, bio-diversity, desertification...) developed by MAP, NGOs and the United Nations Convention to Combat Desertification, etc... have not yet managed to converge, even if the integration of “society-environment-economy” is globally felt to be more and more vital.
  - Work on this topic would contribute to advancing a Mediterranean "view" of rural space, which up until now has not been the case in the large international institutions involved (FAO, World Bank, the Secretariat of the Convention to Combat Desertification...) divide the Mediterranean into several sub-regions, impeding a Mediterranean-wide view that would help original solutions adapted to the natural, historical and political context of the region to surface.
  - The MCSD has a particular legitimacy for carrying out a job of thought and proposal concerning the whole of the Mediterranean, integrating economic, social, environmental and territorial aspects. The work undertaken in the “free-trade and environment” group shows both the vast importance of these “cross-sectional” approaches and the need to continue down this path.

### **3. A WORKING PROGRAMME PROPOSED TO THE MCSD AND TARGET RESULTS**

To face the above mentioned challenges, the working programme proposed to the MCSD is intended to focus on two complementary priority goals:

- Draw lessons from the methods of sustainable rural development by analyzing a sampling of territories illustrating the diversity of situations in the Mediterranean basin. This work will try to highlight the factors of success or failure of the sustainability of development in the Mediterranean rural milieu;
- Derive a shared Mediterranean “vision” of the possible futures for Mediterranean agriculture and rural world and the provisions of what could be a project of Euro-Mediterranean co-operation combining discussion on the liberalization of agriculture exchanges and the implementation of support policies for sustainable rural development (level off infrastructures, land tax policies, taking into account agriculture multifunctional features, helping economic transition...) without creating a situation of assistantship.

Such an undertaking is likely to give important results towards a sustainable rural development;

- objective view and ranking of the issues and the impact and tools to be implemented
- reconciliation of the points of view between North and South; the promotion of a network of territories implementing sustainable development policies;
- the definition of elements for a Euro-Mediterranean strategy,
- and a better understanding of the environment in agriculture institutions and policies, and so forth.



### III. FEASIBILITY AND PARTNERS

#### 1. AVAILABILITY OF INFORMATION AND KNOWLEDGE

On national and international levels, knowledge and information available on natural resources (water, land, forests, biodiversity), land use, techniques (agronomics, forestry, anti-erosion measures), and the macro-economic (production, trade) and social phenomena are uneven (the land and social aspects, the evaluation of comparative advantages, in particular) are insufficiently known but very numerous.

On the other hand, cross-sectional analyses such as the evaluation of external factors and the multifunctional value of agriculture and forests, or the evaluation of the environmental and social impact of national agriculture policies and international agreements are still lacking. They are, however, very necessary as the initial work done by the MCSD's free-trade and environment group has shown.

On the regional level, knowledge exists but has not been frequently mobilized; it has not been subjected to comparison and collation, which explains why it emerges very badly as proposals for action. The political trends to the devolution of power and to the strengthening of local authorities (more advanced in the North than in the South) contribute to the feasibility of the activity proposed with a view to analyzing well-defined regions. The presence of ever-more active NGOs on the local level is also a favourable factor.

The MCSD's involvement would enable the amalgamation of "feedback of territorial experiments" on a Mediterranean-wide level, which would represent a useful investment for all partners concerned. It would also enable us to better cross-check the different available data (economic, social, environmental indicators) and should contribute to showing the need and encourage the implementation of cross-sectional analyses useful for public decision-making.

#### 2. WORK UNDERTAKEN WITH MAP AND OTHER PLATFORMS AND INVOLVEMENT POSSIBILITIES

It is impossible to review all the stakeholders involved in the Mediterranean region co-operation level.

We will highlight, among others:

- The concerned MAP Centres (PB/RAC, PAP/RAC, RAC/ERS) have developed capabilities useful in the question of agriculture and sustainable rural development (system- and prospective-analysis methods, know-how with natural resources, land-occupation, directional guidelines for combating soil erosion...).
- The other environmental organisations and programmes such as the Convention to Combat Desertification highlight the strong interaction between social economics and the environment, poverty and the degradation of natural resources.
- The Barcelona Declaration that founded the Euro-Mediterranean Partnership gives as goals modernizing and restructuring agriculture and integrated rural development as well as combating desertification.
- The FAO has undertaken analyses on agriculture's multi-functionality.
- Bringing together its long experience and its networks of experts on the Mediterranean rural changes, the International Centre for Advanced Mediterranean Agronomic Studies (ICAMAS), has organised a seminar devoted to new strategies for sustainable rural development in the Mediterranean countries (Marrakech, 10-12 April, 2000). ICAMAS has the legitimacy and competence to become a MCSD special partner in its activities.

- Member NGOs of the MCSD such as MedForum, ENDA Maghreb or the International Association of Mediterranean Forests (which is organising a big forestry convention in 2001) are especially motivated by this problem.

The involvement of the Mediterranean States and local authorities also corresponds to this international involvement, representing a whole range of expertise likely to be useful to the whole of the Mediterranean region.

There exists therefore a whole set of initiatives in the Mediterranean region likely to be leveraged if a meeting and discussion place enabling joint work can be made official.

#### **IV. METHODOLOGY AND THE MEANS TO BE MOBILISED**

##### **1. THE WORKING METHOD**

The method consists of dealing with the theme in two phases according to the above-mentioned programme: At first the success and failure factors of sustainable rural development are highlighted from case studies; then a shared "view" would be set on the future of the rural Mediterranean world based on the lessons drawn from the first phase.

##### **1.1. Highlighting the factors of success and failure in sustainable rural development**

The sequences for conducting case studies are the following:

- The definition of a typology for rural territories by the consideration of such criteria as: the diversity of geographic and ecological situations, the interest in terms of analysing the socio-economic and environmental evolutions, implemented developmental programmes, the availability of information and knowledge, and so forth;
- A reasoned selection of a sample of regions (10 to 15 in all, spread throughout various countries of the North, South and East) on the basis of the defined typology, in such a way as to take into account the diversity of the situations relating to the sustainability of development and based on which, case studies will be carried out;
- The working out of a common analytical grid and interview guides to be used with the interviewees during surveys to be done on the two levels of the study: national and local;
- A survey on the national level in the countries chosen on the rural development policies and programmes applied in the chosen territories for study, with a first analysis of the consideration of sustainability;
- Surveys in the selected territories with the help of interview guides;
- The production of a report highlighting the factors of success and failure of sustainable development in each rural region studied;
- A comparative analysis of the findings obtained in each case study and the production of a summarising document;
- The organisation of a workshop for drawing initial shared conclusions and proposals;
- Going deeper into certain points (e.g. land aspects) that may emerge from this first undertaking and the deeper knowledge of which might enrich the thought process.

## **1.2. Establishing a shared "view" on the future of the rural Mediterranean world in the European-Mediterranean context**

The second working step consists in conducting a prospective process by relying on the findings of the first phase intended to establish a shared "vision" of the possible and desirable future of the rural Mediterranean world.

A regional seminar bringing the players from different horizons together will establish in the end a collective prospective exercise, several possible scenarios of the rural Mediterranean and a "desirable" scenario, illustrated with quantified indicators.

This seminar will be prepared in particular from the validated observations of the first phase (case studies) and by identifying the main factors of change. It will be conducted by a prospective specialist with support from the experts on the steering committee.

Participants will come from the economic world (e.g. farmers), localities, administrations in charge of agriculture questions, the environment, the countryside and various agencies.

After the seminar, a document will be produced summarizing the "view of the rural Mediterranean world" and the "principles" of its implementation to be retained for sustainable rural development in the Mediterranean region, especially for proper agricultural-environmental integration.

The results of this work will make it possible to broaden the perspectives of the partners engaged in the national and/or international decisions that will influence the future of the rural world.

## **1.3. A remark on the job of going deeper into the multiple functions of agriculture in the Mediterranean region and the tools of agriculture policies**

It goes without saying that the role of agriculture remains central to the question of the rural Mediterranean world, and it will be considered as such in the work proposed here. With the evolution of the functions of agriculture (multifunctionality) leading to, among other things, making it more complex and richer, specific work is required to deepen the ties between the Mediterranean characteristics of the agriculture sector and these new functions, i.e. environmental, landscaping, economic (e.g. the functions of tourist services) and social (e.g. maintaining employment). This work has been begun by institutions other than the MCSD, the FAO in particular, but it would be desirable for the Mediterranean MCSD to participate.

Initially, to successfully carry out the work on sustainable rural development proposed here, the knowledge already obtained in the field of multifunctionality through collaboration with the bodies involved (the FAO, OECD, the European Commission) will be used, but it appears important to envisage developing research on this topic at the same time. Particular attention should be given to the tools of agriculture policy to be worked out in order to take this new situation of Mediterranean agriculture into account.

This is why, parallel to the work on sustainable rural development, it is proposed that draft specifications for launching a research programme on European funding be worked out (not included in the present project).

#### **1.4. Synthesis work and proposals within a regional workshop**

A regional workshop will be organised in order to discuss a synthesis of the work made on the rural development theme and to make proposals. It will also be an opportunity to discuss the issue of multi-purpose of agriculture and the related policies.

#### **2. INSTITUTIONAL AND HUMAN RESOURCES**

In partnership with ICAMAS, the MAP will set up a technical Committee including 3 qualified experts (North, South and East of the Mediterranean), which will provide the scientific co-ordination and lead the work (typology, analytical apparatus, criteria and the pre-selection of regions, the creation of specifications, result analysis...).

The ICAMAS will mobilize its experts and focal points, which will allow for the joined involvement of agricultural and environmental authorities, thus increasing the long term impacts of the activity.

Work within regions will be carried out by national experts with support from MAP. Comparative analysis and synthesis would be carried out by the MAP with the ICAMAS assistance.

To carry out and finalize the work, workshops and meetings will bring together various experts and qualified executives from the activity's partner countries, the European Commission, competent international organisations (in particular FAO,..) and NGOs.

In all, 6 reduced meetings of the technical committee (2 per year) 1 prospective session and 1 final workshop (halfway through and at closure) will be necessary.

#### **3. WORK PERIOD**

Because of the theme's complexity and size, the activity may stretch over a three-year period.

#### **4. THE FINANCIAL MEANS TO BE MOBILISED**

Countries and the European Commission will be invited to support the activity and to provide the extra- funding necessary to complement the MAP and ICAMAS basic funds.

#### **CONCLUSION**

Agriculture and rural development represent not only major socio-economic stakes but are also directly responsible for the good or bad management of most of the Mediterranean region and its natural resources. To a very large degree, the progress of this development will also condition the future balance or imbalance of the Mediterranean regions and especially the coastal zones and their inland areas.

Faced with such important issues for the sustainable development of the Mediterranean, adapted and cross-sectional answers have to be detected, conceived and promoted. The present context not only enables but calls for it.

Which is why it is up to the MCSD to take this subject into consideration as a priority for brainstorming and a search for proposals.

## **SECTION III**

# **FEASIBILITY STUDY FOR THE MCSD CONSUMPTION PATTERNS AND URBAN WASTE MANAGEMENT<sup>1</sup>**

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<sup>1</sup> Study prepared by BP/RAC and MEDPOL

## **Feasibility study for the MCSD Consumption patterns and Urban Waste Management**

### ***Foreword***

*This report has the purpose of serving as working program of the Mediterranean Commission for Sustainable Development (MCSD) in the field of waste management and consumption patterns.*

*It has been achieved by Blue Plan in September 2000, submitted to the discussion of a small Expert Group in Sophia Antipolis, on 4<sup>th</sup> September 2000<sup>2</sup> and finalized in 2001 to be presented as background paper at the seventh session of MCSD, Antalya, in October 2001.*

*It is based upon an overview of the very problematical situation of waste management in the Mediterranean illustrated by indicators and it leads up to proposals for MCSD actions taking into account the various involved stakeholders.*

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<sup>2</sup> See Annex

## Table of Content

<b>ISSUE IMPORTANCE AND MAIN STAKES.....</b>	<b>1</b>
1 INTRODUCTION.....	1
2 ISSUES .....	1
2. 1. Increasing stakes .....	1
2. 2. Changes in Collection and Disposal .....	2
2. 3. The Environmental Impact of the Current Disposal Situation.....	5
3 CONCLUSION : PRIORITIES.....	6
<b>MEDITERRANEAN ACTORS, STRATEGIES AND POSSIBLE MCSD ADDED VALUE .....</b>	<b>7</b>
<b>METHODOLOGY AND PROPOSED PROGRAM .....</b>	<b>8</b>
1 SUGGESTED METHOD.....	8
1. 1. General organization .....	8
1. 2. Composition and functioning of the expert group.....	9
1. 3. Final Workshop .....	9
2 CONTENTS.....	9
2. 1. Minimizing Waste Generation.....	10
2. 2. Promoting locally adapted technologies .....	11
2. 3. Exploring the conditions for sustainable waste management funding.....	13
3 OUTPUTS.....	14
4 NECESSARY MEANS AND RESOURCES.....	14
<b>REFERENCES .....</b>	<b>15</b>
<b>LIST OF PARTICIPANTS TO THE EXPERTS MEETING ON SOLID WASTE MANAGEMENT .....</b>	<b>16</b>





## Issue Importance and Main Stakes

### 1 Introduction

Since the early 70's, solid urban waste has become a major stake in the development of Mediterranean agglomerations. Their nature has not changed significantly<sup>3</sup> but their volume, and features and therefore the methods of disposal have changed significantly. A major explanation of these trends relies in the evolution of unsustainable consumption patterns. These changes raise acute environmental, economic and social problems in most Mediterranean countries.

### 2 Issues

#### 2.1. Increasing stakes

##### a) *Rapid Changes in Waste Generation*

**The volumes involved have increased considerably** in all Mediterranean countries, both on the North shore and on the South shore due on the one hand to demographic and urban growth and on the other hand to an increased production per inhabitant.

The overall quantity of urban waste has, first of all, increased under the twin effect on the one hand of the overall increase in Mediterranean population which, despite demographic transitions, has gone from 284 million in 1970 to 427 million in 2000 and on the other hand from the take-off of the urbanization rate which went in the North from 58% in 1965 to 67% in 2000 and in the South from 37% in 1965 to 62% in 2000 (Blue Plan figures from 1989 Report and 2000 Courbage Projections).

In addition to these changes, in an 18 year – time period (1980 / 1998) changes in consumption patterns (more packaging and less sustainable products) entailed a strong and steadily increase of the urban waste generation per inhabitant all around the Mediterranean: it went from 250 to 460 kg/inhab. p. a. in Italy, from 270 to 390 in Spain, from 260 to 370 in Greece and from 390 to 480 in France. For the Balkans, changes have been substantially alike: Croatia: 155 to 250, Slovenia: 180 to 312. In Southern and Eastern Mediterranean Countries (SEMCs), which set off from a lower level, changes have been even more spectacular: Algeria: from 168 (1985) to 210 (1994), Tunisia from 173 (1984) to 301(1992), Malta from 223 to 392, Turkey from 270 to 330. kg/inhabitant.

This growth in tonnages was accompanied by a **change in the composition of the waste** itself: overall, the organic proportion in the period from 1980 / 1998 has dropped. In this way, it has gone from 38 to 29% for France, from 43 to 32% for Italy, from 60 to 44% for Spain, from 62 to 47% for Greece, and from 85 to 64% for Turkey, with an almost proportional increase in packaging, plastics and TWDQ (Toxic Waste in Diffuse Quantities, see solvents, car batteries, paint etc.). These trends, which correspond to what happens all over the world, would require at least backing up by more frequent data deriving particularly from operators and local authorities.

In coastal areas, these trends resulted in a strong increase of litter essentially originated from marine installations (mainly yachting activities) and inhabitants. The quantity of this litter remains difficult to estimate but they are the most direct and current threat for the bathing water quality in the Northern and Southern shores of the Mediterranean sea.

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<sup>3</sup> They are still to a great extent, the waste produced by households and secondarily by larger units whose common feature is their being collected and disposed of by local authorities.

**b) Results of these Changes**

These quantitative and qualitative changes mean first of all that the management of urban waste, which was considered only as a public health issue in the 1950s (not allowing limited quantities of organic waste to carry infections to inhabitants), has become an activity with a **powerful environmental impact** (see below chap. 2.3)

Besides, inappropriate Solid Waste Management (SWM) facilities create negative human health and environmental impacts (for instance uncontrolled burning of solid waste in many Egyptian, Lebanese Moroccan and Syrian cities and rural areas releases atmospheric pollutants that include dioxins and contribute to poor air quality) disseminate lixiviates in ground-waters and affect economic development (for example in Tangiers the accumulation of solid waste has been identified as the leading cause of the decline in tourism during a 10 year period from the mid – 1980's to the mid 1990's )

These new effects have resulted in the set-up of technical / economic responses which in turn cause **environmental, economic and social problems**. In fact, these responses have a cost that is deemed to be excessive in most Mediterranean countries and partly challenge somehow the **informal economy** in SEMCs, which is nevertheless a significant source of employment.

## **2. 2. Changes in Collection and Disposal**

*During the 50's*, composition of municipal waste is organic matter for 90% of their content Plastic and derived compounds are rare and aluminium cans not used. Usual tins are largely widespread but discardable bottles are unknown. Paper and cardboard are already used. Household wastes are generally composed of fruits, vegetables and meal relieves. Central heating is not implemented in most of the Mediterranean towns, paper and cardboard are most of the time burnt and newspaper used for packaging.

During this period collection is often achieved through carts and results most of the time in open dumps or directly in the Mediterranean Sea.

Bulky waste are managed by informal sector and zaballeen are already at the heart of the system in Cairo.

*In the 60's*: in 1959, the first plastic bottle is used in Beirut and in 1962 the first plastic bags appeared in Egypt. They will replace progressively paper bags. During the same period aluminium cans begin to be used in most of the Med. Countries. This change in the waste composition is going to entail a modernization of collection methodologies: trucks replace carts and inside lodgings trash are replaced by garbage cans. This last change resulted in the constitution of urban open dumps, sometimes collected by municipalities. "Treatment methods" remain the same : waste are directly thrown into the sea or in open dumps (cf. Damas, Beirut, Kastela Bay). Around these dump sites the informal sector develops its activities. For instance, Quarantina, near Beirut, becomes famous for paper and cardboard recuperation. Recuperated plastic bottles and aluminium cans are re-sold for supplying certain factories of the country. Nevertheless, from an environmental point of view, as streams of municipal waste are mixed with toxic wastes most of people working in this informal sector know serious health problems.

*In the mid 70's* : the first environmental regulations occur and ban waste disposal in the sea in many SEMCs (1973 in Lebanon, 1975 in Turkey,...). At the same time, some incineration plants projects are discussed (Egypt, Lebanon, Turkey). Their cost is deemed excessive and no one is going to be built. This situation lead to this environmental "bombs" which became the uncontrolled landfills in many SEMCs: olfactory disturbances, waste walls reaching up to hundreds of meters, water and air pollution etc....

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During the same period, on the Northern shore (mainly in France) numerous incineration plants are built with no selective collection nor waste minimization.

*Since the beginning of 90's*, technologies used for collection have become very diverse: while in rural areas carts are still used, in the great towns, compactor – trucks are widespread. Containers are rare but they steadily increasing (+ 20% in Beirut during the period 1995/2000). One of the major problems for the Southern shore is the maintenance of these trucks. Spares and technical know-how are lacking and a significant share of these trucks is often out of order (for instance in Fayoum in 1998, 42% of the total fleet was out of order). On the Eastern and Southern shore, collection rates vary between 0% (rural areas) and 90 to 100% in the largest towns. These rates are strongly linked to the living standard level :rich borrows are collected, poor ones are not (mentioning only the informal sector).

As far as treatment is concerned, uncontrolled landfill remains the most common practice. Of course, the European directive on municipal waste will limit the use of dumping sites, even of sanitary landfills, from 2002 onwards, on the Northern shore and for the new EU-candidates. But few countries will be able to implement this directive. In Cyprus, for instance, only two sanitary landfills are operational. But even on these two sites, no bascule bridge for weighing waste neither purification plant for leachates can be found. Other sites (80% of municipal waste generated) are either open dumps or burning disposal sites.

In other countries, the situation is equivalent, even worse and entails groundwater contamination and numerous problems quoted below.

Incineration plants remain marginal (except in France) and are often used for medical waste They have even been prohibited in Lebanon for municipal waste since 1998.

*Since the mid 1990's*, certain countries have started to clean up the main hot spots: Turkey, the Lebanon and Egypt for example. In those countries, some raw dumps have been closed and replaced by **sanitary landfills** and in addition policies for recovery and recycling were implemented. In this way, Beirut closed in June 1997 the site at Bourj Hamoud and built two **composting** / incineration units (but with a minimum proportion for the latter process) as well as a sanitary landfill at Naameh. Egypt opened in 1999 three sanitary landfills in Gizeh, Alexandria and Cairo and built several composting units since 1990. In 1998, Damas started the exploitation of its first sanitary landfill and the Syrian Government decided to implement a sanitary landfill and a transfer-station in Aleppo. At the same time, Tunisia privatized the management of the first important sanitary landfill of the Great Tunis: Djebel Chekir. This country also established a 400-hotspots list which have to be rehabilitated because of illegal waste storage. Based on the same strategy, since 1991, Turkey, after having given up on incineration, has developed a systematic recycling policy that takes the form of a legal obligation for some economic sectors which are major consumers of packaging to recover a certain tonnage each year. As far as coastal detritus are concerned, cleaning the beaches has become common since the beginning of 90's, especially on the Northern shore. Still, most of the time, waste lying on the seabed and diffuse pollution issued by the increasing yachting activity remain unsolved problems.

At the same time on the Northern shore, under the lead of the European Union, four directives tend to encourage the systems based, above all, on minimizing at source and on recycling: two directives which strictly regulate incineration and make it very costly (gas outflows and processing of RCISHW<sup>4</sup>), a third one aimed at reducing the volume of packaging used in widespread consumption and recycling, and a fourth, regulating sanitary landfills and the reduction of biodegradable waste ending in landfills. These directives create major difficulties in application (as witnessed by the amount of disputes concerning their application) mainly because of the inertia of systems based on incineration, of the complexity of the various disposal processes for urban waste

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<sup>4</sup> Residues from Cleaning the Incineration Smoke from Household Waste (RCISHW)

(especially TWDQ); because of the powerful interests of operators which have often acquired quasi-monopolies on the collection and disposal markets during this period and of local government weakness.

On the Southern shore, legislations remain sketchy and incomplete. Terminologies and nomenclatures are vague, as in Tunisia (Baouendi, p. 11) or non-existent, as in Syria (Zeidan p 31/33). More generally, legislations are rarely enforced. Whenever rules are enforced, the municipal waste management is characterized by isolated actions, usually not in coherence with any overall strategy. National plans have been elaborated in most of the Mediterranean countries, but, at local level (the proper management level), strategic or prospective approaches are rare or inexistent. For instance, in most cases in Tunisia, the local authorities rely on the Ministry of Environment for the elaboration of their own strategy. Besides, the multiplicity of international donors often leads up to inconsistencies in national plans. For example, in Cyprus the EIB finances collection-trucks in the prospect of a 55%-increase of waste generation per capita by 2015, whereas, at the same time, the World Bank supports an integrated approach aiming at a 10%-decrease by 2010 (Stylianopoulou 2000, p.33/38)

This change in methods of disposal has resulted both to the North and to the South in a **considerable increase in costs** and in the **opening-up to private operators**. In Cairo for example, the tax collected by the authorities for household waste only covers collection costs. In Beirut, the Sukomi Company manages the sanitary landfill at Naameh.

This gap between available financial resources and needs can be illustrated by studies carried out under METAP and the World Bank, which estimate that the necessary investments for the Maghreb / Mashreq countries to convert the raw dumping sites of their largest cities into sanitary landfills (and to collect 75% of their population) by 2010 would require up to \$2,5 – 3 billion; while the same countries spend \$ 292 – 365 million per year in total for their SWM. This situation is linked to the following factors :

- Weakness in local taxation of most of the SEMCs and especially low level of taxation of urban citizens;
- Lack of coordination between the different actors involved in waste management and/or overlapping of their competences;
- A very centralized waste management system;
- Slowness in the funding process;
- Low interest of governments in the informal sector although it could lower the treatment and collection cost;

In their efforts to provide the required municipal services, all countries are facing considerable budgetary constraints, both at the national as well as the local level. Therefore, once the amount of nationally available financial resources has been estimated, additional resources are likely to be needed in order to undertake actions of upgrading existing SWM facilities. An array of options that may be used in order to raise the required investments is presented below.

- Concession contracts (currently the most selected option) through which the private sector provides capital financing in return for operating the waste management system and recovering the financing and other cost through charging for the services provided. There is a wide range of variations in the types of concession with respect to: the price, duration, set of proposed services,.... In most cases, concession requires a lot of attention and an effective control system from the public entities involved in such contracts, since the private operators often tend to impose their conditions. Of course, numerous surveys tend to demonstrate better performances of the private sector compared with the public one (for instance, Zeidan claims that the price of collection in Syria through a private operator be between 10 to 30% lower than the price required by a public service). Moreover, major donors support the privatization of

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waste collection and treatment. Nevertheless, after privatization the costs very often increase and problems of financial recovery appear. In Egypt and Lebanon, after the privatization, a 15 / 25% cost increase has been recorded by the users (El Jor)

- Application of the “polluter pay” principle under which those deemed responsible for the generation and management of products that become waste contribute funds to pay for the management of the waste generated as result of their use; these can be the manufacturer, distributor, retailer, and / or importer of a product. This principle, which has been implemented for a long time in Scandinavian countries, is already in place in Tunisia and Algeria and proposed in Egypt, although application has not yet proved its effectiveness. This approach can not only raise money for investments, it also can result in the environmental cost of products being included in their price, thereby providing consumers with behavioral choice – an environmental and economic win-win situation.
- Public / private partnerships might be developed through which private sector investments combine with public sectors funds to increase the pool of available money for infrastructure financing
- Some countries have introduced an “environmental levy” applied to all tourists at the point of entry or departure from a country; the levy is used explicitly to support waste management activities. The justification is that tourists may place a higher value on the country’s environmental quality than local people or have higher expectations regarding sanitation than local people (which is generally true, since tourists tend to chose destinations that are not perceived as “dirty”) or generate waste themselves and that for any of these reasons it seems therefore fair that tourists pay an to provide for levels of waste management service in keeping with their values / expectations and activities.
- Loans and grants from the international financial institutions

This global evolution towards privatization may improve the efficiency of collection and treatment but at the same time it can entail a strong prices increase.

This kind of assessment is really difficult to lead because of the low power and poor technical capacities of local authorities. In Tunisia, in most of the municipalities except the largest one, the local authorities are not involved in the elaboration nor in the implementation of the waste management plans. Moreover, in most of the Mediterranean, even if local municipalities are allowed to subsidise collection and treatment costs, they have no regulation enforcement power and can not repress any infraction to waste legislation (Lebanon, Syria, Tunisia). This weakness can also be found in the poor qualifications of the local staff in charge of the waste collection or in some inconsistencies in the choice of equipments (i.e. lack of transfer station in towns such as Beirut or Cairo, systematic use of compactors in selective collection...)

Generally, the financial means allocated to waste mangement are insufficient. This is mainly due to the weakness of the cost recovery mechanisms. In Egypt, for instance, most of the funds devoted to waste treatment are based on a tax originated by a 2% tax on locative values. These values have not changed since the 60’s! The high cost of treatment has also to be taken into account (see cost increase in Beirut)

### **2. 3. The Environmental Impact of the Current Disposal Situation**

The most widespread system of disposal, except in France, and to a much lesser extent in Italy and in Spain, remains raw dumping or controlled landfills (80 to 90% according to country) with all the problems involved:

- **Olfactory disturbances:** These are all the more present when there is major anaerobic breakdown of organic matter

- **Visual disturbance:** As site operations increase waste accumulates and forms real artificial hills, which may significantly change the landscape.
- **Air pollution:** Raw dumping often generates nitrous oxide and methane emissions from pockets of anaerobic fermentation
- **Fires:** waste dumps cause fires (very frequent case in the Mediterranean, including on the Northern shore. See the last great fire around Marseille in 1997)
- **Release of methane and nitrous oxides contribute to the greenhouse effect**
- **Sea pollution,** under bacteriological form (organic matter from yachting) and under chemical form (waste lying under water and lixiviates from open dumps) A survey achieved by MEDPOL in 2001 in 16 Mediterranean countries, namely “Waste management in coastal areas of the Mediterranean basin” revealed that direct releases from households and tourist infrastructures represented the major sources of solid waste in the sea (35%). The remaining part consists in water and lixiviates from raw dumping (22%) and yachting activities (10%)
- **Water pollution:** Run-off water is loaded with all the polluting matter contained in household waste (lixiviates), which then find their way into the hydrographical system. and endanger surface and groundwater.
- **A major risk:** Methane pockets trapped can be dangerous in contact with an inflammable source.

Faced with this situation, certain Mediterranean countries have started to set up arrangements with twin features:

- The monitoring of abandoned sites especially to avoid the dispersion of lixiviates and to partly recover the methane
- **Changing over from raw dumping to sanitary landfills** with mainly the treatment of lixiviates, and the application of geo-membranes aimed at making the land receiving waste water-tight and the use of films to avoid olfactory disturbance

But these initial efforts remain inadequate in most Mediterranean countries including on the Northern shore bearing in mind the impact observed.

As concerns **thermal treatment** which is nowhere the most widespread processing method (in France it only represented 47% of the disposal methods (1998)) in addition to its investment cost which is prohibitive for most Mediterranean countries, it generates toxic gaseous outflows (mainly heavy metals, dioxins and furans) and special industrial waste within the meanings of the Basle convention which must compulsorily be subjected to delicate processing which is itself costly.

### 3 Conclusion : Priorities

Over the last two decades, urban waste, mainly because of the changes in consumption patterns, became a major issue for the Mediterranean area and its environmental impact is considerable. In most Mediterranean countries, the investment required to set up sustainable collection and disposal systems and to rehabilitate existing landfills will require huge amounts of funds, much out of the financial capacities of the local authorities in charge.

**In this context, a work schedule put to the MCS D should be focused on promoting optimized SWM strategies based on the socio – economic peculiarities of the Mediterranean region with special emphasis on influencing consumption patterns, promoting appropriate technological interventions and exploring the investment potential.**

Obstacles to such an optimization are the followings:

- 
- Frequent lack of global and preventive strategies which leads to expensive, partial and “end-of-the pipe” approaches;
  - Insufficient involvement of the local stakeholders;
  - Insufficient Waste Regulations;
  - Weakness of institutions and of financial means devoted to waste management.

Taking into account these obstacles, the program proposed to the MCSD is based on the following priorities:

- Promoting waste minimization through influencing consumption patterns and production process;
- Promoting locally adapted technologies to increase the environmental acceptability of SWM facilities;
- Exploring the potentials for investment in SWM and for the financial sustainability of the SWM

### **Mediterranean actors, strategies and possible MCSD added value**

As SWM is a recent issue and generally raised at local level, the regional scene is sketchy. In general, there is a **lack of knowledge and expertise**.

Therefore, most work on urban waste has been monographic in character, detailing the organization of collection and disposal at the scale of a single conurbation. Donors (including the European Union with the MEDA program) have adapted to this approach, which whilst putting forward intervention criteria (which are very flexible, moreover), finances disposal unit projects individually. As the gap between available financial resources and needs is very large the support of major international donors has to be sought. That is why, intervention criteria based upon a regional strategy would be very helpful.

Moreover, in the Mediterranean area major agglomerations are comparable enough to justify a regional approach. This is all the more vital as urban waste management is a large market for several tens of billions of dollars. Operators have understood it well and are already developing strategies at the basin level. At the opposite, public authorities have no tradition, strategy and capacity in the sector as they have, for example in the Mediterranean region for the sector of water management for example. There is a risk of imbalance in the relationship between operators and local or national governments in favor of the first.

In the absence of very well identified regional actors, the European Union (EU) has an important responsibility. There is no doubt that European Union’s directives concerning waste management constitute a strong driving force: they contribute to strengthen the national regulations in almost 10 out of the 20 Mediterranean countries (including the countries candidate to accession) and also influence the elaboration of the legal framework in the others. Nevertheless, their practical implementation raises not only financial and technical problems but also the problem of low national and local capacities to administer SWM and to implement them in the Mediterranean countries.

In this context, a regional forum like the MSCD, able to put around the same table operators, representatives from governments, local authorities, and NGOs may prove influential in the efforts to avoid create an imbalance in favor of a single class of actors and to prepare countries for the implementation of EU SWM standards in the Mediterranean area. Another area of interest for the MCSD is that it can bring together experiences from the North and South of the Mediterranean which could assist Southern countries to avoid going through the same current crisis of the Northern systems of collection and disposal: a crisis of legitimacy (it is nowadays very difficult to

locate a disposal unit anywhere) and an economic crisis (local taxation is often inadequate to face up to the new environmental demands).

Another specific topic that would be profitable in a regional arena like the MCSD would be the **assessment of the socio – economic impact and acceptability of the various possible technological choices.**

The technologies proposed in most of the internationally funded projects have generally not been assessed in terms of social acceptance in the Mediterranean context.

For instance, cases of up-grading landfills have failed because they did not integrate the important role and functioning of the **informal sector**. This sector usually adapts itself very rapidly to the implementation of modern SWM facilities: if part of it integrates the new organization, the other ones remains outside while most of it still recovers waste disposed of in new landfills, thus making any control impossible. As the informal sector has often only been considered as a potential partner of public authorities for collecting urban waste, its potential interaction with the new context of SWM remains quite unknown. A strategy to facilitate complementarity is needed. In this respect exchanging experiences between Mediterranean countries would be very useful.

There is also an opportunity to deal with this topic since it is directly linked to the issues of tourism, water, urban and rural development etc., already tackled by the MCSD. Furthermore the **SMAP** included it in its **5 top priorities**.

Consequently, the waste issues should be tackled by the MCSD, which constitutes an ideal place where “win/win” scenarios can be developed. The proposed working program fits with the MCSD approach and will focus on the strategic aspects of this issue.

## **Methodology and proposed program**

### **1 Suggested Method**

#### **1.1. General organization**

The proposed method is an “hearing “ process.

It is suggested to the MCSD to set up **an expert group**, representative of the various Mediterranean sub-regions and stakeholders. This group would be responsible for the implementation of a 2-3 year program of activities, leading up to specific and well-argued recommendations and conclusions on this theme.

Before their final examination of MCSD, these conclusions and recommendations would be submitted for validation to a **final workshop**, gathering experts of coming from countries represented in the MSCD, major donors, private operators, representatives of local authorities and NGOs.

The implementation of the program of activities itself, involving experts out of the 20 Mediterranean countries will contribute to exchange of experiences and capacity building especially on items defined as priorities in the first part of this document, i. e :



1. Waste minimization
2. Promotion of locally adapted technologies
3. Ensuring the sustainability of waste management funding

Moreover, if sufficient financial means are available, the activities program could also include in parallel **training sessions** on priority-topics, in order to enlarge the audience. These trainings would be devoted in priority to technical staff in charge of waste management in central and local authorities.

The Blue Plan will ensure, in coordination with CAR/CP (Clean Production) and MEDPOL, the **technical secretary** of the group under the responsibility of a task manager, member of MSCD. It will try to mobilize technical and financial resources for the program implementation.

### **1. 2. Composition and functioning of the expert group**

The expert group in charge of the program implementation could at least be composed of:

- Two national experts from the North
- Four national experts from countries represented at the MCSD (for example, Cyprus, Croatia, Tunisia and the Lebanon)
- One representative of the informal sector or NGOs working in this field
- Two representatives of large cities (one from the North and one from the South)
- Two NGOs
- One representative of the private sector (international operator)

The group will hold about 5 meetings over a 2 to 3-year period; the first meeting will define the detailed program of activities, between each meeting, work and studies will be entrusted to consultants.

### **1. 3. Final Workshop**

The final regional workshop will bring together experts from all the countries represented in the MCSD, the major donors, private operators, local authority representatives and NGOs. The expert group will define the list of participants to be invited so that they can contribute to the final conclusions and recommendations elaboration.

## **2 Contents**

The final detailed program of activities will be adopted by the expert group during its first session. Nevertheless, it is suggested to deal with the 3 priorities defined in the first part of this report.

- 1. Minimizing waste generation through influencing consumption patterns and production process**
- 2. Promoting locally adapted technologies;**
- 3. Exploring the potentials for sustainable SWM funding.**

A first program proposal is described below. It requires fund raising to be financed. Nevertheless, should funds be limited, it would be advised *to focus mainly on the 3<sup>rd</sup> topic dealing with sustainable SWM funding.*

## 2.1. Minimizing Waste Generation

There are two ways for trying to influence consumption patterns in order to minimize waste disposal:

- clean production technologies
- raising consumer awareness and choices

### a) *Clean Technologies*

The best (sustainable) way of dealing with the issue of urban waste is **to minimize their generation**, especially by involving the producers of waste (industry, packaging...). This pathway is all the more promising as it often also guarantees an improved efficiency in the production process. This is the meaning of the certifications, which become more and more a competitive advantage in the European markets or of the Best Available Techniques Approach. Unfortunately, in the Euro-Mediterranean states, ambitious strategies in this domain are rare, mainly because of the inertia of the above described types of treatment.

*This is why, with regard to this aspect, which is vital to the proposed programmed, a census and analysis is suggested of:*

- Of the most advanced European initiatives** (see the National Waste Plan for Holland for example), which have systematized this policy both at the level of industry and of economic actors (ISO 14001, Eco-Audit, etc.). This activity will be carried out by two studies: one which will present the National Waste Plan for Holland and will assess what could be drawn from at the Mediterranean level and another which will focus on setting out the waste dimension in the main certification schemes (ISO, Eco – Label, Environmental Management and Audit System EMAS).*
- Pioneering initiatives and approaches in the Mediterranean** that should be studied, above all on their potential to be replicated (waste bourse, Croatian experience since 1993)*

Both of these studies could be achieved in 6 months by consultants. Possible partnership: Dutch Environment and Cooperation Departments, ADEME, CAR/CP

### b) *Raising Consumer Awareness*

This part of the program will cover two aspects:

- The consumption patterns : it would be worthwhile **to collect available studies assessing how the consumers' choice can be influenced by the packaging and to inventory public action** trying to influence this choice. Some countries have implemented policies to promote packaging recovery operations and set up quantitative targets (in Turkey, for example). Others still have the system of deposits on glass bottles. These attempts to minimize the tonnage of urban waste to be collected and disposed of are all the more interesting in that they seem to be based on solid technical and economic grounds.
- The role of the informal sector : is the quantity of waste diverted from usual collection and treatment streams significant ? Does this sector play a part in consumer's awareness in terms of waste generation? Here it will be tried to **assess the quantity of waste collected by the informal sector.**

*It will therefore be important to assess the impact of these two aspects (consumption patterns and informal sector) on SW generation in the same way as publicity campaigns on selective collection in certain conurbations to the North (Barcelona, Turin, and Eco-Emballage for example) and in the South (Beirut). Group experts will be called on to describe the initiatives being*

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*carried on in their countries and a special study could be devoted to Turkey. One way of showing the extent of the stakes and to raise awareness on the urgency with which good responses are awaited is to create prospective studies on waste generation in each country, based mainly on demographic projections country by country.*

## **2. 2. Promoting locally adapted technologies**

In order to upgrade their SWM facilities, some countries need to find out the most appropriate way to do it, taking into account the specificities of the Mediterranean region (poor financial resources, centralization, presence of an informal sector...). In this framework, the following program is proposed.

### **a) Mediterranean harmonization**

A common language between the Mediterranean experts and stakeholders is needed in order to facilitate the local adaptation of modern technologies and to communicate successfully. That is why some activities of the proposed working program will be devoted to terminology and assessment methods harmonization.

#### **a.1) Terminology and nomenclature harmonization**

Often the same term is used with different meanings, from one country to the other, which leads to diverse views on waste. For example, sludge from sewage works is either considered as special industrial waste or as solid municipal waste or not even belonging to waste. Moreover, translation difficulties may generate additional problems

*One of the first tasks to be carried out would be the drafting of a **multi-lingual glossary** of terms used in the waste sector.*

This task could be carried out either in the context of other Blue Plan exercises (which are more focused on data quality improvement such as the Euro – Med project MEDSTAT Environment) or could be entrusted to a consultant.

#### **a.2) Harmonizing Assessment Methods:**

In addition, in the various documents available, reference is rarely made to the **methodologies used**. So it is not always clear whether the same things are compared. Most often they are not comparable. For example, in the case of sludge from sewage works, some countries take the gross weight of the sludge into account, whereas others consider the dry weight. This is far from being neutral when the rate of humidity exceeds 80%! The harmonization of measuring methods for waste produced, collected and disposed of is therefore necessary in order to carry out relevant analyses at basin level.

*A second task for the group would therefore consist of **proposing to the countries a few existing approaches** (like the Modecom French methodology for example) for making these calculations. Here again, one could imagine going through consultants or existing projects. However in order to take into account past experience, it would be necessary for each expert to carry out work on a local authority in his own country using the methodology(ies) proposed.*

### **b) Improve knowledge on impacts**

This predominance of raw dumping creates considerable environmental impacts, some of which are specific to the Mediterranean area.

*It would therefore also be useful, on a few representative sites in 2 or 3 Mediterranean countries, to **carry out a census of the impact of raw dumping** sites especially through the analysis of*

*substances and flows; this would also help promoting the systematic use of impact studies in the feasibility studies in the Mediterranean.*

**c) Inventory of experiences of landfill upgrading and remediation**

The most common form of disposal remains **dumping sites**. Some countries minimize the impacts through: the application of geo-membranes to make dumps watertight, the laying of drains to collect leachates and bio-gases, the treatment of leachate, etc.

*It could be very useful to draw up a manual on the practice of sanitary landfills and the environmental protection measures that they involve based on a retrospective study that would outline the main legal, political, technical and economic stages in the change from raw dumping to sanitary landfilling which occurred in Spain, Mediterranean France and Italy. After having retraced those steps, an exchange of experiences would be set up on the following topics:*

- *disturbances and risks generated by dumps,*
- *technologies for risk and disturbance prevention (technical and economic aspects), inventory of dumps and associated impacts,*
- *means for prioritizing urgencies (devising a multiple criteria analysis table suited to Mediterranean countries),*
- *methods for applying a project of re-integrating a dump (the various stages, the studies required, the work to be carried out and the monitoring).*

*The social and financial acceptability of this necessary landfill upgrading will be assessed, particularly taking into account the existence of the informal sector, which often practically manages a large share of concerned sites in South and Eastern Mediterranean countries.*

This manual and the results of the studies could be presented at a 10-day training workshop including site visits for Mediterranean technical managers and private operators (if funds available).

**d) Improve knowledge on costs**

Cost of remediation of sites concerned after their exploitation is often not considered as a major issue in the context of international co-operation on the subject of waste. All too often, international operators and States consider it to be a secondary issue and /or which comes under the sphere of intervention of local authorities. However, costs of such operations are considerable and well outside the reach of local authorities alone. It is therefore of strategic importance to provide comparative figures in order for them to enter into the sphere of priority action for national and international donors.

*In those same countries, a national inventory of the largest hot spots, with an estimate of the costs corresponding to their rehabilitation, would allow to provide an estimate range of the relevant financial resources required at a country level. For this point, exchange of experiences based upon past remediation projects would be useful (for instance experience of Zagreb)*

Possible partnership: operators

**e) Promote selective collection and composting**

The **composting method** appears to be the most promising for the Mediterranean, all the more so since it brings a partial solution to the soil issue. Besides, it is starting to be applied in countries such as Turkey, Egypt or the Lebanon at significant scale (several tens of thousands of tons per

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annum). Nevertheless, all these activities are very recent (the first composting units started operation in the early 1990's) and a presentation of the experience of some major Mediterranean municipalities from the North and the South would turn out most useful. Selective collection would facilitate compost utilization as a way of treatment financially interesting

*The experts group will be called **upon to supply a few technical – economic facts on the composting units in operation in their countries and to assess the extent of progress in this technology in each one.***

Here again, a 2-week training session including site visits could be envisaged if funds are available. Possible partnership: GTZ, ADEME

**f) Better knowledge of coastal waste**

Based upon **4 case studies** (two on the Northern shore and two on the Southern shore), some indicators useful for the management of coastal waste will be estimated.

The conclusions of the 4 national experts will be used at the final workshop as background document for recommendations

Partnership : MEDPOL, Mediterranean states

### **2. 3. Exploring the conditions for sustainable waste management funding**

On both shores of the Mediterranean, **local authorities** are responsible for collecting and disposing of household waste. But, whereas on the Northern shore the existing systems most often cover their own running costs<sup>5</sup>, on the Southern shore and in the Balkans, the costs of collection and storage of household waste exceed the income from taxes paid by the users. Besides, it is often this **chronic lack of funds**, which (partially) explains the gaps in collection and disposal.

The answers to this issue of financing vary in terms from one country to the other but the basic trend is to **set-up licenses to the benefit of major trans-national operators**, which are asked to carry out heavy investments and to train staff on the basis of long-term license agreements (see Egypt, Turkey, Morocco). Another solution considered consists of creating joint ventures, with mixed private and public sector capital (see Beirut). Donors are often called upon (Tunisia, Syria). Regardless of the solution selected, it will be necessary to increase local taxation allocated to urban waste. In this context, success stories in which investments have been attracted would be presented. Economic instruments used in these success stories (essentially fiscal ones) would be assessed in order to increase the resources allocated to collecting and disposing of urban waste and to ensure the most harmonious and efficient complementarities between operators / local authorities / the informal sector.

*The group will therefore focus on building up **references on the range of costs of collection and disposal and their ways of recovery**, based on an inventory of taxes, incentives or other fiscal instruments on urban waste in all or part of the Mediterranean countries, and. This will allow national estimates to be made, and above all, through an inventory of fiscal tools used in SWM in the Mediterranean, **to assess the possible room for manoeuvre in the countries to increase the financial means allocated to solid waste management. It would also ensure the best possible complementarity between operators, local authorities and informal sector. It will also elaborate monitoring tools for performance assessment.***

*This will imply:*

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<sup>5</sup> Even though this balance is threatened from time to time by changes in the national and European Community regulations, see the virtual requirement not to store final residues in dumps in France from 2002 on.

- *surveys in the countries represented in the group (taking care to select representative cases in terms of North / South shores, urban /rural specificities, city sizes, islands etc...) in order to generate information on the level and components of the costs of collection and disposal, to define the possible roles of the various actors and especially that of the informal sector;*
- *a bibliographic review of costs in the North, their components, evolution and acceptability as well as on the socio – economic impacts of privatization;*
- *a survey in the South laying emphasis on the financial gap between available resources and needs*
- *a specific survey (case studies) reviewing economic instruments available to fund SWM (taxes, joint – ventures with private sector, cooperation public / private / informal sector, incentives etc...)*
- *elaboration of a standard-license between local authorities and operators together with possible performance indicators*

*Based on these products, the group would direct its work along the following paths:*

- *The level of financial resources to be mobilized to environmentally upgrade the existing collection and disposal systems in the selected case studies*
- *The nature and possible level of tax or investment*
- *Possible contributions from international operators and donors*
- *The foreseeable inter-working between the informal sector / the future structure of the institutional collection and disposal system*
- *The effects on employment of various modes of organization*
- *The distribution of roles between national and sub – national entities*

### **3 Outputs**

The main outputs of this activity will be:

- Reference studies, available on the web;
- SW managers from various countries trained and informed on the possible way to ensure a more sustainable waste management through an exchange of experience between countries;
- Findings and recommendations of the final workshop for a sustainable strategy for SWM at the regional level to be presented to the MCSD.

### **4 Necessary Means and Resources**

The program of activity set out over two-three years needs resources for:

1. At least, 5 meetings required for the expert group;
2. The final regional workshop;
3. Intermediate studies and consulting;
4. Eventually training sessions

The MAP could ensure the basic functioning cost of the technical secretariat and the activities 1. and 2 above.

European Funding Programs (SMAP, LIFE) could be approached by the Blue Plan in order to enrich intermediate studies and eventually add the training component (activities 3. and 4, see above).

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## **SECTION IV**

# **FEASIBILITY STUDY FOR THE MCSD CAPITAL MARKETS AND COOPERATION FOR SUSTAINABLE DEVELOPMENT<sup>1</sup>**

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<sup>1</sup> Study prepared by BP/RAC

## **Contents**

<b>CAPITAL MARKETS AND COOPERATION FOR SUSTAINABLE DEVELOPMENT</b> .....	<b>1</b>
1. Introduction .....	1
2. The international context: a world financial market becoming more and more private and volatile.....	2
3. The regional context: growing vulnerability and marginalisation for the Southern and Eastern Mediterranean Countries (SEMC) and the Balkans.....	3
4. Raising money for sustainable development: deprivation or new opportunities? .....	4
5. Justification for the MCSD to consider on raising resources for sustainable development .....	5
6. Proposal for a biennial programme of operations .....	7

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## 1. INTRODUCTION

1. The sustainability concerns of the Mediterranean countries are well documented in the various works carried out in the region particularly by the MAP and the METAP. They point out the **high cost of environmental degradation** in some countries and the huge **investments needed** to cope with these costs and the social and environmental services (electrification, water supply and treatment, waste collection and treatment etc.) associated with the foreseeable future needs.
2. According to some estimations available for Morocco, the environmental degradation cost is worth about 8% of the annual GDP, the Blue Plan estimates that the investment requirements to provide potable water and the sewage system in the region within 2025 are worth 15 billions US\$ per year, the World Bank estimates that over the next 10 years 2.5-3 billion US\$ will be needed in the Mashrek and Maghreb regions for phasing out raw waste dumps and to ensuring the collection of wastes generated by 75% of the population, MAP estimates that investments required to cope with telluric pollution in the Mediterranean “hot spots” accounts for roughly 6 billion US\$.
3. The situation illustrated above cannot be dissociated from the investment policy that seems to be prevailing in the Mediterranean countries, where **investments in environmentally sensitive sectors** such as tourism, irrigation, and private transport receive much more attention than more sustainable investments such as, for example, public transport. Neither can it be dissociated from the economic incentives system, which tends to **subsidize the exploitation of scarce resources**, notably irrigation water.
4. The examples above raise two main questions: the first is whether the **country can afford to pay for these costs** (recovery costs); the second is whether and how the prevailing investment and **economic policies can be reoriented to take account of sustainable development imperatives upstream in the decision making process** (prevention costs).
5. The first question has to do with the **capacity of countries to mobilize, absorb and use efficiently the required financial resources**. In other words, have the countries enough financial resources to cope with present and foreseeable future environmental and social concerns? Which are the main sources of funding for environmental and social investments (private, public, international)?
6. The second question is more concerned with the setting up **financial mechanisms specifically targeted to sustainability goals** both at the national and international level and the **difficulty of access** of the Mediterranean countries to international capital markets. Do international and national financial markets include specific mechanisms that take into account environmental and social objectives?
7. The answer to the above questions calls for a **thorough investigation** of: i) the actual flows and trends of financial resources devoted to sustainable development; ii) the origin as well as the destination of the financial resources; iii) the country efforts compared with the international cooperation (bilateral and multilateral) efforts. It also entails an in depth thinking of **policy implications** for countries and eventually for the international financing system. **At the country level**, some possible policy fields to be investigated include issues such as : i) measures able to ensure a proactive approach to sustainable development instead of reactive approaches ; ii) fiscal policies aimed at providing an incentive system able to take account of and anticipate environmental and social externalities ; iii) measures aimed at improving the capacity of countries to raise and

absorb domestic and international funds for environmental and social goals, such as strengthening of the domestic financial markets, fighting corruption, improved governance, and capacity building. **At the international level**, particular attention could be placed on the role of regional institutions in improving both the amount of flows and the allocation efficiency of financial resources, the possibility of increasing Official Development Assistance (ODA) flows, and financial mechanisms to ensure that environmental and social concerns are adequately considered in international cooperation and capital markets.

## 2. THE INTERNATIONAL CONTEXT: A WORLD FINANCIAL MARKET BECOMING MORE AND MORE PRIVATE AND VOLATILE

8. At the dawn of the 21<sup>st</sup> century, **globalisation of financial markets** is a fact. By using powerful levers like the development of information technology and telecommunications, as well as the liberalisation of domestic financial markets in many countries, the circulation of private capital has increased much more quickly than the exchange of goods and services.
9. The increase in the international flow of financial resources provides new **opportunities** to the extent that new sources of financing are made available, but it also presents higher **risks** associated particularly with the greater **volatility/instability** of some kinds of investments (especially in portfolio investments)
10. Moreover, the evidence shows that **financial flows are highly concentrated in some regions of the world**, notably OECD and South-East Asia. Many regions of the world, including South and Eastern Mediterranean Countries (SEMC), do not seem to take advantage of these opportunities. This leads to the problem of understanding the causes of the low interest demonstrated by international capital markets towards SEMC, and particularly, if these causes depend on internal (national) factors or on the distortions of the international capital markets system.
11. With respect to the functioning of the international capital markets, a certain consensus exists on the need to **strengthen the international institutions** in charge of the regulation and control of financial transactions, to take account of and adapt to the profound changes induced by the globalisation of capital markets. The challenges facing the international financial system are numerous and all of them have important implications for sustainable development financing. Among the most important, the following can be mentioned: i) **greater transparency** in financial transactions; ii) **reduction of the volatility** of the money markets; iii) **access** of the poorest countries to international financing; iv) **higher consistency between the macroeconomic policies of the North and the South** by taking into account the repercussions that the policy decisions of countries in the OECD region might have on the economic stability of developing countries; v) **identification of mechanisms for financing** national and transnational public goods; vi) **reduce the vulnerability** of developing countries; vii) consideration of the reality of the **“regionalisation”** of the financial transactions.

### 3. THE REGIONAL CONTEXT: GROWING VULNERABILITY AND MARGINALISATION FOR THE SOUTHERN AND EASTERN MEDITERRANEAN COUNTRIES (SEMC) AND THE BALKANS

12. Since the 1980s, most of the SEMC and the Balkans have been undergoing **economic, institutional and social reforms**, which have considerably opened up these economies to international markets for goods and finance.
13. Though with considerable differences between the countries, these efforts have produced remarkable results from the point of view of **macroeconomic stability** (reduction in budgetary deficits and inflation, increased stability in exchange rates). However, this has not been followed by the expected results in terms of foreign investment and net export revenues. As a consequence, countries' productivity does not increase, economies grow too slowly and unemployment remains high.
14. Moreover, **uncompleted reforms** (particularly structural reforms such as privatisation or the labour market reform), the high level of external debt, the decline of international aid and budgetary constraints, all place serious obstacles to the financing of development in these countries.
15. This **situation increases the fragility of most of the SEMC** and the Balkans vis-à-vis the liberalisation process in the Euro-Mediterranean and international context is likely to set up a downward spiral, which could reverse the efforts made towards the convergence of the economies of the South and North Mediterranean and may have major consequences for the prosperity and stability of the entire region. One undesirable scenario whose symptoms can already be observed in a few countries in the Southern shore of the region can be summed up as follows: i) weak investment, especially from Foreign Direct Investment (FDI) does not take up the growing demand for employment; ii) this slows down the process of privatisation and makes social reform (particularly of the labour market) more difficult; iii) the countries become less attractive for private investment; iv) government spending remains high while revenue falls; v) productivity and competitiveness of companies, particularly state owned, remain weak compared with competing countries; vi) economic growth stagnates.
16. Briefly, the SEMC and the Balkans have fallen between two stools. If the financial resources needed for reforms and bringing the country up to standard to meet the international challenge cannot be raised, there is a high **risk of deadlock**, which will not be to the advantage of either the country or to the Euro-Mediterranean region as a whole.
17. Yet, there is increasing **competition for the mobilisation of private capital at the international level**; ODA decreased considerably during the 90s, borrowing is becoming prohibitive for some countries, while others have been forced to increase their external debt. At the **country level**, the raising of money increased in the nineties because of fiscal national financial system reforms undertaken in many countries (fixed capital formation, expansion of credit to the private sector, etc), but overall, the ability to raise financial resources remains weak compared with national needs. The demand for investment in basic infrastructure that includes water provision and treatment, electricity, telecommunications, and roads, is well above national saving capacity.

18. At the end of the nineties, the **flow of major financing in the SEMC** and the Balkans reached about 7.3 billion American dollars - 6.2 as ODA and 1.1 as FDI. The ODA intended for these countries<sup>2</sup> represents 10% of the bilateral aid granted by the largest donors (European Union with 38.5 billion dollars, Japan with 12.7, the United States with 9.16 and Canada with 1.99). The FDI to these countries represents slightly more than 1% of the FDI outflows of the countries mentioned above (who account for about 87% of the world total FDI outflows). It also needs to be stressed that **bilateral aid** is much larger than multilateral aid, especially in the SEMC, and that the most active European donor countries in the region are France in the French-speaking countries, Germany in Turkey, Egypt and the Balkans and, to a lesser extent, Italy in Morocco, Tunisia, Malta and Albania, and Spain. To this must be added substantial American aid in Israel (which alone received about 20% of the ODA intended for the SEMC and Balkans), Egypt, Jordan and Palestine, and Japanese aid mainly concentrated in Syria.

#### **4. RAISING MONEY FOR SUSTAINABLE DEVELOPMENT: DEPRIVATION OR NEW OPPORTUNITIES?**

19. The financing of sustainable development in the SEMC and the Balkans is constrained in **three major ways**: i) on the one hand the general lack of financial resources, which initially has an effect on longer term investments such as environmental and social investments (education, health, environment, infrastructure, rural and urban development); ii) on the other hand, the environment and sustainability goals are not systematically included in the policy decisions, nor in the international, regional and bilateral aid programmes; iii) in general, these issues are addressed by specific programmes with a "**sectoral**" and **curative approach** (as in the case of the "Environment" measures undertaken by the European Investment Bank and MEDA) rather than with an approach of integration and anticipation.

20. The tendency to the decline of ODA and government expenditures, which are generally more directed towards investments with longer term returns and are more concerned with public goods, in favour of private investments, more attracted by production and distribution activities with short term returns, leads to the question of **whether, and how far, private investments can substitute for public investments** and be able to include sustainability goals?

21. According to some economic thinking, economic growth fostered by private investments, especially FDI, leads to an improvement of environmental and social indicators, and, consequently to a more sustainable development (e.g. the inverse U curve principal). The adherents to this principle, among which the leading international organisations, now recognise, however, that policies aimed at efficiency and economic growth may lead, especially in developing countries, to greater pressure on the environment and increased insecurity and conflicts at local or international level. They add that more appropriate ways must be found to meet the world and local pressure on the environment that economic progress is going to cause in the decades to come.

22. Moreover, the Extraordinary Session of the UN General Assembly in June 1997 on the Programme to implement Action 21 came to the conclusion that the overall prospects for sustainable development in 1997 was less optimistic than in 1992 (one might add, in

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<sup>2</sup> Morocco (536 million \$), Algeria (290), Tunisia (131), Malta (111), Libya (9), Egypt (2060), Israel (1248), Palestinian Autonomous Area (583), Lebanon (221), Syria (258), Turkey (178), Albania (186), Yugoslavia (87), Croatia (77), Bosnia-Herzegovina (85), Slovenia (77)

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spite of the strong growth in FDI during the same period) and recommended greater efforts be made towards an environmental policy and **more substantial financial undertakings** in order to promote the necessary action.

23. The problem of financing sustainable development in the Mediterranean could be addressed therefore from various entry points:
- a) **actual flow of money** compared with the real needs of the countries; in this sense, substantial work still needs to be done to improve the raising of both internal and international capital;
  - b) **sources of financing**; which sources of financing for sustainable development? Should public or private money be favoured? Should internal or international capital be favoured? What is the role of trade liberalisation especially within the Euro-Mediterranean partnership? What is the role for development co-operation?
  - c) **access** to capital markets; two possible scenarios (not necessarily mutually exclusive) have been suggested in the international debate about improving the ability of the SEMC and the Balkans to raise and attract investments; the first one is to set up national reforms aimed at increasing transparency, at improving the fiscal and financial sectors, at ensuring macroeconomic stability; the second one is to reform the structure of the international financial system towards a greater coherence between the international financial market and the aims of sustainable development;
  - d) **financing mechanisms** for sustainable development; the most suitable among the existing mechanisms need to be identified and new mechanisms need to be considered that are more relevant to the challenge of sustainable development in the Mediterranean<sup>3</sup>.

## 5. JUSTIFICATION FOR THE MCSD TO CONSIDER ON RAISING RESOURCES FOR SUSTAINABLE DEVELOPMENT

24. The functioning of financial markets and the financing of development has been the subject of an intense debate among international and regional institutions. This was the subject, for example, of the Forum that was organised by the European Investment Bank in the context of the Barcelona Process (Sorrento, October 2001) and the Conference organised by the UN that is to take place on the same issues in March 2002 in Monterrey (Mexico). Two particularly important points stressed by the debate are:
- a) the growing and positive role played by **regional agreements and by regional financial institutions** in the raising and more effective allocation of national and international financial resources;
  - b) the concern to set up financing mechanisms which meet the requirements **of equity, participation, suitability, transparency and responsibility** and are able to: i) achieve the objectives of sustainable development and respond more fully to the needs of the population; ii) contribute to the economic stability of the countries by making markets less volatile and developing countries less vulnerable.
25. A focus on these issues is even more justified in the Mediterranean given the difficulties the countries (notably SEMC and the Balkans) face in mobilising financial resources and the severe environmental and social situation.

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<sup>3</sup> Curative actions to reduce environmental liabilities, like the treatment of water and waste, but also preventive measures of integration and forward planning like, for example, the development of public transport, measures to save water and energy, rural development, etc.



26. The Mediterranean Commission on Sustainable Development (MCSD) could provide a useful contribution to the debate in considering these issues at the Mediterranean region level. Indeed MCSD is an open and legitimate "forum" to bring together experts from the various partners involved (beneficiary countries, the most active multilateral and bilateral sponsors in the Mediterranean and representatives from the "civil society"), for a **joint reflection**, which is currently missing **on this issue in the Mediterranean region**.
27. The MCSD is also particularly appropriate to address this issue by focussing on the major **challenges of sustainable development**, which have been highlighted at both the regional and national levels and, to put forward **strategy oriented proposals** for the entire Mediterranean region. It could also make **proposals at the national level** aimed at i) increasing the ability of the countries to raise and absorb financial resources, ii) setting up mechanisms able to mainstream environmental and sustainability concerns in co-operation and investment activities and iii) to ensure that the flow of financial resources is adequate and appropriate for the needs of sustainable development identified nationally.
28. To ensure a good outcome to these considerations and to ensure that the national and regional challenges of sustainable development financing are taken into account, the MCSD could set up a **working group** composed of representatives of the beneficiary countries, of bilateral co-operation, financing institutions, private investors and NGOs.
29. When a few **concrete examples** have been unravelled, the MCSD could particularly bring to the fore:
  - a) How far the current level of financial resources and mechanisms are appropriate to the identified needs for sustainable development;
  - b) The incentives for progress and the obstacles encountered;
  - c) The major issues to be coped with;
  - d) The most suitable instruments and mechanisms, including new ones, which can take into account the specific objectives of sustainability in the Mediterranean.
30. These analyses should be limited to two or three volunteering developing countries and should use concrete challenges identified as **priorities** in national strategies and plans for the environment and sustainable development and which will be useful for the whole of the Mediterranean region.
31. For each country, one or two problems of sustainable development should be chosen in agreement with the countries involved. From the very many subjects that could be studied, any of the following might be chosen: **waste management, saving water and energy, development of renewable energy, rural development, development of public transport, the needs of the environment during the modernisation of industry**.
32. The analyses at the national level will be backed up at the regional level by a study and a seminar undertaken by the working group with the aim of bringing the participants up to date on the work undertaken to achieve the objectives of **sustainability in the international programmes for public and private financing** in the Mediterranean region.
33. This operation demands **strong involvement from both the beneficiary volunteering countries** and from the main actors in **international co-operation** (multilateral and/or bilateral) in the Mediterranean.

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## 6. PROPOSAL FOR A BIENNIAL PROGRAMME OF OPERATIONS

34. Creation of a **working group** composed of:
- a) representatives from the beneficiary countries that volunteer (2 or 3 countries in all);
  - b) representatives from countries involved in bilateral co-operation (France, Germany, Italy, Spain);
  - c) multilateral donors that are most represented in the region (World Bank, United Nations Development Programme, European Commission, European Investment Bank, European Bank for Reconstruction and Development, Arab Development Bank) and the Mediterranean Environment Technical Assistance Programme (METAP);
  - d) representatives from private investors and NGOs.
35. The **Mediterranean Action Plan/Blue Plan would provide secretariat services to the working group** and, in this task, it would be assisted by a qualified **international expert**. The working group will meet as soon as possible to exchange information, to define the scope of the work, identify priority issues, approve and launch the programme of work.
36. Launch of a **regional study aimed at** analysing the flow of financial resources by type, size and destination at the regional level. This study should lead to the identification of the flow of capitals allocated to sustainable development by comparing the situation before 1992 (Rio Conference) and the changes that have taken place after the concept of sustainable development was widely accepted. It will also take into account the challenge of international and regional changes, as well as any obstacles encountered in raising resources and the progress made. It will finally prepare the terms of reference for the national studies. The terms of reference for the regional study will be finalised in liaison with the members of the working group. After their comments and any revisions, the regional study could start in May 2002 and be completed by September 2002.
37. Second meeting **of the working group** in September 2002 for the presentation and approval of the regional study and of the terms of reference for the national studies.
38. Launch of two or three **national studies** (one per country). These will be undertaken directly by experts in the volunteering countries with the support of the secretariat. They could be launched before December 2002 and completed by April 2003.
39. Preparation of a **summary report** on the studies and a **proposal document** by the administration (July 2003) and approval by the steering group in October 2003.
40. **Presentation** of the results of the operations and of the proposal document to the MCSD (October 2003).
41. The **final report** on the operation will be prepared by February 2004.

## **SECTION V**

### **FOLLOW-UP OF THE MCSD WORK ON WATER<sup>1</sup>**

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<sup>1</sup> Study prepared by BP/RAC

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## ***Follow-up of the MCSD work on Water***

### ***Background***

In 1997, the MCSD adopted a set of recommendations on water, underlining the necessity to promote water demand management (WDM) in the Mediterranean region.

To this end, since 1997, many actions have been implemented in the region and it seems very useful, 5 years after, to exchange experiences on the practical difficulties and opportunities to promote Water Demand Management.

For this purpose, the Blue Plan will organise a forum in fall 2002, in Italia, giving chance to various Mediterranean stakeholders in the water sector to exchange on this topic.

This initiative will be conducted in synergy and with the support of GWP (Global Water Partnership), which aims at promoting Integrated Water Resource Management and particularly WDM.

### ***Objectives of the Forum***

The objective of the forum will be:

- To promote exchanges of practical experiences in Water Demand Management (WDM) in the Mediterranean region.
- To have an overview of the practical feasibility of the MCSD recommendations: progress made and difficulties met, at national and local level.
- To respond to the need for more informed debate on the effective place and the means of Water Demand Management and its suitability to sustainable development in the Mediterranean.

This Forum and its preparatory work will provide the framework to compensate a big need for exchanging experience in such complex issues and for illustrating/quantifying the progress in terms of economic, environmental and social water use efficiency already achieved by some Mediterranean partners.

### ***Preparatory Work***

The forum will be prepared by three types of preparatory activities :

1. Identification and description of representative case studies on WDM (success or failure)
2. Questionnaires to the countries and donors on the integration of WDM in their global strategies
3. In-depth studies on the transversal tools for promoting WDM, like institutional necessary arrangement or economic tools

The preparatory work is conducted by the Blue Plan, with the technical advice of a steering committee.

#### ***1. Case Studies***

The Case studies will be identified, selected, analysed and disseminated in full synergy with GWP which will provide methodological and financial support and will contribute to enlarge their dissemination thanks to its worldwide network.

### **Criteria selection**

Common analyse framework and definitions have already been defined, as well as criteria for the selection. The case studies can be either national strategies or local examples.

Criteria for selection are based on a typology of actions needed to implement WDM. These actions can be applied either by the *producers or distributors* of water (reduction of losses reduction during transport or distribution, water pricing), *the users* (water leaks reduction, improvements of the efficiency of the water uses) or the *public authorities* (macroeconomic measures for promoting less consuming uses).

### **Case study selection and analysis**

In order to identify representative case studies, a first consultation of the various Mediterranean water directors and GWP-Med partners has been organised. Three case studies in Spain, Tunisia and France were already selected by a first steering committee meeting, held in June 2001. They will be analysed through compilation of available information, interviews of the major stakeholders involved, in order to assess the performance achieved and difficulties met. A report will describe the main findings, following a standardised format.

Six additional case studies will be selected and discussed at the forum.

### **2 Questionnaires to the Water Directors on WDM in national strategies**

A questionnaire will be send to the Mediterranean water directors and other major actors (donors, NGOs,) in fall 2001 in order to assess the effective seek for WDM in the regional and national strategies. This questionnaire is under progress. Its results will be presented during the Forum and will complement the case studies through an overview of the national strategies applied towards Water Demand Management.

### **3. Studies on Specific “Transversal Tools”**

According to the recommendations of the Steering Committee, transversal studies will also be carried out before the forum, in order to assess the effectiveness and constraints of possible tools for promoting WDM, such as: water tarification and/or the institutional arrangements.

### **The Forum**

The case studies, the questionnaires and the transversal studies will be presented as basis for discussion at the Forum.

This Forum will provide an opportunity to state the progress achieved and the difficulties met related to water demand management in the Region. The advantages and inconvenient of the various possible solutions will be discussed.

The Forum will gather at least 70 participants representing all the various types of stakeholders; water directors, members of MCSD, experts, donors, international agencies (FAO, IPTRID,..), and NGOs will be invited to participate and be involved in the preparatory work.

The organization will be lead by the Blue Plan, with the technical support of IREM (Istituto di Ricerche Sull'Economia Mediterranea) and with the financial support of GWP, France and Italy. The European Commission has also been approached.

### **Steering Committee**

The steering committee is composed of representatives of MAP/Blue Plan, GWP, GWP-MED, the European Commission, France, Tunisia and Italy. It will allow for coordination and advice. A first meeting of the Steering Committee, in June 2001, provided the guidelines for the Forum and selected the first set of case studies.

## **SECTION VI**

### **FEASIBILITY STUDY FOR THE MCSD LOCAL GOVERNANCE <sup>1</sup>**

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<sup>1</sup> Study being prepared by PAP/RAC

## **INTRODUCTION: TOWARDS LOCAL GOVERNANCE**

1. The issue of local management, or governance at the local level, has so far not been directly tackled by any of the MCSD working groups. However, most of the working groups have indirectly dealt with this issue, to a greater or lesser degree, especially when discussing how to improve the implementation of the recommendations of the working groups as adopted by the MCSD and the Contracting Parties to the Barcelona Convention. In this respect, a special reference should be made to the proposals and recommendations of the working groups on Sustainable Management of Coastal Zones (1997), and Urban Management and Sustainable Development (2001).
2. The issue of local governance must not be observed outside the globalisation context. It has to be pointed out that with regard to the definition of globalisation and its effects there are sometimes conflicting and opposing opinions. On one hand, globalisation is considered as a process which favours the global over the local and which, as the final consequence, leads to the destruction of local features, reduced importance of the local factors in decision-making (even when it regards their needs), and increased gap between the rich and the poor, in spite of a possible increase in overall wealth and welfare of the poor. From this point of view, the environmental state and the issues of rational use of resources remain of secondary importance.
3. Another, diametrically opposed view on globalisation treats this process as an eternal phenomenon which has only accelerated the progress rate over the several past great periods of the development of the humanity. At the same time, globalisation represents the phenomenon of intensification of worldwide social relations, as well as of local transformations, which include the strengthening of the local identity and the strengthening of the local awareness of the world as a whole. In this view, globalisation and localisation are not observed as competing processes. Globalisation is a process aiming at stronger linkages between localities, economies, political systems and cultures. The link between the global and the local ("glocalisation") is particularly apparent in the increased awareness of the inter-linkage of ecological processes at these two levels. Finally, some claim that, although at the local level globalisation can be relevant only in some segments, this happens, and it is important, only there where the effects of policy responses are directly perceived, for example with regard to employment, investments, improved environmental state, etc. This could have considerable importance for the implementation issue.
4. Successful local management, as is nowadays considered within a context of sustainable development, is highly connected with the emergence and implementation of new forms of concerted action, often termed as 'governance'. This suggests the new interwoven relations between the public sector, private actors and NGOs, and the overlapping types of regulation: market, networks, hierarchies and institutions in a multi-level action context. The shift from 'Government' to 'Governance' signifies the orientation of the analysis not only of state agencies and institutions (e.g. local and regional governments), but also of highly diverse range of social agents (of different types of interests, power and histories), participating in co-operative forms of decision-making.
5. Governance is being used to denote the range of service delivery mechanisms at the local level, and expresses the shift from provision by local and central government structures to a number of fragmented agencies within the public, business, voluntary and private spheres, many of them being supplied through market mechanisms. Governance also denotes a new style of governing in which the boundaries between

public and private sector, national and international, have become blurred, where it requires multiple stakeholders, interdependent resources and actions, and shared purposes.

6. Local management and sustainable development is a key issue for the Mediterranean, particularly since a lot of the environmental problems are highly localised and within the sphere of local management, such as urbanisation and urban development control, pollution and pollution prevention, biodiversity protection, coastal areas development, and tourism growth. These issues might be within the competence of national-level agencies, but they are of special importance at the local level. Consequently, two of the MCSD working groups (coastal and urban) have given the highest priority to these issues.

## **II. ASSESSMENT OF THE LOCAL GOVERNANCE ISSUE IN THE MEDITERRANEAN**

7. The Mediterranean faces complex development/environment problems. Its natural resources, notably its marine, terrestrial and water resources, whose availability and quality are under threat in the long, or even medium term, are subject to overwhelming pressures. Issues related to the environment, housing, transport and quality of life predominate in large Mediterranean cities that are undergoing rapid expansion. Urban areas, industrial zones and ports whose development has been inadequately controlled, the lack of effective sewage facilities and adequate waste treatment systems constitute environmental 'hot spots' that contribute to the pollution of the marine environment, the coast and the atmosphere.
8. Although Mediterranean countries are based on strong central administrations in several sectors it has become apparent that local mobilisation is necessary. As a result there is an increasing number of initiatives undertaken in Mediterranean countries, regions and cities which, in a broad sense, may lead to sustainable development. These are emerging through a variety of contexts (sustainable urban and local planning, coastal zone management, biodiversity conservation, sustainable use of resources and sustainable tourism strategies, etc) and are supported by a wide diversity of national and international programmes and funds.
9. In Turkey, for example, the International Union of Local Authorities is co-ordinating a multi-partner programme, funded for 50% of the budget by Capacity 21 and UNDP. The Programme aims at developing a new understanding, or a new set of 'managerial ethics' in local governance. The local Agenda 21 in Turkey is based upon community participation, local stakeholders involvement, establishment of local partnership, and decentralisation of the decision-making process. In Tunisia, a programme has been designed for the assistance in the elaboration of local Agenda 21 throughout the republic, and a project has started with the contribution of UC-LIFE Third Countries, EU Commission and GTZ in the Northwest of the country. Furthermore, Sousse, the second largest city of Tunisia, has already adopted a Municipal Environmental Plan, which is considered to be an important facet of a local Agenda 21. Another example of action toward sustainable development and local management refers to the Krka river waters and National Park in Croatia. An investment programme was initiated by the government and implemented in co-operation with UNDP-Capacity 21, METAP-CBU and the World Bank. The goal of the project was to formulate a project proposal for sustainable development action plan for the Krka river and the protection of the Krka National Park.



10. In spite of the increasing number of initiatives towards sustainable development that are implemented in the Mediterranean at the local level, the majority by far are at an early stage of launching, mostly at a planning/preparatory phase, with little evidence of outcome or concrete results. This can be attributed to various factors, as reported below:
- In most Mediterranean societies there is still a strong reliance on the public sector to provide services, while other economic and social actors are not present or developed enough to share responsibility and participate in collaborative social action.
  - There is a wide diversity of institutional settings among the Mediterranean countries, which affect individual performance. However, performance related to national level is dominant in the policy making in all Mediterranean countries.
  - Most Mediterranean countries lack the necessary organisational structures and financial resources to cope with their present social and economic development problems.
  - Most economies in the Region are still at the first stage of economic development where growth and restructuring are still priorities of overriding importance.
  - In the cases where local governments lack central government support, sustainable development planning and management processes tend to falter.
  - Furthermore, there is more evidence of initiatives in the northern Mediterranean areas than the southern ones, probably reflecting the differences in accessing relevant funds, in communication and information dissemination on the initiatives undertaken, or in increased institutional capacity and flexibility to take advantages of opportunities for new activities.
11. Since the Earth Summit, held in 1992, significant milestones have been achieved in advancing sustainable development principles among Mediterranean countries. With the assistance from the Mediterranean Action Plan (MAP) and external support programmes, such as the UNEP, UNCHS-Habitat, METAP, Capacity 21 of UNDP, the World Bank, and others, countries have formulated National Environmental Action Plans, developed sustainable development policies, plans and programmes, created National Sustainable Development Councils and held round-table discussions, as well as adopted other national sustainable development and environmental management strategies. In addition public, private and third-sector agencies have moved to form regional associations and local sustainable development groups. Notable examples include MED Forum, Medcities, the Arab Town Organisation, and the United Town Organisation.
12. MCSD, through two of its working groups (urban and coastal), adopted recommendations which, basically, require the continuation of activities aimed at promoting the role of local management and local governance in achieving sustainable development at local level. Thus, the "coastal" group recommends to "...improve institutional mechanisms for the integrated management of coastal areas by creating if necessary and/or strengthening inter-ministerial or inter-administrative structures and frameworks for the co-ordination of the actors involved in coastal development and management and the integration of their activities. Such structures should be set up at the level relevant to each country (national, regional, local). Local and regional authorities should be invited to play a significant role in the preparation of integrated coastal management strategies." (recommendation i). Also, the group points out that "...role of the public is very important within the context of sustainable development of coastal areas, according to a principle of joint responsibility which should be

encouraged. The main object is to increase opportunities and improve the effectiveness of active public participation.” (recommendation vi).

13. MCSD “urban” group concludes that, throughout the Mediterranean basin, in spite of several pioneering initiatives, the relevant stakeholders have not been in the position to offer their full support to the policy of sustainable development. When the stakeholders are municipalities, they are either isolated or under the “sectorialised” tutorship of ministries and other administrative bodies which operate too separately from each other. In addition, the civil society as a whole – population, associations, professions, enterprises – is not yet fully involved in practice as required by the Rio Declaration. Very often, throughout the Mediterranean, the local Agendas 21 are good checklists, but are not followed by a decisive action.
14. The “urban” group recommends, among others, to recognise the role of various actors of the civil society in the urban governance in the form of their involvement in the process as early as possible. It is advised that this participation be in the form of a continuous consultative and management process. The local Agendas 21, and other similar initiatives such as Urban Strategic Plans, could become dynamic exercises for the realisation of this participative democracy.
15. What would be the “value added” of launching this initiative, with regard to what the MCSD has already been doing so far, especially within the “urban” and “coastal” groups? It would be justified to expect that accepting this initiative would result in a set of recommendations that could strengthen one of the most important instruments for the implementation of the recommendations already adopted: local stakeholders. Stress on local management/governance would offer a possibility for the results to be seen immediately, while the direct involvement of the stakeholders in decision-making would provide signals that would contribute to always taking proper decisions.

### III. JUSTIFICATION FOR ACTION

16. Through National Agenda 21's, many countries now have a framework in place, as well as enabling environment for further actions towards sustainable development, through the promotion of decentralised policies, programmes and action plans. Therefore, for advancing the process towards sustainability it is necessary to refocus international and national efforts towards the localisation of sustainable development. This process could include numerous strategies and principles, such as decentralisation of decision-making from national to local authorities, and ensuring transparency and accountability at all levels of government. It also includes institutionalising sustainability principles and processes, and installing mechanisms to empower local communities to identify and prioritise their development needs and priorities, as well as to act upon these in an organised and responsible manner.
17. In the Mediterranean, local authorities are still developing their capabilities to manage the complex local problems. However, it is widely recognised that local authorities play a key role in fulfilling objectives of sustainable development. They should facilitate consensus building among local communities, business and industrial organisations towards the elaboration of a sustainable development strategy. In local management the integration of environmental concerns in sectoral policies is a key aspect of sustainable development. For this reason local authorities mainly deal with the application of environmental criteria and strategies for urban and local planning in order to achieve integrated management, that allows economic development and respect of natural resources, and to develop tools for survey and decision making.

18. Local management towards sustainability, based on new forms of governance, should become a priority subject of importance to the MCSD and the Mediterranean, since a wide range of tasks could be achieved, such as:
- Widening/broadening of the forms of political representation of local groups;
  - More co-operative and democratic procedures of decision making;
  - Efficiency (pro growth strategy), but also equity (through a better distribution of benefits);
  - Modernisation of the public sector (entrepreneurial spirit, new public management, benchmarking);
  - Better provision of public services;
  - Increase in the institutional capacity of the local context;
  - Increase of synergies, cohesion and complementarities of policies towards sustainable development.
19. MAP has a key role in sensitising Governments in new concepts. It has been innovative at the regional level initiating activities that support action towards achieving sustainable development, whether in the form of organising relevant regional meetings (prior and/or parallel to MCSD), or in establishing the MCSD as a complementary mechanism. Through MCSD activities the components of MAP (RACs) have been engaged in sustainable development activities (meetings, policy papers, etc.), and this feedback is ultimately to the benefit of Contracting parties themselves. MCSD is also a good platform to initiate and support regional actors other than the Contracting Parties (NGOs, etc.). MCSD is considered a unique model for initiating a dialogue between different actors in different areas related to sustainable development.

#### **IV. METHODOLOGY**

20. A preliminary attempt to collect information regarding sustainable development projects in the Mediterranean has recently been completed and presented in the publication "Improving the Environment in the Mediterranean: Lessons for Sustainable Development" (UNEP/MAP, 1999). The analysed local management initiatives concern sustainable urban and local planning, coastal zone management and biodiversity conservation, sustainable use of resources, as well as sustainable tourism strategies. Many of the studied cases provide evidence of environmental deterioration due to uneven urbanisation patterns, uncontrolled tourism development, unsustainable agriculture and transport, which affect the quality of natural and social environment and aim at changing the direction of the development.
21. Based on the above, there are a number of issues in local management and sustainable development planning which should be addressed under this initiative for local governance, such as:
- At the national level, strategies should be introduced to support local authorities to ensure that municipal plans, programmes and activities are harmonised and consistent with national sustainable development goals;
  - Design of regional and local policies should ensure that development objectives increase social cohesion;
  - Promote participatory approaches and the creation of partnerships, particularly with local governments during the planning and implementation of projects and programmes;

- Enhance resources available to municipalities and local authorities for sustainable development planning and management;
  - Collaboration should be strengthened in order to build on the existing sustainable development initiatives in the Mediterranean region, so as not to duplicate efforts and reinvent the methodologies, processes and practices that have already proven successful;
  - Partnership between regional organisations needs to be strengthened to maximise dissemination of lessons learned in sharing the capacity building experiences and expertise;
  - Bridge gaps in understanding of and capacities for sustainable development planning and management between the northern and southern countries of the Mediterranean basin;
  - Promote information dissemination and make it accessible and standardised, like methodologies for sustainable development planning and management, especially among southern cities;
  - Rise awareness and enhance understanding and perception through the promotion of educational programs and demonstrative actions.
22. Some of the lessons learned from these cases are the following:
- Lack of consultation and exchange of information with the local community may lead to conflicts with certain local economic interests and very lengthy negotiations.
  - It is important to promote co-operation among different sectors in order to agree on priority plans at the local level.
  - Each municipality should study its specific environmental problems and develop land-use and planning strategies on this basis. It is possible to redefine the strategies following an integrated approach for local development.
  - Local management to be effective should incorporate both co-operative and democratic procedure towards partnership based on consensus and new assessment techniques (e.g. benchmarking, new public management) for the implementation of sustainable policies.
23. In order to indicate how local management issues can be successfully implemented in sustainable development policies, the following aspects have to be taken into account:
- Identification of the main problems concerning sustainability at the local level (identifying knowledge-holders);
  - Setting the rationale (problems for whom?) for action;
  - Setting priorities;
  - Mapping of actors: who are the main stake-holders (public, private, NGOs of different interests);
  - Formation of partner coalition and consensus building in concrete policy domains;
  - Operationalisation of manageable tasks;
  - Implementation, assessment, benchmarking.
24. The activity should be implemented in two phases:
- In the first phase a preliminary analysis and a selection of priorities indicated among the recommendations of the previous MCSD working groups should be done. Task managers and supporting centres should be selected. They would prepare detailed term of reference for the Working Group and a Position Paper on the issue, and the Working Group itself should be selected. A number of

- experts, from the North and the South of the Mediterranean, could start preparing background documents. This phase could take two years to complete
- Successively, in the second phase, the recommendations proposed should be discussed at the Working Group and MCSD levels. The Working Group should propose concrete alternatives to encounter specific problems, and make suggestion for the implementation of the actions that have been chosen. The recommendations will then be adopted by the MCSD and the Contracting Parties. This phase could take one year to complete.

## **V. PROPOSAL FOR THE 2002-2003 PROGRAMME (FIRST PHASE)**

25. Creation of a Working Group composed of the following members:

- representatives of the countries from the South, North and East of the Mediterranean (2 each);
- representatives of the NGOs, members of the MCSD, that are highly involved in local management and governance (two);
- representatives of the local professional associations and interest groups (two);
- representatives of the municipalities (two).

Attention should be paid that in each sub-group an adequate sub-regional representation is achieved. Also, different development, cultural and environmental contexts should be represented. The first meeting of the Working Group could be held in June 2002.

26. The Priority Actions Programme Regional Activity Centre (PAP/RAC) would provide the technical and secretarial support. In fulfilling this task it will be assisted by highly qualified international experts who have great experience in managing local issues and organising governance arrangements in the Mediterranean region. Immediately after the decision to launch the activities is taken, PAP/RAC would start preparing the relevant terms of reference, setting up the working team, and contacting the Working Group members to gain the momentum of the group.
27. The most important activity will be the preparation of a regional report/study that will indicate in detail the major local governance related issues, who are the major players, and what are the major obstacles, potentials and opportunities for a better local governance in the region. Also, the experiences from similar contexts in other regions will be analysed, as well as lessons learned to be applied in the Mediterranean. The regional study could be prepared in the period July-November 2002. The Working Group could meet in December 2002 to discuss the findings of the regional study.
28. On the basis of the findings of the regional study, a selection of in-depth national (2) and local studies (4) will be made and the relevant terms of reference prepared. The national and local studies will provide a more detailed insight into the issue of local governance. The national and local studies could be prepared in the period January – May 2003.
29. The supporting centre (PAP/RAC) can prepare a summary report in the period June-July 2003. The report could be approved in September-October 2003 by the Working Group. The results could be presented at the first subsequent meeting of the MCSD. This activity will be followed by the preparation of and discussion on the recommendations in 2004. The recommendations could be adopted by MCSD the end of 2004.

## **SECTION VII**

# **PROPOSAL FOR THE ESTABLISHMENT OF A REGIONAL ACTIVITY CENTER (RAC/ET) ON ECOTOURISM IN MEDITERRANEAN UNIVERSITY ANTALYA-TURKEY <sup>1</sup>**

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<sup>1</sup> Proposal submitted by Turkey (the Ministry of Environment and the Mediterranean University of Antalya)

## 1. Executive Summary and Introduction

The MAP activities have clearly shown that 80% of the sources of pollution in the Mediterranean were land-based and directly or indirectly related to tourism. The Mediterranean is a small sea, washed by 46 000 km of diverse coastline shared by 18 countries in Southern Europe, Northern Africa and the Middle East. Not only are the Mediterranean coastlines marked out by a variety of landforms, but also by a wide variety of species. The vegetation and flora is of the most abundant in the world. 20 000 plant species, from 171 families and 1 649 genus inhabit the coasts of the Mediterranean. 38% of these are endemic and therefore at greatest risk. The removal of these from their current habitat will bring about their extinction. An example is the monk seal, which is deeply threatened by tourism.

Man's effect on the lands around the Mediterranean has been far more destructive than that on the sea. It is also worth noting that the change in this region in the last 50 years is much greater than that of its whole history. Man has always been attracted here primarily by tourism. As the people of particularly central and northern European countries became more affluent, their view of the coast changed from one of fear and a will to control the action of the sea, to a desire to experience its great natural beauty. Holidays by the sea became an increasingly important activity. Throughout the last 30 years this trend manifested itself in the upsurge of mass tourism, which, when coupled with the desire for permanent summer residences, has caused devastation of some of the finest coastal areas, especially around northern Mediterranean.

Particularly, the summer migration of the wealthy north population to the warm south has had the most significant impact on the narrow band of coastline on which the tourism activities are concentrated along with rapid urbanization.

Nearly 400 million people live in the 18 countries bordering the Mediterranean. Every year, during the period between June and September, roughly 180-200 million tourists, coming mostly from central and northern European countries join them. They certainly increase the pressure on the ecosystem in a variety of ways. According to the data collected by MAP, 80-85% of urban effluent is discharged directly into the sea without any previous treatment. At the same time, industrial waste, originated mainly by tourism related activities, takes the same course. Many of the Mediterranean's natural resources are being severely overexploited. Apart from the serious aesthetic, environmental and social damage resulting from this process, the massive use of the coastline for tourism purposes is defacing the Mediterranean of the last surviving representatives of species which lived in this sea, and in surrounding coastlines for thousands of years before man.

On the other hand, tourism clearly counts as one of the most remarkable economic and social phenomena especially for the Mediterranean people. One third of tourists traveling around the world spend their holidays in the Mediterranean. As the number of international travelers continues to increase, governments in the Mediterranean countries encourage tourism as a dynamic and rewarding economic activity that generates employment and foreign exchange.

In this respect, tourism has two dimensions. It is one of the most dynamic and fastest growing sectors of economy despite its severe negative impacts on natural and cultural resources. On the other hand, as environmental consciousness grows, the demand of tourists shifts towards environment-friendly tourist products and destinations by its broadest meaning. Therefore the challenge faced today by all tourist receiving countries is to develop

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strategies and practices to ensure the harmonious coexistence of man as a tourist and nature on the basis of experiences gained mostly in northwestern Mediterranean countries (Spain, France, Italy, Greece, etc.).

Growing public concern about the environment is convincing politicians and other decision-makers that the issue is not whether conservation is a good idea, but rather how it can be implemented within current social, economic and political constraints. The Actions of tourism over the next years will determine whether we move towards a chaotic future characterized by over-exploitation and abuse of our natural and cultural resources, or towards maintenance of diversity and sustainable use of resources.

As mass tourism exploded, another type of tourist emerged - in a smaller way - around 1970s but with a different reputation. This marks the birth of the "sustainable tourism" and particularly the "ecotourism". Although the term "ecotourism" was coined in 1983, during the recent years the popularity of ecotourism has increased greatly as evidenced by the declaration of the year 2002 as the International Year of Ecotourism in 1998 (UN Resolution 1998/40). On the other hand, recognizing the importance of sustainable tourism development, WTO's Executive Council established the Environment Committee in 1979 to address conservation issues.

Increased interest in nature and nature travel can lead to problems of overuse and disruption like the mass tourism did on a narrow band of Mediterranean coastline. Indeed, overuse, resulting in degradation of the environment, loss of economic benefits due to damage to resource or the local community, and disruption of local cultures and/or values, are often cited as drawbacks to ecotourism. This is a common case around Mediterranean rim. But if tourism is damaging a natural or cultural resource, then it is not ecotourism. True ecotourism can in fact be one of the most powerful tools for protecting the environment. That is why we suggest to establish a new RAC on ecotourism (RAC/ET).

Ecotourism, as a logical component of sustainable development, requires a multidisciplinary approach, careful planning (both physical and managerial) and strict guidelines and regulations that will guarantee sustainable operation. Governments, private enterprise, local communities, MAP institutions (BP/RAC, SPA/RAC, PAP/RAC), national and international nongovernmental organizations (IUCN, WWF, TES-Ecotourism Society-, TURSAB, DHKD, etc.) all have an important role to play. Detailed and systematic inventories of the ecotouristic attractions (both natural and cultural) of a country, a region, or a site should be elaborated, bearing in mind that these inventories are different from those of a scientific nature, and that they should reflect the attractiveness of the features listed.

Training component is vital. Courses and seminars directed to different audiences (tour operators, field guides, hotel owners, park managers, local community groups, government planners) are urgently required. Training programs should be of a practical nature.

Adequate physical facilities in and near natural and cultural areas are required for the effective development of ecotourism. Appropriate planning, design and building criteria must be applied, minimizing impact on the environment, providing for certain degree of functional self-sufficiency, and adding to the quality of the visitors experience.

Promoting ecotourism in natural areas that have no official protection may foster effective action from local populations to conserve their surrounding natural areas resources, out of self-interest, and not because of external constraints.



## 2. Scope and objective

The ultimate goal of RAC/E is to contribute to the efforts of UNEP, through increasing the effectiveness of its member countries in achieving sustainable tourism development and practising appropriate ecotourism in the Mediterranean Region. In this respect, the RAC/ET should be founded and identified by the contributions and agreements of the hosting member countries who make use of the natural and cultural resources of mediterranean for tourism purposes.

Since the natural and cultural resources of Mediterranean Region are intensively used and affected by the tourists of central and northern European countries as well, the scope of the RAC should be expanded to embrace those countries. Within this framework, most important guiding principles for RAC/ET should be : to adopt a **root-cause approach** in dealing with the existing problems; to play an **integrative role** among all the parties involved in the related areas of research, planning, implementation and control; to direct its efforts to **realistic and attainable targets** rather than vague and over-ambitious ones and to work on the basis of **concrete performance criteria** specified at strategic and operational levels.

The contributions expected from RAC/ET should include: capacity building, guiding and supporting national focal points in developing effective solutions to legal and financial problems, and to promote cooperation and information flow among the Mediterranean countries by functioning as a clearing house in all the related areas of ecotourism such as project development and case studies.

A breakdown of the objectives of RAC/ET is summerized below:

- To establish a communication network for national and regional partners;
- To create an inventory of information sources and documents and to set up a data bank useful for sustainable tourism and ecotourism development;
- To enhance capacities and mechanisms of access to processing and exchange of information in the context of Mediterranean objectives by mobilising the several holders of information.
- To undertake area and sector-specific research into the environmental, cultural and economic effects of ecotourism.
- To develop policies for guiding land-use planers and standards for decision-makers.
- To encourage common Environmental Management Systems in tourism development areas.
- To define carrying capacities for ecotourism destinations that reflect sustainable levels of development and to make sure that they are monitored and adjusted appropriately.
- To develop standards and regulations for environmental and cultural impact assessment and for the monitoring of existing and proposed ecotourism development projects.
- To promote physical facilities in and near natural and cultural areas, required for the effective development of ecotourism.
- To raise the awareness and to form partnership of various stakeholders on ecotourism developments (including the decision makers at regional and local levels; professional organisations; trade and business partners, MAP institutions-BP/RAC, SPA/RAC, PAP/RAC- and NGO s- WWF, IUCN, TES, TÜRSAB, DHKD)
- To communicate constantly with targeted publics to inform them on issues related to ecotourism and to produce the necessary promotional materials.

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- To create national ecotourism councils that involve all stakeholders, and design and implement public consultation techniques and processes to involve all stakeholders in ecotourism-related decisions.
  - To achieve a better staggering of holiday periods; to control the pressures created by excess tourist traffic and to take remedial action to rehabilitate the over loaded ecotourism areas
  - To promote and implement the certification processes (EMAS, ISO 14000 etc.) and standards for facilities and destination areas.
  - To develop the necessary legal instruments to eliminate the negative impacts of ecotourism activities
  - Organize training courses, seminars, etc.directed to different audiences (tour operators, hotel owners, field guides, local communities, government planners).
  - To promote TQM programs for environment-friendly tourism and to develop relevant instruments such as the quality labels
  - To encourage and support regional projects on the above stated subjects

### **3. Legal Framework**

- **Legal Basis**

In 1975 The Mediterranean Countries and the EEC adopted the Mediterranean Action Plan (MAP), and in 1976 the Convention for the Protection of the Mediterranean Sea against Pollution (Barcelona Convention). The main objectives were to assist the Mediterranean governments to assess and control marine pollution, to formulate their national policies, to improve their ability to identify better options for alternative patterns of development, and to make rational choices for resources allocation. To implement the Convention's individual components, MAP Coordinating Unit was established in Athens, together with a number of regional activity centers (RACs) in selected Mediterranean countries. These included the Blue Plan RAC, Priority Actions Programme RAC, Specially Protected Areas RAC, Environmental Remote Sensing RAC, Cleaner Production RAC and Regional Marine Pollution Emergency Center that are based in different, but mostly northwest and southern parts of the region.

In the Meeting of the Bureau of the Contracting Parties to the Convention for the Protection of the Mediterranean Sea Against Pollution and its Protocols, held on 29-30 April, 1999, in Athens, the Turkish delegation proposed the establishment of the seventh Regional Activity Center on Ecotourism in Turkey. This is to make use of the gained experiences of, particularly, BP/RAC, SPA/RAC and PAP/RAC and to work with them in close collaboration.

- **Location**

Turkey, situated at the heart of the northeastern Mediterranean has enjoyed very high growth rates in tourism during the last 15 years. Despite her increasing popularity in recent years her natural resources are still better preserved, owing in part to its being a relatively young tourist destination. With a share of 30% in overall exports tourism has played a key role in Turkish economy in recent years. However, due to the economic crisis that the country is going through, the need for foreign exchange and employment has never been so pressing in the past as it is today. Combined with the increasing purchasing power of foreign currencies as an indirect result of the present economic situation, a booming tourist demand is expected in the coming 2-3 years. All of this indicates clearly that the need for a sustainable development in tourism has never been so critically important for Turkey as it is today. On the other hand, Turkey, being culturally different (Oriental and Islamic aspects), has great potential as far as

the ecotourism is concerned. In fact the eastern part of mediterranean as a whole is quite different than that of the northwestern Mediterranean.

In this context, the establishment of the RAC on ecotourism in Antalya will enable and motivate Turkey to make full use of the existing international experiences and knowledge by mobilizing its academic, technical and managerial skills in dealing with the emerging challenges of excessive resource utilization. This process will also contribute significantly to the efforts of MAP and member countries in achieving an integrated Med-European approach to ecotourism in the region.

Antalya is exceptionally rich in natural and cultural resources and it is also where the heart of Turkish tourism beats. Nearly a half of all the bed-nights of foreign and domestic tourists in Turkey is spent in Antalya region. One third of all the licensed beds in Turkey is also in Antalya. Tourism is the life base of nearly 1.5 Million people living in this region and it significantly contributes to their economic well being. Never before have the local population enjoyed the rewards of tourism industry as much as they do today. However, it should also be noted that the pressures created by rapid tourism development, especially during the last two decades, have never been such a serious threat to the quality of natural environment and local culture. Like the others, Turkish Mediterranean coastline also faces serious pressures and challenges. However, despite all the negative developments, it is known that Eastern Mediterranean is still the cleanest part of the Mediterranean Sea. This increases the importance of keeping it as it is.

Recognising all these factors, it is strongly believed that at local, national and regional levels, there is a lot to be shared and still a lot to be protected through integrating the potentials and experiences of the member countries. The Mediterranean University (MU), in Antalya, can play a pioneering role in this process, as it has all the necessary technical, scientific and managerial skills needed to make the RAC/ET a success.

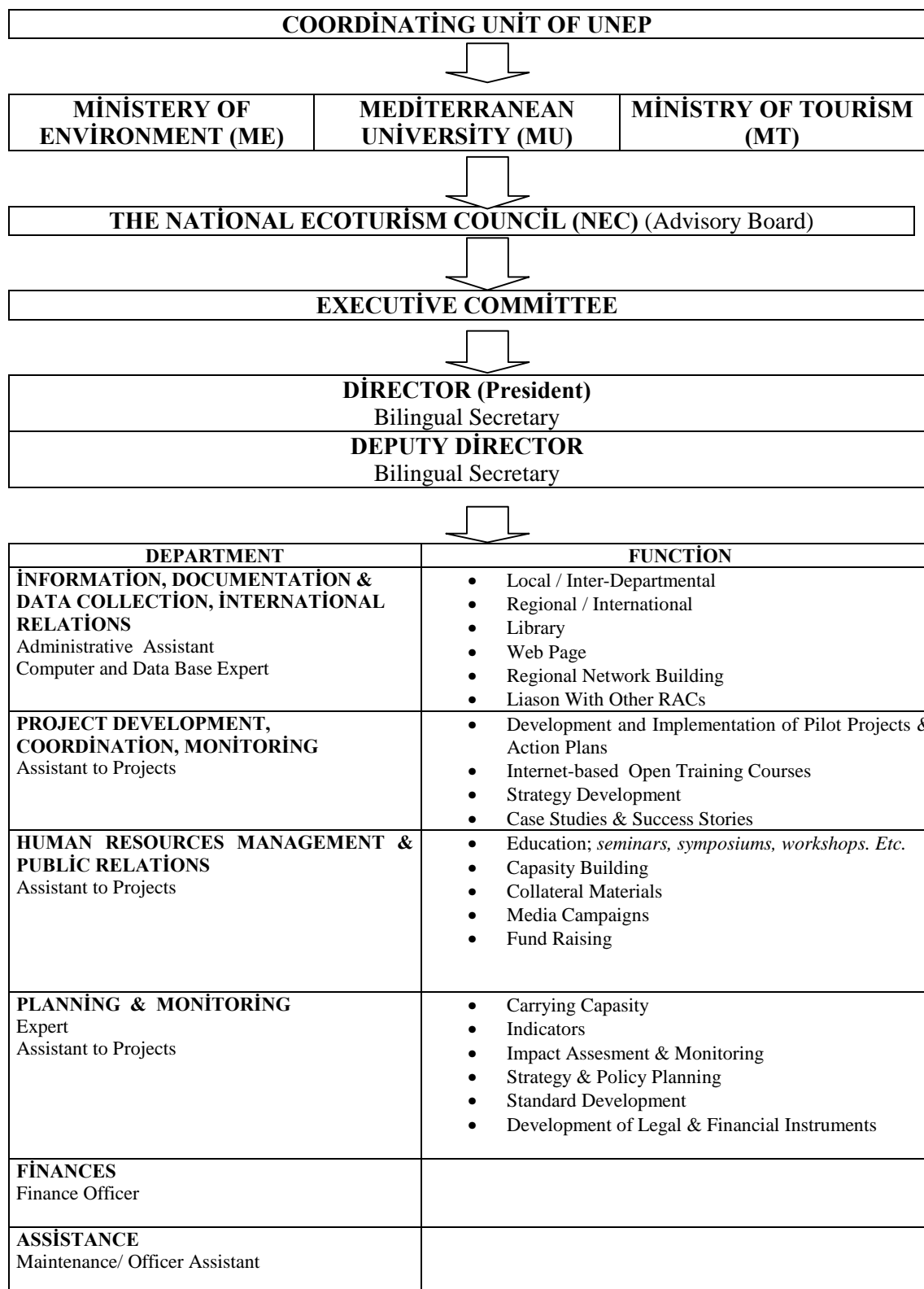
MU, for the first time in Turkey, started its attempts to initiate extended education, with primary focus on the sustainability of tourism. The MU is the only university in Turkey with a Research Center on Eco-tourism and has been offering graduate courses on "Tourism and Environment" and "Eco-tourism" in its School of Tourism and Hotel Management, during the last ten years.

- **Official Languages**

The official languages will be English and French.

#### 4. Institutional and Operational Framework Organizational Chart

### ECOTOURISM REGIONAL ACTIVITY CENTER



**Staff provided by MU:**

Name	Specialization
Tuncay Neyisci, Dr.	Specialised on Ecology and environmental issues, teaching tourism and environment, ecotourism for about 10 years. The Director of Center for Ecological Studies, speaks English and German
Abdullah Tekin	Specialised in culture and tourism management, speaks French
Gülser Kayır, Dr	Specialised in public management and social impacts of tourism, speaks French and English
Günseli Oral, Dr	Specialised in education, speaks English
Mustafa Sanlı, Dr.	Economist, speaks English
Akın Aksu, Dr.	Specialised in tourism management, speaks English
Habib Muhammedoğlu, Dr.	Specialised in water pollution and control, environmental impact assesment, Speaks English and Arabic
Hasan Üstün	Specialised in Public relations, experienced journalist, speaks English
Günsiray Kosun	Specialised on International relations, speaks English
Ebru Turan	Specialised in statistics and data evaluation, speaks English
Huriye Oğuz	Specialised in office management, speaks English
Mehmet Sakallı	Technician

## 5. Program of Activities and Financial Framework

### ECOTOURISM REGIONAL ACTIVITY CENTER (RAC/ET) PROPOSED ADMINISTRATIVE AND OPERATING COSTS

		Proposed Budget (in 000 US\$)					
		2002		2003		2004	
		MU	AEP	MU	AEP	MU	AE P
Professional Staff	m/						
Director	m	12		12		12	
Deputy Director	12	10		10		10	
Assistant to projects	12	9		9	40	9	40
Assistant to projects	12	9		9		9	
Assistant to projects	12	9		9		9	
Expert	12		40				
Total Professional Staff		49	40	49	40	49	40
		89		89		89	
Administrative Support							
Administrative Assistant	12	9		9		9	
Bilingual Secretary	12	7		7		7	
Bilingual Secretary	12	7		7		7	
Computer and Data Base Expert	12	9		9		9	
Finance Officer	12	8		8		8	
Maintenance/Officer Assistant	12	6		6		6	
<b>Total Administrative Support</b>		46		46		46	
<b>Travel on Official Business</b>		10		15		17	
<b>Office Costs</b>		25		25		25	
<b>TOTAL PERSONNEL AND OPERATING COSTS</b>		170		175		177	

## ECOTOURISM REGIONAL ACTIVITY CENTER PROPOSED BUDGET FOR ACTIVITIES

<b>ACTIVITY</b>	<b>Proposed Budget (in 000 US\$)</b>								
	<b>2002</b>			<b>2003</b>			<b>2004</b>		
	<b>ME</b>	<b>AEP</b>	<b>EXT</b>	<b>ME</b>	<b>AEP</b>	<b>EXT</b>	<b>ME</b>	<b>AEP</b>	<b>EXT</b>
<b><u>Data collection and periodic assessments:</u></b>									
Collection of data and assistance to countries for the preparation of inventories related to environmental and cultural impacts of tourism and to ecotourism potential and practices	3	2		5			10		
Development of the regional "clearing house" for documentation, information dissemination and awareness on ecotourism Initiative for Mediterranean countries	2	2		4			5		
Development of a pool for environment-tourism interactions, for case studies and success stories on Ecotourism practices	2	2		4			10		
Establishment of a regional network for communication	3	3		10			10		
<b><u>Legal measures:</u></b>									
Assistance to countries in setting up and enforcing their national legislation related to ecotourism	2			5			5		
Development of guidelines for ecotourism activities suitable for local circumstances	3			5			5		
<b><u>Planning and Management:</u></b>									
Implementation of action plans for Ecotourism activities, particularly for the national parks and protected areas	5			10	5	5	10	5	10
Establishment of strategies and action plans for the species endangered by the impacts of tourism activities	2			4	5	5	7	5	10
Establishment of strategies and action plans for the conservation of local cultures	4			4	5	5	10	5	10
Establishment of strategies to spread the tourism activities into larger areas and to distribute the incomes generated by the tourism to the larger part of the local community	5			10	10	10	10	10	15
Assistance to countries in preparing ecotourism project proposals for seeking external funds	2	3		2			4		
<b><u>Public Information:</u></b>									
Elaboration and dissemination of data and information relevant to sustainable tourism and ecotourism	3	3		7			10		
<b><u>Exchange of experience and strengthening of national capabilities</u></b>									
Training sessions on the scientific, technical and cultural aspects of sustainable tourism and ecotourism	10	5		10	5	5	15	5	10
Development and implementation of the internet-based open training course on ecotourism	10	10		10	10	10	15	10	10
Regional workshops to discuss and adopt the program of action to develop ecotourism in the region	12	10		15		10	20	10	
<b><u>Meeting of the Ecotourism Regional Activity Center</u></b>				20					
<b>Total Activities</b>	<b>68</b>	<b>40</b>		<b>125</b>	<b>40</b>	<b>50</b>	<b>146</b>	<b>50</b>	<b>65</b>

## **AGGREGATE BUDGET COVERING ACTIVITIES, ADMINISTRATIVE AND OPERATING COSTS**

	<b>2002</b>	<b>2003</b>	<b>2004</b>
Total Activities	<b>108</b>	<b>215</b>	<b>261</b>
Total Administrative and Operational Costs	<b>170</b>	<b>175</b>	<b>177</b>
Grand Total	<b>278</b>	<b>390</b>	<b>438</b>

### **6. Fund-Raising Mechanism**

#### **• Contributions by Constituents and supporters**

##### **1. Mediterranean University**

MU can support RAC/ET through a variety of ways and means stated below :

- It can provide the necessary physical endowment and human resources needed (an office, staff, equipment, stationary, etc.) These are listed separately.
- The MU can play a catalyst role for better coordination and structuring of sustainable tourism efforts
- It can act as the liaison for enhancing cooperation among the existing RACs
- It can contribute to the continuity of the training programs on ecotourism
- It can achieve electronic linkage among all the parties involved
- It can play the institutional role for cooperating with various national and international organizations (private, government, NGO)
- It can establish an information management network
- It can produce the promotional and educational materials needed
- It can develop pilot projects as well as various financial and legal instruments that can be applied in countries with similar problems and local conditions.
- It can contribute to international efforts of MSCD to achieve sustainable development targets in the Mediterranean with respect to tourism sector.

#### **• The planned Support of MU**

(Materials)

- A furnished and air conditioned office; A house of 100 m<sup>2</sup> (3 rooms)
- A library
- 3 Computers
- 3 printers
- 1 photocopy machine
- 1 scanner
- Telephone, fax and internet connections
- Teaching materials (Slide projectot, overhead projector, etc.)
- 12 Staff

(Finance)

- Salaries of 12 staff ( some 7 500 US\$ per month)
  - The office expences (some 1000 US\$ per month)
- Total: Approximately 95 000 US\$/year

2. **Support of Ministry of Environment:**
3. **Support of Ministry of Tourism:**
4. **Support of AEP: 80 000 US\$ /year**

- **RAC/ET** is going to raise funds through projects seminars, training programmes and consultancies.

## **7. Conclusions and Recommendations**

For the reasons stated above and pursuant to the proposal made by the Turkish delegation at the Athens meeting of 1999, the Mediterranean University (MU) showed interest in establishing the new RAC in Antalya.

The MU has been closely following the studies of the EU, UNEP, and World Tourism Organization (WTO), WWF; IUCN, TES related to ecotourism and believes that RAC/ET can play a crucial role in integrating all of these efforts, as well as those of member countries that all together will foster sustainable tourism and ecotourism on world-wide, Med-European and Mediterranean levels. It is also a nice and meaningful coincidence to debate on creating a new RAC in the Year of Ecotourism.



## **SECTION VIII**

### **CULTURAL HERITAGE AND SUSTAINABLE DEVELOPMENT**

Introductory Paper to the New Programme<sup>1</sup>

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<sup>1</sup> Note prepared by Mr J. Abdelkafi, at the request of the Secretariat

### **Introductory note by the secretariat**

At their 12<sup>th</sup> Ordinary Meeting (Monaco 14-17 November 2001) and following an evaluation of the 100 Historic Sites Programme, the Contracting Parties requested the Secretariat: "to prepare, using the MCSD framework as appropriate, a draft of a new programme in this field, taking into account the suggestions of the evaluators of the Programme of 100 Historic Sites".

Following this decision, the Secretariat requested Mr Jellal Abdelkafi, Urban Planner from Tunisia and specialist in the field of Cultural Heritage to prepare an introductory note.

While endorsing the proposals of the paper the Secretariat suggests to establish a working group which would be co-chaired by one or two members of the Commission and which could be composed by experts in the concerned field of competence (Sustainable Management of Cultural Heritage)

The Secretariat suggests discussing both the mandate and the composition of this group during the MCSD meeting in Antalya.

This introductory note to the new programme on cultural heritage as a factor in sustainable development is intended to indicate the avenues to be explored by the Mediterranean Commission for Sustainable Development's working group.

It contains:

**I. A BRIEF RUN-DOWN OF THE 100 HISTORIC SITES PROGRAMME**

**1. Historical Back-drop to the Programme**

1.1 Its coming into being

1.2 The legal Framework

**2. The Workings of the Secretariat and the Relevance of the Programme**

**3. The Assessment Report and Recommendations**

**II. THE CULTURAL AND NATURAL HERITAGE ISSUE WITHIN THE SUSTAINABLE DEVELOPMENT PERSPECTIVE**

**2.1 Heritage in danger, counter-performance of sustainable development**

**2.2 Heritage Protection up against Planning Methods**

**2.3 Sustainable Heritage Management**

**2.4 Heritage's Contribution to Sustainable Development**

**III. THE WORKING GROUP'S TERMS OF REFERENCE**

**3.1 What needs to be protected**

**3.2 The aims of the Programme**

**3.3 How the Programme's Secretariat is organised**

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## **1. A BRIEF RUN-DOWN OF THE 100 HISTORIC SITES PROGRAMME**

### **1. The Historical Back-drop to the Programme**

#### 1.1 Its coming into being:

Aware of the outstanding value of the Mediterranean's cultural heritage and the role which it plays or is destined to play within the sustainable development process, the Contracting Parties to the Barcelona Convention (1976) launched the "Historic Sites" programme under the Mediterranean Action Plan.

The programme came into being in various stages:

- In September 1985, the Contracting Parties committed themselves in the Genoa Declaration to "identifying and protecting at least 100 historic coastal sites of common interest".
- In 1987, following agreement on the selection criteria, an initial list of 100 historic sites was approved.
- In January 1989, the coordinators of the Mediterranean historic sites set forth the Charter of Marseilles, which defines the means for regional cooperation, and how the programme was to work as a network within the MAP structure.
- From 3-6 October 1989, the Contracting Parties approved the 100 Historic Sites Programme, entrusting the City of Marseilles' Heritage Workshop with its Secretariat.

#### 1.2 The Institutional Framework:

Whilst being directly linked to the MAP Coordinating Unit in Athens, the Secretariat for the 100 Historic Sites Programme is nonetheless in touch with the Regional Activity Centres, particularly SPA/RAC and PAP/RAC.

In order to avoid any role clashes between the MAP institutions, at the Bureau meeting in Malta on 5 March 1993 the following areas of competence were established:

- The Programme Secretariat (Marseilles) would be responsible for scientific and training aspects, apart from the problems of essence.
- SPA/RAC would be responsible for the legal aspects.
- PAP/RAC would bear no responsibility for matters related to historic sites.

## **2. The Workings of the Secretariat and the Relevance of the Programme:**

As of 1989, the Heritage Workshop as Secretariat to the Programme undertook a wide range of tasks (scientific knowledge, technical assistance, training, regional and international cooperation), whilst endeavouring to take account of the 122 items on the MAP list.

It turned out in practice, however, that the general principles which had originally been set out in the Genoa Declaration and the Charter of Marseilles could not be reflected in safeguard, protection and enhancement procedures for cultural and natural heritage, which would square with the aims of sustainable development.

Consequently, certain circles contest the inclusion of this cultural theme in the Mediterranean Action Plan, and have questioned the relevance of the programme.

At their meeting in Malta in 1999, the Contracting Parties to the Barcelona Convention asked the Secretariat to “assess the relevance of the 100 historic sites programme and its role in terms of the aims of MAP Phase II, also bearing in mind the MCSD’s work programme, and work being undertaken by other organisations, and to submit all the appropriate options and recommendations to the next meeting of the Contracting Parties”.

In line with this recommendation, MAP commissioned an assessment report which provides:

- A diagnostic review of the programme
- The main options open to the Contracting Parties and their methods, in particular:
  - ➔ possible winding up of this activity,
  - ➔ a new focus under MAP’s sustainable development activities
  - ➔ cooperation with existing international activities in this field, including World Heritage and the Euro-Mediterranean partnership.

### **3. The Assessment Report and Recommendations:**

The assessment report <sup>2</sup> brought out the technical drift of the programme, which was overly focused on conserving stone and archaeological sites, whilst there was little involvement in the environmental issue. Nevertheless, the 100 Historic Sites Programme has raised many expectations amongst the actors in sustainable development in the Mediterranean. In its conclusion, the report recommended that the programme should be continued in updated form, more closely in touch with socio-economic reality.

At the meeting of MAP focal points in Athens (11-14 September 2001), it was recommended that the cultural heritage theme should be retained as a component of sustainable development in the Mediterranean. This recommendation was confirmed by the Contracting Parties to the Barcelona Convention at their 12<sup>th</sup> Ordinary Session in Monaco (14-17 November 2001).

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(1) UNEP/MAP UNEP/DEC/MED W.G. 190/10 25 July 2001  
Meeting of MAP Focal Points  
Athens 11-14 September 2001  
100 Historic Sites Programme; assessment report  
UNEP Athens 2001.

## **II. THE CULTURAL AND NATURAL HERITAGE ISSUE WITHIN THE SUSTAINABLE DEVELOPMENT PERSPECTIVE:**

Why should UNEP/MAP conduct a programme on cultural and natural heritage in the Mediterranean?

With its regular programmes and those of the World Heritage Committee, is Unesco not in a better position together with the international organisations to address the issues and solve the problems?

The assessment report on the 100 Historic Sites Programme stressed the parallel albeit non-contradictory thrust of Unesco and UNEP.

- According to the world heritage convention, Unesco's approach involves addressing the protection of the actual cultural and natural elements deemed to be of outstanding value themselves;
- According to the Charter of Marseilles, UNEP/MAP's approach is one of protecting cultural and natural elements within their environment, not as "rare objects of human construction, but as bearing invaluable testimony to the Mediterranean's cultural identity".

In a nutshell, protecting exceptional cultural and natural elements is one thing, protecting the "modern-day Mediterranean's cultural heritage and identities" is another.

Having said this, based on what type of cultural and natural elements should MAP draw up a programme? What planning and management methods should it apply? What contribution can it be expected to make to sustainable development?

In the ensuing text certain lines of thinking are set out, upon which the MCSD's Working Group could build in order to develop the new programme.

### **2.1 Heritage in Danger, the Counter-Performance of Sustainable Development:**

In order to illustrate the risk situation, let us take a look at the Tipasa archaeological site in Algeria, which in 1982 was included on the world heritage list as a cultural site.

Twenty years on, this example of the Punic and Roman civilisations, which was relatively well preserved when it was included on the list, is now giving rise to grave concerns. Why? Has it been worn away by time and thereby degraded? Analysis shows that it is the region's socio-economic development which poses the most serious threats.

In the early eighties, Tipasa became a "wilaya" or prefecture; the immediate consequence of this change in administrative status was to send the population soaring, and to speed up urbanisation, the effects of which were immediately felt around the site. The archaeological remains are surrounded by unplanned and/or illegal constructions; the ancient city walls which ran through fields are now buried in an indistinguishable urban area. But that is not all- to the North and South two "douars" are now growing on the site itself, and have already become urban enclaves in the archaeological area; finally, as an upshot of Tipasa's fame, commercial

activities are developing, obviously settling at strategic points, the entrances, the port, or simply on the ruins themselves....During this period when archaeologists' attention was focused exclusively on trying to contain urban pressure, nature has been reclaiming its rights- mastic, olive and eucalyptus trees are invading the remains....

In short, MAP will have to give some thought to this risk situation, since it reveals certain dysfunctions, which will in the long term hamper sustainable development.

The degradation/destruction of our heritage is not only harmful to cultural life, but also to our economic development; it is also a harbinger of an institutional inability to plan and manage effectively.

## **2.2 Heritage Protection up against Planning Methods:**

What could the institutions in charge of the Tipasa site do in the face of this conflictive development, where urbanisation prompted by the socio-economic development and the dynamics of the coastal eco-system are threatening the archaeological area?

The archaeologists requested assistance in solving a problem which was obviously beyond them. MAP responded in positive terms, entrusting the Secretariat of the 100 Historic Sites programme with the task of drawing up a protection plan for the surroundings (1990).

This document has had precious little effect on urban development, to the extent that Unesco is actually considering the possibility of declassifying the site from the world heritage list.

What lessons can MAP learn from this case study, which unfortunately is far from being the exception, particularly in many countries on the Mediterranean's southern rim? In the light of further analysis, it would be wise to give some thought to the planning methods, which do not square with a sustainable development process.

As such, it is no longer a question of demonstrating that socio-economic developments cannot be contained within **normative planning**; since urbanisation phenomena transform places and society in real time, it is no longer a matter of producing a plan, in other words a picture to be achieved in the long term according to a programme which is often upset by the prevailing situation. MAP should therefore think up planning methods, bearing in mind the fact that the administrative set-ups in several countries to the south of the Mediterranean are still under construction, and that they do not necessarily have the human resources to face up to the challenge of sustainable development.

**Participatory planning** which allows developments to be steered on an on-going basis as the factors of urbanisation emerge, will facilitate the integration of cultural heritage into sustainable development.

Moreover, participatory planning facilitates heritage management, since it "aims to take on board the opinions and views of all the players involved in the planning process, following a collaboration-based approach. This involvement provides for commitment and shared responsibility, means that local knowledge can be mobilised, the real issues at stake can be identified, and more realistic solutions can be found in terms of implementation".

### 2.3 Sustainable Heritage Management

Whilst there is no doubt that planning is required in order to ensure the spatial integration of cultural and natural heritage, it is not enough on its own; management institutions need to be set up, possessing enough of the necessary administrative prerogatives to allow them to intervene as an authorised guardian, rather than merely as a scientific body invited along for its expertise, in the generally contradictory discussions which characterise safeguard and protection procedures.

Exercising these prerogatives requires a legal framework, which stipulates what tasks the management bodies are required to carry out; in numerous cases at present they give the impression of being responsible.....for everything- faced with the diversity of situations, which are often characterised by socio-economic or urban factors, they are expected to have an answer for everything. Explicitly defining the various tasks should make it possible to integrate the theme of heritage within the institutional set-up, a sine qua non condition for its sustainable management. As an example of symbiosis, the City of Marseilles' Heritage Workshop should be looked at, as an autonomous institution playing a full part in local decision-taking.

These institutional considerations apart, however, cultural and natural heritage management cannot be conceived of in the absence of the appropriate human resources and material means. But under current circumstances on the southern banks of the Mediterranean, it tends rather to depend on the good will of a handful of staff, split between scientific responsibilities and administrative demands. All too often the poor relation of budgetary funding, the cultural management institutions do not even enjoy the benefits of income generated by entry fees to the sites....

In any case, MAP should endeavour to upgrade those institutions whose prerogatives, tasks, and legal and financial capacities, as well as their human resources, most definitely need to be adapted to the aim of safeguarding and protecting.

### 2.4 Heritage's Contribution to Sustainable Development

Because of its "irreplaceable value", cultural and natural heritage actually takes on a wide range of roles which contribute either directly or indirectly to sustainable development, without society and/or the institutions effectively recognising their importance. This was no doubt the point of Unesco's 1976 recommendation (on the protection of historic or traditional areas, when it stated that "this (heritage) situation entails responsibilities for every citizen, and lays on the public authorities obligations which they alone are capable of fulfilling". There is no doubt that since then both public opinion and the authorities have awoken to the role of cultural and material heritage in contemporary society.

- ➔ No-one would now contest that cultural goods are a major asset in terms of tourism, and therefore also for economic development.

Through its many facets, cultural tourism creates jobs; by developing sites not located on the coast it brings about the development of towns and villages inland; by distributing activities within the social fabric on a flexible basis, it contributes to regional development.



- ➔ In the social development field, the rehabilitation of ancient settlements is now recognised as being an essential aspect of urban policy.

The countries to the North of the Mediterranean have many years of experience in this field (the historic centre of Naples, or the Panier area of Marseilles). For some twenty years rehabilitation has been on the agenda in the Maghreb (the medina in Tunis) and the Mashraq (Aleppo). This experience should be broadened.

- ➔ On the education front, monumental heritage, this crowd of witnesses to use Andre Chastel's lovely expression, allows the young generations to access urban history, and to learn about ancient societies. As for natural heritage, apart from its contribution to environmental functions, it also allows citizens to enjoy the beauty of sites and landscapes.
- ➔ And finally in the political field, cultural and natural heritage is often glorified in speeches, since it is supposed to bring mankind and society closer together, using its capacity as a universal emotion to reduce identity withdrawal and community tension.

To conclude, the development of cultural tourism, the rehabilitation of ancient settlements, policies on towns, nature, education, identity and citizenship are themes which are implicit in any procedure aimed at safeguarding, protecting and enhancing the cultural and natural heritage.

MAP will be required to select the ones which will form the main lines of its action programme.

The choice of themes will determine the programme's title. The suggestion made by the assessment report was:

"The cultural heritage and identities of the contemporary Mediterranean".

But if the programme is focused on greater respect for the environment in the Mediterranean this could just as well be:

"Cultural heritage and sustainable development"

### **III. THE WORKING GROUP'S TERMS OF REFERENCE**

Within the Mediterranean Action Plan's environmental perspective, the MCSD's Working Group could put some thought into:

#### **3.1 What needs to be protected:**

The assessment report showed the limits of a list-inventory. It advocated drawing up  
a  
list-programme or list with grounds attached, which would allow the Focal Points to state their priorities or centres of interest.

The list-programme would depend on MAP's working capacity (human and financial resources).

### **3.2 The aims of the Programme:**

The assessment report recommended sticking to three main lines:

- scientific and professional cooperation within a network
- public information and media exposure for the programme
- organising symbolic projects

These three lines are all of equal importance. But insofar as MAP subscribes to participatory planning, it should send out a strong methodological signal by using its expertise to organise symbolic projects, which could then be joined by or involve Unesco, the World Bank, the European Union, etc....

### **3.3 How the Programme's Secretariat is organised:**

The assessment report envisaged three scenarios and stipulated that whichever was chosen, how the Secretariat was organised would depend on the extent to which the programme would be refocused, the aims it was assigned, and the timeframe it was set.