Cities for a New Generation
The Role of 3 MENA Cities
Component 4: National framework and review of the city strategy

Saida, Lebanon

Saida’s CDS: a review of the ongoing process, the identification of opportunities and obstacles at the national level, plus recommendations for the future

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Final Report

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Executive summary

This report is focused on the city of Saida in Lebanon, the country’s third main city and one of the three urban areas that are part of the CMI /World Bank project. Firstly, the objective is to build a diagnosis of the opportunities, contradictions and constraints that the complex national framework represents for the creation and the implementation of a strategy at the local level; secondly, Saida’s strategy is reviewed; and finally, recommendations will be made to help resolve difficulties, to overcome deadlock and, if needed, to provide up-to-date solutions. The key elements of this report are as follows:

Saida has traditionally been the capital of the South and still has major assets

Saida has great potential and still has major assets. These assets are: a strong political leadership linked to both a vibrant private sector and a civil society; a diversified economy; unique natural assets; a rich cultural heritage; and finally, the ability to coordinate through a multi-level approach.

Saida has a diversified economic base, the maintenance of which will be a key factor in the continued resilience of the city. This diversified economic base covers agriculture, agro-industry, crafts, light industries, construction, port activities and tourism, together with reliable health and education infrastructures. Tourism itself also has great potential, focusing mainly on the Old City (which is undergoing revitalization,) but also on traditional crafts (another potential key asset). Education and health are two other sectors that show promising prospects. Another potential area of growth is agriculture, which accounts for about one third of the surface area of Saida. Saida is a very green city and should value its ‘natural’ assets more highly.

Saida has traditionally been the gateway to the South: a diagnosis of the threats

Because of both external factors and internal problems Saida is facing challenges in being the capital of the south, and CDS is considered to be the first step in fostering the role of Saida and its relationship with the neighborhood. At the national level Saida doesn’t see any benefit from the proximity of Beirut, and then on the regional level it is also being challenged by the other emerging cities of the South. So, in the competition between cities Saida is losing ground both to Beirut and to other large southern towns. Saida has traditionally been the ‘gateway’ to the South and that status is being threatened by marginalization. The shift of both business headquarters and decisional functions to the Greater Beirut Region has been accelerated since the opening of the southern highway that links the capital of the country to the south of Lebanon. Meanwhile, Nabathieh and Tyre have been competing with Saida, developing their own infrastructures and strengthening their own local economies.

Locally, the lack of reliable infrastructures or coherent vision at the level of the Union of Municipalities (UoM) due to the national legal framework and the absence of a political consensus at the level of the UoM, in addition to extreme poverty and security problems are all major internal threats. The impact of the “rentier” economy and the over-focusing on the real estate market has diverted investors away from committing either to existing strategic economic sectors (to sustain and revitalize them) or to brand new ones (in order to create new opportunities that might enhance Saida’s economic attractiveness.
and competitiveness). Secondly, a lot of initiatives by the decision makers related to the cultural heritage and natural environment (rivers, monuments, streets in the Old City, agricultural lands, waterfronts etc.) prove their appreciation to such efforts. However, what shall be focused on are long term strategic and sustainable initiatives and awareness raising among citizens on these unique assets. Appropriate strategies are required to maximize their benefits. Thirdly, there are problems of security associated with the high numbers of Palestinian residents and with the influx of Syrian refugees.

Lastly, there is a critical absence of any inter-municipal territorial vision. This reflects the lack of collaborative work between Saida and its direct neighbors. Among these neighbours, Al Zahrani is an industrial hub and there is a crucial need to build a complementary and integrated common vision for the two cities. Saida is declining because of the lack of integrated and inter-municipal development both inside the Union of Municipalities and on the Cadha (district) level. Saida shall closely work with all neighboring Municipalities. In addition to Al Zahrani, Saida should coordinate with other Municipalities through the implementation of CDS such as Jezzine for tourism.

**Weak ministries and centralized governance: major obstacles for Saida originating at the national level**

Decentralization remains unrealized in Lebanon, despite a pioneer law in 1977. The Saida Municipality is, to a large extent, a local authority with inherent weaknesses regarding decision-making powers. Despite its will to be independent, Saida remains heavily dependent on the national level. The national legal and institutional framework drastically limits its action; skills, finances and human resources are all lacking.

In general, the Lebanese line ministries do not partner and collaborate enough on projects with the municipalities. There is a collaborative work with the Council of Development and Reconstruction and the Directorate General of Urbanism (under the supervision of the Ministry of Public Works). But Saida shall participate in decision making and planning of the projects implemented by CDR and DGU.

Lastly, there is a severe lack of the national sectorial policies that should be a key resource for Saida’s strategic planning. We can observe a lack of commitment from the national level over many years and (unlike in Morocco, for instance,) there is no culture of partnering between ministries and municipalities through “Memoranda of Understanding”. Ministries mainly serve to provide services (training sessions, incentives for potential investors etc.) and there are no powerful sectorial, national visions integrating innovative territorial projects - such as techno-parks, agro-parks and knowledge-based clusters - taking advantage of the local resources (entrepreneurs, skilled workers, traditional knowledge) and with local strengths (dynamic municipalities, land availability).
Saida's ongoing CDS shows efficient management and valuable outputs, but the implementation remains hypothetical

About the governance of the CDS

Saida’s CDS is part of the Urban Sustainable Development Strategy (USUDS) program. In November 2013, the Descriptive Memory Phase, Strategic Diagnosis Report and Strategic Framework were delivered and validated by the Saida Municipality. Strong political leadership and the activities of the Hariri Foundation are helping the process of strategic planning. The review process of the international consultant hired by Med-Cities and the Med-Cities managers has so far been very effective in guiding and giving feedback to the local expert team on the results of the deliverables they have produced. The local experts are a very qualified technical team led by Dr. Howayda Al Harithy from the American University of Beirut (AUB), who is the local team coordinator. These experts managed the meetings of the working groups and delivered the outputs on time; the activities (diagnoses and a strategic framework) have so far been conducted according to the timeline laid out in the work plan.

However, we should note two limits. First, the project’s perimeters are limited to the boundaries of the municipality as Saida is the partner in USUDS and shall implement projects within its boundaries. It has the effect to exclude the neighboring municipalities which are part of the Union of Municipalities of Saida / Al Zahrani. However, CDS experts have expanded their work and studied all the surrounding areas. This could be seen as a problem, but the Saida CDS might at the same time be conceived by the various stakeholders as a just first step before widening the approach and sharing across the union as a whole. At the level of the union, political issues are an obstacle to collaborative work between the municipalities. However, the steering committee is well balanced and seems to have elected members from all the main political coalitions. The absence of key national and regional figures from the steering committee and the different collective meetings is another limitation, especially since CDR should ideally be more deeply integrated into the creation of the Saida CDS.

About the delivered reports

Altogether, six diagnostic reports have been delivered on the following subjects: urban infrastructure; green / open space networks; cultural and natural heritage; employment in traditional industries and trades; institutional and legal frameworks; and local economic development. These reports constitute a very holistic study addressing a wide range of topics, and their content is very valuable. Moreover, the mediation work done by the experts revitalized ‘shared spaces’ for exchanges and open discussions between different parties. Interestingly, the local expert team didn't set up a mono-oriented vision and a strictly sectorial strategic framework. Instead, they collected and incorporated visions from different groups and then last summer built up a vision that stems from these previous diagnoses and focus groups.
The general objectives of the vision are: improving the socio-economic conditions of residents; sustaining environmental health; connecting the city with its surroundings; coordination, cooperation and networking between bodies; lobbying national institutions for project implementation; amending and/or developing legal frameworks; improving security and stability.

The strategic framework is so exhaustive that the first step will be to establish priorities among the objectives in the action plan with the aim of deciding what can be started very soon, what will need to be studied in more detail, what will need further lobbying or negotiation (to involve key strategic partners) and then, finally, what can be postponed for the second phase of the action plan. A list of 10 key projects could be the first step in order to concentrate energy and effort and maintain a clear focus.

**Recommendations for the success of the CDS**

**For the first steps of implementation**

Finalizing the strategy for the city of Saida is a first step; then, in a second phase, the city should join up with the neighboring municipalities of the Union to create a local urban ‘observatory’ and to set up workshops which will eventually lead to the creation of a shared inter-municipal vision and to joint-ventures across traditional administrative boundaries.

The establishment of a municipal development unit for the implementation of the CDS is a second imperative action. Even with the limited resources of the municipality, hiring technical managers (on 6-month renewable contracts with sufficient incentives to attract high-level candidates) is a realistic possibility. The help of the Hariri Foundation should be also maintained after the end of the USUDS program.

The training of the city council members and the municipality’s technical managers should be carried out through a dedicated program to be designed at the national level (CDR and Ministry of the Interior and Municipalities) in close coordination with the *Programme National Assistance aux Municipalités Libanaises* (PNAML). Knowing how to advocate, prioritize, create partnerships and raise funds from different sources are all very important skills that each member of the Saida city council should have. Saida Municipality should contact the BTVL about the PNAML in order to be actively involved in the different components of the program.

**For the success of the CDS, Saida needs to set up and sustain a partnership with the national level administration.**

Considering that the governance of the CDS in the USUDS program excludes the main national institutions, the local game plan should really be developed with a view to sharing the CDS process with key national figures as soon as possible, in time for the final steps (the action plan and its implementation). It is recommended that the Saida Municipality takes the initiative in organizing workshops with line ministries and CDR, in order to finalize both the local action plan and future physical projects. The objective
is to bring the action plan into line with CDR and ministerial programmes. Even if the ministries have little budget, the municipality should forge partnerships with them. As natural and cultural assets are very particular to each Lebanese city, the municipality will need partnerships with key national stakeholders and international donors in order to maximize the benefits and increase the social, environmental and economic value of these assets.

Lastly, CDR is well-placed to organize an evaluation of the first experiences of strategic planning in the country (having initiated a first study limited to the North of Lebanon). CDR’s coordination unit should be strengthened at the local level through the recruitment of several high level managers dedicated to local development work. CDR should also open up dialogue between Saida, Jezeine and Tyre: synergies between local strategies could be the principal output from a joint workshop that CDR could be responsible for organizing.

**Beyond the CDS: framing the future of the city’s strategic territories**

Land and real estate issues are highly sensitive in Saida. The top priority is to regulate land urbanization. Thereafter, Saida Municipality should find solutions to ease the social problems that disrupt economic activities. The municipality should bear in mind that basing a strategy on numerous ‘pillars’ of development requires a delicate balancing act in which every element is valued both on its own terms, and as part of a whole structure. Moreover, this balance has to be sustained, and so needs to be protected by a resilient strategy that guards against any challenges, crises and vulnerabilities which might appear on the national or international fronts.

The City of Saida should continue, beyond the CDS, to debate the future of strategic sectors of the city. There are many new projects that could be implemented in the near future, including the possibility of launching an agropole, an eco-friendly extension of the port, and a mixed-used project for the land currently being reclaimed from the clean-up of the seaside “garbage hill”.

Acronyms and abbreviations

AUB American University of Beirut
BCE Business Exhibitions Centre
BRT Bus Rapid Transit
BTVL Bureau Technique des Villes Libanaises
CCIAS Chamber of Commerce of South Lebanon
CDR Council for Development and Reconstruction
CDS City Development Strategy
COM Council of Ministers
CHUD Cultural Heritage Urban Development
DGU Directorate General of Urbanism
EC European Commission
EDL Electricité du Liban
EIB European Investment Bank
ENPC-CBC European Neighborhood Policy Instrument – Cross Border Cooperation
FAR Floor Area Ratios
FDI Foreign Direct Investment
GBR Greater Beirut Region
GDP Gross Domestic Product
GOL Government of Lebanon
HRC High Relief Commission
HFSHD Hariri Foundation for Sustainable Human Development
ICT Information and Communication Technology
IDAL Investment Development Authority of Lebanon
IMFU Independent Municipal Fund
LBP Lebanese Pound
LCPS Lebanese Centre for Political Studies
MENA Middle East and North Africa
MOA Ministry of Agriculture
MOE Ministry of Environment
MOEW Ministry of Energy and Water
MOI Ministry of Industry
MolM Ministry of Interior and Municipalities
MOPWT Ministry of Public Works and Transport
MP Member of Parliament
NGO Non-Governmental Organization
NPMPLT National Physical Master Plan of the Lebanese Territory
OMSAR Office of the Minister of State for Administrative Reform
PNAML Programme National d’Assistance aux Municipalités Libanaises
UoM Union of Municipalities
USUDS Urban Sustainable Development Strategy
SIIAP Syndicat Interdépartemental pour l’Assainissement de l’Agglomération Parisienne
SME Small and Medium Enterprise
UNRWA United Nations Relief and Works Agency
WB World Bank
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**Introduction: context of the study and main goals of the report**

Initiated in 2012 by the World Bank, "Cities for a New Generation" is an innovative project which aims to review and support the skills and resources of three urban areas of the MENA region (Marrakesh, Sfax and Saida) which have all committed to a strategic plan for their urban development. Individual consultants or engineering consulting firms lead several components of the studies. They are as follows:

Component 1: Human resources of municipalities  
Component 2: Financial resources of municipalities  
Component 3: Social accountability of municipalities  
Component 4: Review of city strategies, opportunities and obstacles in the national framework

The primary objective of the program is to boost the municipalities’ abilities to set up, implement and finance their strategic plans, so that they become growth ‘hubs’ for their surrounding regions. With this in mind, the program’s methodology is to make a multi-thematic diagnosis relating to the three cities (in particular their technical service departments and their political representatives,) in order to identify their resources, the opportunities open to them and also the obstacles which occur in the conception and the implementation of their strategic plans.

The consultants hired for Component 4 must, for each of the three urban areas:

1/ specify the role and the position of each city in the national urban system, the economic geography of the country to which each city belongs and the main national public policies for each country. This objective aims to help build a diagnosis of the opportunities, contradictions and constraints which a complex national framework represents for the elaboration and the implementation of a strategy at the local level. (This point is less important for the report on Sfax, following the Urbanization Review that was published by the World Bank).

2/ review *in itinere* three strategies driven by the three cities involved in the "Cities for a New Generation" project (this point has been adapted for Saida, given that the CDS is in the process of elaboration). The purpose is (through interviews and meetings with the municipalities,) to demonstrate the applicability of the strategies, to measure (as precisely as possible) the rate of realization for every strategy, and to explain the reasons for success, failure or deadlock (in the light of the aforementioned first objective).

3/ make recommendations for each city in order to resolve difficulties and overcome deadlock and, if needed, suggest up-to-date solutions in cases where the national context has changed. These fresh recommendations should allow the municipal decision-makers to choose the appropriate possible improvements to put in place for the elaboration or successful implementation of their strategic plan.

This report focuses on the city of Saida in Lebanon, the country’s third main city and one of the three urban areas in the CMI project.
1. Context for the Saida Municipality case study

The Urban Sustainable Development Strategy (USUDS) program is the current framework within which Saida’s strategy is being developed, using the CDS methodology. This ongoing process is helping to design a clear, realistic and sustainable economic and territorial strategy, and the next step will be its implementation. Diagnoses were made in the first months of 2013, the vision was defined last summer and the current step is for the municipality, in coordination with the other stakeholders, to formulate an action plan to finalize the CDS.

By way of summary, the diagnoses were in-depth analyses on multiple issues: local economic development, social structure, urban governance, culture, heritage, tourism, the environment, ecology, urban structures and urban amenities. Transversal issues were also discussed.

The strategy under construction is a unique opportunity to adopt a precise and relevant vision for the future. This vision involves, in the first instance, the capacities of the municipality and the state support that may be available in the future (from ministries, public agencies and governorates), and, beyond that, requires the commitment of non-state stakeholders (the private sector, unions, NGOs, and donors) that has to be stimulated and engaged by means of a shared private-public strategy.

Several challenges were highlighted by the diagnoses:

- The reconnection of the city with its seafront and port by fostering economic activity at the harbor, and by developing fishing and tourism.
- The promotion of economic activity by marketing cultural heritage and, in the process, following an inclusive community-based approach.
- The creation of job opportunities to attract university graduates and skilled workers, in order to raise the level of economic activity and to introduce new technologies into prominent and potentially viable sectors, such as the health sector and agro-food industries.
- The regulation of the very sensitive and controversial issue of land use (its preservation as an environmental asset or its development for urban expansion) and thus solutions to the conflict between rapid urbanization and the preservation of farming or coastal land as an urban asset.

2. Brief presentation of the goals of Component 4 of the CMI project

The report is embedded in the framework of Component 4 of the CMI “Cities for a New Generation” project. Component 4 relates to the national framework, the system of cities and to economic development. The focus of this study is “to ensure that the development plans of those cities properly fit into, and maximize leverage from, their country’s system of cities, accompanying their implementation” (quotation from the study’s terms of reference).

The scope of the three case studies can be divided into three steps:
1- A diagnosis of the relationships between the national, regional and local levels is to be made, with the focus on both obstacles to and openings for local development, stemming from the national level. In terms of their local development and growth, Saida, Sfax and Marrakech face both opportunities and constraints at both national and regional levels. The idea is to reinforce the role of each city within the national system of cities and national economy. What potential exists? What stands in the way? What influence do national policies and sectorial actions have on the skills and knowledge base of each city?

2- The strategies of the three cities have to be reviewed. The idea is to assess their practicality and efficiency.
   * First, the goal is to assess whether the local strategy is linked to the national level (to the national urban territorial scheme and to national policies) and to what extent the local strategy is linked to the country’s economic landscape and its future economic trends.
   * Secondly, the work will aim to review whether the economic and urban strategy is “realistic”, relevant and in line with the capacities and potential of the city itself, with its surroundings and with the opportunities and constraints at the national level.

3- The report will find recommendations for each city strategy to solve the following problems:
What is lacking in the vision and action plan? How can implementation problems be solved? What needs to be strengthened for the future good of the territory? How can the national level help? How can obstacles in implementation be bypassed? How can the coordination of local action with national policies be improved? Lastly, the objective is to develop recommendations on the main economic opportunities that are most relevant for each of the three cities, as well as potential sites for integrated urban projects.

The Saida CDS is still at the preparation stage and will not be completed before the end of the CMI project. Therefore the final report will review the diagnoses, the vision framework and the CDS process (from the kick-off meetings through to fall 2013). It will also develop recommendations to help Saida Municipality with relevant economic opportunities and future territorial development, as well as giving ideas to enhance the strategy that is under construction.

Due to the CDS being incomplete, the report on Saida is slightly different from the case studies on Marrakech and Sfax. However, the methodology and aims of the future report remain the same. The report aims to help the technical staff and Saida's city-elected representatives to finalize the design of the strategy through recommendations. The consultant will also make recommendations for the subsequent implementation.

The scope of work was:

- **July 2013-October 2013**: data collection and diagnoses done for the Saida CDS, national policies in Lebanon and major spatial and territorial schemes.
- **23-31 October 2013**: Working party in Lebanon with Candice Le Tourneau
  24-26: Bilateral meetings in Beirut.
28-30: Collective meetings organized with the support of Saida Municipality and the Hariri Foundation, with Saida’s major stakeholders and experts involved. Also, bilateral meetings and field visits.
- **November-December 2013**: writing of the report for the World Bank and dissemination to Saida Municipality.

**Three main goals were set for the working party in October 2013:**

1. The first goal was to get feedback, comments and analysis from the municipality (municipal council members and technical staff) about the creation of the Saida CDS (achievements, difficulties - constraints from local, regional and national levels - and other perspectives.)
2. The second goal was to discuss the diagnoses with the municipality and USUDS experts involved in the CDS with regard to the vision, key projects and action plan that still have to be designed.
3. The third goal was to work closely with the municipality and the other local stakeholders (unions, chambers of commerce, real estate and tourism sectors, etc.) in order to identify future opportunities to be exploited and anticipate future difficulties to be resolved.

Based on a collaborative approach, the idea was to brainstorm possibilities, constraints and potential solutions regarding the best economic and territorial future on three main levels: national, regional and municipal.

**The programme of the working party was divided into 2 parts:**

*24-26th October: Bilateral interviews with key figures on the central level in order to assess local city development policies, global national economic policies, territorial development policies and the decentralization process. The two days with state (national) main stakeholders allowed me to identify opportunities linked to national policies or laws that could be embedded in Saida’s strategic vision (under construction) and its future action plan.*
*28-30th October: Collective meetings and bilateral interviews with key Saida figures.*

The working party very carefully respected the scheduled programme (cf. appendix at the end of the report).

**In total I met more than 45 key people during the working party (weekend included).**

The consultant would like to thank firstly Mrs. Bahia Hariri and Mr. Mohamed Seoudi, Mayor of Saida, for the very productive meetings. Thanks must go to Hiba Hneine, EU USUDS project manager at the Hariri Foundation, who very efficiently facilitated the organization of the collective meetings, and also to the USUDS local team based in Saida. And finally I’m grateful to the members of the Council and Saida’s high-level technical staff, and to all the other participants with whom my exchanges were highly profitable.
Outline and structure of the report

1. Saida has traditionally been the capital of the South and still has major assets
2. Saida has traditionally been the gateway to the south: a diagnosis of the threats
3. Weak ministries and centralized governance: major obstacles for Saida originating at the national level
4. Evaluation in itinere of Saida’s unfinished CDS
5. Recommendations for the success of the CDS
1. Saida has traditionally been the capital of the South and still has major assets

Saida is a municipality that covers approximately 745 hectares of coastal land and is home to just over 109,000 people. Its main connections are eastwards and are concentrated principally on the seven adjacent municipalities situated on the hills above the city. Yet in reality, the federation of municipalities that share resources and that is supposed to comprise a singular economic and infrastructural entity spreads beyond that to 16 municipalities lying to the East and South of Saida’s main urban hub. Based on selected documentation, field visits, working party meetings and the diagnoses done in 2013 by the team of experts hired by the USUDS program for the Saida CDS, many key features are here collated to create an economic profile of Saida within the Lebanese system of cities. This first section aims to show that Saida has traditionally been the capital of the South and still today has major assets. These assets are: a strong political leadership linked to a vibrant private sector and civil society, a diversified economy, unique natural assets, a rich cultural heritage, and finally, the capacity to project manage using a multi-level approach.

Figure 1: Saida in the National Physical Master Plan of Lebanese Territory (CDR, 2004)

1.1. A political leadership linked to a dynamic business culture and a civil society

Saida Municipality exhibits some fundamental strength due to its distinctive political and religious microcosm. If we include the surroundings of Saida (i.e. the Union of Municipalities) a diversity of political affiliations is present in the territory. The city itself is represented by two main forces: the “Al-Moustaqbal” party and the Popular Nasserian Organization “Al-Tanzim”. Amongst them there is a consensual decision-making process for the governance of the city. The political leaders have succeeded in lobbying to obtain funds from the government in order to implement exceptional infrastructure projects such as the new port and the decontamination of the seaside “garbage hill” (see below for further details). There is also active entrepreneurial
elite, including the mayor, who is himself also a real estate entrepreneur with good connections with all the city’s other key figures.

The mayor has recently supported a list of 53 heterogeneous projects. These projects will involve mainly public infrastructural work and some private and civil society projects.

<table>
<thead>
<tr>
<th>Sector</th>
<th>Number of projects</th>
<th>Actions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Transport</td>
<td>5 projects</td>
<td>Construction of roads or sections of roads</td>
</tr>
<tr>
<td>Transport</td>
<td>3 projects</td>
<td>Planning of traffic (vehicular) for the city of Saïda, refurbishment of the waterfront boulevard.</td>
</tr>
<tr>
<td>Water</td>
<td>4 projects</td>
<td>Renovation of pumping plants, recovery-level increase of the drinking water network of, the construction of the secondary treatment station and waste water networks and the construction of waste water networks for the city’s extension zone.</td>
</tr>
<tr>
<td>Electricity</td>
<td>1 project</td>
<td>Construction of an electric processing station (220 KV).</td>
</tr>
<tr>
<td>Multi-sector</td>
<td>1 project</td>
<td>Upgrading of the service levels</td>
</tr>
<tr>
<td>Waste treatment</td>
<td>1 project</td>
<td>Construction of a processing plant</td>
</tr>
<tr>
<td>Maritime protection</td>
<td>6 projects</td>
<td>Protection of the maritime dump, protection of the maritime industrial park, protection of Saïda’s waterfront boulevard, extension of the existing port’s breakwater, construction of a new commercial harbor and the renovation of the fishing port</td>
</tr>
<tr>
<td>Education</td>
<td>4 projects</td>
<td>Three schools and a faculty of health</td>
</tr>
<tr>
<td>Healthcare</td>
<td>2 projects</td>
<td>Renovation and re-equipment of the health center, construction of a hospital with an emergency room</td>
</tr>
<tr>
<td>Cultural heritage</td>
<td>14 projects</td>
<td>Renovation of forts, caravanserais, churches, mosques, the waterfront, other public spaces, etc.</td>
</tr>
<tr>
<td>Others</td>
<td>9 projects</td>
<td>Construction of technical institutes (2 projects), construction of a center for social and welfare services, construction of a primary school, construction of a mixed-use center for civil defense and Red Cross emergencies, construction of a public library, construction of a hotel and the construction of a public garden</td>
</tr>
</tbody>
</table>

*Figure 2: Projects listed by the Saida Municipality*  
(PA Barthel based on documentation from the Saida Municipality)
Finally, a vibrant network of 68 NGOs and foundations plays an active role by way of many small- or medium-scale projects in different parts of the city. The role of the foundations in the Old City will be further detailed. The Hariri Foundation for Sustainable Human Development (HFSHD) is a key player here (cf. its extensive intervention in the Old City, the renovation of the Abra area last summer after the clashes between Salafi groups and the army, and also numerous other ‘soft’ actions.) The city is one of the country’s main beneficiaries of the Foundation. The municipality’s partnership with the Hariri Foundation has been realized through grants, for projects such as commissioned studies that are delivered to the municipality. According to annual reports from the Hariri Foundation, a large number of projects are implemented by the Foundation itself, totaling US$500 million. From 2009 to 2013, 37 projects were brought to the city of Saida, and that figure has now reached 51 projects.

Among these projects, the Foundation has put in place a high-level discussion forum, permitting dialogue between the city’s main stakeholders, who can discuss issues without the intrusion of any political affiliation. Several other networks have been initiated by the Foundation, such as the Schools’ Network in Saida and its neighborhood (established 13 years ago) that includes 80 schools in Saida and the surrounding areas, as well as UNRWA schools. The goals of this network are to achieve democracy in education and to improve its quality. The Schools’ network is one of the most active networks in the city and played a key role in crisis management after the armed conflicts in ‘Abra. As a result, a pilot (called the “Baladi Project”) based on social accountability, public-private partnerships and the promotion of sports was awarded to Saida. From 1997 to 2000 the Hariri Foundation raised awareness regarding the Old City and participated in its regeneration through the “Memory & Belonging” project. With the participation of the Foundation, the Lebanese-Palestinian Committee was created. This framework was initiated in 2005 with the ambition of reconciling the Lebanese and Palestinian peoples.

Figure 3: Map of the 53 projects in Saida (Saida Municipality, 2012)
The Hariri Foundation’s support for the design of the Saida CDS is considerable and intensive. It was thanks to the foundation that Med Cities was able to hire very qualified staff to help the municipality with the management of the CDS (contracting the experts, organizing the meetings, reporting, scheduling, etc.).

1.2. A diversified local economy

The figure below illustrates employment in the various economic sectors of Saida. Small businesses related to wholesale, retail and repair represent nearly 30% of activity. When added to other manufacturing activities, including traditional crafts, this makes 46% of the whole local economy. In the traditional crafts sector, Saida has around 3000 workers. The two largest traditional industries are furniture and bakeries (including Saida’s famous sweets). The city’s entrepreneurs have been successful in making investments to introduce technology and know-how. Meanwhile, the location of the furniture industry has shifted from the Old City to the Eastern Boulevard and then to the industrial zone of Al Zahrani, outside Saida. The real estate economy is also intensive and represents the second pillar of activity (more than 20%, including construction and affiliated activities, in the figure below). A slew of retail-oriented investments have emerged in the form of shopping malls and new residential developments.

![Figure 4: Distribution of economic activity in Saida, sector-by-sector](Hallaj, 2013 based on statistics from 2004)

Even if the number of workers is not very high, Saida is also a southern hub for Lebanon in terms of education, hospital facilities, agriculture and agro-industries.

The City has attracted some important investments in the health and education sectors. Saida boasts a large number of public and private health facilities, making it an important hub for health services not only for the South of Lebanon, but for the country as a whole. There are currently eight private hospitals and one public hospital, as well as 100 clinics. More than 50% of the patients in Saida’s hospitals come from outside Saida; they come from different regions, especially from the South, Chouf and Beirut (Hallaj, 2013). However, this current advantage is likely to be reduced as more urban areas in the South develop their health infrastructure. Through the parceling out of privately-
owned land, the Saida Municipality gains 25% of the total surface area, which allows it to plan public facilities, roads, gardens, etc. (decree n°4/1954 of the expropriation law named "one free quarter"). In this way, through the Wastani re-parceling in the north of the city, the municipality provided a piece of land to build a hospital that, with Turkish financial cooperation, was finished in 2012. According A. Hallaj's analysis for the CDS diagnostic, the total carrying capacity of these hospitals is about 925 beds, i.e. 4.2 beds per 1000 residents in greater Saida. This figure is only marginally better than the national average of about 3.75, but considerably smaller than the one in Beirut and other major urban areas, which exceeds 6 beds. The number of hospital beds corresponds roughly to about half the number of beds in the South of Lebanon (Hallaj, 2013). Potentially, Saida can still capitalize on this advantage; however this kind of advantage can rapidly dissipate if not properly marketed and maintained through a formal sectorial strategy involving the key figures from the health sector and designed to attract foreign clients and thus make Saida a hub for medical tourism in the MENA region, like Sfax in Tunisia (attracting many Libyans) or Marrakech (attracting European clients).

Higher education offers another competitive edge that needs to be maintained. There are currently a total of 29 schools in Saida, 12 public and 17 private (Hallaj, 2013). There are a total of 8 higher education institutions. The branches of the Lebanese University cater for the south of Lebanon’s population (degrees offered include principally Literature, Law, Social Sciences and Health). Saint Joseph University has a school for Management and Nursing, and the American Lebanese University has a branch for Management and Computer Sciences. In addition, there is a High School of Technology (Institut Universitaire de Technologie), which specializes in civil engineering (buildings and public works), industrial and maintenance engineering, and telecommunications and network engineering. In sum, the city has numerous higher education facilities and can still capitalize on them, provided that it develops an adequate marketing campaign for its services. However, a major constraint is the fact that the diverse institutions available in the city are not interconnected academically and operate mainly on the level of undergraduate and vocational training. The city lacks research and development functions and connected, complementary academic courses. The sporadic enrollment of students from further districts is rather limited and in the future will be insignificant, as their regions will most likely develop their own educational facilities.

Finally, agriculture occupies a large part of the surface area of municipal Saida, while only representing 2% of the workers. This land is mainly orchards (citrus, loquat) rather than arable farming, sustained by the waters of the Awali River through traditional open-channel system irrigation. According to the 2010 Agriculture National Census, there were 511 farmers in the Greater Saida area (Hallaj, 2013), which indicates that this activity is under-valued. Saida's production used to be a major contributor to the country's agro-food industry during the 1960’s. Even if urbanization is reducing the fields, Saida remains a major trading and packaging center. Even beyond agricultural production itself, this activity has many functions: empty spaces to protect built-up areas in case of crises due to climate change; reducing temperatures by decreasing heat; providing potential leisure and agro-tourist activities.
1.3. Nature and landscapes: a unique and original asset

Despite a lack of data on key natural elements in the city, the descriptive analysis of land in Saida incorporates four key components (Makhzoumi, 2013):

a) Agriculture Land (233 ha): the orchards and cultivated fields located within Saida and adjacent areas, including agriculture within the river corridors.

b) Green Spaces and Amenities: public green/open spaces in the city including municipal parks, traffic-related green areas, sports amenities and historic cemeteries which represent the city's heritage in terms of urban landscape.

c) Riparian Ecosystem: the Awali River and the minor watercourses that flow in an east-west course from the mountains/foothills to the sea, (and which intersect with the urban fabric of the city,) together with their embankments and related waterside landscapes.

d) Marine Ecosystem: Saida’s Mediterranean coastline, marine environment, and waterfront landscape including harbors, dumpsites and other amenities.

Agriculture's co-existence with the built urban environment is unique, as in a major part of the city agricultural lots are intertwined with buildings, warehouses and the road infrastructure. This creates a very specific atmosphere, agriculture providing at the same time a green backdrop, economic activity and a powerful means of combatting climate change, since the agricultural land captures CO₂, cools the area and protects local ecosystems (by providing habitats for insects, plants and animals).

Another natural asset is the seafront. It represents the largest potential space made of municipal public land (a 2.7 ha public beach between the Stadium and the maritime fort). A waterfront boulevard was constructed in 1996 which separates the Old City and other neighborhoods from the beach. To the south, the rubbish dump (known locally as 'the garbage hill') is gradually disappearing thanks to a massive decontamination project that should be finished in 2015.

Figure 5: The garbage hill in Saida
(The Saida Municipality, 2013)
A vast new piece of land will emerge from this reclamation work. Currently, there is a possible project to build a technology city that on this land, which would create much-needed job opportunities. A similar project was conceived in the city of Dammour, but was never implemented. If this potential scenario is given a green light in the near future, the sustainability of this technology city will have to be ensured by forging partnerships between different stakeholders. The discussion about the role of this new piece of land and how it should be managed is developed in the recommendations section of this report. Saida City Council needs to reach an agreement on the viable ideas for re-using the land and avoid being steered towards unsuitable projects.

1.4. A rich cultural heritage undergoing revitalization

The Old City covers an area of 20ha, about 6.6% of Metropolitan Saida (Al-Harithy, 2013). A lively economy includes retail trades, hospitality activities and traditional crafts and trades as the main activities in this area (see figure below).
Figure 7: Distribution of businesses in the old city and its surroundings (Chaaban, 2013)

![Distribution of businesses](image)

<table>
<thead>
<tr>
<th>Project</th>
<th>Stakeholders</th>
<th>Action Required</th>
<th>Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accessibility of the site</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Physical Accessibility</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Accessibility: Linking up with the Highway and Waterfront Proposals</td>
<td>Municipality, MOT, DGU, CDR, HF, Dar el Omran</td>
<td>Insure minimal damage to the historic core, commercial activity and the connections between the city and its waterfront</td>
<td>Waterfront</td>
</tr>
<tr>
<td>Treatment of the Edges: Accessibility and Connections</td>
<td>Municipality, Local inhabitants, DGU</td>
<td>Planning, façade renovation, Infrastructure, Landscaping</td>
<td>Waterfront, Northern and Eastern facades</td>
</tr>
<tr>
<td>Functional Accessibility</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Symbolic Functions</td>
<td>Municipality, Local Government Institutions, Private enterprises</td>
<td>Re-insertion into urban fabric</td>
<td>To be identified</td>
</tr>
<tr>
<td>Cultural/Educational Centers</td>
<td>Municipality, universities, Foreign Cultural Missions</td>
<td>To be created or relocated, Physical Rehabilitation and renovation</td>
<td>Khan al-Franj, Khan al-Mowz</td>
</tr>
<tr>
<td>Tourist Itineraries</td>
<td>MOT, DGA, Municipality, Audi Foundation, Private Property Owners and Tenants</td>
<td>Planning, Infrastructure, Documentation, Facilities (Information booths, public bathrooms)</td>
<td>see map</td>
</tr>
<tr>
<td>Economic Accessibility</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Upgrading of Existing Economic Activity</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Relocation or upgrading of polluting or unnecessary functions: Furniture manufacturing, warehouses, poultries</td>
<td>Municipality, Local Manufacturers</td>
<td>Planning, financial incentives</td>
<td>throughout the city</td>
</tr>
<tr>
<td>Vocational Training: Handicrafts, Specialized construction techniques</td>
<td>Ministry of Labor, Municipality, NGO’s, Local Community</td>
<td>Identification of needs</td>
<td>Crafts Center, Local NGO office</td>
</tr>
<tr>
<td>Employment Training</td>
<td>Municipality, NGO’s, MOL</td>
<td>To be identified</td>
<td></td>
</tr>
</tbody>
</table>

Figure 8: List of the sectorial stakeholder projects in the Old City of Saida (CHUD, 2011)
The architectural heritage of Saida is largely concentrated inside and around the Old City. It includes Byzantine churches, Crusader castles, Mamluk mosques and Ottoman khans, palaces and hammams. However, there is no comprehensive list of the monuments with their dates, types or ownership. The Old City public infrastructure has fared slightly better, since the World Bank Program known as “CHUD” has, along with some funding from the municipality, undertaken some major investments in the Old City. The municipality has agreed to start a major US$15 million project to upgrade the water, wastewater and pavement infrastructures in a large zone in the south and east of the Old City.

Key monuments such as the Khan Al-Franj have recently been restored. The Audi Soap Museum has opened in a historical building. In 2013, Hamoud Palace was under renovation, funded by the Hariri Foundation. The idea of housing a school of restoration and a museum of the history of Saida in this palace may be still implemented. In sum, at present, only certain spots - localized streets and some monuments - have been renovated.

1.5. Recent improvements in urban infrastructures

Some of Saida’s major urban infrastructures have recently been upgraded. The municipality has made advances in tackling the issue of solid waste treatment. Three projects should be mentioned here:

a- The Saida Municipality has put into operation a sizeable solid waste treatment plant located at the very edge of the Sayniq River. The plant is designed to absorb the output of most of the municipalities in the Federation. The plant is managed through a public-private partnership with the operator (IBC). It provides an integral solution for waste treatment including the separation of organic and non-organic byproducts, the use of organic byproducts to generate power that can run the plant (and surplus power that can be exported,) the production of fertilizers from organic waste and the recycling of non-organic waste or disposing of it in proper landfills. The plant already deals with non-organic products and in the next few months is expected to be fully operational to handle all types of waste.

b- The municipality is already engaged in a separate infectious waste program to collect hospital waste and dispose of it through a proper incinerator.

c- Plans are already underway to gradually treat and dispose of the major unofficial landfill site (the “garbage hill” by the sea). Funding has been secured and the project is commencing. CDR is already building the breakwater in the sea to create the fill area that will be the final depository of the treated waste. The city has also launched plans, in collaboration with a local NGO, to organize mobile collections to deal with oil and other sources of pollution from fishing boats.

However, creating a management system that incorporates proper tariffs, maintenance, monitoring and evaluation remains a challenge.
For the wastewater system, improvements have been achieved. Thanks to a large grant and support by CDR, the greater region around Saida is now equipped with a comprehensive network for wastewater collection (Hallaj, 2013). The network covers some 64 municipalities, well beyond the Federation of the Municipalities of Saida and Al-Zahrani. It extends some 170 km, of which 140 km are main lines and 30 km are the secondary lines serving Saida and some of the direct municipalities around it. The other municipalities are still awaiting the construction of about 100 km of secondary lines (estimated at about US$100 million) which are still to be funded. The main lines were designed to collect both sewage and runoff surface water.

- The implemented project incorporates four pumping stations to pipe sewage to the primary treatment plant located next to the solid waste plant at the southern edge of the city.
- The primary treatment plant works on the principle of initial sedimentation. Effluents are drained through a 1.5 km pipe deep into the sea. The municipality has now relegated the development of a full treatment option to a secondary priority. Current discussions are limited to classic forms of treatment rather than the more innovative forms of micro-treatment based on environmental solutions which require considerably less maintenance and operation costs. Developing advanced solutions for water management, and particularly the development of new water resources, would constitute a useful defense against climate change, especially given the specific vulnerability of the region to its potential impact.

The use of runoff surface water as a possible source of irrigation water (and/or other possible urban uses) must also be implemented.

1.6. The ability to coordinate between the Lebanese state, the City Council and other stakeholders

Two positive experiences here serve to demonstrate that the ability to successfully coordinate between local and national levels can be very effective and highly beneficial.

First of all, there is the example of Abra from summer 2013. Recent ‘post-clash’ reconstruction in Abra has revealed the efficient coordination skills of the Council for Development and Reconstruction (the CDR, a national entity- see appendix for its profile), the local city council and the Hariri Foundation. 71 buildings in the area surrounding the mosque Bilal Bin Rabah that include 620 homes, besides the 450 destroyed cars and 120 shops were damaged during the clashes between the Lebanese army and Assir’s militants at the outskirts of Saida in June 2013. The Mayor and Mrs. Bahia Hariri led the reconstruction of the area and managed crisis at all levels. Hariri Foundation covered the cost through the donation of 3 million dollars from Saad El Hariri. It also secured the remaining amounts through national lobbying to convince the Lebanese government to pay for the citizens to renovate their houses. It took Geneco, a private construction company, three months (starting in July 2013) to implement the action plan. Geneco was also contracted by the High Relief Commission (HRC) to conduct structural repairs to buildings with damaged foundations at the expense of the Lebanese government. In brief, these projects reveal quick responses from the municipal (mayoral) and national authorities and the Hariri Foundation.
By way of a second example, case of SouthBIC in Saida shows how a national sectorial policy (here originating from the Ministry of Trade) can help a municipality in its local economic development. The South Business Innovation Centre (SouthBIC) is the first sustainable stand-alone business development centre in South Lebanon, and one of only three such centers operating currently in Lebanon. Using local and international expertise, SouthBIC is geared towards assisting entrepreneurs and businesses in the South achieve their goals and improve their competitiveness through enhanced innovation and business practice. SouthBIC offers intensive incubation services to both start-ups and existing Small and Medium Enterprises (SMEs). The centre also has exhibition facilities thanks to its newly established Business Exhibitions Centre (BEC). SouthBIC offers physical incubation services where the company resides in the incubator and receives intensive support as well as benefitting from the wide range of facilities available at SouthBIC. SouthBIC is located in Saida’s Chamber of Commerce building, with two outreach locations in Nabatiyeh and Tyre. The main location in Saida boasts an industrial incubation facility (designed for companies engaged in industrial activities,) and a concept desk space (designed for entrepreneurship and start-ups as well as established businesses,) in addition to a conference and exhibition centre. The Nabatiyeh branch has been operational since 1st July 2012 and the Tyre branch since 2013.

SouthBIC was established through the commitment of its members, via the funding of the EU program in Lebanon, and through the Integrated SME Support Program managed by the Ministry of Economy and Trade. The board of directors is made up of three important economic and social groupings in the south. These are the Chamber of Commerce of South Lebanon (CCIAS), the Saida Municipality and the Hariri Foundation. SouthBIC benefits from the wide synergies made available and accessible through its founding partners. SouthBIC’s greatest asset to businesses is its competent, energetic and entrepreneurial team that is capable of guiding its tenants and clients, of mentoring them through a wide range of services and cluster building initiatives and of helping them become more competitive and efficient along the way. The staff brings a wealth of experience and advice in various operational and planning areas that can substantially help improve competitiveness and performance.
2. Saida has traditionally been the gateway to the south: a diagnosis of the threats

Saida is facing challenges and threats for being the capital of the South due to a combination of key external factors and internal problems. At the national level, Saida doesn’t benefit from the proximity of Beirut while at the regional level it is being challenged by the other emerging other cities of the South. Meanwhile, at the local level, lack of reliable infrastructure and vision within the Union of Municipality due to the national laws and absence of political consensus, in addition to extreme poverty combined with security issues, are all major internal problems.

2.1. In the competition between cities Saida is losing ground to Beirut and other large southern towns.

The country’s third city in the National Physical Master Plan of the Lebanese Territory (NPMLT, designed in 2004), Saida’s role is that of a hub city closely linked to the Beirut metropolis (see figure 9). However Saida is actually losing ground to Beirut and other large southern towns. It is not the envisaged southern “gateway” of the country’s central conurbation that starts in the north with Jbeil city and continues, via Beirut, to Saida in the south.

Figure 9: Economic Development Principles according to the National Physical Master Plan of the Lebanese Territory (CDR, 2004)
In reality the last decade confirms that Saida does not in fact benefit from its proximity to Beirut and actually has a tendency to be bypassed. The traditional role of Saida as an administrative center is losing momentum as a motor for economic prosperity (Hallaj, 2013). Investments are sporadic in the whole country since 2011; Lebanon has felt economic repercussions from the Syrian conflict as well as from the global economic situation and the drop in FDI inflows observed in 2010 continued in 2011 (€2.3bn invested in 2011 against €3.2bn in 2010 according to Anima, 2012). Apart from an equity investment by the IFC (World Bank Group) in the ICT sector in Tripoli, private investors have all turned towards Beirut since 2011 (Anima, 2012). The over-centralization of economic growth in the Greater Beirut Region (GBR) has caused Saida to decline. 70-80% of the GDP is localized in the GBR. And lastly, the construction of the highway between Saida and Beirut prompted many southern-based companies to shift of headquarters from Saida to Beirut. Saida cannot be said to be fulfilling its potential, partly because exploitation of its hinterland (the Bekaa valley and mountains, excluding here the region of Tyre) remains rather limited, due to a lack of efficient road infrastructure. In addition, the city’s port is the smallest commercial port in Lebanon and receives on average one vessel a week, with its traffic consisting mainly of the import and export of vegetables, minerals and metals (Hallaj, 2013). Indeed, the current infrastructure of the port is relatively primitive. With a new port currently under construction in the center of Saida, the city could be a new hub serving as transit to Iraq, Syria, and Jordan; however, for this to work there would be an intense need for financing from the national level, which makes it highly uncertain.

The advantages previously enjoyed by Saida over the south of Lebanon (its traditional hinterland) are also waning. The pace of decentralization, together with the intensity of development taking place elsewhere in the South, will gradually reduce Saida’s critical advantages (especially in the educational or health sectors). The rest of the South is not only competing with its regional capital in terms of local resources and investments, but is also competing with it in terms of attracting FDI’s and economic inflows - even if they have become rarer since 2011. Major investments are bypassing the city of Saida and heading to areas showing better opportunities. Tyre and Nabatieh are the major competitors. Tyre is currently developing its tourism sector more dynamically than Saida. Lastly, in Tyre the main political affiliations are different from those in Saida, so alliances between the two cities are not a possibility and these political differences pose a serious obstacle to regional cooperation among cities of the South.

### 2.2. A “rentier” economic base and a real estate market which is not meeting local demand

Many local internal problems that are significant threats to present and future economic development can be listed here. Firstly, Saida’s “rentier” economic base has limited it mainly to a real estate economy, thus reducing the need for other development opportunities.

Growth is stimulated privately through real estate operations in the city, with the expectation that public spending will follow by political coercion. Average land prices in Saida are between US$ 1000-3000 per m², while in Ghazieh (a neighboring city) they are at most US$500 per m² (Hallaj, 2013). It is a critical situation, as Saida has one of the
lowest built-up urban densities of the country, whereas land prices are among the highest. 74% of the city’s buildings serve residential functions. Empty housing units are numerous in the city (refer to Hallaj report for USUDS, 2013) and this means that the current market is not meeting local housing needs. According to Hallaj, this intensive market is not fueled by remittances, but by financial transfers from wealthy Saidawi families. The expert for the CDS wrote: « based on average costs of creating jobs in the formal private sector in Lebanon, an investment of US$5.5 billion could have set up permanent jobs for over 25,000 people. Very clearly Saida’s housing sector represents a wasted investment opportunity in terms of local economic development » (Hallaj, 2013).

Agriculture and fishing take up a very small share of economic activity (2.2%), which reflects an under-exploitation of the city’s marine resources and urban agricultural potential. Agriculture, historically the mainstay of the local economy, is falling victim to land urbanization and to the inability of the local farmers to envision new types of value chains for their products (Hallaj, 2013). The small industries that depended on agriculture are also subsequently losing ground and many associated industrial productions are declining: shoes, wooden utensils, leather accessories, etc. The Old City does not make the most its craft workshops and the direct sale of their products, because security problems remain critical. Moreover, the risk of skilled workers gradually disappearing is a reality due to the lack of new young entrepreneurs and workers. Furthermore, in general, most of the industrial activities are zones outside the main municipal boundaries (towards the Al Zahrani industrial zone and Ghazieh which neighbor Saida).

Private growth has set unsustainable growth patterns that are very costly to public services in the long run. Low urban densities are considerably more expensive to service than high-density growth (Chaaban, 2013), and agricultural lands are generally perceived as reserves for real-estate speculators. Indirectly, the public is subsidizing private land speculation. A striking conclusion in a recent report written for the Saida CDS is that “in Lebanon, value added taxes and income taxes are collected nationally, while municipalities can only collect revenues from real estate sales, rents and building permits. It is no surprise that municipalities such as Saida have tended to ignore economic functions that do not generate the kind of taxes collectable by local government and encouraged instead the ones that contribute more to the local tax base” (Hallaj, 2013).

2.3. A shortage of reliable urban infrastructures

Despite improvements presented in the previous section of this report, Saida lacks reliable urban infrastructures in some sectors.

First, the electricity network in the city suffers from poor distribution, in addition to the endemic power generating-problems common throughout Lebanon. High voltage power lines come close to major urban areas, imposing problems of public safety. Transformer stations are overloaded. However, the most notable and visible problem, particularly in the poorer areas of the city (the Old City and the Palestinian camps), is the low voltage network, which is sporadic and presents hazards that are intensified by the high densities of the built-up environment in these areas. Looking at the examples provided
by other municipalities in Lebanon, such as Anjar and Kfar Silouan, shortcomings in the electricity supply provided by the central (national) agency could still be overcome by a municipal intervention particularly with regard to network connectivity, to legal frameworks and to cost recovery.

Secondly, the main problem with water remains the availability of water resources. The rapid urbanization of the city has hindered the replenishing of major aquifers in the hills; the Sayniq River, for instance, has been already reduced to a seasonal flow. Meanwhile, the drainage of surface runoff is wasting an important source of water and there are some indications that the gradual depletion of underground water may cause salination due to sea water seeping inland (likely to increase in the long term due to projected sea level rises resulting from global warming). The main network shows serious signs of leakages; there is no formal record of the inputs and outputs of the water network, but the water cuts imposed regularly by the Water Authority represent a clear attempt to reduce water leakage in the network. The main water tanks in the hills are not being replenished at a rate that matches demand, so most residents have to install private tanks on their roofs. Saida has concluded a major agreement with central authorities to retain rights over a good part of Al-Awali River in order to satisfy water demand in the greater Saida area. Thus, however, the river will end up serving both Greater Beirut and Greater Saida. Overall, water usage has to be looked at in an integrated manner; issues of water tariffs, maintenance, and water conservation. Such topics are being discussed in the meantime in the meetings conducted for the CDS elaboration.

Thirdly, for urban and inner city transportation, priority is given to the ‘hardware’ of road infrastructure and thus to private cars. There is no coherent transportation vision for Saida and its environs. The CDR study, carried out last year, deals mainly with the issue of traffic on the basis of current demand patterns; it offers three scenarios for highway construction and grade separation for major intersections in the city. The issue of public transportation is completely ignored and urban mobility is treated only as a matter of extensive accessibility for private cars, creating a vicious circle of widening roads and thus increasing car numbers, so encouraging the rise of hydro-carbon emissions regardless of their negative impact on public health and climate change. Large parts of the conurbation’s population are dependent on public transportation to commute. Currently, however, public transportation comprises small privately-run minivans and limited public services (communal taxis are another common form of transportation). An inner-city urban transportation network would require visible bus stops, efficient hubs for buses, the upgrading of the bus station in the city centre, reorganization of the parking areas, and the redesigning of pedestrian areas. There is work to be done to raise awareness and to increase the use of public transportation, but the need for a reliable and efficient network must be recognized.

For the traffic study, the completion of the Southern Highway remains the main challenge. CDR is envisioning that minor changes to the city’s intersections and some basic grade separation will be sufficient to handle the load until 2020. However, by that time the city will most likely need to move on either to the option of completing the planned highway project running along the eastern edge of municipal Saida, or of constructing a peripheral highway that circulates around the city further east. The latter option seems to be preferable as it is likely to cause the least resistance (given that land
prices in the hills are cheaper than in the center). However, the main problems of the transportation of goods, the mobility of population, and the interconnection between the various modes of transportation all remain outside the scope of the CDR plan.

One significant potential for public transportation in the city is the redevelopment of the old railroad rights-of-way, extending from the north of the city to its south as part of what used to be the main railroad running along the whole coastal region. The rights-of-way are still owned by public authorities.

2.4. Balancing open spaces, protecting green and blue resources

Another local problem and consequence of the real-estate-based economy is the general pressure on open spaces, and on ‘green and blue’ resources. The report on this issue written for USUDS by Dr. Jala Makhzoumi and Salwa Sabbagh stresses four major negative trends which are impacting Saida’s multifaceted urban landscape (Makhzoumi, 2013).

- Major Trend 1: Shrinking and fragmentation of agricultural land. The adopted master plan of 1995 identifies an agricultural zone but doesn’t protect the activity against ‘re-parceling’ and urbanization. The complexity of the agricultural lots’ geometry is the main reason for resistance. However, the agricultural landscape is shrinking rapidly, from 470 ha in the 1960s to 233 ha today.

![Figure 10: Shrinking agricultural land in Saida (Makhzoumi, 2013)](image)

- Major Trend 2: Urbanization is disturbing the watercourses. Storm-water drainage is affected by uncontrolled urban sprawl; rainfall runoff has fewer and fewer places to go. With the trend for building leisure activities along the Awali and Al Qamleh rivers, encroachment onto and around waterways is increasingly common; when storms and flooding occur (as in January 2013,) this means more damage to the built-up
environment. Finally, due to the shortcomings of the sewage network wastewater discharge also contributes to the pollution of the rivers and watercourses. The discharge occurs at the end of the network, directly into the sea, and thus also pollutes marine habitats.

- Major Trend 3: Precarity of green urban spaces. Open urban green spaces are relatively new in Saida. They include parks, roundabouts, cemeteries, sports infrastructures (such as the new stadium,) and an original railway corridor (constructed in the 1940s, long since out of service and still owned by the Chemin de Fer de l’Etat Libanais). The threat to these resources is that the municipality has a limited understanding of their role as principally an aesthetic one, and so the green spaces are not treated as a cohesive network or given adequate management.

- Major Trend 4: The incoherent use of the coastline is a critical problem. The waterfront’s potential as a unique multifunctional asset for the city is not currently recognised. The industrial zone, waste treatment factory and the new port under construction are lined up side-by-side along the shore without any coherence. Solid waste and wastewater plants were located right at the tip of the Corniche, the seafront boulevard, reducing its viability as a seaside promenade. The industrial zone near the new solid waste management unit is located on the seafront near the former “garbage hill”. This reflects, to a certain extent, the fact that Saida is a rather conservative society with no will to develop seaside tourism (this conclusion drawn from conversations with city council members during the working party).

2.5. Vulnerable territories and security issues, despite external involvement in social projects

Saida Municipality is gradually becoming a work place, while the neighboring municipalities are becoming dormitory towns. This means that the bulk of Saida’s remaining residents are the urban poor. The majority of its inhabitants have low incomes (ranging from $200-666 per month) and poverty is therefore a critical issue in the city,. The majority of the Old City’s occupants live below the poverty line, as is also the case in the Ein El - Helweh Palestinian camp and its vicinity. These two main poverty zones in Saida both suffer not only from poverty but from basic infrastructure problems, whose deficiencies only serve to further impact already limited lives (in terms of social exclusion, and vulnerability to hazards, for example) by multiplying the far reaching effects of poverty.

The Palestinian Camps: half of the population, but the “invisible” face of the city

The Metropolitan area of Saida consists of a union of 16 municipalities, officially recognized as the Union of Municipalities of Saida and Zahrani (UMSZ). In addition, UMSZ also comprises the three Palestinian camps of Saida: Ein el Helweh (the biggest camp), Darb Essim and Mieh we Mieh (the smaller camps). According to local USUDS team, the total Palestinian population in these camps is 105,000 persons, versus 217,747 inhabitants in the whole Union of Municipalities (sources: Household Living Conditions, 2004 and USUDS official presentation, 26 October 2011).
The Ein el Helweh Camp, having been completely overrun and devastated after the 1982 Israeli invasion of southern Lebanon, was hastily rebuilt and is today home to some 50,000 people according to official statistics (non-official statistics and the addition of recent arrivals of Palestinian refugees from Syria put the estimates at over 70,000 – source: Hallaj, 2013). The camp comprises one central core area, rented by the UNRWA (the official agency set-up in the wake of the 1948 Arab-Israeli war to care for Palestinian refugees). However, over the years, the population has spilled over into terrain that was not part of the original long-term rental site acquired by UNRWA. Thus, from a services point of view, UNRWA is not directly responsible for these people. Today, the additional terrain comprises more than half the actual area of the camp and officially these overspill areas should be the responsibility of the Saida, Haret Saida and Darb Al-Sim municipalities. However, no municipality actually ventures into the camp, and their residents have to fend for themselves for basic municipal services despite the fact that they have to pay municipal fees.

The Old City as cultural heritage: an underutilized asset because of poverty and security problems

Based on the diagnosis made by Dr. Al-Harithy for Saida CDS, on my field visit and on the collective meeting on the future of the Old City organized last October (see appendix for details of the working party's programme), we can consider the issue of cultural heritage as being of critical importance; this is due to neglect, lack of planning and security issues. Saida's rich architectural heritage remains largely inaccessible and most of it has not been not renovated or reused in a proper way. Due to the lack of any tourist brand, fewer and fewer tourists visit the Old City, and Saida is not networked to other tourist destinations. The tourist infrastructure (starting with the tourist office) is very weak. The Soap Museum was a success when it opened, but since 2011 there has been a dramatic decline of visitors, from 200 people per day to 80 people currently (figures given by the director of the Museum). The city’s traditional activities are still present and active, but are threatened by competition from cheaper producing countries. Security questions too present a big issue for tourists and the tourist industry. In sum, the number of tourists visiting Saida (including the Old City) is less than half of the number visiting Byblos and Beiteddine, cities which are more or less at an equal distance from Beirut (36000 persons against 66000 for the other cities – source: Lebanese central Administration of Statistics, 2009).

In Saida there is no registry of historic buildings, and there are no archives. Thus, basic documentation on the Old City and its monuments is completely lacking. Some private foundations are contributing to the improvements of the public infrastructure in the historic core; however, the multitude of parties involved in the development of the physical infrastructure is not responsible for the maintenance and operation of the infrastructural assets after their installation. In this context (as was the case in Tripoli,) while the efforts of the foundations and international organizations that carried out renewal and rehabilitation works in the old city are to be lauded, the exclusion of inhabitants from the implementation process will prove detrimental to the project in the long term. To avoid the problems encountered by the Audi Foundation, renovation
efforts need to target both the interior and exterior of houses and include the residents in the process.

What is lacking, then, is a truly integrated strategy for the future of the Old City. The absence of economic and social surveys on the residents of the Old City precludes the identification of their specific needs and wants. Some monuments have been restored but their reuse is not integrated into any strategic vision through which renovations can be complementary in their new functions or coherently linked (through “pedestrian heritage trails”, for example). Some streets have brand new lighting, pavement and facades but are surrounded by other arteries which are in very bad condition, such as the two small neighborhoods of Msalkhié and Zawitini, visited during the working party. Private foundations invest in specific plans without formal coordination. The coordination is done personally by Mr. Ali Dalibalta, a member of the municipal council, by means of individual agreements for the building licenses requested by the foundations. Overall, however, there is no strategic plan that would link all these actions and give a sense of the city’s vision for the future. The lack of coordination between foundations, the municipality and CDR, which is operating the CHUD program (with funding from the World Bank,) simply weakens any action currently undertaken. The need to work with the end-users (residents and workers in the Old City, including the Palestinian families,) with the aim of finding them jobs (and thus encourage them to participate in the vision and action plan for the Old City) is a serious and ongoing issue.

The refugee issue is also weakening and challenging the municipality as a whole. The city is currently feeling the impact of the Syrian conflict; Syrian refugees (50,000 as at mid-2013 – refer to the table below) are being added to the Palestinian refugee population. This new influx presents a challenge to the municipal infrastructure and underlines the fact that crisis management needs to be embedded in Saida’s future strategy.

<table>
<thead>
<tr>
<th></th>
<th>Saida</th>
<th>Nabatieh</th>
<th>Tyre</th>
<th>Tripoli</th>
</tr>
</thead>
<tbody>
<tr>
<td>Q1-11</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>33</td>
</tr>
<tr>
<td>Q2-11</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>123</td>
</tr>
<tr>
<td>Q3-11</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>504</td>
</tr>
<tr>
<td>Q4-11</td>
<td>2</td>
<td>0</td>
<td>2</td>
<td>1 074</td>
</tr>
<tr>
<td>Q1-12</td>
<td>3</td>
<td>0</td>
<td>0</td>
<td>2 579</td>
</tr>
<tr>
<td>Q2-12</td>
<td>5</td>
<td>2</td>
<td>19</td>
<td>4 497</td>
</tr>
<tr>
<td>Q3-12</td>
<td>30</td>
<td>7</td>
<td>69</td>
<td>9 600</td>
</tr>
<tr>
<td>Q4-12</td>
<td>3504</td>
<td>1 013</td>
<td>1 775</td>
<td>19 814</td>
</tr>
<tr>
<td>Q1-13</td>
<td>10 103</td>
<td>3 901</td>
<td>4 205</td>
<td>31 787</td>
</tr>
<tr>
<td>Q2-13</td>
<td>25 513</td>
<td>12 165</td>
<td>15 032</td>
<td>47 088</td>
</tr>
<tr>
<td>Q3-13</td>
<td>50 932</td>
<td>24 285</td>
<td>30 009</td>
<td>94 002</td>
</tr>
<tr>
<td>Q4-13</td>
<td>69 153</td>
<td>32 973</td>
<td>40 744</td>
<td>127 633</td>
</tr>
<tr>
<td>Q1-14</td>
<td>76 083</td>
<td>36 277</td>
<td>44 827</td>
<td>140 422</td>
</tr>
<tr>
<td>Q2-14</td>
<td>83 831</td>
<td>39 972</td>
<td>49 393</td>
<td>154 723</td>
</tr>
<tr>
<td>Q3-14</td>
<td>91 665</td>
<td>43 707</td>
<td>54 008</td>
<td>169 181</td>
</tr>
<tr>
<td>Q4-14</td>
<td>99 584</td>
<td>47 483</td>
<td>58 674</td>
<td>183 796</td>
</tr>
</tbody>
</table>
2.6. The absence of an inter-municipal territorial vision

Saida is representative of a certain type of town: an administrative and service center living off its former glory. However, Saida’s economic sphere of influence is not limited to the municipal borders. A large adjacent conurbation comprising eight municipalities and about 225,000 inhabitants that is directly connected further North with the Greater Beirut Region (GBR) could and should be looked at as a single economic and social entity. For the moment, however, there is lack of the sort of shared inter-municipal vision, which will be critical for the future of Saida.

There is an additional problem in the relationship between the city of Saida and the Union of Municipalities (UoM). Currently the Union doesn’t have a leader and the governor of the South is the interim President until the coming elections in 2016. The municipality has an annual budget of LL22 billion (around US$14.5 million) but due to transfers to the Union of Municipalities and the State, the annual base is only US$6.5 million, which doesn’t allow Saida to launch projects by itself. The municipal budget remains, however, higher than the budget of the UoM (LL1.6 billion). The other municipalities of the union contribute sporadically to the Federation’s common fund, though often considerably below the 10% share of their budgets mandated by law. The Saida Municipality picks the tab on many levels, administratively and financially as well as in land allocation for services like the wastewater treatment and the solid waste plants (Chaaban, 2013). This highlights difficulties in the merging of funds from both the Municipality and Union for the co-financing of strategic projects located on Saida’s land. Funding from the Union is used for creating networks and cross-municipal projects, but cannot be used for enterprises or initiatives that could be conceived in Saida but then function in a way that reaches beyond Saida’s borders across the territory as a whole.

The second problem is that there is not adequate cooperation between the two largest municipalities of the union, Saida and Al-Zahrani. This absence of collaborative culture was reflected in the competition between the two neighbors to get the new port. Finally, Saida’s main economic figures are still acting individually and refusing to see that, over the long term, Saida will lose its competitive edge, especially if economic growth is only related to a real-estate market that creates unnaturally high land prices totally disconnected from the local capacity to pay. By way of a solution, both cities should play different but complementary economic roles that would benefit the entire region. So, while Al-Zahrani could be the industrial hub and commercial port manager, Saida could at the same time act as the center for auxiliary services that provide administrative, management, and educational support to the hub (including knowledge- and skills-rich companies such as freight service enterprises, shipping companies, vocational training centers and university level education). In other words, all the services that would support the Al-Zahrani industrial zone could be located in Saida (Chaaban, 2013).

The list of 53 projects mentioned in the previous section of the report lacks an integrated vision that helps structure a territorial strategy. Priorities among the projects are not clearly elaborated, and the relevance and future value of each project have not been discussed. Some projects lack a serious feasibility study. Each project is considered
on its own and not as part of the comprehensive vision for the city. Above all, the city itself has virtually no resources for engaging technical expertise and all its projects are dependent on grants from international and/or central government, projects in Saida being implemented with the help of Saidani members of the Parliament at the central level in Beirut (Hallaj, 2013).

According to A. Hallaj, the package of 53 projects will add some US$400 million worth of assets to the city, theoretically contributing to the local economy. However, maintaining these public assets will cost the city some US$ 3 million per year, so the capital costs can never be recovered from local taxes. The US$17.5 million of estimated yearly depreciation of the assets will be added to the national debt. While theoretically this budget should come from the relevant public authorities which have the skills to manage the services in question, in reality it is the municipality that covers such expenses from its own budget. The total municipal budget of about US$ 10 million (though this was the book value of Saida’s municipal budget for 2012, only about US$6 million were eventually mustered from available resources) is not even sufficient to cover the maintenance of current assets (Hallaj, 2013).
3. Weak ministries and centralized governance: major obstacles for Saida coming from the national level

This section considers the fact that the national legal and institutional framework is a serious obstacle for the development of Saida, and excepting the upgrading action of the Council for Development and Reconstruction, the national level helps Saida very little.

3.1. The Saida Municipality, a local authority limited by the national legal and institutional framework

The Saida Municipality is a local authority which has inherent weaknesses regarding the question of governance. In starting to analyze the problems, we must first stress the weak management skills of the municipality. The municipality management’s ability to plan, put in place, steer and sustain infrastructural systems is rather limited despite the highly entrepreneurial role of the current municipal council (Hallaj, 2013). The city’s capacity to make use of expertise is limited as most construction projects are funded by the central government. The city itself has a very limited budget to engage management consultants or recruit for its services and departments. It is, thus, no surprise that most of the municipal achievements are on ‘soft’ projects.

The shortage of qualified management staff is a major limitation of municipal action (please refer to EGIS report on Saida Municipality’s Human Resources). This weakness in the technical team is multifaceted: skills, numbers, availability for strategic work and training. It is one of the main problems in the design of the CDS itself and allows us to understand why the technical team is not at the frontline of the process.

<table>
<thead>
<tr>
<th>Sector</th>
<th>Principal figures</th>
<th>Role of the Municipality</th>
<th>Examples</th>
</tr>
</thead>
<tbody>
<tr>
<td>Exceptional Infrastructure</td>
<td>CDR and Ministry of Public Works</td>
<td>Informal lobbying of national government by city MPs to obtain support and funding</td>
<td>New port, land reclamation and clean-up of the garbage hill</td>
</tr>
<tr>
<td>Heritage</td>
<td>CHUD (CDR and World Bank) Private sector organisations (foundations, Hariri, Zeidan, Audi, Debbaneh)</td>
<td>A role in agreements for building licenses for renovation work, but no strategic integrated plan. Financial support for upgrading of basic services</td>
<td>Soap Museum Hamoud Palace Khan el Franj ...</td>
</tr>
<tr>
<td>Amenities (water, waste, electricity, sewage)</td>
<td>CDR and Ministry of Public Works</td>
<td>Limited role in defining types, locations, scale</td>
<td>Water, waste, sewage,</td>
</tr>
<tr>
<td>Transportation</td>
<td>CDR and Ministry of Public Works</td>
<td>Very limited role at small-scale level</td>
<td>Future extension of highway on the east wing of the city</td>
</tr>
<tr>
<td>Health</td>
<td>Ministry of Health, CDR and International cooperation</td>
<td>Municipality provides the land after reparcelling</td>
<td>Hospital completed in 2011</td>
</tr>
<tr>
<td>Education</td>
<td>Private sector, Hariri Foundation and Schools network</td>
<td>Municipality provides the land after reparcelling</td>
<td>Recent higher education infrastructures</td>
</tr>
</tbody>
</table>
Regarding infrastructural and urban projects, the municipality’s minor role in decision-making and implementation is a sobering reality. The table above offers a sector by sector summary of the municipality's role - which overall remains rather limited.

3.2. Saida versus DGU and CDR: a lack of collaborative work

Based on the findings of the working party and the documentation that was collected for the report, this subsection details the lack of collaborative work between Saida, the Directorate General of Urbanism, and the Council for Development and Reconstruction, which is the main national institution involved in the development of Saida (refer to Appendix 1 for the presentation of these stakeholders).

Saida and the DGU, Ministry of Public Works: high dependency on the national level for its municipal urban plan

According to the law, the City Council of Saida doesn’t have the power to update its own municipal plan. The plan was approved by decree n°6552 on 21st March 1995 and is thus rather old, so Saida recently asked the Directorate General of Urbanism (DGU) to update the municipal plan in order to have higher Floor Area Ratios (FAR). The DGU is currently studying this demand and is leading a complete revision of the municipal plan. Another study, on the coastal zone and Saida’s Old City, was conducted in the mid-2000s by the DGU. The DGU hired Dar al Omran (a Jordanian consulting firm) and, in the end, the third phase (regulations concerning the Old City) was approved but not the general plan (the second phase) as there were disagreements between the DGU and the city of Saida on heights and building rights.

Once the CDS is completed, it will greatly help the updating process for the municipal plan. Within the CDS, the main local stakeholders will share a common vision and strategic framework indicating the territory’s priorities and giving a timeline for the projects to be started in future years. The work of the DGU will become easier in the end, but the central administration should wait for the outputs of the CDS before adjusting the new planning regulations and zoning procedures for Saida. Under no circumstances should both processes (the updating of both the municipal plan and the CDS) be undertaken in parallel without interaction.

CDR and Saida: heavy work but without joint-elaboration with the Municipality

Judgments that came out during the collective meetings held last October 2013 are paradoxical. On the one hand, the strategic role of the council is acknowledged but, on the other hand, the Council for Development and Reconstruction (CDR) is seen as “parachuting” its projects into the territory without either effective coordination or collaboration with the municipality.
CDR’s scope of work in Saida is wide: sectorial infrastructures, CHUD programme, schools, etc. (refer to the table below).

<table>
<thead>
<tr>
<th>Sector</th>
<th>Project</th>
<th>Implementation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Transportation</td>
<td>Principal road between douar El Kanayya and Saida</td>
<td>Completed</td>
</tr>
<tr>
<td></td>
<td>5th phase of the Autostrad (in the South of the City)</td>
<td>Completed</td>
</tr>
<tr>
<td></td>
<td>Studies for a new road of access to the city center</td>
<td>In progress</td>
</tr>
<tr>
<td></td>
<td>New bypass road to ease access to the port</td>
<td>65% completed</td>
</tr>
<tr>
<td></td>
<td>New quay for the fishermen</td>
<td>Being prepared</td>
</tr>
<tr>
<td>Water</td>
<td>Upgrading of the station for the treatment of drinking water</td>
<td>Being prepared with kfW</td>
</tr>
<tr>
<td></td>
<td>Improvement of the water supply network</td>
<td>Being prepared</td>
</tr>
<tr>
<td></td>
<td>Secondary network for the treatment of the waste water (3rd phase)</td>
<td>In progress</td>
</tr>
<tr>
<td></td>
<td>Creation of the waste water network in Saida’s new-build areas</td>
<td>In progress</td>
</tr>
<tr>
<td>Electricité</td>
<td>New transformer for electricity supply</td>
<td>Being studied for budgeting</td>
</tr>
<tr>
<td>Waste</td>
<td>Upgrading of the subterrean networks</td>
<td>In progress</td>
</tr>
<tr>
<td></td>
<td>New unit for collect and separating waste</td>
<td>Completed</td>
</tr>
<tr>
<td>Maritime</td>
<td>Embankment work</td>
<td>Under construction</td>
</tr>
<tr>
<td>Protection</td>
<td>New elementary school</td>
<td>Being prepared</td>
</tr>
<tr>
<td>Education</td>
<td>New secondary school</td>
<td>Being prepared</td>
</tr>
<tr>
<td></td>
<td>Institute for teaching training</td>
<td>Completed</td>
</tr>
<tr>
<td></td>
<td>Faculty of Health (for Makassed, Islamic Charitable Association / Hariri Foundation)</td>
<td>In progress</td>
</tr>
<tr>
<td>Health</td>
<td>New health centre</td>
<td>In progress</td>
</tr>
<tr>
<td></td>
<td>Hospital for emergencies</td>
<td>Completed (with Turkish cooperation)</td>
</tr>
<tr>
<td>Heritage</td>
<td>Renovation of South Entrance of the Old City</td>
<td>Being studied</td>
</tr>
<tr>
<td></td>
<td>Restoration of Maritime built façade of the Old City</td>
<td>Completed</td>
</tr>
<tr>
<td></td>
<td>Restoration the Maritime Fort</td>
<td>Being studied for budgeting</td>
</tr>
<tr>
<td></td>
<td>1st phase of touristic path in the souqs</td>
<td>Completed</td>
</tr>
<tr>
<td></td>
<td>Restoration of the ramparts – Serail Square</td>
<td>In progress</td>
</tr>
<tr>
<td></td>
<td>Khan Alroz (caravanserai), restoration</td>
<td>In progress</td>
</tr>
<tr>
<td></td>
<td>Khan El Qichala and El Shakria Street Upgrading</td>
<td>Being studied</td>
</tr>
<tr>
<td></td>
<td>Project of the History of Saida museum</td>
<td>Budgeting in progress (with funding of Koweiti fund)</td>
</tr>
</tbody>
</table>

*Figure 12: CDR’s projects in Saida*

(PA Barthel based on the CDR 2013 Annual Report)

CDR has sponsored studies of many issues relating to Saida, but in several instances, both studies and recommendations reveal rather classic management methods and a conventional spatial vision. One example is the CDR-sponsored study for traffic in Saida, carried out in 2012. It was helpful in predicting the rise in demand for traffic-flow in the city, but it was nonetheless a classic exercise in vehicular traffic planning, disconnected from spatial planning considerations and completely disregarding the ‘human’ problem of mobility in the city. The report tends to look at Saida as the key node blocking the flow of traffic from the South to the capital Beirut (Hallaj, 2013). Two options for additions to the road network were considered:

- The first was the continuation of the existing, approved urban plan and the implementation of a thoroughfare on the east side of the narrow municipality.
- The second option was to direct the highway's trajectory towards the hills further east, so as to encircle the larger conurbation of greater Saida.

The study came to the conclusion that the eastern ring-road option would be the best choice. Despite it being more expensive to construct, volumes of traffic and vehicle speeds would be considerably enhanced. Construction costs would, however, be offset by lower land prices and the total estimates for both options are in fact comparable. The final choice between the two road trajectories should not take cost as a starting point. The first option would consume about 20% of the narrow strip of land comprising the Saida Municipality and that option may affect the city from an urban and social perspective (Hallaj, 2013).

![Figure 13: Two options for future highway developments (CDR study, 2013)](image)

The study ended up selecting the right option to follow, but the sectorial study didn’t frame the mobility network as a whole and made no mention of creating alternatives to road infrastructures or setting up a comprehensive strategy integrating the different modes of transport.

Finally, CDR is sponsoring the strategic planning of the Cadhas of Tyre and of Akkar. This is not the case for the Saida’s CDS, as the City of Saida has the leadership.
3.3. A critical shortage of the national policies that could offer Saida opportunities for the future

There is a critical shortage of the national sectorial policies that could offer Saida opportunities for the future. The case-study of the “SouthBic” incubator is an exception that should be replicated (refer to 1.6).

A quick overview of the line ministries' action: uneven maturity of vision and, for the majority, inadequate means

The following table summarises the budget, vision and action plan of several line ministries.

<table>
<thead>
<tr>
<th>Ministry / Sector</th>
<th>Strategy and Vision</th>
<th>Main actions</th>
<th>Budget</th>
<th>Implementation</th>
</tr>
</thead>
</table>
| Water and energy        | - No specific policy or strategy document outlining the government’s policy in the water sector  
- 2010 electricity policy paper: the strategy proposes to reach a production of 5,000 MW by 2015, to promote the utilization of natural gas instead of oil and to achieve a 12% share of RE in the energy mix by 2020. | - Clear priorities vis-à-vis investments to be made  
- Four public Regional Water  
- Establishments created in 2000 for service provision  
- a National Municipal Solid Waste Management  
- Plan dictating for every region to manage its own waste within its boundaries (with the exception of Beirut and Mount Lebanon) | Total budget of US$ 42.2 million per year over the period 1999-2008 | - Most investments are carried out by CDR  
- Municipalities have no say in the nomination of board members for regional water authorities. There have been only limited attempts to involve the private sector in operating water and energy. |
| Agriculture, Agro-industry | Active plan for the revival of the sector + 2 agro-parks (Southbic in Saida and Agripole in the Bekaa) | - Production Support funding scheme  
- Agri Plus program: Package of incentives and subsidies given to the farmers  
- CARD Scheme to improve the farmers access to finance  
- Green Plan  
- 28 agricultural centers established across the country. | - 1 % of State Expenditure  
- The Ministry’s budget was recently doubled, 200 staff were hired | Help of IDAL, chambers of commerce and unions, CDR and EU |
| Industry                | Vision 2013-2018 not yet approved, but no territorial vision for new industrial clusters | - Improvement of the quality of products  
- Upgrading of the industrial zones  
- Creation of new industrial zones for categories of ‘dirty’ activities | US$3 million per year | - Through private sector  
- No strong role on the national level to clear land in order to launch innovative territorial projects |
| Tourism                 | No clear vision of territorial actions or of sites for future projects | - Few eco-tourism projects (trail in the mountains managed by | US$4 million per year | - Through private sector  
- No role from |
<table>
<thead>
<tr>
<th></th>
<th>(new integrated destinations), A timid shift to eco-tourism</th>
<th>NGO) - Services provided for the potential investors in the sector</th>
<th>national level to clear land in order to launch innovative territorial projects</th>
</tr>
</thead>
<tbody>
<tr>
<td>ICT</td>
<td>- National ICT Strategy (2010) operating under the presidency of the council of ministers recognizes the importance of ICT and aims to transform Lebanon into a “knowledge-based” economy</td>
<td>Actions shared between several ministries (example: digital economy action plan, broadband infrastructure action plan) - Beirut Digital District is a pilot project, inaugurated on September 3, 2012. It currently covers 5,000 m²</td>
<td>No information Ministry of telecommunications, Ministry of Economy and Trade, IDAL</td>
</tr>
<tr>
<td>Housing</td>
<td>No ministry and no housing programs led at the national level No urban projects offering social housing units</td>
<td>Subsidies for households, but not helping the real estate market in order to produce more affordable and economic housing units</td>
<td>No ministry No ministry</td>
</tr>
</tbody>
</table>

**Figure 13: Visions, budgets and pilot actions from the line ministries**
(P-A Barthel, 2013, based on ministerial documentation)

As regards transportation, the Ministry of Transport is concentrating its investments on Beirut: upgrading of the inner-city taxi network, improving the freight transportation network and the public inter-city bus network (for the GBR) with the target of having a new fleet of 250 new buses. Another major project is the Bus Rapid Transit (BRT) in Greater Beirut, which may run from Jounieh to the entrance to Saida by the Awali River. The ministerial strategy is first to start with Beirut’s BRT and public bus network and then to replicate these models in other cities, so for the time being Saida cannot count on this ministry (for whom ‘soft’ modes of such as bicycle networks and pedestrian areas are not a priority anyway). Overall, the Saida Municipality is rightly concerned about the slow progress in upgrading the inner-city network.

Saida cannot obtain any financial support from the Ministry of Environment (MOE), another example of a weak key national stakeholder. The Ministry has one of the smallest budget allocations amongst line ministries: budget law allocations to the MOE were equivalent to US$ 3.3 million per year on average over the 1999-2008 periods (+5 % period growth at 2008 prices) in sharp contrast with the actual budget that amounts on average to US$ 2 million per year over the period. The MOE has leveraged its budget to the tune of US$ 2.4 million per year over the period at 2008 prices, equivalent to about 121% of the actual MOE budget of US$ 2 million (World Bank, 2012).

Finally, the Lebanese Ministry of Industry represents a very weak resource for the implementation of Saida’s strategic plan. The budget of the Ministry of Industry is limited to US$ 3 million per year. A meeting with the Director General during the working party revealed that the ministry has worked on a vision (2013-2018), which is not yet approved. The main lines of the vision are described in Appendix 1. The absence
of any strategic mapping of the territory is a critical issue for the future of industry. There is no identification of the most suitable city locations to develop either agro-clusters, techno-parks (IT, or aeronautics, etc.) or craft clusters. The figure above shows the “Emergence” industrial policy from the Moroccan Ministry of Industry, which details the list of clusters and locations. By means of comparison, Lebanon too could have its own strategic industrial framework, as is the case in Morocco.

Figure 14: National Industrial Policy in Morocco (Plan Emergence) framing the cities and innovative cluster projects
(The Morroccan Ministry of Industry, 2010)

Figure 14 illustrates that in order to implement Integrated Industrial Clusters, the Moroccan Ministry of Industry has a territorial strategy with localized sites. Cities can therefore coordinate their development in line with the national agenda. For Lebanon, neither the Ministry of Telecommunications nor the Ministry of Industry is working on a policy to develop innovative clusters. In this country, none of the technology parks correspond to how we would generally define this type of structure; Berytech in Beirut is the closest example. Established in 2002 by a private university, banks and businesses, it currently has two sites: a science campus and a technology campus where activities focus on medical sciences. Berytech is described as an incubator but its ambition is to become a technology park within the next ten years, though it plans to achieve the required synergies before investing in infrastructures. It is, however, the only example.
4. Evaluation in itinere of Saida’s unfinished CDS

This section assesses of Saida's CDS and since the process is unfinished, offers an in itinere evaluation. It is worth noting that Saida’s CDS presents us with a very particular case study, since it is a municipal process and not an inter-municipal one. Several key dimensions are analyzed:
- The quality of the governance and participation.
- The quality of the methodology and support given through the USUDS program.
- The reports that were delivered by experts during spring 2013.
- The strategic framework elaborated in summer (and up until October) 2013.

4.1. Saida’s CDS in USUDS: a review of the governance

Following conversations it had with members of Saida’s municipal Council, the Hariri Foundation became the instigating force behind Saida’s CDS. The foundation next negotiated technical assistance from the American University of Beirut to elaborate the CDS (diagnoses, vision and action plan). At the same time, members of the city council went to Barcelona for a MedCities meeting. MedCities’ managers proposed that they be part of the Urban Sustainable Development Strategy program (USUDS, please refer to Appendix 5 for the presentation of the program). In this context, in July 2012, the Saida Municipality also expressed its interest in participating in the “Cities for a New Generation” regional program. Thus the partnership with the World Bank and the CMI is running in parallel and in close collaboration with the USUDS program led by MedCities.

The CDS perimeters are limited to the boundaries of the municipality. The neighboring municipalities which are part of the Union of Municipalities of Saida / Al Zahrani are not completely excluded as they have been taken into consideration in the experts’ work. But in the near future, Saida’s CDS should be conceived as the first step in an approach that has to be widened and shared across the Union. Two factors support this notion: the strategic planning process exhibits strong political leadership, and the Hariri Foundation is very actively engaged in the CDS process.

The review process put in place by the international consultant (Farouk Tebbal) and the Med-Cities managers is so far very efficient in giving feedback and guidance to the local expert team on the results of the deliverables they have produced. These local experts are a very qualified technical team coordinated locally by Dr. Howayda Al Harithy from the American University of Beirut (aub). The experts have managed the working groups meetings and delivered the outputs on time. The other activities undertaken (diagnoses and the strategic framework) have so far been conducted according to the schedule laid out in the work plan.

The steering committee is well balanced and seems to have elected members from all the main political coalitions. A limitation is the absence of any key national and regional figures from the steering committee. However, several key stakeholders have been invited to the meetings, but not all of them attended. As already mentioned, the CDR, the DGU, line ministries (especially the Ministry of the Interior and Municipalities - MoIM) were invited to the workshops.
The last comment is about the participation process. There was a huge effort to involve NGOs, the private sector and associations but, according to local team leaders, marginalized groups (Palestinians or poorer households, for example) didn't participate massively. Another point worth noting is that the public meeting organized to present the vision to the people, scheduled for June 18th 2013, was canceled due to the armed confrontation that occurred in the Abra Neighborhood. The local expert team considered the meeting to be a "key event", and for them this was a lost opportunity which led to a loss of momentum during the rest of the summer. Since the political situation would not allow rescheduling of the public meeting, the local team started again from scratch, taking another approach which focus groups made up of different stakeholders.

4.2. Review of the diagnosis reports

Based on the USUDS guidelines, the local expert team proposed adopting an integrated approach through the analysis of six key issues. The team selected the six issues it felt the CDS should address as a priority and then took charge of writing the Diagnosis Reports. The distribution of the reports was as follows:
1. Urban Infrastructure (Omar Abdulaziz Hallaj)
2. Green / Open Space Networks (Jala Makhzoumi)
3. Cultural and Natural Heritage (Howayda Al-Harithy)
4. Employment in Traditional Industries and Trades (Jad Chaaban)
5. Institutional and Legal Frameworks (Jad Chaaban)
6. Local Economic Development (Omar Abdulaziz Hallaj)

This report is in agreement with all the positive comments made in Farouk Tebbal’s reviews: “The reports all have a high analytical level, in addition to producing abundant and valuable data and analysis. While a number of topics have been covered more than once by the different reports, this convergence can be seen as a positive sign. Because of the lack of available data, the experts have on some occasions faced problems which have led them to use their personal judgment or to address some sections in a cursory manner" (Tebbal, 2013).

The work done is indeed very valuable. The mediation done by the experts revitalized the notion of exchange and open discussions. The reports are full of new data based on fieldwork and interviews undertaken with the aim of filling the many gaps in the information available. There was a dramatic lack of datasets and the AUB (or AUB-affiliated) experts did an impressive job of gathering facts on strategic neighborhoods and places based on aerial photographs, field observations and surveys. Statistical data was also created. Determining the key points of the diagnoses was aided by interviews with key figures in Saida and by discussions during group meetings. The analyses are very relevant in many respects. Even if the perimeter of the CDS is limited to the city, the experts successfully managed to position the problems so as to warn the politicians about the risk of governing the city separately from the rest of the Union. There are also numerous warnings about and a clear denunciation of the useless competition between Saida and Al Zahranı (its neighbor within the same Union of Municipalities, and a major industrial hub) Union of Municipalities.
Altogether, the six diagnostic reports reflect a very holistic study addressing a wide scope of topics, and one that satisfied all the key political leaders of the city. Separately, the analyses from the various reports are sometimes complementary and sometimes redundant, which is quite normal as they identify intersecting issues.

In this report the objective is to focus on 4 main outputs originating in the local expert team’s diagnosis reports and to discuss their continuation.

- The maintenance of Saida’s diversified economic base, will be a key factor in the city’s future
The diagnosis reports underline that the maintenance of Saida’s diversified economic base will be a key factor in the city’s future. The economic strategy for job creation, entrepreneurship and innovation must take into account all the various sectors of activity. Tourism has serious potential, capitalizing principally on the Old City, but also on traditional crafts, and agro-tourism (not much mentioned in the reports). Tourism currently has a limited share of about 2-3% of the city’s GDP and growth requires investments that will only be fruitful after a minimum of 5-7 years. The Old City will require a total investment of about US$40 million for a comprehensive restoration and preservation package (Hallaj, 2013). This amount will not be invested in one go of course, but over a 10-15 year plan. The old city core will be gradually developed and the tourism sector will then progressively increase its share of the city’s GDP. Education and Health are two other sectors that show promising prospects. Medical tourism on an international scale, such as in Sfax or certain Turkish cities, is a prospect that needs a local shared strategy and the city should coordinate with the key figures in this sector to put this in place. Agriculture has major potential for growth, accounting as it does for about one-third of the city’s surface area. The ministry is boosting this sector at the national level (as mentioned in Part 3), and new approaches on eco-agriculture and organic food could offer another perspective (Please refer to Part 6 for recommendations).

Moving forward, the best-case scenario is linked to a realistic approach that takes into account Saida’s existing areas of activity; in other words, a multi-sectorial strategy in to strengthen the economic base. The reports do not explore possible future economic niches for Saida in much detail. The new port project and the city’s proximity to Beirut both suggest that the logistics sector could be a viable way to create new jobs. Backend support, or corporate office services could also be a sector to invest in order to attract white-collar workers. Organic agro-tourism is another possible niche.

- Saida is needs to value its green city assets
The report on the green/open spaces network (written by Dr. Makhzoumi) is very innovative, with an in-depth analysis of green spaces, agricultural land (one third of the city’s surface area,) rivers and seafront. There’s a scientific position that believes that open spaces can serve a multiplicity of (often ‘invisible’) uses for city-dwellers and beyond open space itself can offer social, ecological, economical, symbolic and political benefits (this is in line with the experience of European green cities such as the French towns involved in green-blue network projects), In Saida’s case this ‘beneficial’ theory suggests an approach whereby the open space and watercourse assets might be used to create recreational activity areas that could help to mix different groups and religious
affiliations. (There is a law that protects rivers in Lebanon, but the problem is the enforcement of that law.)

Figure 15: The “Saida blue-green infrastructural network 2030” project Makhzoumi, 2013)

Thanks to its agricultural land, banana planting lots and green urban spaces Saida is already quite literally a ‘green’ city. It is a truly outstanding feature of the urban landscape and unique amongst all the country’s other coastal cities. This asset has to be capitalized on, by means of a green city strategy firstly to strengthen the functions, values and economic role of all the open spaces, and then to link them together in a cohesive network. Green and blue spaces play an active role against climate change (which leads to an increase in extreme events such as flooding, coastal erosion and the rise in urban temperatures). This “Saida blue-green infrastructural network 2030” has therefore interlinked key objectives such as environmental health and increased socio-economic benefits for very little cost. It is very important to stress that cheap, small-scale projects can be implemented to gradually give visibility to this green-and-blue network (not only from a socio-ecological perspective, but also in relation to job creation and to sustaining the existing jobs of farmers). The experts insist on the fact that these landscapes should be seen as environmentally sustainable agro-ecosystems providing an economic benefit that adds to the diversified economic base of the city (please refer to the previous point).

However it should be pointed out that this ambition touches on two sensitive issues. Firstly, the management of these green and blue assets must shift from a “hygienist” paradigm to a “sustainable” paradigm. This means that the concrete used to cover water
channels or to dyke the banks must be replaced by riparian ecosystems that will filter pollutants and give more amenities to the landscape. In other words, this means transforming existing encroachments and ‘re-greening’ the river’s corridors in order to increase the city’s resilience in case of flooding. This is a big job as it means a complete change of mindset in that sector (i.e. that of the ‘green and blue resources’ departments in the municipality, the Ministries etc.). A shift from “traditional” management to alternative and soft approaches could lead to new priorities concentrated on the reuse of resources (rainfall, solid organic waste) in an integrated and cross-sector approach.

Furthermore, if agricultural lands and rivers are protected, it means that the municipality must find a way of increasing the building rights in the existing built-up area in order either to create new housing units or to implement areas for new jobs. On paper it is feasible, as the built-up density is low; but this is very sensitive as the “rentier” mentality gives too much priority to short-term profits from the real-estate market (refer to Part 1). The other linked issue is to rethink how to fairly compensate all the private agricultural landowners impacted by the allocation of building rights in certain parts of the city where the municipality intends to expand. Finding a compromise between keeping and valuing open and productive green spaces and the intensification of the existing built-up area through higher FARs would be a major success for the CDS. The revision of the city plan (which is outdated) in coordination with the DGU must be studied in this light. The fight against uncontrolled urban sprawl must be a top priority as it is destroying the natural assets of the city and could lead to costly (that is, unaffordable for the municipality) and unhealthy developments. After completion of the clean-up of the “garbage hill”, the newly 120 ha of reclaimed land will present a prime opportunity for the city. New building rights must be carefully and fairly allocated as they could serve to compensate the city’s landowners.

- Saida is a city of diversity that needs a strategy to create shared spaces and projects

The diagnosis report focused on the issues of poverty and social division, the segregation between the rich (living outside Saida in the surrounding hills) and the poor (of the Old City), and between the Lebanese and the Palestinians (as well as the new Syrian refugees) being very brutally marked. On the other hand, however, Saida is also a city of diversity that needs a strategy to create shared spaces and projects. These shared projects, yet to be imagined, could heal divisions, overcome mutual fears and bridge the gaps between communities. The Old City is a strategic territory for this. Inhabited for the large part by Palestinian families, the Old City must have a strategic framework that involves its residents. That is to say, to successfully upgrade the Old City the Palestinian families must be involved in order to clarify their role in any new growth dynamic.

Another example here is the building of the aforementioned ‘green and blue network’: the rivers can be places for citizenship. The goal of a new safe and healthy public space along the river, instead of a polluted area, is to create a place that will help relieve social tension and overcome the polarization between Lebanese and Palestinians, or between their different sects. Rivers are therefore a tool for collaboration and a means for different communities sharing spaces, bicycle paths, areas for picnic, etc. To quote the French landscaper Gilles Clément, a kind of “third space” can be created, with a highly symbolic and political function beyond its practical use.
By whatever methods, be it in the Old City or amongst the city’s natural (green and blue) spaces, the priority is that the population’s sense of ownership of its own city must be increased.

Figure 16: Comprehensive recovery of metropolitan river areas: the experience of the Llobregat river, Greater Barcelona (http://www.parcriullobregat.cat)

The project aims to share and exchange knowledge with other cities and metropolitan areas concerning the action that the Greater Barcelona authorities (AMB) is taking in relation to the Llobregat river. This action is aimed at enhancing the environmental, biophysical, symbolic and social coherence of the metropolitan region, engaging local residents in the design of measures that will enable the civic “re-appropriation” of the river.

- Saida is not an isolated city: partnerships should be built quickly

Investments are currently bypassing Saida and undermining its role both regionally and at the level of the Union of the Municipalities. Many headquarters have shifted location to the Greater Beirut Region. Other main southern cities (Nabatiyeh and Tyre) are attracting jobs and development while Saida Municipality and the others from the Union do not share either common interests or any joint vision for their mutual development. Saida Municipality is working to have a vision for such development to enhance its role regionally and at the level of the union through the implementation of the CDS, where this matter has taken a deep analysis and focus in the action plan designed at the end of 2013.
However, the city has the legitimate right to seek out dialogue and future partnerships on different levels. The CDS can be seen as a first step to be discussed later at a Union level so as to determine the vision and objectives shared by neighboring municipalities.

The city needs to set up an inter-municipal urban observatory (please refer to the recommendations of EGIS in the report for the CMI) which could, in the near future, be partly funded by the Union of Municipalities in order to monitor all changes and then be pro-active about both alerting elected city councils and proposing possible solutions.

4.3. Review of the vision proposed by the local expert team

The local expert team grouped the strategic objectives that resulted from the six lines of investigation into clusters under the heading of more general objectives. The general objectives are:
1. Improving the socio-economic condition of residents
2. Sustaining environmental health
3. Connecting the city with its surroundings
4. Coordination, cooperation and networking
5. Lobbying national institutions for implementing, amending and/or developing legal frameworks
6. Security and Stability (this sixth key issue was proposed due to the clashes in Abra in June 2013 and the impact of the Syrian conflict)

According to the local expert team’s 2013 report the vision for Saida is as follows: “Greater Saida will offer successive generations of its residents a healthy, diversified economy and a green environment in which to live and prosper, capitalizing on its maritime location, rich history and cultural diversity”. Due to a long list of interconnected challenges, several “coups-partis” (existing projects that do not fit well in the strategic framework, such as the new port,) and obstacles related to the shortcomings of the institutional framework, the proposed strategic framework is both realistic and ambitious at the same time. The strategic framework is based on a 10 year timeframe and the local expert team have tried to forecast firstly the objectives that could fit within that period, and then other objectives that would give results in more than 10 years (to quote the experts’ strategic framework report: “the strategic framework is concerned with plausibility more than with actual feasibility”).

Thankfully, the local expert team didn’t set up a mono-oriented vision and a sectorial strategic framework. They incorporated and collected ideas from different groups and last summer built up a vision that stems from the previous diagnoses and focus groups. Last October, one week before the working party in Saida, the local expert team presented this vision and the municipal council reacted positively.

1. Improving socio-economic conditions of residents
1.1. To ensure the continuous diversification of the economic base of the city and the viability of all sectors through technical support and training to ailing sectors to adapt to new economic realities and conditions
1.2. To develop full cycles of development to attract and retain qualitative investments particularly in the tourism sector and to link these networks to efforts of preserving the tangible and intangible heritage
1.3. To integrate marginalized groups into the city services and economic development such as poor Lebanese families and Palestinian refugees
1.4. To empower local communities and particularly the less advantaged ones
1.5. To promote innovative economic enterprises
1.6. To address traditional livelihoods (fishing, agriculture and related cottage industries) by institutional capacity building of organizations representing workers and businesses involved in traditional crafts
1.7. To restore the historical housing stock engaging the residents through subsidies and training according to consistent and affordable restoration guidelines and techniques
1.8. To seek employment opportunities for owners and residents of the old city

2. Sustaining environmental health
2.1. To ensure ecological integrity of water courses, marine and groundwater and safeguard against seasonal flooding
2.2. To plan for a Blue-Green Network that serves amenity and promotes the sustainable use of environmental resources
2.3. To enhance the system of managing infrastructure
2.4. To develop a proper monitoring and evaluation process for infrastructure

3. Connecting the city with its surroundings
3.1. To link the old city culturally, spatially and economically with the greater city and beyond
3.2. To increase quantity and improve quality of green areas
3.3. To enforce existing legal framework for the protection of water resources
3.4. To develop a collective spatial strategy for the greater Saida area and to link the development of future infrastructure projects to a comprehensive vision for the city

4. Coordination, cooperation and networking
4.1. To develop a comprehensive plan for the old city to ensure and guide coordination among the various actors and projects for restoration
4.2. To develop a framework for true cooperation among the municipalities in the greater Saida area in a manner ensuring that the duties and rights of every party are clearly defined and adhered to by the various municipalities
4.3. To coordinate with the Union of Municipalities of Saida/Al-Zahrani to identify regional development projects, to organize and structure the tax base and tax collection within the Union
4.4. To assure coordination among the various mega projects and develop cross sectorial synergies and mutual benefits
4.5. To create formal and informal networks for branding the city and marketing its potential assets
4.6. To create mechanisms of technology transfer among concerned parties in order to increase quality and quantity of production to meet market demand

5. Lobbying with the national institutions for implementing, amending and developing legal frameworks
5.1. To adopt and implement the decentralization law as well as numerous other laws pertaining to the finances and responsibilities of municipalities
5.2. To elaborate a new zoning for the old city including micro schemes based on improved data and wider survey
5.3. To protect Saida’s landscape distinctiveness

6. Security and Stability
6.1. To set up a confidential dialogue process involving all the stakeholders
6.2. To encourage small initiatives of local NGOs creating local platforms for reconciliation

Figure 17: The strategic framework proposed by the local expert team (USUDS, 2013)

The strategic framework is multifaceted in its main objectives. The USUDS experts efficiently address the challenges by means of the following:
- Collectively re-invigorating the role of Saida on a regional level;
- Designing regulations and creating coordination between stakeholders in the Old City;
- Recreating unity between the Old City, the neighboring quarters and the outskirts of the municipality;
Pushing the boundaries step by step: using the strategy as an incremental and iterative tool to progressively expand beyond the city itself to involve the Union of Municipalities and the Cadha. The objective also aims to bridge the gaps between communities, between rich and poor, between municipalities and between neighborhoods, all this step by step through small-scale projects.

The strategic framework is very comprehensive and detailed in many respects. The box above could give the impression that the proposed strategy is a rigid map. This is not at all the case, as the local team expert confirmed that the strategy is, above all, a dynamic process of consensus-building that will have to be frequently updated.

In sum, the framework is made of 6 general objectives, divided into 26 related strategic objectives, and finally into 73 strategies (projects, processes, or working methods).

Among these 73 strategies, the most innovative are:
- The development of PPP scenarios to support emerging sectors of the economy;
- The creation of a trust fund made up of municipal revenues, revenues from real-estate and revenues from the neighboring municipalities which benefit from the infrastructure managed by the City of Saida, and funds coming from the private sector through PPPs;
- The set-up of a Small Medium Enterprises (SME) Strategy in order to attract back-end support services for Beirut companies;
- The development of a “holistic landscape framework” in a green-blue network for 2030: the Sainiq River (near the Palestinian camp) is seen as a pioneer site for small-scale projects aimed at protecting the river corridor and improving pedestrian and ‘soft’ mobility. The greening of the railway corridor is another possible project that would offer major continuity for promenades, leisure, and tourism;
- The creation of a technical coordination bureau in the municipality that has to be staffed with high-level managers. Its role will be to lead permanent participation, implementation, and readjustments of the action plan and pilot projects. It will also open dialogue with the municipalities of the Union to identify common projects (and funds) for implementation;
- The creation of an inter-municipal urban observatory in charge of monitoring the changes on the ground and of providing data and proposals for the city councils would help dynamize the global strategy. This is in line with the EGIS review of Saida’s human resources (please refer to their report for more information);
- The need for a comprehensive plan for the Old City to guide and integrate all the stakeholders;
- The need to launch feasibility studies for the museum of history and for the new port;
- A branding strategy must be studied and disseminated in order to counter-balance the negative image of Saida as a poor city. Slogans such as “a diverse city”, “a healthy city”, “a green city”, “a heritage city” and “a cohesive city” could well serve the branding strategy;
- The development, with other municipalities, of a national lobbying strategy for changes in legislation that limit the role of local authorities and government.

The strategic framework is so comprehensive that the next step will be to establish priorities among the objectives and actions. This process will allow Saida to focus on what can be started very soon, to identify what will need to be studied in more detail, to pinpoint what will need further lobbying or negotiation in order to involve other key figures, and finally to decide what can be postponed for a second phase. Among the
strategies, making a list of 10 key projects should be the first step in order to concentrate and converge all efforts.

Lastly, little in the strategic framework is related to the extension of the port (120 ha) and the reclaimed land gained through the on-going clean-up of the “garbage hill”. This will mean a drastic change in the profile of the seafront and two large-scale projects are soon to be put in place there; it is on them, therefore, that recommendations will be focused (please refer to Part 5).

Figure 18: Saida’s seafront will be soon reshaped (on the left, the Alexander Gulf for the extension of the port; in the middle, the clean-up site of the ‘garbage hill’) (The Saida Municipality, 2011)
5. Recommendations for the success of the Saida CDS

The local expert team has not yet put in place its action plan, but the goal will be to combine “soft” actions, sizeable infrastructural and physical projects and smaller quick-win projects. This last section suggests a set of recommendations for the Saida Municipality and also addresses some messages to the national level.

5.1. Recommendations for the beginning of implementation

In order to maximize the CDS’s positive outcomes, the municipality will have to implement quick-win projects to give visibility on the ground. Moreover, the Saida Municipality should demonstrate its role as a leader in the creation of a collective regional framework and work with the other neighboring municipalities of the Union in order to construct a shared vision for the region. Thereafter, solutions should be found to strengthen the municipal technical team.

Implementing quick-win projects and pilot projects on its territory

Implementing quick-win projects can be easily done. It would only take a series of meetings for a pilot project to be set-up to tackle the “re-naturalization” of green and/or blue resources. The Sainiq River (located in the extreme South of the City) could be the first success story and the first step towards a ‘green and blue’ network. The idea would be to create a shared public space for all the communities who live on or near the river, which is currently a boundary between Sunnis and Shiites. The project could be undertaken at a reasonable cost with the help of an international donor and the Ministry of Water (and the Regional Water Authority).

Repositioning the municipality as a leader in a collective regional vision

The Saida Municipality will soon have a complete CDS and should pursue the collective dynamic beyond the USUDS program; targets here include exploring areas of synergy, acting as a catalyst among the various stakeholders, and being a coercer of change in the face of resistance. Stabilizing the strategy for the city of Saida is a first step and then, in a second phase, the city should integrate the neighboring municipalities of the Union through an intercommunal urban observatory and through workshops that will lead to the creation of a shared vision and joint-venture projects.

Recommendations for the implementation of the first actions

Establishing a development unit in the municipality for the implementation of the CDS is an imperative action. The weak professional capacity of the municipality (due to the limited number of managers in the technical services) is a human resources issue that needs to be resolved in order to sustain the efforts made up to now by the local expert team and the USUDS program. It remains unclear how the municipality can deal with this issue. 6-month renewable contracts with incentives designed to attract high-profile candidates are a legitimate option for Lebanese municipalities wanting to improve their technical team. This recruitment option can temporarily fill the skills gap, but does not
offer a sustainable solution (please refer to EGIS report for more details). The help of the Hariri Foundation should also be continued after the end of USUDS program.

The training of the city council members and technical managers of the municipality should be done through a dedicated program that the national level (CDR and the Ministry of the Interior and Municipalities) should provide. In this regard, the *Programme National d'Accompagnement des Municipalités Libanaises* (Program of Support for the Lebanese Municipalities - PNAML in French) together with the Committee of the Mayors and the *Bureau Technique des Villes Libanaises* (BTVL) is aiming to train cities how to advocate, prioritize, partner and raise funds from different sources. Saida Municipality should contact the BTVL about the PNAML with the aim of getting involved in the different components of the program (refer to Appendix4 for the presentation of this 2013 national program, which aims to empower Lebanese Municipalities).

Saida Municipality should also become an active partner so as to benefit from the PNAML’s training and support for local initiatives on cultural heritage. PNAML also has a heritage project designed to boost cities’ skills and knowledge relating to national-local dialogues on the themes of the protection, valuation and sustainable management of Lebanese cultural and natural heritage in cities. This project may be launched at the beginning of 2014 in partnership with the Network of the Historic and Archaeological Cities (regrouping Lebanese, Syrian and Jordanian Cities – Saida is a member of the network, created in 2011), UNESCO and the IFPO - the French Research Institute in the Lebanon. A concept note has been shared with the stakeholders.

### 5.2. For the success of the CDS: setting up and sustaining a partnerships at the national level

The city of Saida should initiate a dialogue with national stakeholders about its CDS

Given that the governance of the CDS in the USUDS program can be improved, the involvement of the main national institutions will be wider and enhanced in the upcoming phase of community participation for the implementation of the CDS. The idea of creating workshops (with line ministries, CDR and Saida Municipality) in order to stabilize the local action plan and future physical projects is highly recommended. The objective is to adapt the action plan to CDR and ministerial programmes. Even if the ministries have little budget and weak capacities, the municipality can find ways to partner with them effectively. Moreover, the central administration, especially the DGU, should wait for the achievements of the CDS before adjusting Saida’s new planning regulations and zoning. These processes (the update of the municipal plan and the CDS) should not be undertaken in parallel without some interaction.

The Saida Municipality must also actively seek national level funds and technical assistance for innovative and alternative local projects. In this context, the 'blue and green' network, the reshaping of the waterfront, the agro-pole, or agro-tourism activities could serve as pilot projects for national level co-operation. Saida’s infrastructure should be able to support Saida being branded as 'the healthy city' through eco-agriculture, medical services, eco-leisure, agro-tourism, organic manufacturing, etc. The
municipal environmental strategy, based on both cultural heritage and natural assets, should lead to defined projects related to the CDS. For this objective, the Investment Development Authority of Lebanon (IDAL, refer to Appendix 1 for a presentation) and the Ministry of the Interior and Municipalities should help the municipality to finance a branding strategy.

By law, IDAL can help public entities such as unions and municipalities by way of feasibility studies for assessing new possibilities and niches for investment. In this way, memoranda of understanding between IDAL and the municipalities could be contracted. A pioneer experiment was done between IDAL and municipality of Hamana, but it failed. Criteria for selecting eligible FDIs for technical assistance and incentives are now more flexible than at the time the Authority was created. With this in mind, IDAL recently proposed decreasing the minimum amount of investment required and modulating the amount of job creation depending on the sector, all in order to increase the number of potential investors.

In the future, IDAL could work with the City of Saida and with the local Chamber of Industry and Commerce in particular, on the question of tourism in the Old City and the development of the sea front.

The City of Saida needs a national stakeholder to help with the management of the CDS

Today, the Council for Development and Reconstruction is considered an active and credible institution which devises plans for different areas in Lebanon and but has also proved to have the power and tools to necessary implement them (Telvizian, 2013). As an effective public institution, CDR receives international and national funding from various sources, which allows it to take on large-scale domestic projects. According to CDR, the municipality is the start and end point of its activities. Thus it should itself be considered as a key player Unions of Municipalities in devising a framework for regional planning.

In 2011, CDR financed the report aiming to give a “definition of the Form and Content of a Strategic Sustainable Regional Development Plan adapted to Lebanese needs in context” (report from GFA Consulting in Projet d’Appui au Développement Local dans le Nord du Liban). CDR is also involved in the strategic planning processes of various local territories such as the Cadha of Tyre and the Akkar region. CDR’s confirmed powers as a dedicated, non-ministerial body, reporting to the Prime Minister to manage regional development give it the credibility to:

- Organize an evaluation of the first experiences of strategic planning in the country (CDR had already initiated a first study limited to the North of Lebanon);
- Be a key player in the UN Habitat initiative regarding the national framework on strategic planning currently under elaboration;
- Finance the training of local private consultants in order to accredit them for strategic planning work (a certificate can be given as a proof of high level expertise);
- Strengthen its coordination unit at the local level through the recruitment of several high level managers in order to follow up the strategic planning processes throughout the country and to link and articulate the territorial visions between municipalities and unions.
- Open up the dialogue between Saida, Jezzine and Tyre (with synergies between the local strategies as a possible outcome from a CDR-organised joint-workshop).

5.3. The City of Saida should continue, beyond the CDS, to debate the future of strategic sectors of the city

Questions of land and real estate present the most sensitive issues in Saida. Several recommendations are proposed, as follows.

Finding solutions to slow down land urbanization

The top priority is to calm and regulate land urbanization. The City Council should deal with the problem of the mismatch between real estate operations and local housing needs. The city council should also reign in urban sprawl in order to protect valuable urban agriculture, and in order to create more shared public spaces.

Figure 19: “Urban fields” as a tool to protect agriculture in the recent inter-municipal zoning plan of the Rennes Metropolitan City Council (France) (Rennes, 2010)

Translation: Keeping productive urban agriculture that also helps avoid uncontrolled urban sprawl. These « urban fields » have two main functions:
- they protect agricultural land which is targeted for urbanization
- they facilitate the development of ‘green’ leisure related to agricultural activity and ecological issues.
In order to limit urban sprawl and reduce infrastructure costs, the challenge is to find the best balance between public interest and the rights of private owners. This report would encourage the city council to put a swift end to the incoherent urban development that destroys open spaces, rivers and agricultural lands. The intensification of existing built-up areas offers a sensible solution, since the cityscape is rather low-rise and would comfortably allow for more vertical building. Lastly, to increase the supply of housing for the low and middle income households, Saida Municipality should encourage the private sector to initiate housing projects for social or affordable housing, within environmental guidelines (use of renewable energy, eco-materials, etc.). The box below shows that social and middle-income housing is becoming a major market in Turkey and Egypt, and involves big investors.

**Istanbul:** The Kuwait Sovereign Wealth Fund signed, in 2008, an MoU with the Turkish Housing Agency (TOKİ) providing for the construction of 66,000 apartments in Kayabasi, Istanbul. This promising partnership could be replicated with the help of more Gulf sovereign and private real estate investors lured away from their usual luxury projects.

Switzerland-based Orascom Development also signed with TOKİ in March 2009 for middle- and low-income projects totaling 7.5 million m² in Ankara, and 5.5 million in Istanbul. Samih Sawiris, the Egyptian owner of Orascom, told Reuters in May 2008 that “budget housing would account for 10% of the company’s revenue by 2011, up from almost nothing in 2008”. The Turkish projects alone might bring revenues in the vicinity of US$ 800-900 million.

Mixta Africa, affiliated to Spanish promoter Renta, built 4,300 budget apartments in Morocco and Egypt in 2009 for investments totaling €164 million. Mixta Africa has become the ideal investment vehicle into North African social housing projects for the IFC (9%), Morgan Stanley (16%), and Saudi prince Alwaleed Bin Talal Bin Abdulaziz Alsaud (21%).

**Figure 20:** Foreign direct investments in Mediterranean social housing (Anima, 2009)

Lastly, the reclaimed land on the seafront which will come from the decontamination of the “garbage hill” should be made to benefit all the various communities in Saida; the municipality should take the time to design a socially- and functionally-mixed project. Taken as a whole, all of these recommendations could help stop the increase in the city’s ecological footprint.

On the economic side, if land urbanization is reduced and land prices decline, attracting the back-end offices of Beiruti companies could be a realistic scenario. The parceling-out of private land for sale is a significant structural tool for Saida Municipality, allowing it to take 25% of any parcel. This share can then be used to implement public facilities, green spaces or other strategic constructions. Future projects should be done on a reasonable scale (not too wide, in order to protect the open spaces) with the aim of developing socially and economically mixed new neighborhoods. In this way there may, for example, be an opportunity to launch an agropole.
New strategic sectors to boost Saida’s economy

This recommendation aims to give ideas about the possibility of launching an agropole, and about the extension of the port; it also aims to outline the roadmap for designing a project dealing with the new land reclaimed from the clean-up of the maritime “garbage hill”.

As agriculture is one of the sturdier pillars of local economic development, a part of this land could be used to build an agropole in order to boost the agro-industry and develop new eco-products, according to the results of Research & Development centers. To set up the agro-pole project, the municipality has to start re-parceling land and then partner with the Ministry of Agriculture, and with private and foreign investors. This project could also be implemented on the land created by the clean-up of the seafront “garbage hill”. The figure below details the experience of Meknes in Morocco, which was a great success.

The agro-pole situated in Meknes (Morocco) covers 466 hectares. The first phase includes an agro-industrial park, a logistic site, a zone for the food-processing industry and a research and development center. With the average price of a land acquisition at €35 per m² (between €25 and €50, according to the lots and their size,) the state allowed the developer Med Z, to develop the site at an affordable price, bringing in various forms of subsidy from the line ministries. An agreement was signed between the various ministries (Finances, Agriculture, Industry and New Technologies) but also the Regional council of Meknes Tafilalt, the municipalities and the governorate. With the installation of an expected 200 companies, 18,000 jobs will be created there and the investments to be generated are estimated at €400 million.

Figure 21: The experience of the agro-pole in Meknes (Morocco) (MedZ, 2012)

Another future strategic sector for the City is the land created through sea reclamation and the clean-up of the “garbage hill”. 10 years will be needed to have the reclaimed land ready for construction, whereas the hard work of creating the basic platform is ongoing and could be completed in 2015. A clear scenario for the development of this land has not yet been determined. Many options could be explored: a technological cluster integrated into a mixed-use sector; a new creative district; a site for green activities. Therefore, once the reclaiming of the land is finished (CDR is the instigator of the hard work,) the city should launch an innovative multi-disciplinary consultation with urban designers, in order to establish its priorities, needs and wishes. In the near future, collaborative workshops should be organized on issues such as:
- The specificities of the site (land, surroundings, access, etc.),
- The objectives of the city and its priorities regarding the strategic land,
- The needs of the city and the union,
- The different programs and functional elements the municipality could foresee on the land,
- The vision for and operational management of the site that will allow it to benefit all the residents,
- The technical, financial, institutional capacities to be mobilized and the partnerships to be set up with the key national stakeholders, the private sector and foreign parties,
- The development of various scenarios based on the needs prioritized by the city council,
- The choice of flexible “guidelines” to incorporate in the future zoning plan of the site.

The future of the decontaminated “garbage hill” site needs a reliable set of studies to detail needs, vision, concept, programs, and institutional governance. The governance of the future urban project must be shared and must involve the various public stakeholders at all levels (State, governorate, Cadha, Union of Municipalities). In the near future, the municipality should initiate a large project for this land with the support and partnership of Hariri Foundation. Saida and its neighboring municipalities should define their priorities, needs and visions of a private or public-private institution that will develop the land. The set-up of a public developer could be another option to study; Article 22 of the Lebanese Urbanism Code allows the state to create a public agency to implement an urban project (though the only example is the Elissar project in the southern suburbs of Beirut).

Ijburg in Amsterdam and the North Lake of Tunis are two examples of mixed-use project design. The City of Saida should use a consultant to help benchmark projects done on sea-reclaimed land.

Figure 22: Ijburg, example of a smart social urban project in Amsterdam
The emerging neighbourhood of IJburg is Amsterdam’s youngest district. It was only in the late 1990s that the decision was made to reclaim land and start construction of the neighbourhood. IJburg has been developed with a relatively high number of houses that are suitable for families, meaning the overall population is notably young. IJburg residents also have access to the fastest public fibre-optic broadband Internet in the world: up- and download speeds of 500Mb/s are possible on the network. All of this makes IJburg an extraordinarily interesting area in which to develop new products and services: a young and ambitious population, high-level connectivity and modern surroundings. Amsterdam Smart City is working together with IJburg residents to develop new products and services that will improve the quality of life in IJburg. Typical focal areas include transport, work, healthcare and energy. The user and their specific needs are always paramount.


Figure 23: The North Lake of Tunis (West sector): first draft of the mixed-use master plan (Ateliers Lion, 2013)

The North Lake of Tunis is a major project located on land reclaimed on the lagoon just near the city center of the capital. The objective is to integrate this piece of land into the rest of the city center through a network of streets and public spaces. The targeted mixture will be functional.

In addition, the extension of the port is nearly completed, and the main question now is how to plan and to program efficiently in order to make this new zone as beneficial as possible in the economic development of the city. Many challenges must be met: the
coordination between the port authorities and the municipality is weak and the municipality must take charge of upgrading the access to both the current port and the future one. The idea of establishing a green port, with an eco-friendly infrastructure, was mentioned by the Chief of the Port Authority (created in 1994) during the meeting last October but it needs an appropriate strategy in order to be conceptualized and implemented. All the possible options for the design of the zone (marina, free zone, industrial zone, etc.) will have to be studied and tested carefully. A study that advises on future management, and on the cohabitation of different functions (oil and gas exploration, import/export, free zone, agro-industries, marina) will also be required.
Appendix 1: Review of national stakeholders

Four stakeholders, which have been mentioned in the report, are presented here.

CDR: a key national stakeholder implementing projects in all Lebanese municipalities

The Council for Development and Reconstruction (CDR) designed the National Physical Master Plan of the Lebanese Territory (NPMPLT) in the 2000s. It gives clear directives that the DGU must integrate in the local municipal plans. Regarding CDR’s work, one problem comes from the fact that CDR is not the main leader and is responsible for the implementation of the NPMPLT. For instance, as mentioned above, even though the NPMPLT stipulated that a new port should be established between Saida and Tyre, the city of Saida succeeded in lobbying the Council of Ministries to get both funds and backing to create a new port inside the city.

CDR is leading infrastructural projects in all sectors and covering all regions of the country in order to reconstruct, upgrade, and strengthen the resilience of the territory against severe crises (political, military and financial); it is active in the following four main sectors:
- Physical infrastructure: Electricity, telecommunications and transportation.
- Social infrastructure: Education, Public Health, social and economic development, land use and environment.
- Basic services: Water supply, wastewater and solid waste management.
- Production and other sectors: Agriculture, irrigation, sovereignty services, tourism and others.

CDR’s operations are partly financed through: (i) development partners’ funds (ii) regular project subsidies granted by line ministries (iii) transfers coming from the budget and Treasury (iv) municipalities, through the Independent Municipal Fund (IMFU) for the payment of contractors. CDR can initiate and lead projects or can be just the key institution in charge of executing projects that have been approved by the line ministries and the Council of Ministers. For example, on water or energy projects, CDR is in charge of all the project implementations. CDR manages the funding, which comes mainly from the national budget and line ministries (approx. 60%) as well as loans from donors (approx. 40%, these figures from conversations with senior managers of the CDR). In the end, investments represent approximately 7 to 9% (US$1 to 1.2 billion per year) of the total of the national budget (US$44 billion). This amount reflects a low total for sectorial investments, and the political will to involve the private sector in the funding of infrastructures is not accompanied by an efficient national framework that stimulates private investments. The electricity sector is an example: due to the lack of regulation and strategic legal framework, the private sector didn’t invest during the 2000s in this essential area.

The total value of contracts signed by CDR between 1992 and the end of 2011 was about US$ 10,662 million. About US$ 7,402 million worth of projects were completed, while work valued at about US$ 3,260 is underway. There has been a significant slowdown in investments managed by CDR since the last decade. Aggregate investments managed by CDR over the periods of 1992-2008 and 1999-2008 amount to the equivalent of US$ 8.95 billion and US$ 3.1 billion, respectively, at current prices (refer to table below).
Over the 1992-2008 period, budgetary and treasury transfers represented the largest share of the funds managed by the CDR, totaling 57% over the period. However, CDR is increasingly trying to use long-term soft loans from multilateral and bilateral institutions, as well as occasionally from commercial banks, to finance its projects in order to offset declining transfers from the government (ICMA, 2013). The CDR’s commitments, however, reveal a limited absorbance capacity for the country, with the average reaching US$ 560 million per year, with notable variations over the period.

Over the 1992-2008 period, the transportation sector remained the largest recipient of signed contracts with 25%, followed by electricity with 17%, water supply and wastewater treatment with 15%, solid waste with 14%, education with 11%, post and telecommunications with 9% and public health with 4%, while other sectors accounted for the remaining 6%. None of the annual CDR Progress Reports, however, mentioned any kind of evaluation, performance review, and/or audit of the finalized programs or projects.
Referring to the 2012 CDR annual report, the list of implemented projects reflects altogether a sectorial, functionalist and physical development. Innovations are very scarce in many sectors including renewable energy infrastructure, sustainable transportation infrastructure, green and blue infrastructure etc.

CDR works with a short-term agenda. The Council proposed a multi-annual investment plan which has not been approved by the Council of Ministers, and this lack of strategy from the Council itself drastically limits the action that is more often based on a project-by-project approach.

Example of a national sectorial policy: the vision of the Ministry of Industry

The ministry has been working on a vision (2013-2018), which is not yet approved. The main outline of the vision is described in the following box.

<table>
<thead>
<tr>
<th>Strategic goals:</th>
</tr>
</thead>
<tbody>
<tr>
<td>- increase the role of the industrial sector (from 11% to 18% of the GDP)</td>
</tr>
<tr>
<td>- upgrade of the factories and zones</td>
</tr>
<tr>
<td>- develop the number of new jobs in NTIC, jewelry, medicine, agro-industry, haute couture</td>
</tr>
<tr>
<td>- support research &amp; development</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Operational goals:</th>
</tr>
</thead>
<tbody>
<tr>
<td>- expansion of the national market</td>
</tr>
<tr>
<td>- increase exports</td>
</tr>
<tr>
<td>- increase investments from the private sector in industrial projects</td>
</tr>
<tr>
<td>- support green industries and NTIC</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Actions:</th>
</tr>
</thead>
<tbody>
<tr>
<td>- improve the quality of products</td>
</tr>
<tr>
<td>- encourage the Lebanese preference for national consumers</td>
</tr>
<tr>
<td>- upgrade the industrial zones</td>
</tr>
<tr>
<td>- create new industrial zones for ‘polluting’ (or unclean) activities</td>
</tr>
</tbody>
</table>

*Figure 25: Vision of the Lebanese Ministry of Industry (2013-2018)*

(Ministry of Industry, Lebanon)

The absence of strategic mapping of the territory is critical for the future of industry. There is no identification of the most suitable city locations to develop either agro-clusters, techno-parks (IT, Aeronautics, etc.) or craft clusters.

The Lebanese Ministry of Industry lacks data and doesn’t have a map of the 180 industrial zones located in the country. Thus, the follow-up of their dynamics and performances is not efficient. The ministry knows that more than 50% of the industrial units do not have legal permits (in Tripoli, that figure seems to be more than 80%) even though the ministry provides services to the entrepreneurs who have or want to have legal permits. Industrial certificates give the right to export products, to access training and workshops provided by the ministry and its institutes (Libnorm on standards and norms, Libanpack on packaging etc.). Legal certificates also give access to
financial assistance from donors and help to diversify and expand access to foreign markets... In the end, despite the incentive of these services, only four or five permits were delivered last year, and the increase in new legal industrial units is very limited.

The Lebanese market itself is part of the problem in this sector: the domestic market is very narrow, and at the same time the prices of labour, energy and land are very high and discourage investors. Finally, but crucially, the budget of the Ministry of Industry is limited to US$3 million per year.

**IDAL: a limited role in stimulating FDIs and partnering municipalities**

The Investment Development Authority of Lebanon (IDAL) is one of the public entities under the umbrella of the Presidency of the Council of Ministers that is promoting FDIs in Lebanon. Three tools are proposed to investors: data to stimulate the investments, assistance for investors to get construction permits, and finally zone-based incentives (more substantial in the countryside than on the coastal zone of the country, for example). IDAL supports 8 economic sectors (by law) and the FDI must be eligible to apply for incentives and assistance (with various criteria related to job creation and amount of investment). According to its legal advisor, IDAL’s work is limited because none of the line ministries really work with it in a coordinated way to attract FDIs in their particular sector. In 1995-96, there were projects concerning free zones of 3 airports of an ‘internet city’ that, in the end, failed to be implemented. Moreover, ministers have not delegated permit authorizations to IDAL, so IDAL is only a facilitator and private foreign investors still have to deal directly with central ministries.

*Figure 26: Over-concentration of projects mediated by IDAL located in Greater Beirut*  
(Source: IDAL, 2013)
Directorate General of Urbanism, Ministry of Public Works: a prominent role in the preparation of all the municipal territorial plans

The Directorate General of Urbanism (DGU) is responsible for the preparation of the physical zoning plans and is also the technical office for the municipalities that do not have expertise in urban planning issues. The DGU technical staff has no decision-making powers. The specialists met during the working party expressed difficulties due to the lines of authority and the hierarchy involved in the preparation of a city zoning plan or a project. The management is vertical and everything has to be controlled by the director, who is also head of the Superior Council of Urbanism that gives, in the end, opinions on permits, urban municipal plans and infrastructural projects. The final step is the presentation of projects and plans in front of the council of ministers, in order for them to then issue a decree of approval.

A local municipal plan should last 10 years, unless an extraordinary event happens such as earthquake, war or extreme flooding. The municipalities can tell the DGU where they would like to extend and where they want to have higher Floor Area Ratios (FAR). The DGU then conducts a study to give technical answers and opinions on the municipalities’ needs. The study serves to assess whether or not the demands are justified, are in the right place and have relevant function. The DGU can dispute the demand if it feels it is harmful for the environment. The process can take between one and several months to give derogation for a single infrastructural project and this is longer for the updating of a municipal zoning plan. According to the DGU experts met during the working party, decentralization of urban planning processes could be dangerous because the Lebanese local political system (and its culture) could itself be a threat to the protection of general interest in many cities. These experts legitimize their role as a central and neutral institution to assess projects and prepare municipal zoning plans.
Appendix 2: Decentralization: limits of the process in Lebanon

These are the different layers of local administration:

**Governorates and Cadhas (districts):**

Lebanon was first divided into five governorates (muhafazat): Beirut, Mount Lebanon, North, Beqaa, and South. In 1983, the Governorate of South Lebanon was divided into two: South and Nabatiyeh. In 2003, the Cabinet of Ministers endorsed the establishment of new governorates: Akkar and Baalbek/Hermel. The eight governorates include 25 districts (Cadhas) distributed as follows:

<table>
<thead>
<tr>
<th>Governorates:</th>
<th>Districts (Cadhas):</th>
</tr>
</thead>
<tbody>
<tr>
<td>Beirut</td>
<td>Beirut</td>
</tr>
<tr>
<td>Mount Lebanon</td>
<td>Jbeil, Keserouan, Metn, Baabda, Aley, &amp;Chouf</td>
</tr>
<tr>
<td>North</td>
<td>Tripoli, Minieh/Donnieh, Zghorta, Batroun, &amp;Koura</td>
</tr>
<tr>
<td>Akkar</td>
<td>Akkar</td>
</tr>
<tr>
<td>Beqaa</td>
<td>Zahle, Western Beqaa, &amp; Rachaya</td>
</tr>
<tr>
<td>Baalbeck/Hermel</td>
<td>Baalbeck&amp;Hermel</td>
</tr>
<tr>
<td>South</td>
<td>Saida, Tyre, &amp;Jezzine</td>
</tr>
<tr>
<td>Nabatyieh</td>
<td>Nabatiyeh, BintJbeil, Marjeyoun&amp;Hasbaya</td>
</tr>
</tbody>
</table>

![Figure 27: Cadhas and Unions of municipalities in Lebanon (UN Habitat, 2013)](image)

**Unions of municipalities: an important administrative level**

The whole geographic area of Lebanon is divided into 1396 territorial localities, which represent the cities, towns and villages of the country. Most of those localities are governed by municipalities (1080 municipalities exist in Lebanon) which are described in municipal Law (legislative decree no.118/1977) as “a local administration exercising, within its territorial scope, the powers entrusted thereto by the law. The municipality shall hereby enjoy legal personality as well as financial and administrative independence”. The number of municipalities in Lebanon is relatively large when compared to the country’s surface area and demographic size (Telvizian, 2013).

A new regional political space has been emerging recently in many parts of Lebanon in the form of unions and federations of municipalities, and regional councils. The map localizes the 50 Unions of Municipalities in Lebanon (see below). A typology of Unions of Municipalities identifies large-scale Unions of Municipalities covering a large surface (sometimes an entire Cadha), and Unions of Municipalities that are not connected geographically. For this type of union it is essential to undertake comprehensive planning covering the whole territory of the municipalities involved, and this is the case
for Saida. For the last 10 years the increase in unions funded by the same budget (from IMFU money transfers) has meant that funds for each union have decreased in proportion to rising numbers. The state didn’t raise funds during the 2000s and is heavily indebted to the unions (approximately US$1.2 billion that should have been for the IMFU but which the Lebanese Government kept for the reimbursement of the debt). Furthermore funding from the state through the IMFU is not on a project-based approach but by quantitative criteria (population, number of electors).

The impact of the Syrian conflict on the planning and the development of municipalities is the subject of a recent study financed by the Ministry of Interior and Municipalities.

Current limits to the decentralization process

For a long time, decentralizing authority in Lebanon was primarily referred to as the “de-concentration” of government activity. In 2008, the government made a number of efforts towards the modernization and decentralization of the municipal sector initiated
through the First Municipal Finance Project and with the support of the World Bank. The series of studies and activities implemented by the project represented a unique opportunity to modernize the municipalities’ governing structures with the objective of making them effectively able to properly plan, fund and administer the immediate and long-term needs of their respective communities. Urgent municipal works were accelerated by means of the World Bank's US$100 million grant. The CHUD program supported by the bank also aims to support the municipalities.

However there are several obstacles to ensuring that decentralization works effectively. According to Lebanese experts, they can be summarized as follows (Telvizian, 2013, Atallah, 2013):
(a) Transferring responsibility for the provision of basic services to urban municipalities with growing urban populations is likely to present serious obstacles unless those municipalities are also given extra revenue mechanisms to fund those services;
(b) Local authorities sometimes lack adequate managerial capacity to take on new functions;
(c) Decentralizing functions from national to local government is not enough. Mechanisms should also be put into place to give an effective role or voice to civil society organizations, trade unions, the private sector and others to contribute to urban planning processes;
(d) There is a need to deal effectively with competing sub-national jurisdictions (Mohafazat, Cadha, Union of Municipalities, municipality, urban, and local etc.).

The Lebanese Centre for Political Studies (LCPS) is currently leading a program on decentralization and strategic planning. The LCPS experts have underlined that unions and municipalities have a limited role in the implementation of projects. They can negotiate directly with donors for “soft” actions, but for infrastructural projects the local authorities must go through CDR and get prior approval from the Council of Ministers. The dialogue between the municipalities, unions and the national level is limited on both sides and full of misunderstandings. Lebanese municipalities all assert their independence, but when the ministries come and ask to know more about their needs, municipalities don't answer in any detail. For example, the Ministry of Industry recently asked the municipalities to report on their most polluting factories, and was disappointed when no clear answers were given. Moreover, very few municipalities come to visit the regional offices of the ministries, and (according to conversations had with senior managers in different ministries) the municipalities don't give their data because they fear that the sectorial ministries want to control them. Overall then, the deficiencies at the Ministry of the Interior and in municipalities are many and various: there is a critical general lack of follow-up and support for local initiatives.

A new law on decentralization was drafted in spring 2013 after 6 months of meetings held by, the municipalities, the ad hoc commission appointed by the minister of interior and the president of the country himself.

Experts are not sure that the law will be approved, even with strong political support from the President of the Republic. Fear of “balkanization” and a centralised resistance to the transfer the skills to the local level are both critical uncertainties.
Appendix 3: Strategic planning in Lebanon - pioneer experiments

Municipalities and the Unions of Municipalities are still trying to find their way, mainly by experimenting with different tools, such as strategic planning. This section aims to identify the first territorial strategic plans in Lebanon that are currently being designed or are in the implementation phase. The objective is to list their outcomes and determine what support and cooperation was involved.

Overview of strategic planning processes in Lebanon: limited outcomes

No law in Lebanon treats strategic planning and there’s no framework on this issue related to local and regional levels. Thus, strategic planning is merely a territorial initiative that has no legal status in itself and is not backed by a specific budget. It produces, in the end, a shared vision and an action plan. For the Directorate General of Urbanism (DGU), it is easier to process a new urban zoning plan if a strategy has been previously elaborated, and if sector ministries and CDR are involved, they cannot deny the process and shared outcomes for a local institution (this observation comes from conversations with DGU). But on the national level, there’s no technical department in charge of the coordination and follow-up of all the strategic plans in the country. In this area, CDR seems to be under-staffed. A unit for regional development exists at CDR and currently operates with only one person.

Municipalities and the Union of Municipalities are currently experiencing a strategic planning process. The table below summarizes the initiatives:

The process of local (regional, inter-municipal or municipal) strategic planning is still in its first phases. Less than 10 case-studies are listed in the table. According to Lebanese experts met during the working party, many variables determine whether in the end the process is efficient or not. This entails strong political leadership, a complete network of investors and partners from the private sector and diaspora, a vibrant civil society and good urban governance, all of which serve to free up the capacity for initiative and innovation. Recent changes (turn-over) in the members of municipal councils after the last elections reveal a new generation of decision-makers who are younger and more entrepreneurial.

Until today, strategic planning matters overlap between many ministries and public agencies, notably the Council for Development and Reconstruction, the Directorate General of Urban Planning, the Higher Council for Urban Planning and also the local level. Thanks to the major accomplishment of the National Physical Plan for The Lebanese Territory, CDR is considered to be an active and credible institution. It is conducting and sponsoring several ongoing strategic plans (see table) such as the strategic plan for Tyre or the regional plan for the area of Akkar.
<table>
<thead>
<tr>
<th>Location</th>
<th>Institutional Scale</th>
<th>Experts</th>
<th>Involvements</th>
<th>Steps Until Now</th>
<th>Outcomes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tyre</td>
<td>Cadha</td>
<td>Habib Debs, CRI, Ecudit, IAU- International (France) and individual consultants</td>
<td>Sponsorship of the CDR, involvement of AFD, PACA region (France) and Avitem</td>
<td>Inception report done, outlook on urban planning and transportation</td>
<td>AFD promised loans based on the coming strategy</td>
</tr>
<tr>
<td>Al Fayhaa</td>
<td>Al Fayhaa Union of Municipalities</td>
<td>Abdallah Abdul Wahab + Local experts</td>
<td>USUDS Program (Knowledge Transfer Centre) Support of Marseille (France)</td>
<td>Sustainable Development Strategy achieved Al Fayhaa 2020</td>
<td>- a project management unit, - a clear vision with 24 key projects - due to instability, no implementation so far.</td>
</tr>
<tr>
<td>Akkar</td>
<td>Governorate (mohafaza)</td>
<td>GFA Consulting Firm, Elard Group + local experts</td>
<td>led by the CDR main leader, within the ADELNORD project, support from AFS, UNDP, WB, ESFD, EU</td>
<td>First workshop concerning the elaboration of a sustainable strategic plan of Akkar (April 2013)</td>
<td>Impact of the Syrian conflict</td>
</tr>
<tr>
<td>Jbeil Batroun (2010-2011)</td>
<td>Cadhas</td>
<td>Italian firm (Sudgestaid), Majal-Serge Yaziji (local experts) + support of UN Habitat</td>
<td>Ministry of Interior and Municipalities CDR</td>
<td>Strategic planning for the Caza of Jbeil and Batroun</td>
<td>- launching at Lebanon Municipal Forum 2012 - vision achieved, - but no projects implemented</td>
</tr>
<tr>
<td>Baalbeck</td>
<td>Union of Municipalities</td>
<td>Local experts</td>
<td>Cooperation with ministry of interior and UN Habitat program, support of French local union (CCVH - Hérault)</td>
<td>January 2012: &quot;Project of Empowerment of Municipalities&quot;, workshop</td>
<td>No vision achieved</td>
</tr>
<tr>
<td>Jezzine</td>
<td>Union of Municipalities</td>
<td>Local experts</td>
<td>CDR, Ministry of Interior and Municipalities, UNDP</td>
<td>Vision and action plan achieved</td>
<td>Ongoing Implementation</td>
</tr>
<tr>
<td>Saida</td>
<td>Municipality</td>
<td>AUB team + USUDS experts</td>
<td>USUDS program Med Cities + support CMI / World Bank</td>
<td>CDS process, Diagnoses done Strategic framework</td>
<td>Unachieved, action plan to set up</td>
</tr>
</tbody>
</table>

Figure 28: Table of the pioneer experiments in local strategic plans in Lebanon (PA Barthel, 2013, based on data collection)

This table of the first initiatives also reveals the lack of implementation. According to urban specialist Leon Telvizian, the Union of Municipalities is still unable to impose its projects on the different local and national (central) figures (Telvizian, 2013). The margin for manoeuvre for a municipal or inter-municipal strategic plan is limited by dealing with well-established and organized networks of third parties with large resources on the national level (the DGU/the CDR/Line Ministries, etc.) since these
parties hold many of the resources and jurisdictions capable of blocking or destabilizing the local initiatives and projects. The Unions of Municipalities are therefore emerging figures, demanding more powers and skills and looking for institutional restructuring through additional legal planning tools and agencies.

The UN Habitat program on urban planning in Lebanon

UN Habitat-Lebanon is working with the municipalities and key national stakeholders on a two and a half year project entitled “Improved Municipal Governance for Effective Decentralization in Lebanon”, in order to promote institutional reforms on the national and local levels. The ultimate target is to empower local authorities and enable them to play a leading role in improving living conditions in Lebanon and in decreasing regional development disparities. A guide for strategic territorial planning was released in 2012. UN Habitat is looking to support the Ministry of the Interior and Municipalities (MoIM) in empowering municipalities in Lebanon. The UN Administration is improving the technical, planning, administrative and financial capacities of municipalities and promoting national information exchange and networking among municipalities in Lebanon. The box below lists the selected Unions of Municipalities involved in the networking process managed by UN Habitat team. Saida is among those participating.

Figure 29: The UN Habitat program on strategic planning in Lebanon (UN Habitat, 2012)
Appendix 4: The PNAML - a new national program aiming to empower Lebanese Municipalities

The Bureau de Cités et Gouvernements Locaux Unis au Liban/Bureau Technique des Villes Libanaises (CGLU/BTVL) conceived the methodology and the main content of the Program of Support for the Lebanese Municipalities (PNAML in French) in response to the request of the Ministry of the Interior and Municipalities and the Committee of the Mayors made during the French-Lebanese conference on decentralized cooperation held in October 2012. After meetings with selected municipalities, the PNAML was structured around projects focusing on essential services such as water sewage, waste management, transportation and heritage. Another key project is the improvement of the training of local stakeholders and the assistance for strategic planning. The implementation of municipal offices for local development is targeted in pilot municipalities. Lastly, the PNAML is a program aimed at integrating all the various local initiatives geared towards local development by means of a permanent exchange network for sharing experiences, good practice, and feedback. To this end, the program proposes the creation of a platform for exchanging ideas and sharing resources.

The three first projects of the PNAML were launched in 2013:

1/ The project to support Lebanese municipalities in their dialogue with national authorities in the field of sewage treatment is working in partnership with the Syndicat Interdépartemental pour l’Assainissement de l’Agglomération Parisienne (SIIAP), the Committee of the Lebanese Mayors, the city of Nogent-sur-Marne in France, and the CGLU / BTVL office. This project will last 3 years and benefits from the financial support of the French Ministry of Foreign Affairs. The institutional governance with the four centralized public Etablissements de l’Eau may be replaced by multi-stakeholder structures (including municipalities) in charge of the management of the water resources.

2/ The training of the local public city councils and the managers is another of PNAML’s priorities. For that purpose, the Program of Support for the Lebanese municipalities in the field of the training of local public figures aims to establish coherence and to support the existing initiatives. The other aim is to work with both the state and the municipalities in order to structure the municipal public service through the creation of a referential framework on municipal skills and jobs. A workshop is being jointly prepared (scheduled in January 2014) by the BTVL and the French Centre National de la Fonction Publique Territoriale.

3/ The third project is related to the capacity-building of the Lebanese municipalities and the dialogue between the state and the municipalities on the theme of the protection, valuation and sustainable management of cultural and natural heritage in Lebanese cities. This project may be launched at the beginning of 2014 in partnership with the Network of the Historic and Archaeological Cities (Saida is a member of the network, created in 2011 and regrouping Lebanese, Syrian and Jordanian Cities), UNESCO and the IFPO - the French Research Institute in Lebanon. A concept note has been shared with the stakeholders.
Appendix 5: Presentation of the Urban Sustainable Development Strategy (USUDS) and the Saida project

USUDS intends to address the challenge of city development planning through the promotion of sustainable urban strategies and the exchange of knowledge. With that purpose in mind, the ongoing program is focusing on the implementation of three specific urban development strategies in the cities of Sousse, Saida and Larnaca as well as the creation of three knowledge transfer centers in Málaga, Sfax and Al Fayhaa for the dissemination of their experience. The sponsor is the metropolitan area of Barcelona acting as Med-Cities’ general secretary. The specific objectives are to create a network of cities interested in building strategies for urban sustainable development, and to develop three new strategies in Sousse, Saida and Larnaca. Also, the aim is to create a knowledge transfer centre for methodology and best practices in Málaga and a technological platform to exchange management tools and best practices in the Mediterranean area.

An agreement related to the Saida CDS was signed between Saida Municipality and Med Cities, under the USUDS project, funded by €2,863,011.03 from the European Neighborhood Policy Instrument – Cross Border Cooperation (ENPI CBC). At city level, the project aims at empowering local authorities to take a more proactive role in local development, while bridging the limitations (financial, organizational and technical) imposed by the nature of centralized governance. USUDS is intended as an effective tool for integrating social, economic, cultural and environmental factors as a prelude to defining the city's development policies and priorities, compatible with bridging the gap between the city of Saida and its historic core.

USUDS gives importance to the “building of a strong city commitment to joint-action and to external lobbying partnerships with relevant local stakeholders, to ensure the latter’s proactive participation in USUDS development at different stages” (USUDS brief, 2013). In terms of deliverables, the project has the following outputs:

- Descriptive Memory Reports
- Strategic Diagnosis Reports
- Strategic Framework
- Action Plan
- Indicator System
- Final Presentation of the Sustainable Urban Development Strategy

Phases of USUDS:
- Descriptive Memory: It offers the most objective vision of the different variables that make up the urban reality of the city such as: demography, productive sectors, social welfare and urban quality, based on the existing data and studies. This memory permits identifying the critical issues for development that will subsequently be analyzed in depth.
- Strategic Diagnosis of the Critical Issues identified in the Descriptive Memory: Each case will be studied in depth following a transversal approach in order to allow for an understanding of the different interrelations of urban variables. In addition, the
diagnosis will include an analysis of trends and an analysis of the environment to place each problem in its full proper context.

− Strategic Framework of development: A proposal for the Strategic Axes of Development and for the General Objectives will emerge from the work carried out in the diagnosis of the critical issues (the latter being the shared vision for the future of the city).

− Action plan: As mentioned previously, strategies require projects. Therefore, an Action Plan including a timeline, list of key personnel and estimates for all the projects will be drawn up; in addition, those Structuring Projects that may act as drivers for the city (in order to achieve the results highlighted in the Strategic Framework) will also be identified. With regard to these Structuring Projects, further specialized and in depth work will be carried out, as it is understood that the success or failure of the UDS greatly relies upon them.

− Indicator System: This allows the city to efficiently monitor those urban variables affected by the Action Plan. One must bear in mind that the ultimate goal of the UDS is the non-compliance of the Action Plan. The aim is for the city to evolve in the direction set by the administration and citizenship, so more emphasis will be placed on assessing the evolution of the city than on implementing the proposed measures.

Figure 30: Deliverables for the CDS applying to Saida (Med-Cities, 2012)

The assistance of the USUDS program runs until April 2014. In November 2013, the Descriptive Memory Phase, Strategic Diagnosis Report and Strategic Framework were delivered and validated by the Municipality of Saida.

The initiation of the project in Saida began in September 2012. A training workshop for USUDS steering committee and Saida’s local expert team was run by Farouk Tebbal, the international consultant hired by Med-Cities for the program. On September 13th, 2012 a public presentation introduced the USUDS principles and objectives. A steering committee was set up with different missions: providing political guidance to the USUDS process, validating the organization of the structures in charge of the USUDS process (including the management team as well as the sectorial working groups) and supervising their activities, validating the planning of projected activities, time table and other operational plans, validating the CDS’s deliverables, facilitating and monitoring the implementation of the CDS, and providing moral and financial support to the team in charge of the managing the USUDS process.

The composition of the steering committee has been approved by the main project personnel. The steering committee is chaired by the mayor (or the council member that the mayor delegates,) and comprises key figures from the city including, amongst others:

• Representatives of the City Council (or appointed city managers in charge of urban planning, municipal finance, etc.)...
• Representative(s) of the Knowledge Community (universities, research institutes, etc.).
• Representative(s) of large-scale domestic business (Chambers of Tourism, Industry, Commerce and Syndicate of Engineering).
• Representative(s) of community and neighbourhood groups (both formal and informal) and key NGOs (representing women’s and youth groups, disadvantaged populations, etc.)
• Representative(s) of media (to cover the process and support the public awareness from day one).
• The project manager serves as the secretary of the steering committee.

Working groups have been set up as an important auxiliary support to both the steering committee and the project manager for each of the thematic topics covered by the USUDS process. The roles of the working groups are: identifying core issues to be addressed for their respective sectorial theme during the life of the project; identifying key topics/findings on their respective sectorial theme to be addressed/discussed during the different phases of the USUDS; undertaking deeper analysis of issues pertaining to their respective sectorial theme; and identifying/validating activities to be conducted by consultants. Working groups are important bodies where institutional, non-institutional structures and NGOs can exchange ideas and information on specific topics. Six working groups have been created and the numerous subsequent meetings have enriched the diagnostic reports.
Appendix 6: Working party report in Beirut and Saida

1. Main goals of the working party

Due to the Saida CDS being incomplete, the report will be slightly different from the cases of Marrakech and Sfax, but the methodology and aims of the future report remain the same.

The future report will aim, through recommendations, to help Saida’s technical staff and city elected representatives to finalize the design of the strategy. The consultant will also make recommendations for the subsequent implementation.

Three main goals were established:

1- The first goal was to get feedback, comments and analyses from the Municipality (municipal council members and technical staff) about the creation of Saida’s CDS: achievements, difficulties (constraints from local, regional and national levels) and perspectives.
2- The second goal was to discuss, with the Municipality USUDS experts involved in the CDS, the diagnoses and, in the context of the vision, the key projects and the action plan that remain to be designed.
3- The third goal was to work closely with the Municipality and the other local stakeholders (unions, chambers, real estate sector, tourism sector etc.) to identify opportunities to explore and obstacles to overcome in relation to Saida’s future.

Using a collaborative approach, the idea was to brainstorm possibilities, constraints and potential solutions about the best economic and territorial future at 3 territorial levels:
   a. Saida versus the Beirut metropolitan region: working on better urban quality of life and a residential economy to attract people
   b. Saida, the city and its agglomeration: working on inter-municipal local development
   c. Saida versus Southern Lebanon: working on sub-regional drivers for competitiveness and development

2. Agenda of the working party

The working party was divided into 2 parts:

*24-26th of October: bilateral interviews with key figures* at the central level in order to assess city local development policies, economic global national policies, territorial development policies, decentralization process. The 2 days with State (national) main stakeholders may identify opportunities linked to national policies or laws that can be embedded in Saida’s strategy (under construction) and future action plan.

*28-30th of October: collective meetings and bilateral interviews* with key figures from Saida.

In total I met more than 45 key persons during the working party (week-end included).

I would like to thank firstly Mrs. Bahia Hariri and Mr. Mohamed Seoudi, Mayor of Saida for the fruitful meetings. Thank you also for Hiba Hneine, EU USUDS project manager at Hariri Foundation who facilitated the organization of the collective meetings and also for USUDS. My regards are for the members of the Council and the high-level technical staff of Saida.

The working party respected very carefully the scheduled agenda.
3. Details of the meetings

**Wednesday October 23rd:** arrival at night in Beirut (10 pm)

**Thursday October 24th:**

**Morning**

| Directorate General of Urban Planning – Ministry of Public Works | - Mona Bitar, civil servant, supervising engineers Department of Planning  
- George Saikaly  
- Zahra Ramadan |
<table>
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<tbody>
<tr>
<td>Ministry of Public Works and Transport</td>
<td>Hisham Malaeb, Strategic Planning Unit-Team Leader</td>
</tr>
<tr>
<td>IDAL - Investment Development Authority of Lebanon</td>
<td>Walid Hanna, Legal Advisor</td>
</tr>
</tbody>
</table>

**Afternoon**

<table>
<thead>
<tr>
<th>CDR - Council for Development and Reconstruction</th>
<th>Dr. Ibrahim Chahrour, Head of Planning Department</th>
</tr>
</thead>
<tbody>
<tr>
<td>CDR - Council for Development and Reconstruction</td>
<td>Sami Feghali, Chief of department of Urban planning and Land Use</td>
</tr>
</tbody>
</table>

**Evening**

<table>
<thead>
<tr>
<th>AUB American University of Beirut</th>
<th>Dr. Mona Harb, professor in urban planning and researcher on decentralization issues and planning</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lebanese Center for Policy Studies LCPS</td>
<td>Dr Sami Atallah, member of the Commission which prepared the new law</td>
</tr>
</tbody>
</table>

**Friday October 25th**

**Morning**

| Ministry of Industry | - Dani Gedeoun, Director General  
- Roula Laylo, GIS specialist  
- David Wakim, Mechanical Engineer |
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<tbody>
<tr>
<td>Ministry of Interior and Municipalities</td>
<td>Raymond Medlej, Advisor for the Minister</td>
</tr>
</tbody>
</table>

**Afternoon**

| CRI - Consultation and Research Institute | - Dr. Kamal Hamdan, Senior Economist, Director of the "Consultation and Research Institute" CRI  
- Léa Abu Khater, CRI, expert |

**Saturday and Sunday, October 26-27th 2013**
<table>
<thead>
<tr>
<th>URBI</th>
<th>Habib Debs, expert on CDS of Tyr</th>
</tr>
</thead>
<tbody>
<tr>
<td>MAJAL - Academic Urban Observatory</td>
<td>Serge Yazigi, expert on strategic planning</td>
</tr>
<tr>
<td>Université libanaise</td>
<td>Mousbah Rajab, Professor and expert on CHUD and Al Fahyaa</td>
</tr>
</tbody>
</table>

**Monday October 28th 2013**

**Meeting with Mrs. Bahia Hariri in villa Hariri – Majdelyoun, Saida**

Collective Meeting n°1:

<table>
<thead>
<tr>
<th>Purpose</th>
<th>Views on the CDS under construction with Saida Municipality</th>
</tr>
</thead>
</table>
| Objectives | 1) Short presentation of the “Cities for a new generation” CMI Project: PPT presentation of the goals and outcomes of the working party by Dr Pierre-Arnaud Barthel, consultant World Bank, CMI  
2) Feedback, comments and analyses from the Municipality (municipal council members and technical staff) about the creation of Saida's CDS: achievements, difficulties, framework, methodology, ...  
3) Saida versus national and regional levels: constraints and perspectives for city development |

<table>
<thead>
<tr>
<th>Location</th>
<th>Saida Municipality Meeting Room (Third Floor)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Duration</td>
<td>11.30-1.30</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Attendees</th>
<th></th>
</tr>
</thead>
</table>
| ✓ USUDS Coordinator: Ms. Hiba Huneini  
✓ USUDS Urban Planning Expert: Dr Aziz Hallaj  
✓ Hariri Foundation for Sustainable Human Development | USUDS Technical Team: Mrs. Maaden El Sherif  
✓ USUDS Technical Team: Mirna Sabagh  
✓ USUDS Technical Team: Zeinab Batakji  
✓ Municipal Council member and member of the USUDS steering committee: Mrs. Wafaa Wehbi Sheaib  
✓ Municipal Council member and member of the USUDS steering committee: Mr. Mahmoud Chreiteh  
✓ Municipal Council Member: Mr. Ali Dalibalta  
✓ Municipal Council Member: Mr. Mohammed El Baba  
✓ Head of Engineering Department: Mr. Ziad Hakawati  
✓ Head of Financial and Administrative Department: Ms. Zahra Darazi |

**Afternoon**

| Field visit with Municipal Council Member: Mr. Ali Dalibalta and USUDS team and Mrs Tahani Santina, responsible of Khan El-Franj for Hariri Foundation | 2.00-4.30 Field visit to the Old City and the new port and the “garbage hill” reclamation projects |

Tuesday October 29th 2013

Morning:

| Bilateral Meeting (Saida) | Municipal Council member and member of the USUDS steering committee: Mrs. Wafaa Wehbi Sheaib |

Collective Meeting n°2

<table>
<thead>
<tr>
<th>Purpose</th>
<th>Developing Saida in relation to the Beirut metropolitan region and to Southern Lebanon</th>
</tr>
</thead>
</table>
| Objectives | - Take advantage of the proximity of Beirut for economic and territorial development: what main opportunities, what drivers of change, in the future what place can Saida claim in the big metropolitan region under constitution?  
- Better identify what role and how to foster Saida's attractiveness within the South of Lebanon |
| Location | Saida Municipality Meeting Room (Third Floor) |
| Duration | 10.00-11.30 |
| Attendees | ✓ Municipal Council member, traditional crafts and fishermen issues: Mohammad Kobrosly  
✓ Chamber of Commerce and Industry: Mr. Zahi Chahine  
✓ Vice President of Traders Association: Mr. Mohammad Kotob  
✓ Urban Transportation: Mr. Khalil Zantout  
✓ Authority of Port: Mr. Walid Baasiri  
✓ Municipal Council member and member of the USUDS steering committee: Mrs. Wafaa Wehbi Sheaib |

Collective Meeting n°3:

<table>
<thead>
<tr>
<th>Purpose</th>
<th>Discussion on the perspectives for the vision (after diagnoses): what kind of key projects? What priorities?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Objectives</td>
<td>Discuss the first reports (diagnoses and first studies) on Saida's (unfinished) CDS as it stands</td>
</tr>
<tr>
<td>Location</td>
<td>Beirut – Hariri Foundation office</td>
</tr>
<tr>
<td>Duration</td>
<td>12.00-1.30</td>
</tr>
</tbody>
</table>
| Attendees | Local Team of Experts from USUDS Project:  
Local team of Experts' Coordinator: Dr Howayda El Harithy  
Urban Planning Expert: Dr Aziz Hallaj  
Environment, Landscape & Ecology Expert: Dr Jala Makhzoumi |

Bilateral Meeting (Beirut) | Karam Karam, Head of research, Common Space Initiative |

Wednesday October 30th 2013

Morning
Meeting at the governorate with the Governor of the South and Dr Howayda Terik - Head of Municipalities Department in the South

Collective Meeting n°4

<table>
<thead>
<tr>
<th>Purpose</th>
<th>Focus on an economic driver: Residential (housing and facilities) economy and better urban quality of life for newcomers and city-dwellers</th>
</tr>
</thead>
</table>
| Objectives | - Debate about land issues and possibilities to launch integrated urban projects (mixed-use, eco-friendly, ...)  
- Discussion on how to improve urban, architectural and environmental quality  
- Discuss on this issue in order to list opportunities, partnerships, and work to overcome identified constraints from national level (law, regulations, procedures). |
| Location | Saida Municipality Meeting Room (Third Floor) |
| Duration | 11.00-12.30 |
| Attendees | ✓ Municipality Urban Planning and Land Use Service: Mr. Ziad Hakawati  
✓ Ms. Zahra Darazi: Head of Financial and Administrative Department  
✓ Mrs. Aya Zein: Head of Urban Planning Department in Serail of Saida  
✓ Municipality Environment Service: Mr. Mohammad Zein  
✓ Municipal Council Member: Mahmoud Chreiteh  
✓ Real Estate Sector: Mohammad Abu Alfa and Amjad Khawli |

Collective Meeting n°5

<table>
<thead>
<tr>
<th>Purpose</th>
<th>Focus on an economic driver: Tourism and the Old City as assets for economic development</th>
</tr>
</thead>
<tbody>
<tr>
<td>Objectives</td>
<td>To discuss opportunities, partnerships, and work and help from national level and private sector to upgrade and build up an integrated economy based on tourism, craftwork, restoration</td>
</tr>
<tr>
<td>Location</td>
<td>Saida Municipality Meeting Room (Third Floor)</td>
</tr>
<tr>
<td>Duration</td>
<td>12.30-1.30</td>
</tr>
</tbody>
</table>
| Attendees | ✓ Private Sector in old city: Audi foundation, Mrs Carole Azar  
✓ Head of Union of workers in Saida: Abdul Latif Teryaki  
✓ Municipal Coordinator for Heritage, Old City, and Down town area: Ali Dalibalta  
✓ USUDS Team |

Afternoon

| Field visit USUDS team | 2.00-3.30 Field visit of surroundings, Abra neighbourhood |
| Expert on CDS of Tyr | Clementine Laratte |
Lunch and Meeting with the Mayor of Saida and his technical team

Evening

| Bureau technique des villes libanaises (BTVL) | Charlotte Kalinowski, expert |

Thursday October 31st

Beirut-Paris: End of the working party