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1. List of participants

Town or organi- -zation, country	Name	Position, function
DELEGATES OF THE MEDCITIES MEMBERS TOWNS		
Barcelona (Spain)	Mr Joan PARPAL	Director of the Dept of Planning Studies and Special Programmes
	Mr Luis BOADA	Director of the environmental programme of Barcelona
El Mina (Lebanon)	Mr Abdel Kader ALAMEDINE	Mayor
Gaza (Palestine)	Mr Maged ABU-RAMADAN	Councillor
Haifa (Israel)	Mr Moshe MATRI	Director strategic planing and research unit
Limassol (Cyprus)	Mr Ioannou CHRISTOS	Town clerk
Rome (Italy)	Mr Franco LA TORRE	Head of Mediterranean activities (ECOMED)
Silifke (Turkey)	Mr A. SADIK AVCI	Mayor
	Mrs Yasemel TARIMERI	Project Co-ordinator
	Mr Murat TARIMERI	Director of Culture
Tangiers (Morocco)	Mr Abdessalame ARBAINE	President of the Urban Community
	Mr Houssine ALAMI	State Engineer of the U.C.
Tetuan (Morocco)	Mr Abdeslam AKHOMACH	President of the Sidi Al Mandri municipality
	Mr Abdeslam YOUSSEFI :	State Engineer of the U.C
Tirana (Albania)	Mr Chaban KAMBERI	Chief of Environmental protection office
	Mr Bujar HARASANI	Deputy mayor for environment
Tripoli (Lebanon)	Mr Soudad RAAD	Arch. Engineer Director of the inspectorate and administrative affairs dpt
REPRESENTATIVES OF TURKEY		
Içel Province	Mr Senol ENGIN	Governor of Içel Province
Tasucu	Mr Ibrahim KARAKAYA	Mayor of Tasucu
Atakent	Mr Fevzi DOGAN	Mayor of Atakent
Atayurt	Mr Orhan GOKUS	Mayor of Atayurt
Uzuncaburç	Mr Veli YILMAZ	Mayor of Uzuncaburç
Narlikuyu	Mr Hasan ERDEN	Mayor of Narlikuyu
Ical	Mr Zekeriya OZGUR	City Planner
Ical	Mr AdnanTAFTAF	City Planner
Istanbul	Mr Merih KERESTECIOGLU	Consultant
Ankara Firm	Mr Sinan ERER	General Director of Kenthur Consultancy
Ankara	Mr Saffet ATIK	General Director of Belda Consultancy Firm
Silifke	Mr Mustafa ALTINTAS	Governor of Silifke
Silifke Area	Mr Mehmet MENENJIC	Director of Authority of Special Protected

Silifke
Silifke
Silifke
Silifke

Mr Mustafa KURUBAS
Mr Gürdogar SARIGUL
Mr Celal TASKIRAN
Mr Hüseyin KURT

Chamber of Commerce and Industry
Society for the Protection of Nature
Director of Tourism Office
Tourism Office

Town or organi- -zation, country	Name	Position, function
METAP PARTNERS		
World Bank (USA)	Ms Ayse KUDAT	Pr Environmental Specialist
UNDP (Egypt)	Ms Tehmina AKHTAR	METAP Regional Programme Coordinator
OBSERVERS		
Mediterranean Actions Plan (Croatia)	Mr Srdjan TRUTA	Consultant to PAP/RAC
CONSULTANTS		
RESING (Morocco)	Mr Mohamed ABOUFIRASSI	Director
Geoff Wright Associates (UK)	Mr Geoff Wright	Director
House of Environnement (France)	Mr Jean-Michel BLANC	Director
ORGANISING COMMITTEE		
UTDA (France)	Mr Mohamed BOUSSRAOUI Mme Bénédicte GUERY	Head of Mediterranean Basin Dept Projects Manager of Mediterranean Basin Dept
SEMOR (Turkey)	Mr Nezh KULEYIN Mrs Buket GENC	

2. Programme

SUNDAY, NOVEMBER 3 : GENERAL ASSEMBLY

9 h 00 - 9 h 30	Reception and registration of participants
9 h 30 - 10 h 00	General Assembly opened by Mr Sadik Avci, Mayor of Silifke Report by Mr Christos, representing M. Haggipvlu, Network President and Mr Arbaine, Honorary President
10 h 00 - 10 h 30	1995-1996 Report : progress in activities and financial report by Mr Boussraoui, United Towns Development Agency
10 h 30 - 11 h 00	Break
11 h 00 - 11 h 30	Functioning of the network : Presentation of the Medcities Constitution by Mr Parpal, Area Metropolitana de Barcelona
11 h 30 - 12 h 00	Functioning of the network : New members and resignations, discussion open to the floor
12 h 00 - 12 h 30	Functioning of the network : Election of the President and Board members
12 h 30 - 14 h 30	Lunch
14 h 30 - 16 h 00	Technical tour : Silifke nature preserve
16 h 00 - 16 h 30	Break
16 h 30 - 18 h 00	Technical tour : integrated water management and historic sites

MONDAY, NOVEMBER 4 : GENERAL ASSEMBLY

9 h 30 - 10 h 00	Presentation of cooperation possibilities between the Mediterranean Action Plan (MAP) and Medcities
10 h 00 - 11 h 00	Speeches by METAP donors : World Bank, UNDP, European Commission, European Investment Bank
11 h 00 - 11 h 30	Break
11 h 30 - 12 h 30	Proposals of network activities for 1996-1997 and finding prospects Debate
12 h 30 - 14 h 30	Lunch
14 h 30 - 16 h 00	Summary of discussions and closing of the General Assembly
16 h 00 - 16 h 30	Break
16 h 30 - 17 h 00	Press conference

TUESDAY, NOVEMBER 5 : AUDITS AND INSTITUTIONAL STRENGTHENING WORKSHOP

9 h 00 - 9 h 30	Report on the audit in Silifke by Mr Wright, Consultant and by Mrs Tarimeri, Project Co-ordinator for the Municipality of Silifke
9 h 30 - 9 h 45	Report on the first part of the audit in Tetuan by Mr Aboufirassi, Consultant
9 h 45 - 10 h 30	Report on the institutional resources implemented in the cities audited in 1993 (Tripoli-El-Mina, Limassol, Tangiers, Tirana)
10 h 30 - 11 h 00	Break
11 h 00 - 11 h 30	Bases for the creation of an environment department by Mrs Guery, United Towns Development Agency
11 h 30 - 12 h 15	An environmental service tool : the Environment House in Châlon-sur-Saône (France) by Mr Blanc, Director
12 h 15 - 14 h 30	Lunch
14 h 30 - 15 h 15	Environmental Observatories : Environmental decision-making aide by Mr Aboufirassi, Consultant
15 h 15 - 16 h 00	Local Agenda 21 : Involving the public by Mr Wright, Consultant
16 h 00 - 16 h 30	Break
16 h 30 - 17 h 00	Prospects for the cities audited in 1993 and 1996 : institutional resources to be created

3. Activities Report

3.1 General Considerations

At a time when some of the co-operation programmes in the Mediterranean region have been temporarily suspended and others have been abandoned altogether, Medcities reaffirms what its members sought to implement, a durable tool of assistance and solidarity in dealing with environmental issues among the municipalities composing the network.

Now that it has moved with calm determination beyond that plateau of stability, Medcities needs to remain attentive to its members' expectations and, above all, to help focus the latter with regard to the challenges existing in the Mediterranean, particularly in the framework of the MEDA decision-making process and Phase III of the METAP programme.

Medcities must strengthen and broaden the actions in which it has achieved such complete success to other towns, as well as involving some of them in the Local Agenda 21 process, which will ineluctably lead to sustainable development.

In some of the network member cities, in light of all that has been achieved so far, the time is ripe for launching a Local Agenda 21 process covering a vast range of environmental issues and proposing measures to surmount the problems in each of the sectors.

3.2 Review of Medcities operation and objectives

The Medcities network, funded by the METAP Programme is composed of twenty-six cities along the Mediterranean coast. This network offers the possibility of establishing and strengthening co-operation among the Mediterranean cities in the field of environmental protection and management.

The twenty-six member cities of this network are the following (F=cities members since founding) :

Alexandria	:	Egypt (F)	Marseilles	:	France (F)
Ashdod	:	Israel	Monaco	:	Principality of Monaco (F)
Barcelona	:	Spain (F)	Oran	:	Algeria (F)
Benghazi	:	Libya (F)	Rimini	:	Italy (F)
Dubrovnik	:	Croatia (F)	Rome	:	Italy
El Mina	:	Lebanon (F)	Sfax	:	Tunisia
Gaza	:	Palestine	Silifke	:	Turkey
Gozo	:	Malta (F)	Sousse	:	Tunisia (F)
Haifa	:	Israel (F)	Tangiers	:	Morocco (F)
Izmir	:	Turkey (F)	Tetuan	:	Morocco
Larnaca	:	Cyprus	Thessaloniki	:	Greece (F)
Latakia	:	Syria (F)	Tirana	:	Albania (F)

Limassol : Cyprus (F)

Tripoli : Lebanon (F)

The **Medcities network** is a tool used not only in strengthening the environmental management capacity of the municipalities but also in identifying the fields in which their joint mobilisation would be the most effective means of improving the state of the environment on a regional level.

The objectives of the MEDCITIES network are to:

1. Reinforce the *notion of interdependence and joint responsibility* in policies to protect the urban environment in the Mediterranean Basin.
2. Strengthen the *function and resources* (institutional, financial and technical capacity) of the municipalities for implementing local environmental protection policies.
3. Increase the *awareness and involvement* of users and inhabitants.
4. Implement a *policy of direct co-operation* by setting up partnerships among Mediterranean coastal towns, without going through the government level.

Functioning of the Medcities network

?? At each General Assembly, the network elects its President and Bureau members.

The **Medcities Bureau** is chaired by the Mayor of Limassol and composed of a secretariat, the nine municipalities in the network, one representative from METAP and one of UTDA. The bureau provides supports to the organisers in the network's current administration and organisation and represents Medcities at international meetings. The Bureau meets twice a year. The city of Barcelona has an important role in the Bureau.

?? **The United Towns Development Agency** manages the Medcities network. The UTDA role is as follows :

- UTDA helps the cities to identify their needs and draws up a financing file,
- UTDA represents the network with the cities members at international meetings,
- UTDA ensures technical and administrative co-ordination, piloting and follow-up on for the projects, under Medcities Bureau approval,
- UTDA ensures the general functioning of the network, by organising the Medcities General Assembly and the Bureau meetings, sending out reminders regarding membership fees, editing the Medcities brochure. E-mail communication (project prepared by Barcelona) between the president, the memberships, the bureau and UTDA could help in current management.

Actions by the Medcities network since 1992 :

?? **Town-to-Town Co-operation** (1992): Barcelona/Tangiers, Barcelona/El Mina, Marseilles/Tirana (agreements aimed at improving waste disposal and wastewater treatment services), Rimini/Tangiers, Barcelona/Tripoli and Marseilles/Limassol.

?

?? **AUDILENVI Program** (1993): Environmental audits (technical, institutional and financial) conducted in six network member cities (Limassol, Oran, Sousse, Tangiers, Tripoli/El Mina and Tirana). Outcome : the cities of Limassol and Tripoli/El Mina obtained grants from donors to finance certain actions determined as a result of the audit.

?? **Identification of municipal environment experts** in each city (1994), with a view to setting up a network of specialists in the environment.

?? **Town-to-Town Co-operation** (1994-95): Barcelona/Tripoli/Latakia/Limassol (waste management plan financed by the Med-Urbs programme).

?? **ENVIMED Project** (1995-1996): the network obtained the financial backing of the European Commission DG XI's LIFE Programme to set up the ENVIMED Project in three different stages:

1. *Environmental audits* conducted in the network member towns.
2. *Training of elected officials and technicians and raising citizen awareness* in all the network member cities.
3. *Institutional strengthening* of municipalities.

3.3 Objectives of the Envimed Project (project of the network funded by European Commission DGXI)

Following its General Assembly, held in Marseilles in October 1993, the Medcities network decided to direct its activities over the next two years towards three objectives:

1. conducting environmental audits in the network member cities;
2. training and raising awareness in all of the network member cities;
3. institutional strengthening of municipalities.

These three objectives formed the backbone of the Envimed project, which was granted financial assistance from the European Commission's LIFE programme (DG XI).

At the January 1995 General Assembly in Tangiers, it was decided that the cities of Limassol, Marseilles and Barcelona would take charge of leading, carrying out and managing the Envimed Programme, with assistance from the UTDA. The latter was entrusted with the programme's co-ordination, implementation and financial management and for drafting the activities reports to be submitted to the European Commission, under the responsibility of the Medcities Bureau.

a) Audits

In January 1995, the Medcities General Assembly in Tangiers decided to launch the second series of environmental audits. These audits applied to four cities - Gaza (Palestine), Haifa (Israel), Silifke (Turkey) and Tetuan (Morocco).

The United Towns Development Agency is in charge of co-ordinating these audits, and more particularly of finding and supervising the experts and co-ordinators involved, providing a methodological framework, co-ordinating the audit reports and drafting the terms of reference.

b) Training and Awareness Raising

Informing the citizenry

Informing their citizens has gradually become an integral part of the cities' communications strategy. Citizens willingly support a project to the extent that they are informed and involved in it. At present, such action is as yet embryonic or even non-existent in some of the Medcities network cities. The challenge facing the network is to assist the member cities in drawing up a genuine strategy of communication and information to their citizens.

The information tools are the following:

?? Awareness-raising and exhibition tools

There are a number of ways to raise awareness. Each town will produce awareness-raising tools in its own language (Arabic, Turkish, etc.), such as posters for Environment Day, leaflets on health and on the environment, not to mention competitions for young people, with backing from the national education system.

A travelling exhibition in the network towns will aim at raising awareness in each town as to the actions conducted in other towns. It will be directed primarily at the local inhabitants, highlighting the towns' most significant actions.

?? Newsletters: Two Newsletters will be aimed at informing a broad Euro-Mediterranean readership (associations, municipalities, the economic community, research centres, governments, international organisations) on the activities of the Medcities network in line with the Life Programme. This action will highlight and disseminate information on the achievements of the Medcities network.

The Newsletters are written, produced, translated and distributed by the UTDA, in conjunction and with the support of the cities active in the network.

Training municipal players

?? Training sessions in conducting audits

- **first session**, before launching the audits: This consists in a 3-day training session for municipal experts in the 4 cities to be audited on how to conduct audits.
- **second session**, for audit assessment: the objective is work evaluation, once the audits have been put into practice and, if need be, any necessary methodological adjustments. This session

is open to any network towns that might be interested in conducting an audit in the following year.

?? **Training kit**

This training tool, prepared by the United Towns Development Agency, is designed to provide training in urban environmental management for those responsible for environmental matters (elected officials, department heads) in the Medcities network member cities, and especially those that have been audited.

c) Institutional Strengthening

The Medcities network proposals for actions within the framework of the Life Programme provide for the following measures with regard to institutional strengthening:

- the organisation of a workshop on institutional strengthening;
- the creation of an environment department in the cities having undergone an audit (training session, on-site assistance).

Workshop on institutional strengthening

Objective

The objective, through exchanges on experiences, is to enable the four new cities audited in 1996 (Gaza, Tetuan, Haifa and Silifke) to benefit from the work accomplished in 1993 by a number of other network member cities, Tangiers, Oran, Sousse, Limassol, Tirana and Tripoli-El Mina, and from the assistance of European cities (Marseilles and Barcelona) having experimented with similar approaches, to develop management structures capable of backing the planned actions on an operational level.

The international experts having taken part in the audits and specialists in institutional strengthening will contribute to the workshop.

Creation of an environment department

Following the workshop, an environment department will be created in each of the audited towns, to assume the following functions:

- ?? Co-ordination of available know-how and expertise, most often in specific fields (water, wastes, sanitation, etc.);
- ?? Assistance in setting up observatories or management bodies capable of generating indicators, conducting pre-operational studies, developing proposals for action and following up on projects.

This department, equipped with computer hardware to manage physical, economic and social data, will thereafter be responsible for supervising the implementation and functioning of the municipal

environment plan. These units should be operational rapidly to back up the actions planned in each town, namely the prefeasibility studies and the awareness-raising and training programme.

3.4 Envimed Project Activities Completed as of October 31, 1996

a) Meetings of the Medcities Bureau

The Medcities Bureau has met twice:

- ?? Meeting on September 14, 1995: the network's upcoming activities in line with the Envimed Project, the consolidation and internationalisation of the network were discussed.
- ?? Meeting on April 25, 1996: the financial breakdown for the various activities under the Envimed Project and the network's future activities within the Project framework were examined.

b) Audits

?? Audit in Silifke, Turkey, document available

The city of Silifke, Turkey underwent an audit. The first 15-day mission by the sectorial experts and the technical co-ordinator took place in May 1995 and the second, by the co-ordinator, in July 1996. It was composed of a technical and strategic co-ordinator (Mr. Geoff Wright) and experts in wastes, sanitation and drinking water supply, marine and land ecology, urban planning and air pollution, institutions, economic and regulatory framework.

Silifke, a town with a population of 73,500, is particularly attractive for its sunny climate, a coast (the Goksu Delta) sheltering such wildlife as sea turtles and birds, beautiful beaches, natural caves and a site rich in history. The main environmental threats brought to the forefront in the audit were pollution to the Goksu River by sewage and wastes discharged from Silifke, an inadequate sanitation system and a lack of treatment facilities, uncontrolled dumping, and plans to build a hydroelectric plant and a nuclear power plant. The audit report stressed three priorities: improvement of infrastructures, enhanced protection of the Delta (natural environment and archaeological sites) and environmental management. The key to sustainable development in Silifke resides above all in the promotion of eco-tourism based on the environment and on local customs, which emphasise quality rather than quantity. The audit report, drawn up jointly with the Silifke municipality, proposes the establishment of an Environmental Commission that would involve all sectors of the local community (inhabitants, socio-economic leaders), to take charge of developing an Agenda 21 and a plan for developing eco-tourism.

?? Audit in Tetuan, Morocco, Document being finalised, audit completed on October 15

The first audit mission to Tetuan, lasting 15 days, comprised a technical co-ordinator (Mr. Mohamed Aboufirassi), a strategic co-ordinator (Mr. Joan Parpal), an expert in wastes, a sanitation and drinking water supply expert, an air quality and industrial sanitation expert, an urban environment expert and an expert in institutions and the economic and regulatory framework.

Tetuan, an enclave near the coast between two mountain ranges, has a rich architectural heritage dating back to the time of the Spaniards, and especially an ancient medina. It also boasts numerous environmental assets. The audit pinpointed the problems posed by wayside dumping and the inadequacy of waste collection in peripheral neighbourhoods, by the lack of wastewater treatment, which is discharged directly into the wadi, and, last, by uncontrolled urban growth and overpopulation in the medina.

The second 15-day mission by the technical and strategic co-ordinators, scheduled for November or December, should put the final touches to the audit.

?? **Audits in Gaza and Haifa**

The schedule for carrying out these audits is as follows:

- November: Haifa,
- December: Gaza, due to that city's special situation, which had not been able to attend the Barcelona workshop but had already conducted an audit, a mission of identification will be conducted beforehand.

c) Training and Awareness-raising

?? **Newsletters**

- The first issue of the Newsletter, already published, dealt with the following subjects: status report on the environmental audits for 1993, presentation and first progress report on the Envimed Programme, Mediterranean Action Plan, Habitat Conference in Istanbul, agenda of environmental and Mediterranean events. Six hundred copies of the Newsletter were sent out, 300 in French and 300 in English, to the Medcities network member cities and to specialists in the Mediterranean environment. It was also distributed at the international conference in Lisbon in October 1996, and at the METAP Phase III meeting in Cairo on October 18;
- The second Newsletter, to be sent out in November, will report on the Medcities General Assembly and present environmental profiles of other network cities.

?? **Training sessions in conducting audits**

The first session before the audits were begun was held in Barcelona. The purpose of this 3-day session was to train the municipal experts in the 4 cities to be audited. The courses were given by the experts who had already taken part in audits (Audilenvi Programme), with assistance from the municipal leaders in the audited cities to foster a South/South contribution. The subject-matter of the training session covered the concepts involved in urban ecology, assessments of the audits already completed, data collection and analysis, identification of potential contacts, and

consultation procedures. A summary report (enclosed) was distributed to all network members, as well as to certain international organisations (UNDP, UNEP, Blue Plan, World Bank).

?? **Training kit**

The challenges facing sustainable local development necessitate integrating the environment into urban planning. To that end, the United Towns Development Agency, a decentralised co-operation agency, designed and produced the Cities Environment Kit, an environmental training document for use by the network of Mediterranean coastal cities, Medcities.

The kit is a tool intended to aid municipal elected officials and staff in the Medcities network cities, as well as other Mediterranean or European municipalities, with a view to promoting sustainable urban management. It was co-financed by the French Ministry of the Environment and by the European Commission (DG XI, Life Programme). Published in the form of a 240-page notebook, its chapters are separated by dividers and it is illustrated with pictures and diagrams, as well as a package of 50 transparencies for use during training sessions.

The various chapters in the kit are structured around three poles:

1. **The background underlying the document:** sustainable development, decentralised co-operation and a definition of the urban environment.
2. **The instruments for managing the environment:** the regulatory, economic and human context of environmental management in municipalities.
3. **The local environmental management policies:** how the above-mentioned instruments can be utilised to solve the towns' environmental problems and to implement policies for: management of sectorial aspects (water, wastes, etc.); management of transversal aspects (transportation, health, etc.); assessment (impact studies, environmental observatory) or integration (urban planning documents, municipal environment plan).

Training Projects Based on the Kit

Two environmental training sessions in Morocco, funded by the French Embassy in Rabat, are scheduled for September 1996 and February 1997. The training kit produced by the United Towns Development Agency will serve as a tool for those sessions. As a result, the kit has been reprinted for all the participants (300 copies).

Two workshops, one in Rabat and the other in Marrakech, will each host some fifteen Moroccan towns, in particular those involved in actions or reflection on urban environment-related problems. Each 2-day session will be led by French municipal technicians, a French expert and the UTDA. Moreover, a number of bodies such as the ADEME, the Caisse Française de Développement and the Basin Agencies will also be invited to attend.

A technical tour in France will give the Moroccan towns in the training project an opportunity to learn about the French experience in local environmental management.

Other countries, including Tunisia, Algeria and Lebanon, are interested in this approach. The Tunisian Minister of the Environment (Mr. Hentiti) has given his agreement in principle for the organisation of a similar event in 1997.

d) Institutional Strengthening

A workshop on institutional strengthening will be held as the continuation of the Medcities General Assembly and will include a report summing up the audits. It is to be held in Silifke, Turkey, in November.

On-site assistance will be facilitated in the future by the creation of an environment department in the audited towns.

4. 1995 - 1996 Financial Report

4.1 Envimed Project

The contract signed with the European Commission (DG XI) gives the breakdown of financial resources according to the following principle:

	ECUs	FF	Percent
European Commission	616,775	3,993,515	63.64%
Other sources of financing	352,388	2,281,649	36.36%
Eligible total cost	969,163	6,275,165	100,00%

In May 1996, the European Commission made a first grant of 40% or FF 1,597,406 and, in October 1996, a second payment of FF 1,014,556.

Activities (see Graph 1)

The table below gives the breakdown of expenditures incurred since 1995 in line with the Envimed Programme, by activity:

	Total	EC (DG XI)	Towns	UTDA	Fr. Env. Min.
Staff	768,100 FF	497,280 FF	0 FF	55,200 FF	215,620 FF
Audits (Silifke, Tetuan)	1,036,059 FF	691,027 FF	345,032 FF	0 FF	0 FF
Kit, Newsletter	334,077 FF	334,077 FF	0 FF	0 FF	0 FF
Workshop	329,359 FF	110,485 FF	218,875 FF	0 FF	0 FF
General	271,544 FF	238,648 FF	0 FF	0 FF	32,896 FF
TOTAL	2,739,140 FF	1,871,517 FF	563,907 FF	55,200 FF	248,516 FF
% of total expenditures	100.00%	68.32%	20.59%	2.02%	9.07%
% of total cost of the action	43.65%				

Co-financing (see Graph 2)

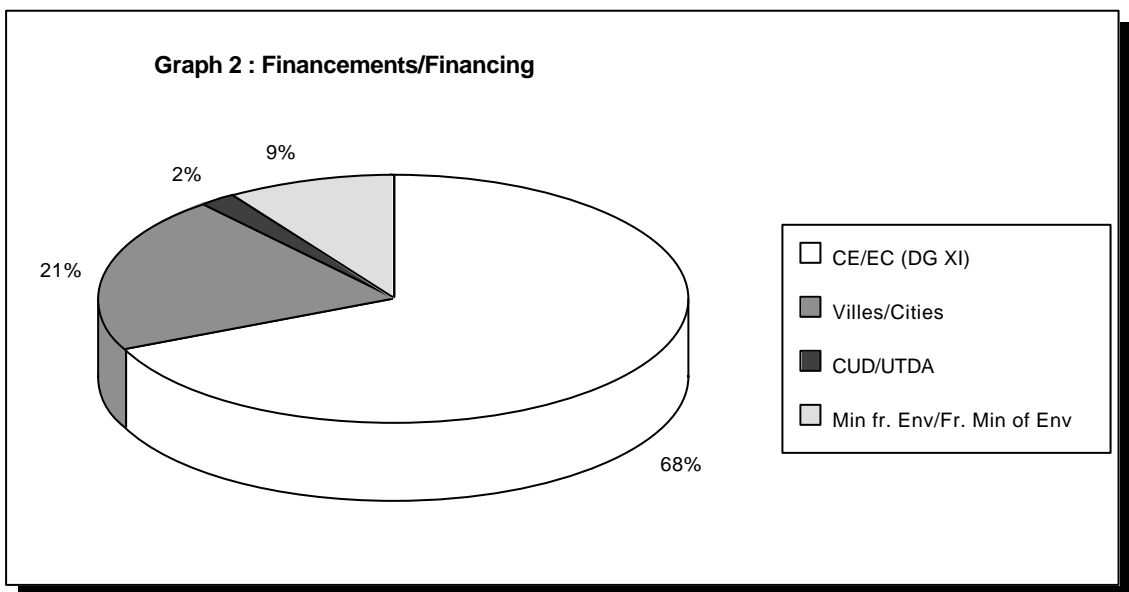
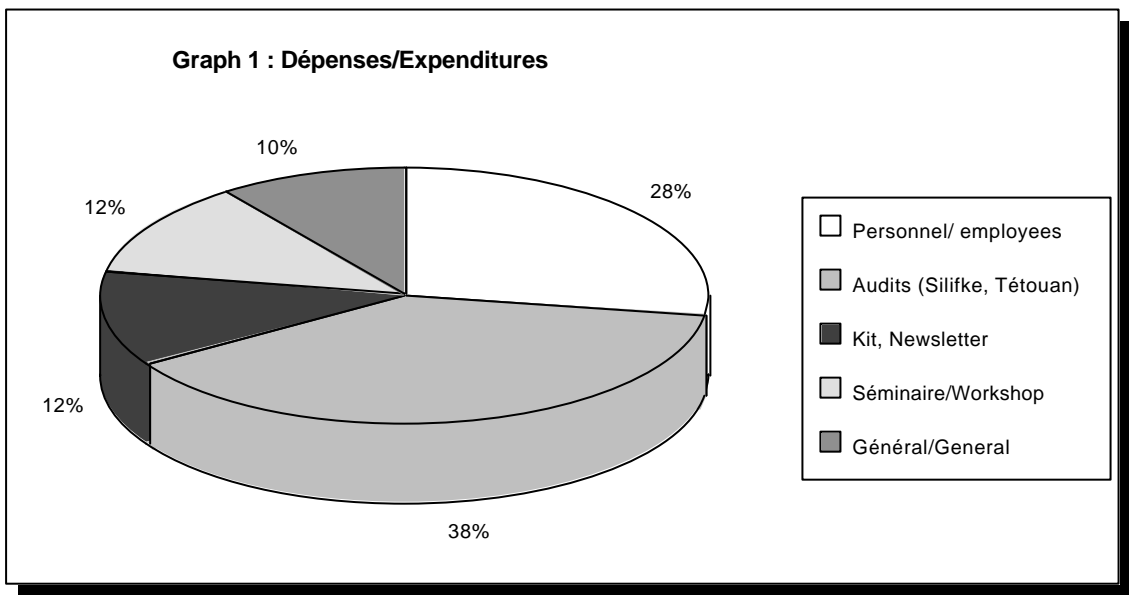
The Commission imposes an obligation of at least 36.36% co-financing by the Medcities cities, the UTDA and others. The percentage of co-financing, totalling 31.68% since the beginning of the programme, is inadequate and must be increased as the programme continues.

The financial contribution by the towns since the beginning of the Envimed Programme totals 21%, and concerns:

- the provision of experts during the audits in Silifke and Tetuan by the cities of Barcelona, Limassol and Rome: 50% of the salaries of the municipal experts;

- the provision of municipal employees by Silifke and Tetuan during the audits;
- payment of hotel accommodations, meals and logistics during the training workshop on conducting audits by Barcelona.

The UTDA's 2% contribution covers part of the salary of the programme director. The 9% contribution by the French Ministry of the Environment went towards the costs of producing the Cities Environment Kit.



Sale of the Kit

The United Towns Development Agency has been authorised by the European Commission to sell the Cities Environment Kit at a unit price of FF 400. The profits made on those sales will be reinvested in full in the Envimed Programme. The sales of kits as of the end of September totalled FF 10,813.

4.2 Membership Fees

In 1995, seven towns paid up their 1995 membership fees (see summary table). This performance is very poor (1 out of every 4 towns) compared to 1994 (more than 1 out of every 2 towns). We note that some towns, who have been members of the network since 1992, have never paid their membership fees. The call for payment of 1996 membership fees, with a reminder for unpaid fees, will be sent out to the towns in November.

Status of Medcities Membership Fees

VILLE	1992	1993	1994	1995
Alexandria (Egypt)				
Ashdod (Israel)				
Barcelona (Spain)				
Benghazi (Libya)				
Dubrovnik (Croatia)				
El Mina (Lebanon)				
Gaza (Palestine)				
Gozo (Malta)				
Haifa (Israel)				
Izmir (Turkey)				
Larnaca (Cyprus)				
Latakia (Syria)				
Limassol (Cyprus)				
Marseilles (France)				
Monaco (Principality of Monaco)				
Oran (Algeria)				
Rimini (Italy)				
Rome (Italy)				
Sfax (Tunisia)				
Silifke (Turkey)				
Sousse (Tunisia)				
Tangiers (Morocco)				
Tetuan (Morocco)				
Thessaloniki (Greece)				
Tirana (Albania)				
Tripoli (Lebanon)				
United Towns Development Agency				

Towns not belonging to the network this year

 Membership fees paid

5. Proposed Medcities Constitution

SECTION 1 - Denomlnation - Legal form

It is set up between the members of the present Memorandum and Articles of Association, an association ruled by the and called:

"MEDCITIES"

This non-profit association is a non-governmental international organisation, without any religious persuasion and any political commitment.

SECTION 2 - Objects

The main objects of this Association are to examine the problems, constraints and needs of the coastal cities of the Mediterranean as far as protection and management of the environment are concerned and try to bring remedies to it.

In order to fulfil these objectives, the Association will put at the members disposal the necessary technical and administrative means, will make the meetings easier, will improve the information and ideas spread and exchanges between the member cities of the association and the organisations, bodies or networks directly or indirectly interested in the environment protection and management.

The Association will work as well in this perspective with international organisations, the United Nations, the E.E.C. and international moneylenders in order to get:

- . the taking into account and the recognition of the part played by coastal cities of the Mediterranean in environment protection and management.
- . the setting up of necessary financing to lead common actions of technical assistance and development.

SECTION 3 - Registered office

The registered office of the Association is in

It may be transferred on a simple decision of the General Assembly.

SECTION 4 - Members

The Association includes active and partner members.

The active members are those who agree with the objectives of the Association defined under section 2.

May be active members of the Association all the cities placed near the Mediterranean coast, including the Marmara Sea, no matter the diversity of the local administration systems.

Administrative bodies other than cities (group of towns for instance) will be likely to be accepted as active members.

Among the active members are considered as founder members the cities whose representatives have signed the Declaration of Barcelona (November 23 and 25 1991), the founding charter of the network MEDCITIES (annex 1).

The list of these cities is appended to the present Memorandum (annex 2).

The cities of the Association are represented by their executive organ or by a representative appointed for this purpose.

The Association may welcome partner members: communities or artificial or natural persons. The role of these members is notified under section 9.

The partner institutions of the METAP program (Environmental program for the Mediterranean), that is the B.I.R.D., CNUD, CCE, BEI are represented as partner members and privileged observers near the founder members.

The admission of the active and partner members depends on the acceptance of the General Assembly which gives a decision with a two-third majority of its present or represented members.

SECTION 5 - Resignation and removal

The quality of member is lost by:

- a) resignation,
- b) removal which may be pronounced by the General Assembly at the suggestion of the Board with a majority of the 3/4 of the present or represented members for non-payment of the subscription, for non-observance of the rules fixed by the Memorandum, for non-participation.

SECTION 6 - Resources

The resources of the Association include the members' subscription. They are completed by requests for grants, contributions and various resources aimed to allow the Association to carry out its activities according to its objectives.

SECTION 7 - Subscriptions

The active and partner members pay an annual subscription according to a tariff fixed by the General Assembly, at the suggestion of the Board.

SECTION 8 - Structure of the Association

The organs of the Association are the General Assembly and the Board.

SECTION 9 - General Assembly

The General Assembly includes active and partner members. Only the active members have the right to vote.

The partner members may be entitled to set up technical reports on particular issues.

The General Assembly is called by the President of the Board of the Association.

At least one month before the fixed date, the members of the General Assembly receive the notifications to attend the meeting with the agenda.

The President, or the person in whom he delegates, helped by members of the Board presides over the General Assembly.

The Secretary states the situation of the Association and presents his report.

The Treasurer reports his management and subjects the balance to the agreement of the General Assembly.

The General Assembly deliberates over the issues on the agenda proposed by the Board and over various issues.

It proposes to the Board reflection issues for later meetings.

The General Assembly will validly deliberate if half of the active members of the Association are present at the first summoning, or with a minimum of six cities in the second summoning. The resolutions are taken by a simple majority of the active members present or represented.

The General Assembly appoints the President and the members to the Board, one of which will be the treasurer.

The General Assembly will be able to create other organs, commissions or delegations, in any city of the association as long as their financing is clear.

SECTION 10 - Special General Assembly

The President of the Board, on his initiative or on the request of half plus one of its active members, may call a Special General Assembly according to the formalities provided for under Section 9.

The Special General Assembly will deliberate validly if half of the active members of the Association are present.

The resolutions are taken by half of the votes plus one of the active members who are present or represented.

SECTION 11 - Board

The Association is ruled by a Board of 5 to 9 members:

- the President, elected by the General Assembly
- the General Secretary
- from three to seven members elected by the General Assembly, one of which assumes the functions of treasurer.

The constitutive General Assembly decides beforehand over the formation of the first Board among the founder members.

The Board meets twice a year on the president's calling.

The Board will appoint the City which will welcome the next general Assembly meeting.

The resolutions are taken by a majority of votes; in the event of a tie in the voting, the President has a casting vote.

The Board votes for the budget of the Association. This one is known by all members of the Association.

For each ordinary meeting of the General Assembly, the term of office of the Board expires immediately after the election of the new Board .

In case of vacancy for any matter, the Board fills provisionally to the replacement of its members, the term of office of these members expiring at the next meeting of the General Assembly.

The Board deliberates validly when half of the members are present.

If the member of the Board cannot attend the meeting, he can give his power of attorney to another member of the Board or express his opinion in writing.

The President may seek advice from the members of the Board by mail.

SECTION 12 - The President of the Board

The President represents the Association in all the acts of civil life and is invested with all the powers.

The mandate of the President is annual and renewable.

SECTION 13 - General Secretaryship

The General secretaryship is an administrative body which helps the President and the Board of the Association in their respective tasks.

The General secretaryship lasts for four periods between ordinary Board meetings and may be re-elected.

The General Secretaryship attends ipso jure the meetings of the Managing Committee.

The General Secretaryship organises, under the authority of the President, the meetings of the Board and of the General Assembly of the Association. Since the beginnings of Medcities the U.T.D.A. is on charge of the technical assistance.

He prepares the project of administrative and treasurer's report and the budget estimates as well, so that they can be adopted by the Committee and all the documents that the President thinks necessary for a good management of the Association.

The General Secretaryship will be able if necessary, to call for outside bodies agreed by the Managing Committee on the suggestion of the Board in order to help it.

The General Secretaryship is located in one of the cities active member. The Board usually organises its meetings there but it may, on the President's or the majority of its members' suggestion, meet in any town provided it is an active member of the association.

SECTION 14 - Internal Regulations

The application conditions of the present articles are fixed by internal regulations fixed by the Board.

SECTION 15 - Alteration in the Articles of the Association

Any member of the Association may suggest the Board to alter the Articles. The Articles can be altered by the Special Managing Committee provided that these alterations are proposed to its members three months before and are in accordance with the objectives defined under section 2. The new Articles will take effect immediately after the vote of the Managing Committee.

SECTION 16 - Winding-up

In case of a winding-up pronounced by at least two-third of the active members present or represented at the Managing Committee, one or various liquidators are appointed by this one and the assets are, if necessary, transmitted in accordance

6. Report on the METAP and MAP Meetings

6.1 Mission before the UNDP and the World Bank Concerning METAP III

Date of the mission: September 7 to 11, 1996, in Washington and New York (USA)

Meetings at the UNDP with:

- ?? Mrs. Ricarda Rieger, Manager Arab States
- ?? Mrs. Khalida Bouzar, Sustainable Dev. Advisor-UNDP/Algiers
- ?? Mr. Lamia Mansour, Sustainable Dev. Advisor-UNDP/Lebanon
- ?? Mr. Air El Sharkawi, Sustainable Dev. Advisor-UNDP/Cairo

Meetings at the World Bank with:

- ?? Mr. Aziz Bouzahen, METAP Co-ordinator in Cairo
- ?? Mr. Sherif Arif, METAP Co-ordinator in Washington
- ?? Mr. Tony Garvey, Former METAP Co-ordinator
- ?? Mr. Ezedine Hadj Mabrouk, Manager Eastern Countries

Persons representing Medcities:

- ?? Mr. Joan Parpal, Area Metropolitana de Barcelona
- ?? Mr. Mohamed Boussraoui, United Towns Development Agency

Mission Report

In this meeting, held with these responsible for METAP funding (The World Bank and UNDP) we pursued two clear aims :

1. Bearing in mind the new co-ordinators and strategies (location of certain activities in Cairo) at the World Bank, the first objective was to afford them a better understanding and more information about the activities of Medcities. As for UNDP, its role is becoming more and more important within the framework of the METAP Program, especially in the management of the programme and the current leadership for capacity building (METAP phase III). Apart from the activities included in METAP Phase III for Medcities, UNDP accepted our proposal that certain actions included in the national framework will be managed directly by the Medcities network (environmental observatory, monographs, etc.). The World Bank stated that they would like Medcities to link up make with the Blue Plan, on certain projects financed by the World Bank.

2. The second objective concerned the financial aspect and the confirmation by the donors of their continued support for the network. From a quantitative standpoint, although we have not yet obtained any specifics, we have received the assurance and a commitment on principle that certain network actions will be supported financially within the framework of METAP III. The funds to be granted to Medcities will be substantial, taking the activities on the national level into account, if an agreement is reached between METAP (UNDP) and Medcities at the meeting in Cairo in October.

During the current period of redefinition of tasks within METAP, the World Bank tends to draw-up and finance investment projects. Nevertheless, there are two credit packages available and the World Bank invited us to participate. One is for technical assistance to Lebanon on waste treatment issues (2,5 US\$) and the other is the action plan for Akaba Jordan (GEF/2,8 US\$).

This mission will surely result in a financing for the Medcities Network for 97 and 98. The strategy for the near future will be to alternate financing granted to Medcities between Life (European Commission/DGXI) and METAP.

On behalf of METAP, the UNDP made a commitment to cofinance the organisation of the Medcities General Assembly to be held next November in Silifke, for an amount of 85.000 US\$.

Report Presented in the Course of the Mission

The action programme for the third phase of METAP is oriented more particularly towards several cities in countries of the Medcities network and their urban environment (e.g. : Urban environmental management and investment programme for Tirana, Urban environmental management in coastal areas for Tunisia).

In the proposals for the "Metap Portfolio Regional Activities", the METAP Programme includes the following activities :

1. for the Medcities network :

- environmental audits in several new cities,
- development of environmental action plans in four previously audited cities,
- development of a cost-effective municipal monitoring systems for several cities,
- development and implementation of a plan for a new environmental management organisation in pilot cities.

2. **training** : the purpose is to impart knowledge and to develop or sharpen environmental management skills particularly in the area of pollution prevention.

The Medcities programme of activities, according to the activities programmed by METAP III and the needs of the memberships, is as follows :

?? Continuing the environmental audits in the cities of the network

Nine cities of the network have been audited or will be audited very soon (Tirana, Tangiers, Tripoli-El-Mina, Limassol, Sousse, Oran, Tetuan, Silifke, Gaza and Haifa). The audits have helped several cities to obtain financing to improve their infrastructures (case of Tripoli : financing by the World Bank of 1,350,000 US \$ for waste management, Limassol : financing of 13,8 million US \$ for the construction of a sewer system). The audits should be continued in the other cities of the network.

?? Converting the environmental audits and green strategy to environmental action plans or even to local Agenda 21

A questionnaire has been sent by the Metropolitan Area of Barcelona to several Medcities municipalities to find out their subjects of interest. The cities of Silifke, Gaza, Tetuan and Tangiers expressed an interest in the following subjects :

- **Silifke** : Environmental action plan, Integrated management plan of the cities coastal zone (eco-tourism), Management plan of archaeological and historical conservation areas,
- **Gaza** : Organisational and administrative assistance to set up an environmental department, Integrated management plan of the cities coastal zone,
- **Tetuan** : Environmental action plan, Environmental observatory,
- **Tangiers** : Environmental action plan.

The audits and green strategies analysed the environmental condition of the municipalities and the overall strategy to adopt as a solution to environmental problems. They should be continued by an environmental action plan which programmes specific actions to be carried out by specific actors, the cost of these actions, timetables, etc.

Another step would be to channel the environmental action plans towards local Agenda 21, through broad-based public consultation and participation and the involvement of the socio-economic partners. The implementation of an Agenda 21 entails determined political commitment.

?? Using the "Cities Environment Kit" in environmental awareness training sessions

"The Cities Environment Kit" has been edited with the financial assistance of the European Commission (Life Programme) and the French Ministry of the Environment, in the framework of the Medcities ENVIMED project. This kit is a training guide in local environmental policies for technicians and elected officials in the Mediterranean. Through the Life funding, the kit has been published and sent to Medcities members.

The project would be to use the kit to train trainers from the Medcities municipalities. Thereafter, these trainers would organise training sessions for technicians and elected officials in their cities.

The Medcities action programme will have two main objectives :

1. **strengthening of past actions** : using the audits as a basis for environmental action plans and for local Agenda 21, developing new management systems, etc.

2. **launching of new actions** : new audits, environmental observatory, administrative assistance to set up an environment department.

6.2 METAP III Technical Implementation Workshop

Date and place of the mission: October 15 to 18, 1996 in Cairo, Egypt.

Persons representing Medcities:

?? Mr. Sami Menkara, the Mayor of Tripoli

?? Mr. Mohamed Boussraoui, United Towns Development Agency

The workshop brought together all the partners in the METAP Programme. One of its primary objectives was to reach an agreement regarding the implementation of the third phase of METAP: priorities, donors and co-ordinating procedures. This workshop was beneficial for Medcities in that the METAP donors (the European Commission as the main donor, and the World Bank) once again confirmed their support for the activities of the Medcities network. Fruitful contacts were made with government ministries, donors and agencies, and the Medcities representatives stressed Medcities' role in the area of environmental protection on a local level in the Mediterranean Basin and the support expected from METAP.

6.3 Meetings of the Mediterranean Action Plan (MAP)

Date and place of the mission: Santorini Island, April 26-27, 1996 and Montpellier, July 1-4, 1996

Persons representing Medcities:

?? Mr. Joan Parpal, Area Metropolitana de Barcelona

?? Mr. Mohamed Boussraoui, United Towns Development Agency

The United Nations Environment Program (UNEP) is at the origin of the Mediterranean Action Plan, adopted in Barcelona in 1975. The MAP is a program for regional co-operation among all the countries around the Mediterranean for environmental protection and development.

Since the Conference of the MAP contracting parties in Barcelona on June 5 to 8, 1995, Medcities has become one of the fourteen NGOs to have permanent observer status. As a result, Medcities officially attended the study sessions on sustainable development policy in coastal zones (Santorini Island, April 26-27, 1996) and the extraordinary meeting of the contracting parties (Montpellier, July 1-4, 1996).

The Montpellier meeting approved the creation of a new MAP consultative body, the Mediterranean Commission for Sustainable Development. It will have considerable authority in MAP decision-making as regards coastal development and, no doubt, the policies of the member States. The Commission will play a multiple role: in identifying and evaluating ecological and socio-economic problems in the region, in submitting proposals at meetings of the contracting parties, in facilitating exchanges of institutional information, in promoting regional co-operation undertakings and, last, in supporting the adoption of intergovernmental decisions in the Mediterranean Basin. Its composition

will provide an official structure for participation of the contracting parties to the Barcelona Convention (States, international bodies) on an equal basis with the local authorities, the socio-economic partners and the NGOs working on the environment and sustainable development. It will comprise 36

members, 21 from among the contracting parties and 15 from among the three other categories. Those members will be chosen at the Commission's first meeting in Fez, Morocco in December 1996. Medcities has submitted its candidacy because the network would like to give the Commission the benefit of its experience in co-operation among Mediterranean coastal towns in favour of sustainable development.

MAP's agreement to Medcities' offer of collaboration in the new programs for integrated management in the coastal zones is also worthy of note. These programs will be developing in Tunisia, Algeria, Morocco, Israel, Malta and Lebanon, in the footsteps of the one conducted in Izmir, Turkey. The MAP Secretariat has assigned the Regional Centre of Split (Croatia), in charge of the Priority Actions Programs, with the task of co-ordinating these programs with Medcities, particularly as they could have repercussions on some of the Medcities member towns (Tripoli-El Mina, Haifa, Izmir, Sfax, Tetuan and Oran).

7. Séminaire renforcement institutionnel

7.1 Bases for the creation of an environment department, Mrs Guery, United Towns Development Agency

1. Policy-Makers

The head of the local government, whether elected or appointed by the State can, by **showing a strong political commitment, act as a locomotive for environmental policies**. Responsibility for environmental matters is so important that it should be entrusted to a single policy-maker, close to the person with chief authority.

A good working relationship between on the one hand the deputy in charge of the environment, who has to mobilize the partners around clearly-defined strategies, and on the other the municipal departments in charge of day-to-day management, determines to a large extent the success of local environmental policies.

The environmental policy-maker has responsibility for the following:

- creating inter-departmental environmental commissions in different fields (transportation, noise, health, wastes, etc.),
- creating a standing body on environmental issues including all the players on the municipal level, a sort of extra-municipal environmental commission,
- maintaining relations with elected officials potentially concerned by environmental issues (housing, social action, communication, etc.)
- identifying the main networks of people working in the zone concerned (organizations, administrations, inter-municipal associations, etc.).

2. Setting up an Environment Department

Managerial Shortcomings of Environment Departments

These are of several types:

?? A lack of coordination among departments managing the environment

Technical departments are usually responsible for managing what may be termed the municipalities' "urban engineering":

- sanitation and drinking water supply: systems supplying drinking water, collecting rainwater and waste water, sewage treatment plants, drinking water processing plants, etc.

- streets: municipal waste collection, determination of the treatment method, street cleaning, parking and traffic, public green spaces.

Traditionally, these services are managed on a functional basis, without any real coordination, because responsibility is dispersed and the people involved have different training backgrounds and motivations. Departmental compartmentalization is incompatible with the very concept of the environment.

In fact, one of the defects of the sectoral approach lies in the fact that solving one problem often raises another. As an example, building new city thoroughfares to decongest circulation can actually increase traffic, leading to even more pollution and noise. While electric cars cause less noise and direct pollution than conventional internal-combustion vehicles, they are an indirect cause of pollution upstream at the power plant.

?? A lack of innovative approaches: the following fields are inadequately developed by municipalities:

- communication, training and building of environmental awareness,
- abatement of specific types of pollution - air, water (quality objectives), noise, etc.
- the natural environment.

?? A failure to integrate the environment into other urban policies: Local authorities rarely integrate the environmental dimension into all the other municipal decisions or policies (communication, employment, promotion of tourism, urban planning, etc.). They consider the environment as an additional factor to be tacked on at the end, once development decisions have practically been set. This lack of integration is dysfunctional and often leads to prohibitive operating costs.

?? A lack of coordination between a town's policies and those of the neighboring towns.

Recommended Action

?? An Organizational Audit

The following questions are useful in analyzing and improving the operation of existing bodies in charge of environmental matters:

- does the status of the environmental head enable him or her to participate at an executive decision-making level? Does it afford direct access to the Mayor or President, evidence of a genuine political commitment to the environmental approach?
- can the skills, background and seniority of the environmental head earn him or her the necessary peer recognition?

- inter-departmental working methods: are all projects having an environmental impact (development, energy use, management of municipal fleets and property, etc.) systematically submitted to the environment department for study and opinion? Can the environment department get new management rules passed?

- budgetary independence: is the department's budget sufficient for it to promote new actions?

?? Reorganization of Municipal Departments

When municipal departments are restructured, does that mean they will all be grouped together in a "super environment department", in charge not only of running the traditional environmental services, but also of formulating the town's environmental policies? Or should the environment permeate all departments, not only those traditionally in charge of the environment, but also those in charge of communication or employment, which would nevertheless remain independent?

Amalgamating departments should remain limited, because over-concentration of services results in unwieldiness not conducive to the proper operation of the individual services. Thus, without grouping all departments together, **those which work in environment-related areas should be restructured into two bodies:**

- 1) A department handling an upstream function of "**environmental planning**". This department initiates the town's environmental policies without taking charge of the actual management of technical services. The department's effectiveness is determined as much by the extent of environmental integration as by its proximity to power (close to the Mayor and the top administrative officials), which facilitates hierarchical relationships. The **director of this department must be given transversal authority and substantial decision-making power**. He or she must have correspondents in the municipality's other departments (those concerned with the environment, but also the budget, employment, communication and so forth), with which they are likely to work.

The director's functions are as follows:

?? *Supervision and assessment:*

- carry out and supervise environmental impact studies,
- have a measurement laboratory monitor domestic and industrial waste emissions,
- assess and follow-up environmentally beneficial actions.

?? *Studies and integration of the environment:*

- define the town's environmental policies, their general orientations, the means to be implemented, the deadlines. The department initiates the projects, gives opinions, conducts studies, assists in decision-making. The necessary orders of priority are established and actions are carried out as permitted by the budget. The environmental policies are then managed by the municipal departments,
- integrate the environment into other urban policies such as urban planning, transport, but also communication or employment.

As an example, controlling atmospheric pollution is just as much a concern in transportation (Roads Department) as in combustion facilities (incineration plant) and is affected by the extent and location of green spaces. Maximum effects can only be achieved by coordinating the different municipal departments concerned within the municipal administration (variously situated on the organizational chart) and, externally, by motivating the different parties active in the town's social life (individuals, businesses, associations).

?? *Training, innovation, communication, both internally and externally:*

- development of partnerships and concerted action with businesses, associations, the population and other local governments,
- reflection on the new forms communication on environmental matters should take (information, training, education, participation),
- establishment of a service open to the public specifically to deal with environmental questions, which could if need be redirect people to other more specialized departments (noise, sanitation, etc.).

?? *Strengthening inter-municipal cooperation.*

2) A second department, structured like a **'super municipal workshop'**, groups the technical services together (waste management and cleaning, green spaces, drinking water supply and sanitation, public health bureau). It has the following characteristics and functions:

?? *Greater coordination:* the shop is managed like a business, with the traditional areas handled sectorally but coordinated more effectively, thereby limiting the number of poles of intervention and decision-making. The task of coordination is assumed by the director of the municipal shop, who meets with the project heads for the services under his authority on a weekly basis.

?? *Remedial treatment of environmental problems:* for example, handling of complaints by the public health bureau and feedback of information to the municipal shop services concerned for action.

?? *Innovation:* broadening of the conventional scope of concerns of the services to include know-how in ecological engineering: industrial pollution, nature, recycling, etc.

Weekly interdepartmental meetings **coordinate** the decisions taken at the level of the environmental planning department and their implementation in the field by the municipal workshop. At these meetings, information is shared in both directions, with transmission of policy decisions to the municipal workshop, but also assessment of the actual effectiveness of policies through feedback from the field. Coordination is also necessary with the other departments (financial, communication, etc.).

3 Training of Staff and Elected Officials

Broadening the scope of action by local authorities to encompass all aspects of the environment requires staff enhancement in terms not only of numbers but also skills.

Training should be directed at:

1. **Increasing the overall awareness of the civil servants and elected officials in the municipality involved in implementing an environment policy.** This does not mean turning municipal or inter-municipal staff, and even less so elected officials, into environmental experts, and highly specialized work will continue to necessitate the intervention of outside specialists. Management of water supply, sewage treatment plants or waste disposal for example is often farmed out to private groups. Nevertheless, the technical staff or elected officials who have to **draft specifications and check the quality of those services** need a minimum of "general ecological education". This enables them to put sectoral action into a more general perspective.
2. **Acquiring or enhancing the technical knowledge of the municipality's civil servants in a specialized field:** where technical departments are **directly in charge of services** affecting the environment (green spaces, water supply, sanitation, wastes, etc.), more advanced technical training may be necessary.
3. **Training founded on a basic methodology and knowledge in urban ecology:** the staff in charge of studies and integrating the environment in municipal policies must have comprehensive training in that field. **Ecological "management"** involves knowledge of various kinds, scientific, legal, leadership and communication skills, management capacity. Some towns go beyond merely reorganizing their departments to hire environmental consultants familiar with bringing in a transversal approach and novel skills.

Training action includes:

- thematic study trips,
- participation in sessions and symposia,
- participation in specialized training courses,
- organization or sharing of professional experiences among local authorities through exchanges of employees or technicians.

7.2 An environmental service tool : the Environment House at Châlon-sur-Saône (France), Mr Blanc, Director of the Environment House

Environmental protection has become a key component of harmonious urban development. Factors such as the living environment, economic development, risk management and the protection of our natural and cultural heritage must all be taken into account. In order to satisfy this imperative, in 1991, Dominique Perben, the mayor of Chalon-sur-Saône, set up an operational structure to stimulate new ideas and develop public awareness, to provide consulting services and coordinate activities: the Maison de l'environnement.

The role of the Maison de l'environnement is to collaborate with all those involved in the economic life of the region, including public authorities and private businesses, and with the general public to implement projects aiming to enhance environmental protection while developing active cooperation between partners.

To satisfy its brief, the Maison de l'environnement is developing a number of institutional partnerships in a range of areas and with a variety of collaborators.

Partnership with the municipal authorities has been built up around the municipal environment plan, formalized in a municipal environment charter. Through this charter, the efforts of the municipality, the regional council, the French energy management agency (ADEME), the water authority and the regional environment department (DIREN) can be combined for greater efficacy. The charter enables the city to programme its environment strategy over a three-year period, optimizing efforts made in the fields of pollution prevention, hygiene, waste collection and treatment, energy and the natural heritage. Actions are broken down by theme: water, air, energy, waste, businesses, communication, heritage. The programme launched in 1994 has led, for example, to the development of a green belt, the construction of a sewage plant, a waste collection centre and a network of cycle paths.

The Maison de l'environnement is also involved in the assessment of development projects: zoning regulations, urban development plans, urban thoroughfares, single programming document for zones eligible for inclusion in the European objective 2 programme, state-region development contract, etc. This collaboration with the public authorities is limited to a role of consultancy and coordination. The municipal services assume responsibility for project management. For example, an urban clean-environment service has been set up in the municipality to take over the day-to-day running of activities initiated by the Maison de l'environnement. Similarly, a specific association has been created to run the air quality monitoring network set up by the Maison de l'environnement. To satisfy public curiosity, the entrance hall of the Maison de l'environnement hosts frequent exhibitions as part of an active communication policy to develop the role of the information bureau run by the documentary resources centre housed in the building.

In association with the national education authorities, the Maison de l'environnement contributes to the development of public awareness by taking advantage of existing expertise. Work with primary and secondary schools aims to provide tools for greater understanding of the environment without

any direct intervention. It includes an annual exhibition on themes such as waste, water air and noise. Children are invited to visit the exhibition with their teachers and are taken around it by a specialized guide. There is an accompanying information pack, devised with the help of education specialists, which provides a working tool for teachers. Teachers can also use aids such as the smart dustbin, water and air testing

kits for their lessons. These information packs are given free of charge to each of the town's 23 schools. Specialized teaching is provided during teacher-training sessions at the university teacher-training centre (IUFM - Institut Universitaire de Formation des Maîtres). A fishing school provides an opportunity for children to learn about the natural environment and the need to protect its riches.

The environmental innovation fund aims to provide an effective interface for promoting awareness among economic partners, for examining new ways to deal with present challenges, for reconciling economic development and environmental protection through concrete action. Those involved in the environmental innovation fund, i.e., local authorities and representatives of industry, meet to exchange views as part of a working cycle. They combine thought and action, pooling their know-how and skills to find practical solutions which can be applied in the field: ordinary industrial waste treatment, risk management, transport of dangerous substances, waste treatment and pollution prevention.

The answers to problems raised by industry are provided directly by the team in place, which comprises a consulting engineer and a communication officer. External know-how is also called upon. In association with the Chamber of Commerce and Industry and the Chamber of Trade, a contract for the setting up of a hub of expertise is currently being drawn up.

The role of the consulting engineer was defined by a steering committee including the regional department for industry, research and the environment (DRIRE), ADEME, the regional council, the water authority and the Chamber of Commerce and Industry. He is responsible for coordinating regional or national programmes. One example of action is the green loan which brings together the Maison de l'environnement, the employers' association and three private banks. These green loans are offered at a preferential rate (6%) by the partner banks to finance industrial projects aiming to improve the environmental performance of the businesses concerned. These projects are subject to technical approval of their environmental aspects, granted after an audit by the Maison de l'environnement. Action geared towards industry is complemented by direct involvement of team members in a variety of study groups: association for the promotion of safety in businesses, environment club of the employers' association, centre for young business managers. The Maison de l'environnement is officially represented in the regional policy programming bodies for the Prométhée and Premed programmes.

Training activities have moved on from a policy of internal control to one of project engineering. The Maison de l'environnement acts as an intermediary between businesses and institutional employment organizations -the national employment agency (ANPE) and the local Mission (for young people under 26). Its actions are supported by the departmental employment, youth and sports service in partnership with institutional training bodies such as the Greta in-service training centre run by the national education authority, the AESTE run by representatives of employers' organizations and INFOP, a training bodies of the Chambers of Commerce and Industry. The Mission is developing through support for sustainable development projects. Advice to businesses is intended to enable them to maintain their production capacity while preserving their environment over the long term. Actions include efforts to develop sustainable energy or raw material supply networks. This work is supported by the European programme of the European Social Fund (E.S.F.).

The operational sectors of the Maison de l'environnement thus play a key role as intermediaries in all environmental issues encountered in an urban context.

Practical information sheet

The Maison de l'environnement is a non profit-making association.

Date of creation: 1991

Chairman: Dominique Perben, mayor of Chalon-sur-Saône, minister of the civil service, state reform and decentralization

Officers: Vice-chairman, Jacky Gréset, deputy mayor in charge of environmental issues, Bernard Denis, municipal councillor, Bruno Servièrè, head of maintenance, environment and quality at Emballage Laurent and chairman of the association of users of the northern industrial zone (AUZIN).

The board of directors includes representatives of the town of Chalon-sur-Saône, of industry, of institutions as well as individual members.

Annual operating budget: 6 MF

12 permanent staff. Manager: Jean-Michel Blanc

Premises provided by the Chalon-sur-Saône municipal authority.

7.3 Environmental Observatories : Environmental decision-making, Mr Aboufirassi, Consultant

1. Introduction

Past experience in the field of environmental management has shown that environmental observatories are essential decision-making tools for environmental action. They provide an effective framework for monitoring and assessing the state of the environment and for detecting any changes with a view to preventing, limiting or reversing environmental damage. In this context, environmental indicators play a key role. They are used to compare the results and progress of environmental protection efforts with local, national and international objectives and undertakings, providing decision-makers with an effective means to assess their performance in the field of environmental action.

2. Environmental indicators

Definition

The notion of environmental indicators has attracted sustained interest over the last few years. The Rio conference saw the emergence of strong political demand for environmental indicators to complement existing social and economic indicators which provide no information, for example, about the cost of damage to the natural environment caused by certain economic activities or about the impact on human health of pollutants emissions into the air or water.

In this context, an indicator can be generally defined as a parameter or a value calculated from parameters which provides information about or describes the state of an environmental phenomenon. The indicator's scope extends beyond the properties directly associated with the value of the parameter. Indicators are synthetic in nature and respond to a specific need. Hence, an indicator has two principal functions:

- to reduce the number of measurements and parameters that would otherwise be needed to describe a given situation,
- to simplify the communication of measurement results to users.

Types of indicator

Several methods exist for classification of environmental indicators, though the most widely-used system is the one proposed by the OECD. This system is based on the "pressure-state-response" model and takes into account the notion of causality. Human activities exert pressure on the environment and modify the quality and quantity of natural resources (state). Society responds to these changes by adopting environmental protection measures and policies (response of society).

There are three main types of indicator:

- **pressure indicators** which correspond to the pressure exerted on the environment (e.g., population growth, economic development, structural changes, etc.),
- **indicators of environmental conditions** concerning the quality of the environment and the quality and quantity of natural resources (e.g., trends observed in atmospheric pollutant emissions, contaminant levels, volume and types of waste, etc.),
- **indicators of society's response**, which indicate how society is responding to environmental modifications and transformations (e.g., environment policies, environmental remediation measures, behaviour of citizens and industries, etc.).

Several types of indicator exist - simple, composite or integrating - depending on their level of complexity. A simple indicator is used to represent a simple environmental component (e.g., NO₃). A composite indicator is used to represent a phenomenon involving several simple indicators (e.g., water quality). Lastly, an integrating indicator provides a representation of the state of the environment through the aggregation of several indicators whose results may be contradictory (biological index of a water course, complaints of a population about noise, etc.).

Choice of indicators

An indicator must satisfy three main sets of criteria:

- **political relevance and usefulness:** an indicator should be representative and applicable on a national scale. It must be established in relation to a limit or reference value so that its specific significance can be determined and so that comparisons can be made over time and space,
- **accuracy of analysis:** an indicator must be based on rigorous scientific methods and recognized international standards, both as regards data acquisition and interpretation,
- **measurability:** an indicator should be immediately available or easy to calculate from available parameters.

The application of these criteria for the choice of indicators should take account of factors specific to each region or city, particularly as regards data availability and acquisition costs.

3. Missions of the observatory

As a decision-making tool, the environment observatory should have the following missions:

Environmental monitoring

The purpose of environmental monitoring is to:

- determine the state of the environment on the basis of indicators,

- assess environmental impacts.

Monitoring systems should include a basic data acquisition network for evaluation of indicators and should exploit all possible sectorial information and data sources (ministries and technical departments). The observatory should also have its own network of measurement stations, particularly to cover aspects specific to municipalities (solid waste, air pollution, etc.).

Constitution of an environmental data base

The observatory is responsible for collection and communication of data. In this context, the observatory must seek to establish an institutionalized network of partners, (for example, in Morocco, the Réseau des Acteurs Partenaires en Information et Données sur l'environnement, RAPIDE) for environmental data exchange by means of pre-established protocols. The observatory should act as the main network coordinator.

The data production/utilization cycle should include a number of data verification and processing phases before data enters the communication circuit. As part of its mission, the observatory should play a central organizational and coordinating role.

The data and information thus produced should be accessible both to decision-makers (elected representatives, technicians, researchers, etc.) and to citizens and citizens' organizations.

Information and communication

The observatory is responsible for communicating information to all public and private bodies. This information should include technical, scientific and legal data covering practical aspects of environmental protection. The observatory must also provide an information service to the public, indicating which specialized bodies they should consult and thus ensuring that existing information networks are exploited to the full.

3. Products of the observatory

The products of the environment observatory include:

Regular report on the state of the environment

This report presents the state of the environment by comparison with a reference state and details the relations of causality which explain the changes observed.

Without claiming to be exhaustive, the main topics to be covered with respect to the urban environment are: water, air, energy, ground and sub-soil, nature, waste, noise, risks, landscapes, urban development, transport and social activity. For each topic, sub-topics may be specified to establish and orient the framework of assessments of the state of the environment.

Catalogue of environmental indicators

This catalogue includes all environmental indicators used in the "pressure-state-response" model. It will need to be computerized. In this context, the use of modern multi-media techniques will make it possible to produce illustrated interactive and user-friendly catalogues for widespread consultation by technicians and by the public.

Catalogue of information sources and environmental data

This catalogue includes all sources of environmental information and data and specifies the type of data, its acquisition frequency, quality, reliability and medium. It will serve as a tool for coordination with partners of the observatory. Updated versions of the catalogue will be published at regular intervals.

Special studies

Alongside the regular publications mentioned above, the observatory is also responsible for performing specific studies at the request of different users and partners. They include impact studies of industrial units.

4. Organization of the observatory

The observatory is primarily an environmental data and information centre. The environmental data base forms the cornerstone around which the entire observatory will be structured. It will be managed by the observatory's central service, with two types of upstream and downstream activity. Services working upstream will be responsible for the acquisition, verification, analysis and editing of data. The downstream services will comprise direct users within the observatory or services providing an interface with external users.

7.4 Local Agenda 21 : Involving the public, Mr Wright, Consultant

Progressing from a "green" strategy to a local agenda 21 strategy

Since the introduction of the Medcities programme of "environmental" audits and strategies in 1993 there has been a pronounced widening of the world-wide environmental brief largely resulting from the Rio "Earth Summit" and the principle product of that conference -the Agenda 21- the global action plan for sustainable development. There is a growing understanding that environmental sustainability cannot be tackled in isolation from economic and social sustainability and that concentrating on the environmental needs of the planet without changing the underlying developmental causes of degradation will, at best, be only partially successful. The change in emphasis is reflected in the trend towards the adoption of Agenda 21 at the local or municipal level by incorporating the Agenda principles into a Local Agenda 21.

The previous Medcities audits of cities were based on the World Bank's Rapid Urban Environmental Assessment procedures and, therefore, acknowledged this wider emphasis and audit reports have included data on economic and social conditions as well as environmental. However, the strategies resulting from the audits have been largely environmental in nature and scope even though stressing the need for more sustainable economic development.

The Mayor of Silifke, together with the members of the local and visiting audit teams, agreed to widen the brief of their audit as much as possible within the timescale, to include an approach which aimed for a local agenda, and the strategic plan became a Local Agenda 21 Strategy. There remains much work to be done on this strategy but the ultimate aim is the sustainable development of the City rather than simply its environmental improvement.

The essence of Agenda 21 is that it is a people centred approach to the environment which sets out to face the future in terms of the quality of life for the individual and the community in general.

Differences in the approach

Local Agenda 21 is a process aimed at producing a local strategy for sustainable development according to local priorities, conditions and circumstances. It is a continuous process which should involve all sectors in its preparation, implementation, monitoring and regular updating.

There is no right or wrong way, nor a prescribed standard or approach, only a set of principles embodied in the agenda. These principles require that the main thrust of the Strategy should not only be environmental but that it should also be holistic in its approach and should also take account of economic and social conditions. The Agenda also lays down that the Strategy should be prepared in partnership with the community through a process of consultation with all residents but particularly with certain specific groups. These groups are listed in the Agenda as businesses and industry; non-governmental organisations (NGOs); trade unions; scientists; farmers; women; young people, and indigenous people. Many UK municipalities have added ethnic minorities, the elderly, disabled and the economically disadvantaged to that list.

Past audits have included some consultation and audited cities have established cross-sectoral fora or commissions which could be a valuable starting point for the production of a local agenda. The existing "commissions" would need to widen their scope to include sustainable economic and social planning, and the present strategy would need to be regarded as an initial draft for consultation and amendment in accordance with the results of the consultation.

With the agreement of Medcities and the finding agencies, future audits should aim towards the production of an initial draft of a Local Agenda 21. This would involve a deeper examination of the economic and social conditions of the city at the auditing stage together with as much involvement of local people as possible within the limitations of a "flash" audit. The draft Strategy should then be subject to an intensive programme of consultation with all sectors and the public in general before the "final" Local Agenda 21 is agreed.

The role of the municipality in developing a local agenda

Agenda 21 makes it clear that the municipality should lead the process of developing the Local Agenda :

"As the level of governance closest to the people, they (the local authority) play a vital role in educating, mobilising and responding to the public to promote sustainable development"

"Each local authority should enter into a dialogue with its citizens, local organisations and private enterprise and adopt "a local Agenda 21". Through consultation and consensus building, local authorities would learn from citizens and from local civic, community, business and industrial organisations and acquire the information needed for formulating the best strategies"

The Agenda also set a timescale : "by 1996 most local authorities in each country should have undertaken a consultative process with their population and achieved a consensus on a Local Agenda 21".

The municipality is therefore in the driving seat and is expected to start the process and journey through to producing the strategy and beyond. The issue is whether the municipality as "driver" takes no passengers at all ; or fills a car with a few selected local people ; or hires a fleet of buses to take as many people as possible. The degree of consultation and participation will vary from country to country depending on the local culture and how accustomed people are to being involved and consulted.

The Agenda calls for a participatory local democracy approach in which everyone has the opportunity to participate and comment. To quote from the Medcities/UTDA Cities Environment Kit : "The population feels most strongly implicated in environmental issues and especially those concerning the framework in which they live. That is where people participate most effectively in strengthening local democracy".

The process of developing the local agenda should, therefore, not only be regarded as aiming towards the strategy for a sustainable future of the city but also an excellent opportunity to strengthen local democracy. There is no doubt that the participatory, consultative approach is much harder than the high handed "we know best" approach adopted by many local authorities. To many

municipalities, the process of public consultation can be summed up in three words - decide, announce and defend ! Some such authorities have already produced their Local Agenda 21 Strategy without any consultation other than seeking a nod of approval from the people for something which was formulated by the municipal professionals and

elected representatives. Whilst, as stated above, there is no prescribed format, this approach is a long way from the principles of the Agenda and misses a golden opportunity to discover what concerns the citizens and improve the local democratic process.

Public consultation and participation

Ideally consultation should start with a blank sheet but if an initial draft of the strategy has been produced this should be used as a base for the consultation. However, it is important that the consultation should not be confined to the contents of the draft document and that people are permitted to comment on issues not included in the draft.

The following text refers to consultation rather than participation. However, everyone being consulted, whether by completing a questionnaire or serving as a member of a working group, is in fact participating in the programme and the more people consulted the higher the degree of participation.

Each municipality needs to decide what to consult about, who to consult with, and how to consult.

What to consult about ?

This needs to be a twin-track approach which asks what are people's current concerns but also how they see their vision for the future. Many cities in North America and some in the UK have developed a local vision for a date some time in advance, for example, people have been asked how they would like their life to be in the year (say) 2020. The answers are drawn together into their municipality's vision for the future or "Vision 2020".

People should not simply be asked to comment on the local and global environment but on all "quality of life" issues (see figure 1). All six quality of life issues shown in this diagram are inter-related which illustrates the need for a truly integrated approach to sustainable development.

Who to consult with ?

In theory everyone should be consulted but this is clearly impractical. In practice the best approach is to give everyone the opportunity to comment -verbally or in writing; to make a determined effort to consult with the "priority groups" referred to in Agenda and listed above, and to consult in some depth with a small percentage of the population (say 0,5 % or less depending on population).

This approach will paint a fairly comprehensive picture of local people's concerns and a "wish list" for the future. However, local people naturally tend to concentrate on local issues and the major regional, national and global environmental, economic and social issues also need to be debated and included in the strategy.

To cover this gap it is essential to consult with local or regional experts from industry, local and central government, NGOs and universities. This is best achieved by forming working, or visioning, groups which concentrate on one particular field and develop the technical part of the final strategy in

their subject. The membership of these groups should include the appropriate professionals from local and regional government together with the other experts mentioned above and any individuals with a particular skill or knowledge to offer.

The Environment City Programme in the UK advocates 8 working groups under the general direction of a multi-sectoral forum, they are :

Energy	Natural Environment
Transport	Social Environment
Waste and Pollution	Built Environment
Economy and Work	Food and Agriculture

The number and names of the working groups should be decided locally and should provide for any particular local needs. For example, Silifke has formed a group to develop proposals for eco-tourism, hence coastal cities would need a group to examine coastal/marine ecology, and if the local airports are an issue then an airport group may be required.

Similar groups may be established within the municipality to "mirror" the cross-sectoral groups. Figure 2 is a summary of the participation in Local Agenda 21 for Leicester, one of the four UK Environment Cities. The feed in from the left shows the public input and that from the right the expert information from the working groups and the municipality's own groups which are known as Task Forces.

How to consult ?

Consulting with the general public calls for a wide range of skills and approaches. Most of these are highlighted in the Cities Environment Kit on page 53 which also refers to the need to raise the awareness of people to the issues so that input into the process can be well informed. The Kit also touches on the important area of active participation by people in help to remedy local environmental deficiencies.

Figure 3 shows some consultation and opinion seeking techniques. These should be fairly obvious with the exception of the use of Focus Groups. These groups entail a reasonable amount of skill on the part of the facilitator in getting together a relatively small group of people (6 to 8), often with a common interest or bond, usually in a relaxed informal setting and discussing a certain issue. In this way groups who may have a particular viewpoint or concern can provide some input. Examples of the use of such groups in the UK have been -parents of schoolchildren mothers of infants, ethnic minority groups, disabled groups, workplace groups, the elderly, etc. This is a particularly helpful approach to obtaining the opinions of some of the "priority" groups.

The most comprehensive approach is a combination of several methods. A good example of this is that used in the preparation of the Leicester "Blueprint". The method was as follows :

1. Distribute a "snapshot" questionnaire to all 112.000 households asking general questions about the occupant's likes and dislikes. Only a small proportion (0,7 %) replied but at least everyone had the opportunity to offer their comments.
2. Carry out detailed interviews at 100 houses in each of 8 separate representative areas of the city.

3. Conduct an in-depth survey of several larger businesses and seek the response of all businesses in the city through questionnaires.
4. Conduct an in-depth survey of all NGOs and seek the opinions of all voluntary organisations, neighbourhood and workplace groups.
5. Interview of priority groups such as women, ethnic minorities, young people, the elderly and those on low income/unemployed.

To these opinions were added the technical views of the working groups and the municipal task forces leading to a draft "Blueprint" which was widely circulated and the comments received included in the final strategy. The municipality produced its own Action Plan for implementing the strategy, the business community set up a Futures Commission to develop their role and series of workshops and events were held to involve the public in looking forward to the implementation and development of their Local Agenda 21.

The Cities Environment Kit refers to dialogue as a separate area to consultation and although the Leicester example includes a fair degree of dialogue there are other examples of a much greater level of participation. A handful of UK municipalities were prompted to act on their local agenda following public meeting called by NGOs to pursue the process. In one or two cases NGOs are leading the development of the local agenda with the co-operation of the municipality.

In other districts, municipalities have begun to develop their local agenda at "grass roots" level by forming neighbourhood groups whose target is to raise peoples awareness and enable them to have more control over their environment in the future.

The continuing process

The work is not completed with the first "edition" of the Local Agenda 21 Strategy. Its implementation, including the establishment and regular monitoring of indicators, is more important that the strategy and involving the public heightens expectations so that action on the ground has to be seen to be delivered. The process of consulting with the public and the experts should continue and at least once every two years the strategy should be re-visited and updated to take account of changes and newly recognised problems.

FIGURE 1

FIGURE 2

FIGURE 3