

# **10.0**

## **APPENDICES**

**10.1**

**APPENDIX I**

**STAKEHOLDER INTERVIEWS**

**Appendix I: Stakeholder Interviews** (Alphabetical Order)

- ▶ Aarbid Walid, Professor, Lebanese University, Beirut
- ▶ Abi Aql May, Media- Al-Nahar, Journalist
- ▶ Abou Karim, Syndicate of Fishermen, Member, Tyre
- ▶ Al-Kalach Ahmed, Ex-Head of Saida Municipality, Saida
- ▶ Al-Khatib Mohammad, Director General, Ministry of Tourism, Institutional Chore
- ▶ Al-Lakkis Mohamed, Professor, Lebanese University, Zahle
- ▶ Audi Raymond, President, Audi Foundation
- ▶ Bachy Eric, Urban Architect, Saida
- ▶ Badawi Ali, DGA, Tyre
- ▶ Baradhi Nabil, Tyre Municipality, Tyre
- ▶ Bitar Michel, Vice-Chairman Chamber of Commerce, Tripoli
- ▶ Cardahi Jean Louis, Head of Municipality, Byblos
- ▶ Chaarani Samir, Head of Municipality, Tripoli
- ▶ Charafeddine Wafa, CDR
- ▶ Charafedine Nasser, Tyre
- ▶ Chehayyeb Akram, MP, Institutional Chore
- ▶ Comati Elyanne, Artisan du Liban
- ▶ Compain Delphine, ADR
- ▶ Dbouk Moustapha, Municipality- Planning Committee, Tyre
- ▶ Dinawi M. Ali, El Zakat Association, Tripoli
- ▶ El Amin Haifa, El-Hariri Association, Saida
- ▶ El Hafez Ramzi, InfoPro
- ▶ El Harithy Howayda, Professor, AUB
- ▶ El Khalil Chaza, Tripoli
- ▶ El Khalil Youssef, Tanmiat Koudourat Al Rif, Tyre
- ▶ Faour Ghaleb, CNRS
- ▶ Faraj Mounif, Muntada Sour Al Sakafi, Tyre
- ▶ Farchakh Joanne, L'Orient le Jour, ESCWA
- ▶ Ghandour Abdalah, Chamber of Commerce, Tripoli
- ▶ Ghandour Malek, Lajnat Al Amwaj Al Bahriyya, Tripoli
- ▶ Ghandour-Attallah Joumana, Baalbek Festival Committee
- ▶ Hajj Oscar, Municipality, Deputy Mayor, Byblos
- ▶ Helou Jean, Monseigneur, Maronite Waqf, Saida
- ▶ Husseini Frediric, DGA , Institutional Chore
- ▶ Husseini Ali, Entrepreneur, Baalbek
- ▶ Huteit Aida, DGU, Institutional Chore
- ▶ Huybrechts Eric, CERMOC
- ▶ Joudi Ahmed, Waqf of Sunni, Tyre
- ▶ Kalash Ahmed, HF
- ▶ Kanso Hassan, UGA.
- ▶ Karami Wadad, Karami Association, Tripoli
- ▶ Kashour Hussein A., Head of Municipality, Tyre

**Appendix I: Stakeholder Interviews** (Alphabetical Order) (Cont'd)

- ▶ Kayal Maha, Lebanese University, Tripoli
- ▶ Kobrosli Hilal, Head of Municipality, Saida
- ▶ Kreidi Joe, UNESCO, Institutional Chore
- ▶ Majzhoub Rawya, LU, Tripoli
- ▶ Majzoub Ahmad, Director of Al Awkaf Al Islamiyya, Tripoli
- ▶ Modawar Lina, DGU
- ▶ Muhsen Rabii, Municipality Statistics, Tripoli
- ▶ Nsouli Basem, Engineer, Dar el Handasah
- ▶ Osayrane Tarek, UNDP-Sour Branch, Tyre
- ▶ Rajab Mosbah, LU, Tripoli
- ▶ Saab Fadi, TMA, ICC
- ▶ Saad Oussama, Deputy President Al Tanzim Al Chaabi Al Nasser, Saida
- ▶ Sabounji Taha, Mufti of Sunni, Tripoli
- ▶ Safeiddine Salah, ADR, Tyre
- ▶ Salha Raymond, Architect, Tyre
- ▶ Sfeir Rafeal, Jbeil International Festivals, Byblos
- ▶ Srouf Assa'ad, Engineer DGA
- ▶ Tannir Malek, Community Activist
- ▶ Yagan Mona, Jamaa Islamiya, Tripoli
- ▶ Yaghi Ghalib, Head of Municipality, Baalbeck
- ▶ Yahfoufi Batoul, UNDP & UGA, Baalbek
- ▶ Yassir Mona, UNDP Library, ESCWA
- ▶ Youssef Rabab, Tyre
- ▶ Ziadeh Khaled, Historian, LU, Tripoli

## **10.2**

### **APPENDIX II**

**INTERNATIONAL AND NATIONAL STAKEHOLDERS  
IN PROPOSED CULTURAL HERITAGE AND  
TOURISM DEVELOPMENT PROJECT**

## **Appendix II**

### **International and National Stakeholders in Proposed Cultural Heritage and Tourism Development Project**

This appendix lists some of the various stakeholders in cultural heritage and tourism development at the national level as well as potential stakeholder for the proposed project. It attempts to identify the central mission, structure, and major obstacles of each stakeholder with particular reference to cultural development and tourism development issues. The level of descriptive detail for each stakeholder is contingent upon its potential significance to the project.

#### **First Circle of Stakeholders**

##### **1. The Ministry of Culture: The Directorate General of Antiquities (DGA)**

###### **A. Mandate**

All archaeological sites as well as listed historic buildings and monuments as specified by the General Inventory List (stipulated by Part II, Chapters II and III of the 1933 law on Antiquities) fall under the legal jurisdiction of the Directorate General of Antiquities ( DGA). Under the present and still valid 1933 law on the Antiquities, the state is the owner of all archaeological remains (Arts.5, 6,10) while the DGA is the only institution legally responsible for managing (Art.19), restoring and protecting (Art.32 ff.) Lebanon’s cultural heritage. Furthermore, Art.19 of the DGA’s bylaws stipulates, “All management and master plans of cities will only be adopted after the approval of the Director General of the DGA. An architect of the DGA will participate in the elaboration of these plans. In cities where archaeological interests prevail, these plans will be designed by the architect of the DGA”. At the same time, decree No5743, which sets out the organizational structure of the DGA and determines its prerogatives lists in Art.44 the responsibilities of the Department of Archaeological Monuments. Among them is urban planning and site management. Accordingly, designing management plans for archaeological sites and adapting urban design plans to protect archaeological remains is also a DGA responsibility.

Despite the clarity of the laws, currently most development plans are undertaken without consulting with the DGA and more critically without taking into consideration the existence and importance of archaeology and heritage. For example, the Beirut city center reconstruction plan initially ignored the ancient history of the site and its archaeological heritage. After substantive pressure from archaeologists and other interest groups, including international organizations such as UNESCO, different archaeological teams were allowed onto the site. This, however, did not prevent the wide-scale destruction of various sites and artifacts of substantial archaeological value.

## **B. Organization**

When the DGA was first created, it was part of the Ministry of Tourism and was thus able to achieve better coordination between the management, operation and conservation of cultural heritage sites. Moreover, given the importance of the tourism sector to the economic development of the country, the MOT is well financed by the government. However, when conflicts of interest arise, the cultural aspects of archaeological heritage are often overlooked in favor of tourist development policies.

In 1993, the DGA was transferred to a newly created Ministry of Culture and Higher Education. This shift could be to the DGA's advantage, given that most of its activities, namely scientific investigations and publications, are cultural in essence and character. The major drawback is that the Ministry of Culture is a newly created ministry with little financial, technical, and human resources. Its internal organization and structure are not fully functional while its budget remains quite modest since its activities are not considered to be national priorities. This move has further hindered coordination between the DGA and the MOT over cultural heritage site management.

Regardless of which ministry it is part of, the DGA's current administrative framework is outdated and forms a major obstacle to the successful fulfillment of its mandate. Dating back to 1966, its organizational scheme, decree No5743, divides the institution into 4 departments:

**The secretariat:** It has 13 employees and is responsible for all the legal and administrative affairs at the DGA.

**The Museums Department:** It has 39 employees and according to Article 41, it is responsible for the creation of museums, exhibitions, managing relations with other archaeological institutes, publications, oversight of dealers in antiquities, archives, scientific research and documentation as well as the restoration and conservation of archaeological finds.

**The Excavations Department:** It houses 17 employees. According to Article 42, this department is in charge of excavations, the organization of regular as well as rescue excavations, the survey of archaeological sites, the planning of excavations, the publication of excavation results. It also handles all other administrative tasks related to excavations.

**The Archaeological Monuments Department:** This department includes 32 employees. Its mandate according to Article 44 includes the conservation, protection, restoration and management of ancient monuments, surveys of historic monuments which are to be placed on the classified inventory list, urban planning of historic cities and site management, publications, and all other administrative tasks related to these responsibilities.

## **C. Problems Facing the DGA**

Currently the DGA is the main institution legally mandated to undertake cultural heritage management projects. However, the DGA is also facing considerable problems. Even though laws governing cultural heritage preservation and conservation in Lebanon are considered by international experts as detailed and comprehensive, administrative laws which apply to all public administrations in Lebanon do not allow the DGA to live up to its full potential. In particular, bylaws regulating employee recruitment and budget expenditures are outdated, lack flexibility

and severely constrain the DGA's ability to act in emergency situations. In addition, the DGA lacks the necessary resources to enforce the implementation of its own laws where necessary.

**Human Resources:** The DGA lacks the qualified human resources needed for technical, scientific and research work. Specialized and trained personnel in all spheres, including fieldwork on digs, restoration and/or conservation of found artifacts and/or existing buildings or monuments, academic training for research and analysis, amongst others are almost non-existent within the DGA. This problem needs to be resolved prior to the implementation of any plan. According to the DGA's by-laws it can hire 102 employees, only 20 of whom need be specialized staff. Under the present organization, the DGA has room for only 5 archaeologists, 5 trainee archaeologists and 5 architects to undertake all technical and administrative work. Surveyors, draughtsmen, restorers of small objects are not even mentioned in the by-laws. The rest of the employees consist of scribes, secretaries, office boys, foremen, guards, specialized workers and accountants. Most of these workers were hired prior to the outbreak of hostilities in 1975, and many have either retired or are close to retirement. Others have left the DGA to become guards or office boys in other administrations. The number and breakdown of employees should, therefore, be revised keeping in mind the extensiveness of archaeological and cultural heritage sites in the country and the contemporary requirements involved in overseeing such sites. Employment qualifications necessary for specialized personnel also need to be redefined.

**Financial Resources:** The DGA is dependent on its allocated state budget, a mere LL5 billion, used mainly to pay employee salaries. However, the DGA's responsibilities such as excavations, restoration, maintenance and documentation of sites, all require high budgets and specialized personnel, both not available in the present institution. Moreover, according to current administrative regulations, the DGA cannot earn money, cannot spend amounts over LL3 million at a time, cannot spend twice for the same task, and cannot hire new employees. As a result the institution is unable to undertake anything other than routine tasks.

The DGA also obeys the general laws regulating public sector expenses, which severely restrict the financial choices of all public institutions. Under these laws, the DGA cannot generate and earn money, nor can it apply for grants or raise funds. Moreover, all donations have to be approved by the Council of Ministers. As a result, the DGA has to resort to private associations and local NGO's, which are entitled to raise funds and spend them wherever needed. For example, the former Society of the Friends of the National Museum, was able to raise \$3,000,000 for the restoration of the National Museum and spend it where needed, a task the DGA would have been unable to undertake. The National Heritage Association has now replaced this society.

**Standards:** Flexibility, qualified personnel and money are pre-requisites for efficient work. Working with cultural heritage monuments and museums requires specific standards, which are not needed by the other public services. Under current administrative laws, little distinction is made between the needs of individual institutions. For example, currently, the general law for public work concessions, which requires three official bids for all projects with the bid going to cheapest offer, is also applied to the DGA. While this makes sense for other public work projects such as the installation of a sewage network, this approach falls short of meeting the needs of cultural heritage projects that often have highly specialized and thus more expensive requirements. Currently, specifications needed for specialized equipment such as showcases, lighting, doors, etc. are sometimes ignored leading to potential long-term damage to artifacts, not to mention an overarching disregard for aesthetic considerations.



Finally, the conflict of interest between different state institutions and the current weakness of the DGA has sometimes lead to the destruction of the country's archaeological heritage. Recurring examples of both private and public development projects such as the new leisure harbors on or near ancient sites like in Jbeil, Sour and Enfe and which will harm both the cultural and the natural environments, are alarming. In these cases the DGA lacks the political and administrative clout necessary to prevent or modify these projects.

#### **D. Necessary Revisions**

The comprehensive fulfillment of the DGA's mandate necessitates a series of institutional changes some connected to the internal organization of the DGA itself and others related to its relationship with the general public administration laws governing the country.

##### **Internally, there is a need to:**

1. Improve human resources.
2. Create legal procedures, which regulate between conservation management, tourism and real estate development needs.
3. Work with the DGU and other related administrations to reform current building and planning laws. The aim would be to create alternative mechanisms for compensating individual property owners whose properties have been listed as a national heritage.

##### **Externally,**

1. Current administrative laws need to be revised to allow the DGA to hire competent technical staff and workers when needed and on a short-term basis. Laws governing its financial conditions should also be re-evaluated.
2. Furthermore, to avoid substantial damage to the archaeological and historic heritage of the five cities in question, the DGA, whose own by-laws (decree 5743, art.31), give it sole institutional responsibility for the management of all archaeological operations, will have to play a central role. Professional teams trained in archaeological work must precede developers in areas where infrastructure is planned. This requires **a)** good coordination among planners, developers and the DGA, **b)** the availability of both fiscal and qualified human resources in the DGA and **c)** an adequate time schedule. These pre-requisites are conditions sine qua non for the success of the project. If not guaranteed, any proposed projects would run into the same problems faced in the reconstruction of the Beirut Central District. In that instance, the late integration of the city's archaeological remains into the overall master plan for the area resulted in the destruction of valuable sites and placed archaeologists under considerable, not to say impossible, time constraints.

## **2. The Ministry of Tourism (MOT)**

### **A. Mandate**

The Ministry of Tourism bears the main responsibility for operation and management of archaeological sites. As such, it is the second major stakeholder in these sites and needs to work in close co-ordination with the DGA. It is also responsible for the promotion of Lebanon as a tourist destination nationally, regionally and internationally.

### **B. Organization**

Under the auspices of the MOT two bodies directly related to the conservation and preservation of cultural heritage sites and to the promotion of tourism in Lebanon exist.

The first is an administrative department called **The Section for the Exploitation of Archaeological Sites and Museums**. This department was created in 1993 as part of the Ministry of Culture and Higher Education (Art.5 of the decree number 215/93 which created the Ministry). It is supposed to be in charge of the management and tourist development of archaeological sites and museums. Although it has been legally created, its internal organization, responsibilities, jurisdiction, and relation to other public administrations and departments have yet to be outlined and adopted. Furthermore, for legal reasons, namely that an administrative section of the Ministry of Culture does not have the right to exploit anything and earn money, this section was subsequently transferred to the Ministry of Tourism.

The second is the **National Council of Tourism**, which existed prior to 1975, and was responsible for promoting Lebanon abroad. Created as an independent administrative office attached to the Ministry of Tourism, the council was dissolved in the 1980's and revived with fewer powers in the late 1990's. NCT members represent a large number of sectors many of them directly related to Tourism. Its board of directors includes the head of the Federation of Tourism Syndicates, three hotel owners, the former head of the Syndicate of Tour Operators, a member of the Casino, an airline specialist, two tour operators, a quality control specialist, a member of the Baalbek Festival organizing committee, and others. Currently, the board is functioning primarily as a consultative body to the MOT. Given its fiscal autonomy, the board is able to undertake and implement decisions taken without waiting for approval from the Central Accounting Bureau. The annual budget of the board is around LL2 billion Lebanese pounds most of which is spent on salaries and administrative/operation expenses of their overseas offices.

### **C. Problems**

On a national level, the absence of an inter-sectoral agency that can undertake a comprehensive vision plan for the country is the primary impediment to the development of its tourism sector. Limiting the capacities of the NCT has also been detrimental to the promotion of the country as a tourist destination. More critically, the disjuncture between the country's projected needs and the currently available human resources training and education efforts has yet to be addressed.

Structurally, the existence of a department such as the Section for the Exploitation of Archaeological Sites and Museums with apparent prerogatives concurring or coinciding with those of the DGA will, to a certain extent, cause additional administrative havoc over site operation and management not to mention display and promotion. Moreover, given the conflict of interest between the DGA and the MOT over the use of archaeological sites, the prevalence of the MOT's views may also cause substantive damage to these monuments and sites. For example, the international festivals, which take place yearly in Baalbek, Sour and Jbeil under the auspices of the MOT but with no coordination with the DGA, are causing substantive damage to these sites. Seating and lighting are built directly on top of the monuments, destroying ancient stones.

#### **D. Necessary Revisions**

A national coordinating body between the different stakeholders should be established. It should include representatives of both institutional and private sector stakeholders. Such a body could draw up a national vision and strategy plan for cultural heritage and tourism development while addressing the current lack of communication channels between the government and the different groups of stakeholders. It could also tackle the gap between supply and demand in human resources needs to be addressed.

At the inter-governmental level, since the approach and priorities of the Ministry of Tourism is not always compatible with those of the DGA, and since in some areas their prerogatives coincide, good coordination between the Ministries of Tourism and Culture is required to safeguard the integrity of archaeological sites.

### **3. The Municipalities**

#### **A. Mandate**

According to the 1933 law on the Antiquities, municipalities have a financial responsibility and enjoy important prerogatives in the restoration and conservation of archaeological and historical monuments (Articles 31, 32, 38 and 51). According to articles 31 and 51 the municipality is financially responsible for the restoration of listed monuments when the owner is unable to undertake the necessary work. The municipality is also financially liable for such structures when their use or development is frozen by urban plans.

Furthermore, article 32 of municipal laws give the DGA or the president of the Municipality the right to call an expert to assess the restoration costs of a ruined monument. If the owner refuses to perform the restoration works, the municipality at the request of the DGA can expropriate the structure and undertake the necessary work.

Municipalities also have the right to create museums to decree No 5743 (Articles 49, 50 and 61) and are required to protect archaeological sites (article 74). They also participate in the management of archaeological sites by appointing the personnel responsible for entrances and exits as well as those responsible for guarding, cleaning and maintaining the site. Interestingly enough, these responsibilities are not outlined under municipal laws. Rather, they are stipulated under the laws on antiquities and on taxes and fees. These laws also give municipalities the right to collect 50% of entrance fees in return for its services.

The right to withhold building permits also allows municipalities to play a critical role in protecting cultural heritage sites from harmful urban planning schemes and inadequate development proposals. For example, the municipality of Jbeil stopped the construction of the new marina near the archaeological harbor thus preventing inevitable damage to the city's heritage.

What is clear from existing laws is that there are considerable overlaps in jurisdiction and functions between the DGA and local municipalities. While this does not by necessity imply a duplication of function, this overlap can certainly be a source of beneficial co-operation or bitter conflict as occurred in the reconstruction project of the city center of Beirut. Furthermore, the interaction of the municipality with the DGU over local master plans also limits the role of the municipality in the integration of cultural heritage sites in larger city master plans (see next section for further details). If allowed, and with improved resources, municipalities can certainly play a more proactive role in the promotion and protection of archaeology and cultural heritage sites.

## **B. Organization**

There is not specific organizational mechanism for addressing archaeological and cultural heritage needs between municipalities and other national or local institutions. Coordination takes place over specific issues and according to the current legislative framework.

## **C. Problems**

1. Understaffed and lacking in qualified personnel. Depending on location, the basic educational levels of municipal personnel vary considerably. As a result, the municipalities discussed in this study have not been able fulfill their responsibilities towards archaeological sites.
2. Lack of financial resources. Current public administration laws do not allow municipalities to impose taxes according to local needs, to spend according to their own strategic plans, nor generate income for specific projects.
3. Multiple Oversight Agencies: Under current administrative laws municipalities are overseen by a multitude of other agencies which include the Ministry of Interior and Municipal Affairs, the Board of Civil Services, the Higher Council for Urban Planning, the Directorate of Urban Planning, Ministry of Public Work, DGA, Ministry of Housing, the Court of Audit, the DGA, the DGU, and the Central Inspection Board, amongst others.
4. Overall, minimal coordination with the DGA.

## **D. Necessary Revisions**

As far as cultural heritage sites are concerned, mechanisms for more effective coordination between municipalities, the DGA and the MOT have to be created. Here municipalities should have a greater degree of autonomy in drawing up local strategies for the development of areas under their control. Also, for municipalities to effectively fulfill their mandate, it is imperative

that their administrative and financial autonomy be increased. This entails serious decentralization efforts on the part of the government.

#### **4. The Ministry of Transport and Public Works: Directorate General of Urbanism (DGU)**

##### **A. Mandate**

The Directorate of Urban Planning and the Higher Council for Urban Planning regulate all matters related to urban planning and building laws. The DGU undertakes all master-plan studies in the country, and if unable, usually commissions the study to a private office. Once completed, the master plan is submitted to the concerned municipality, which has a month to respond with comments, critiques and counter proposals if necessary. If accepted, the plan is then sent to the Council of Ministers for final authorization.

In addition, all proposed master plans, or changes in zoning regulations, construction laws etc. must be submitted to the Higher Council of Urbanism whose job is to assess the impact of these projects and proposals. Other projects relevant in size or location must also be submitted to the Higher Council of Urbanism for consultation and approval.

The DGU also plays a critical role in the protection of archaeological and cultural heritage. First, according to current laws, “An engineer of the DGA should participate in all master plans studies undertaken by the DGU in areas of archaeological significance. If the archaeological value of the area supercedes other interests or concerns, engineer of the DGA should completely undertake the study.” Second, all development plans have to be approved by the DGU before their implementation. Any plan, which could cause damage to classified structures or a protected zone, has to be rejected by the DGU. These laws also require the DGU to respect zoning called for by the DGA around archaeological sites, such as non-edificandi zones.

##### **B. Structure**

The **DGU** is one of three departments in the Ministry of Public works reporting directly to the minister. In addition, the Ministry has a regional office in each Mohafaza. The DGU comprises of two divisions: an urban planning and studies divisions and a municipality projects division.

The **Higher Council for Urban Planning** is made up of representatives of all the major public administrations related to the built environments as well as representatives of the private sector. It includes,

- The director general of the DGU- president
- The director general of the Ministry of Public Works
- The director general of the Ministry of Municipalities and Rural Affairs
- The director general of the Ministry of Agriculture
- The director general of the Ministry of Social Affairs
- The director general of the Ministry of the Environment
- A representative from the Council for Development and Reconstruction (CDR)
- The president of the Order of Architects and Engineers
- A nominated architect
- A nominated socio-economist
- A nominated engineer with experience in urban design

More recently, the DGA has submitted a request that its director be included as a council member. Its request is being studied.

### **C. Problems**

1. Qualified personnel are scarce.
2. Even though the contract between the DGU and private offices stipulates that an overall survey to identify significant archaeological or historic remains be carried out, it does not require the presence of a qualified expert in cultural heritage needs. Moreover, due to budgetary constraints the necessary socio-economic assessments, economic development scenarios, land suitability and hazardous use maps are not requested.
3. Lack of co-ordination. Problems concerning the conservation of archaeological sites and remains arise when planning is done without taking the archaeology into consideration and without informing, consulting and coordinating with the DGA, because zones involving high archaeological risks are not always known to or are simply ignored by the planners.

### **D. Necessary Revisions**

1. Urgent revision of building construction standards.
2. A list of all archaeological sites and zones should be made available to the DGU. Also, no major infrastructure project at the National level should be implemented without the inclusion of at least one expert in archaeological and cultural heritage needs.
3. Contract stipulations between DGU and private offices over the new masterplans should be re-examined.

## **5. The Council for Development and Reconstruction**

Since its foundation in 1977, the CDR became the planner and developer par excellence at the national scale. Reporting directly to the Council of Ministers, the CDR is responsible for establishing the general framework of reconstruction and planning efforts as well channeling external assistance. The CDR has the power to finance any project assigned to it as well as contract both external and internal loans, guaranteed by the government subject to a limit of 15 percent of the government's total budget. The CDR is also responsible for international agreements in the fields of economic and technical assistance, subject to the approval of the council of ministers.

Currently the CDR's main function is to mainly to identify needs, aid in the location of external sources of finance, aid in the preparation of technical documents and in the tendering out of select projects. Given its instrumentality in linking up with different government and international institutions and agencies, and in the identification of needs, the CDR is critical for the application and proper implementation of any proposed Cultural Heritage and Tourism Development.

## **Second Circle Stakeholders**

### **1. Public and Private Claimants**

The 1933 Antiquities law also deals with issues related to ownership, rights and duties as well as relationships between the state and the owners. Historic monuments, even those placed on the General Inventory List, can be the property of either public or private owners (Art.7, 10,21 of the 1933 law on the antiquities). Even though archaeological finds are state property, the parcels on which archaeological discoveries are made can remain the property of private individuals or institutions. Furthermore, Article 32, of this law states that private property owners of listed historical building are liable for the repair and maintenance of the structure.

In practice, private property owners view archaeological remains as a source of potential threat. On the one hand, the discovery of important archaeological remains could lead to the expropriation of their properties or to limitations on their exploitation rights (Articles 33 and 35). Given that the state usually underrates the price of property when expropriating, and then takes a long time to pay the required compensation, property owners are more inclined to hide or destroy accidental discoveries on their sites. If a building is placed on the list of classified monuments, the owner receives no compensation for the freezing of development rights. However, if the listing is erroneous then the owner may eventually be compensated (Article 37).

In addition to private property owners, most cultural heritage sites also include tenants whose income levels are either on the threshold or fall below the poverty line. By regulating increase in rentals, current rental laws have protected these tenants from eviction. On the other hand, they have deprived property owners from a potential source of income. In return these owners do not invest in the maintenance and upkeep of their buildings leading to serious environmental pollution and severe deterioration in urban infrastructure.

### **2. UNESCO**

UNESCO is the single most important international organization currently active in cultural heritage and tourism development in Lebanon. Internationally, sites listed on the World Heritage list, along with cultural and natural reserves form the backbone of the tourist industry worldwide. Locally, UNESCO has cooperated closely with the DGA over the preservation and conservation of various sites around the country through the provision of technical and professional assistance. UNESCO also helps the DGA overcome the bureaucratic red tape that hinders the performance of most Lebanese administrations.

Currently, three of the five cities being studied in this report - Sour, Baalbek and Jbeil - have been declared World Heritage sites by UNESCO's World Heritage Center (WHC). Once a site is placed on the World Heritage List after a very long and difficult procedure (Art.20-23 of the 1975 Convention on World Heritage), rules and regulations set by the international institution have to be respected. Therefore, any plan or design that might result in the loss of the characteristics, which determined the World Heritage character of the site, can lead to its withdrawal from the World Heritage List (Art.6:vii. The withdrawal procedure is described in Articles 24-32 of the 1975 Convention on World Heritage). This has been used in different cities in Lebanon to argue against the implementation of projects that may threaten the archaeological integrity of the site.

For example, the placement of these sites on the World Heritage list was used effectively to halt a proposed harbor and marina in Jbeil. The WHC threatened to withdraw the site from the list compelling the Lebanese authorities to amend its design (An-Nahar, May 20, 1997:11).

### **3. The Ministry of Displaced**

Initially created to address the problems of population displacement generated by the Lebanese civil war and which affected close to one-third of the Lebanese population, the ministry has also agreed to address issues related to other forms of displacement such as that generated by the Abu Ali, in Tripoli in 1958. Current plans in Tripoli include the construction of a low-income housing complex in the area of Al-Kobbe.

#### **Third Circle of Stakeholders**

##### **1. Associations for the Preservation of Cultural Heritage**

###### **a. National Associations**

###### **Association Pour La Protection des Sites et Anciennes Demeures (APSAD)**

One of the first non-government organizations to address the issue of cultural heritage, the organization was established by presidential decree n0 765 in 1965. Member fees, private contributions and donations fund APSAD. The aim of this organization is to raise public awareness of Lebanon's cultural heritage and historic buildings through exhibitions, conferences, book editing, newspapers articles etc. In its heyday, the organization boasted a varied membership, which included the country's major architects, intellectuals and politicians among others. Its central mission is the protection, preservation and conservation of Lebanon's historic and cultural sites and its natural environment. APSAD is also a member of three international organizations - Europe Nostra, Civitas Nostra and Patrimoine sans Frontières. Moreover, it is the official partner of the International Council on Monuments and Sites (ICOMOS) in Lebanon

This association has created an inventory of old traditional Lebanese houses, meant to help the government and individuals in the conservation of the country's heritage. However, a decaying and outdated bureaucratic infrastructure has hindered the organization's ability to be more effective in the protection of the country's heritage. More critically perhaps, its bitter struggle with Solidere, the company created for the reconstruction of the Beirut Central District, transformed public perception of APSAD from a highly recognized cultural association to a regressive institute resisting the progressive forces of modernization.

In addition, the organization has launched a series of other projects such as the inclusion of the Enfeh sites on the World Monuments Watch List of 100 Most Endangered Sites, the rehabilitation of premises in Deir al-Kamar as their own office, the restoration of Tripoli's 18<sup>th</sup> century Hammam al-Jedid in collaboration with the DGA, and the restoration of other structures in Abey and Batroun also in collaboration with the DGA. The organization also collaborated with the Price of Wales Foundation to print postcards of 18<sup>th</sup> and 19<sup>th</sup> century Beirut houses.



## **b. Local Associations**

Most of the local associations for the protection of the archaeological heritage in Sour, Sidon and Tripoli maintain clear political connections to the current political elite in the country. They are founded and presided by women related to leading politicians. As a result, the successful implementation of projects in these cities, more often than not, requires the participation of these institutions even though they are considered third circle stakeholders. In effect, and depending on the city, their marginalization in the decision making process may result in the holding up of projects etc.

There are no similar associations in either Jbeil or Baalbek.

## **c. Cultural Clubs**

All organizations interested in cultural issues can contribute in raising public awareness with regards to the importance of archaeological and historical monuments. Several such clubs exist in all five cities. Although they have no direct impact on the archaeology, they can in one way or another be involved in mobilizing community participation and/or raising public awareness and understanding of the significance of cultural heritage and archaeological sites.

## **2. Lebanese and American University (Archaeology, Conservation and Restoration Schools)**

Universities educate and train archaeologists and architects who are potential recruits for the DGA. Both institutions are a valuable source of trained professionals and sometimes funding, especially in the excavation and restoration of cultural sites and monuments. Individuals from both institutions have participated in rehabilitation and restoration efforts around the country and specifically in Beirut, Tripoli, Saida, Baalbek and Sour.

## **3. Orders and Associations related to the development of a tourist industry.**

These include the Orders of Hotel Owners, Restaurant owners and Tour operators as well as local and national NGO's involved in the development of tourist related industries such as the Artisanat Libanaise, or in the provision of micro-credit programs such as al-Majmoua which operates at a national level and RDR which operates in Sour among others.

## **3. NGO's**

These include NGO's directly connected to the encouragement of traditional and local handicrafts as well NGO's that provide micro-credit and vocational training programs. While the former participate directly in the development of a tourist industry and the spread of secondary economic benefits, the latter can be considered as stakeholders directly involved in poverty alleviation and community participation efforts in the different cities. Their contribution to different proposals will to a certain extent insure the participation and empowerment of local populations.

## **National NGO's**

### **Artisan du Liban**

L'artisan du Liban or the Handicraftsmen of Lebanon, was founded in 1979 by Le Mouvement Social Libanais (MSL). The MSL, initiated in 1961 by Bishop Grégoire Haddad and a multi-confessional group of Lebanese citizens, is a non-governmental organization, which aims to contribute to the human and social development of Lebanon. The Artisan du Liban functions as a cooperative, and supports income generating activities of lower income populations through the development of national handicrafts. The organization is primarily supported by contracts with government ministries, assistance provided by foreign agencies and local donations, and its own profits. Today it has 3 sales outlets, one central depository, an administrative office, and a workshop. It has 55 full-time employees and contracts with more than 500 craftsmen and women, namely disadvantaged artisans and small producers in different parts of the country. It is also responsible for the design and production of the various items. L'Artisan du Liban specifically targets poor families, women in need, and women who need to work at home.

### **Al Majmoua**

Al-Majmoua, which means "the group" in Arabic, is a Lebanese organization founded by Save the Children in 1997, to provide micro-finance services. It is now the leading micro-finance institution in Lebanon, operating throughout the country, including six Palestinian refugee camps. The organization provides small loans - starting at \$250 - to individuals who lack access to the banking sector. Al-Majmoua includes over 3,500 women micro-entrepreneurs. According to the institution repayment rates are around 99%.

Most of Al-Majmoua's borrowers thus far have been mothers aged between 30 and 39 years old, who support an average of three to four children. More than a fifth of these women are illiterate and just over a third have secondary school education. Most of Al-Majmoua's clients obtain loans to start retail businesses, to invest in technology, which expands existing agricultural enterprises, or to market their handicrafts. They also conduct vocational training programs in different parts of the country.

# **10.3**

## **APPENDIX III**

**SYNOPSIS OF MASTER PLANS FOR THE CITY OF SOUR**

## **Appendix III**

### **Master plans of Sour: A Condensed Overview**

#### **The 1966 Master Plan**

The 1965 study by architect Pierre Khoury (approved by Decree No 4028, 1966) described the city as “a sick and disabled” body, and identified three main residential zones: the congested old city, a low-density quarter recently built (Hay al-Raml), and the Palestinian camp of al-Bass which blocks the eastward extension of the city.

The plan proposes **1)** the displacement of the refugee population and the re-appropriation of the camp’s site as an extension for the city **2)** the imposition of height restrictions to control chaotic development in the intermediate zone between the old city and its extensions **3)** the upgrading the hygienic and sanitary conditions, and the decongestion of the old core through the resettlement of part of the population mainly in high density areas. However, the plan points out that such measures are ineffectual if they are not combined with concrete improvements in the economic and social conditions of the inhabitants.

The two poles of the local economy are identified as the year-round activities revolving around fishing, agriculture and small industry; and the seasonal activities related to tourism and archeology. While the first exists and needs only reinforcement, the second is still to be created. The study therefore envisions the whole peninsula as a tourist-oriented zone, with low-density residential, recreational and tourist land uses. An area of 50 ha extending from the imperial city site along the Roman axis is designated as an archaeological zone. On either side, specific areas are set for administrative, medical, commercial and residential uses, with a floor-area ration of 0.2 to 0.45 for tourist zones, 0.6 and 1,4 for residential zones, and 2 to 3 in the commercial and office zones. The waterfront is designated as non-edificandi. An east-west network of streets of 22 to 32 m connects the archeological site to the national highway, and structures the extension zone east of the old core.

With the excavation of the Roman hippodrome site in 1967-69, another 18 ha of the peninsula, initially planned for the residential and commercial extension of the city, were designated as non-edificandi. Progressively, other elements in the master plan were abandoned including the sites designated for public buildings and the east-west network of streets, which were never expropriated.

#### **The 1991 Master Plan**

While the 1966 master plan was confined to the municipal boundaries of Sour, the 1991 study (approved by decree No 1379, 1991) encompassed an area of 7000 ha including the future suburban extension of the city over surrounding agricultural villages. The study pointed to the fact that the peninsula of Sour has an area of 100 ha occupied by the old core, the archeological sites, and the al Bass Palestinian refugee camp, leaving little room for residential expansion. Furthermore, a large area of the city outside the peninsula is public property. Consequently, if the future expansion of the city is left uncontrolled, the few remaining agricultural plains that surround the city will disappear. Based on topographical and geological analysis, the study confined suburban expansion to specific areas on the periphery with low agricultural potential, recommending the acquisition of agricultural land by municipalities as a reserve for future extension. Concerning the peninsula, the study took into consideration the provisions of the 1966 master plan, and proposed the building of public facilities such as a slaughterhouse, a vegetable market, a cultural and sport center, and a municipality complex with parking structure on the

public land next to al-Bass camp. The hippodrome site, excavated in 1967-68 was annexed to the archaeological zone. The mixed- use zone of al Raml was allocated a uniform exploitation factor of 40% / 2, with 5 floors and a height limit of 19m.

#### The 1997-98 Master Plan

Still pending, the 1997-98 Master Plan was mostly directed at regularizing the illegal constructions undertaken during the war. An international committee assigned by UNESCO reviewed the master plan in 1998, as well as the joint CDR-World Bank (CDR-WB) team responsible for the cultural heritage and tourism development project. The following is a summary of the zoning projected by the 1998 master plan and the recommendations proposed by reviewers:

<b>Summary Table of the 1997-1998 Master Plan with Proposed Modifications by UNESCO and CDR-World Bank Team</b>		
<b>Zone</b>	<b>The 1997-1998 Master Plan</b>	<b>Proposed Modifications</b>
<u>Zone AR:</u> Archaeological sites	Segregation between the two main archeological sites through the classification of the urbanized area along the Roman axis as A1.	Reclassify the urbanized area along the Roman axis as an archeological area along with school site; abolish service road cutting through the imperial city; merge zone D (Camp al Bass) with zone AR - both public property.
<u>Zone A:</u> The old core	20% - 0.4 / 2 floors - 8m Old core designated as conservation area of historical and archeological value; same building regulations as 1966 Master Plan; ie surface exploitation; all construction or conservation activity subject to DGU and DGA approval	Detailed survey of buildings with identification of key and endangered parcels, the provision of a non-eficandi protection zone around constructions, and the definition of an FAR with the area of substandard lots (UNESCO); preservation of limited number of historical buildings, mainly those facing the Phoenician harbor.
<u>Zone P2:</u> Port of Sour	Expansion of Sour's port facilities	Displace proposed port outside Sour so as to protect the current character and use of the old port by fishermen; enhance the presence of existing buildings and prohibit additional construction. (UNESCO); abandon planned port expansion in order to protect submerged archeological remains (CDR-WB).
<u>Zone A1:</u> Edges of archaeological sites	Low density residential and commercial area, overlapping on Roman axis leading to Phoenician harbor.	Keep existing buildings and classify selected empty sites as AR (UNESCO); reclassify as AR (CDR-WB).
<u>Zone A2:</u> <b>Inner area of al-Ramleh quarter</b>	Medium density area (residence and commerce)	Reclassify as A1

<b>Summary Table of the 1997-1998 Master Plan with Proposed Modifications by UNESCO and CDR-World Bank Team (Cont'd)</b>		
<b>Zone</b>	<b>The 1997-1998 Master Plan</b>	<b>Proposed Modifications</b>
<u>Zone A3:</u> The northern and southern waterfront of al-Ramleh Quarter	High density area (residence and commerce)	Reclassify as A1; Protect sea view and reduce number of authorized floors from 6 to 2 (UNESCO); reduce maximum height to 11.2m (CDR-WB)
<u>Zone D:</u> Camp al Bass	Integration of camp within the city; transfer of incompatible land uses; re-parcelization and upgrading of public facilities and utilities with addition of social housing.	Suspend any operations until the end of archaeological survey for the identification of areas subject to listing.
<u>Zone E1-E2-E3:</u> Waterfront Tourist area	(to be further investigated)	Limit authorized number of floors to 2 with mandatory use of red tile roofing.
Sources: UNESCO, <i>Rapport de Mission de Daniel Drocourt</i> , Sour, 1998, MUDUN, <i>Master Plan of Sour and Vicinity-Phase 1 and 2</i> , Beirut 1997 (Arabic) BTUTP, <i>Master Plan of the Region of Sour</i> , Beirut, 1987 El-Khoury, Pierre, <i>Plan Directeur d'Urbanisme de la ville de Tyr</i> , Beirut, 1964		

# **10.4**

## **APPENDIX VI**

**AVERAGE POPULATION GROWTH  
IN LEBANON**

## Appendix IV

### Average Population Growth in Lebanon

*Population profiles for the different areas were derived from data collected in 1997 by the Central Bureau of Statistics on the primary number of residences in different locals in Lebanon. These were then multiplied by the average population growth estimated for different regions in Lebanon (Table 1).*

<i>Region</i>	<i>Population Growth</i>
<i>Beirut</i>	<i>4.3</i>
<i>Hermel</i>	<i>4.6</i>
<i>Mount Lebanon</i>	<i>4.4</i>
<i>North Lebanon</i>	<i>5.5</i>
<i>South Lebanon</i>	<i>5</i>
<i>Nabatiyeh</i>	<i>4.4</i>
<i>Bekaa</i>	<i>5</i>
<i>National Average</i>	<i>4.8</i>

*Table 1: Average Population Growth (Source: Central Bureau of Statistics).*



# **11.0**

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