

Local Economic Development Strategy West Beqaa

Roadmap towards peaceful prosperous and healthy communities during and after the Syrian Crisis



ENDORSEMENT OF THE STRATEGIC PLAN

We, the undersigned, Heads of the Unions of Municipalities of Western Bekaa and Rashaya Declare that this strategic plan reflects accurately the developmental aspirations of our villages and their Unions based on the discussions and recommendations during the participatory stages of its preparation;

Emphasize our willingness to harness the energy, expertise and commitment of the civil society, the municipalities and their unions in order to operationalize this strategic plan; Look forward to cooperating with local and international organizations and agencies to establisha sustainable human development dynamic to address the recommendations of this strategic plan;

Thank the Department of International Cooperation of the Union of Municipalities of the Netherlands (VNGI) and the cities of Almere and The Hague for the technical assistancein the preparation of this plan





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Preamble

Why this strategy?

This strategy is a mutual effort of 28 municipalities and their Unions to move from a 'fire-fighting mode' towards acting beyond the here and now to gradually fulfill the role of the "logical" coordinators/interlocutors in

strategically managing their territories, in line with the responsibilities entrusted to them by the Lebanese municipal law.

Herewith, we go beyond unsustainable, less coordinated, single-town planning actions: we plea for a concerted effort with our partner-municipalities, our citizens, our unions and the various constituents of our civil society at large (national and international ones).

Our mutual ambition is to contribute to a healthy, prosperous and safe future for the inhabitants of our region.

How do we work on this strategy?

We are aware that Local Economic Development is a long-term and incremental process, which takes time, resources and the convergences of good will and hard work from all those concerned with the prosperity and well-being of the West Beqaa and its people.

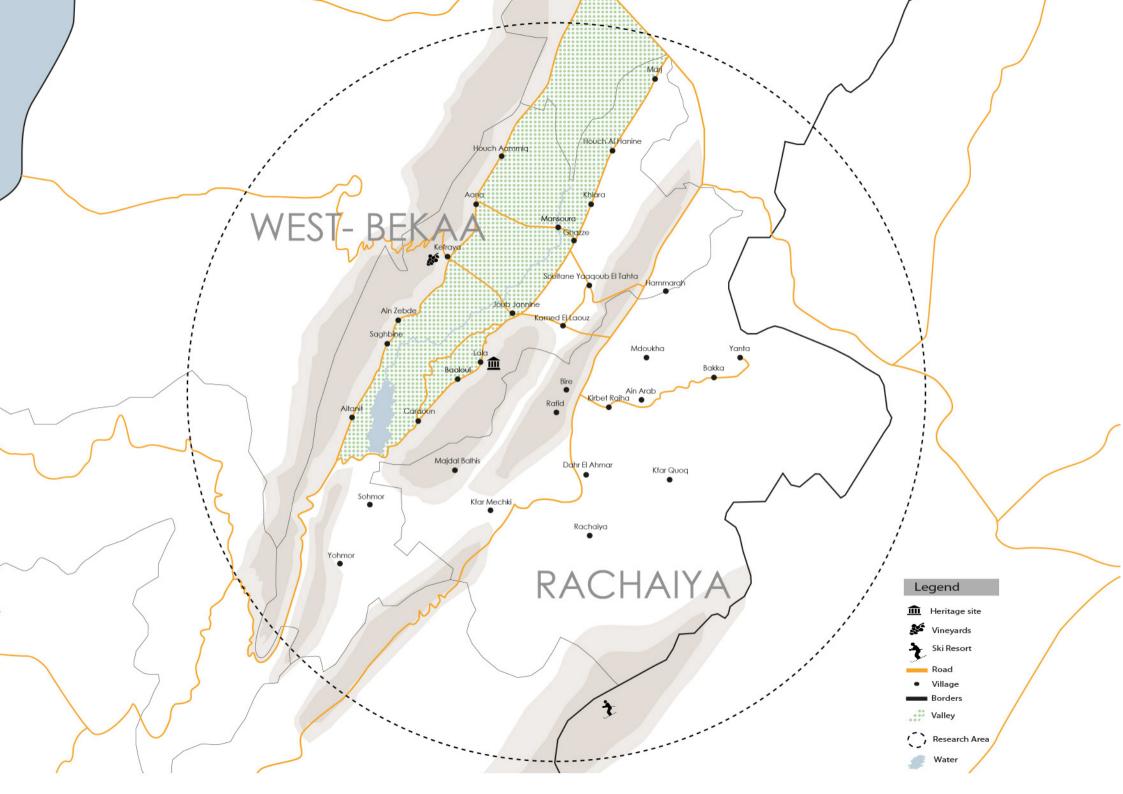
At the same time we are eager to start. Our ambition is to start with short term actions today in pursuit of a medium- to long term strategy which we developed as part of this planning exercise What short-term actions embody our long-term strategies? A variety of short-term actions embody our long-term strategies. We categorized them into two 'pillar types': hard and soft. 'Hard' means, among others, that we work on stronger basis services and amenities and urbanization. 'Soft' means, among others, that we work on strengthening our municipal organizations (leadership, overall communication, ability to reach and activate civil responsibility).

The whole is greater than the sum of its parts

Along the lines of this strategy, we will embed short-term tangible projects in a medium- to longer term development strategy for the West Beqaa. We will do this to make sure that the overall benefit of our collective short-term actions and efforts for the development of the West Beqaa goes beyond the sum of the individual projects. With this strategy we go beyond single-town planning by broadening our scope from local concerns and needs to integrated regional ones.



West Beqaa in the Libanon and Syrian region<



Strengths of the West Beqaa

The West Beqaa has many assets. It is a region with many attributes to be conserved and to build new opportunities on.

Central location between Beirut and Damascus

The strategic geographical positioning of the West Beqaa area is an important strength to be further developed in the future with heaps of opportunities to strengthen its local economy. West Beqaa can also play a pivotal role in the future reconstruction of Syria once the current crisis resorbs.

Socio-economic and territorial coherence

The area of our 28 municipalities shows coherence regarding socio-economic complementarity and territorial synergy. This provides us with a unique opportunity to work on short, medium and longer term strategies that go beyond single municipality planning.

Natural resources

Our area houses a rich diversity of natural resources such as sufficient rainwater, a major (albeit heavily polluted) river and plenty of arable land. These provide solid basis for an agriculture-based economy. The fertile land in the valley and the favourable slopes of the mountains support a wide variety of agricultural practices and related economic activities which has gained our agricultural produce fame in Lebanon and around the world.

We see hence opportunities for a concerted effort to increase productivity and to develop value-chains.

Heritage sites

The region houses multiple historical and natural heritage sites of great historical value and potential tourism-magnets, serviced by our legendary hospitality and know-how. We see value in developing them further and increasing the visibility of our region and all it has to offer.

Diverse Society

West Beqaa has a diverse population of mixed ethnicity and religions living peacefully and harmoniously. Our region remained a heaven of safety and peaceful coexistence even at the height of the Lebanese civil war. It now provides refuge to an equal number of inhabitants to our Syrian neighbours and will continue playing this role in the future.

Dynamic and vibrant expat community

West Beqaa has a vibrant expat community, where one out of three registered citizens in currently abroad pursuing livelihood and career development opportunities. Our expats are a key driver to the local economy and our "ambassadors" to the world, and our privileged counterparts in developing our region.

Overall, this unique combination of diversity and natural resources in the West Beqaa forms the fundament of the strategy that unfolds from the next page on.



Strategy Goals

Our mutual ambition is to contribute to a healthy, prosperous and safe future for the inhabitants of our region and their children.

We take short-term action to achieve long-term strategy goals. Our concerted efforts in line with the five hard- and soft pillars should contribute to these goals:

- A peaceful society is a predictable environment where people can trust those around them, dare to invest in the future and can rely on the rule of law.
- 3. A prosperous society is a vibrant entity where it pays to employ your skills, where people can grab opportunities and where hard work is rewarded.
- 4. A healthy society refers to the physical health of the inhabitants, the ability to care for those less fortunate and a clean environment to live in.

The longer-term goal, and ultimate goal, is to gradually develop our area into a Circular Valley.

West Beqaa has a wealth of natural resources and can – if needed – function as an autonomous territorial entity, making it more resilient to the political and economic turmoil in the Middle East. Our strategy is to develop towards a region in which we deal in a smarter and more efficient manner with raw materials (including agriculture), energy (hydro, solar and wind) and waste (as raw material for new products).

Although a circular economy may be possible, it is highly likely that West Beqaa will remain dependent on exports to Beirut, Damascus, neighbouring countries and

possibly Europe. The aim hence is not to achieve a closed economic system but a commitment from our side to maximize the reusability of products and raw materials, thereby minimizing value destruction. Part of this commitment is working towards closing cycles by reusing residual (waste) material flow (clean, safe) after use in nature, which can among others alleviate the pressure on water sources, enrich the soils with composted bio-waste, protect and expand the forest cover. *This strategy is a mutual effort of 28 municipalities to gradually move from a 'fire-fighting mode' towards acting beyond the here and now and gradually fulfill the role of the "logical" coordinators/interlocutors of strategically managing their territories.*

Creating a Local Economic Development strategy is an integrated, process- oriented and non- prescriptive endeavor. It fundamentally embraces local values (poverty reduction, basic human needs, local jobs, integration of social and environmental values), utilizes Economic drivers (value-added resource use, local skills training, retention of income, regional cooperation) and considers Development (the role of structural change, quality of development). As such, this strategy is not about "quick fixes" or generating "wish-lists" which has been the prevailing approach in the existing responses to the Syrian refugees to Lebanon. Its model assumes that along the planning and implementing journey, it is important to look for small, easy actions with visible results to help maintain momentum. In some cases, simply initiating a single project that focuses on one critical issue will pave the way for long-term success in LED.



Why this strategy

This strategy is about sustainable development in the long-term. It takes time to change local conditions, build capacity, organize participatory processes, and empower stakeholders, especially the marginalized and the poor. This strategy is the first step of a long journey.

This gradual move from a fire-fighting mode towards strategically managing municipal territories is influenced by, and has to deal with, two realities:

- 1. West Beqaa's municipal capacities are limited (due to historical marginalization and lack of resources among others);
- The effects of major geo-political developments (refugee crisis accompanied by a global financial crisis) on its municipal territories.

Limited municipal capacities

The Syrian crisis has a huge impact on the livelihoods of the people living in the West Beqaa. At the onset of the crisis, its host communities welcomed and supported many refugees. However, the crisis prolongs and supporting refugees has become an increasing burden on communities and local governments. In the context of a paralyzed central government and in the absence of a comprehensive national strategy to respond to the crisis, we as municipalities were the first tier respondents to the refugee crisis.

The presence of the refugees has adverse consequences for local inhabitants due to increased competition over affordable housing, the pressure of the already deficient existing infrastructure and services, and competition over limited employment opportunities. Therefore, our capacities are increasingly strained. Everyday urgent needs dictate our municipal agendas. We are in a constant fire-fighting mode where we only address

immediate and recurrent issues related to the day-to-day management of the life of our inhabitants. We are rarely able to fill the role of the "logical" coordinator/ interlocutor, or in other words: to strategically manage our territories. Our capacities are limited by the impact of the Syrian influx. Yet, going beyond the single impact of the Syrian crisis, our capacities have been limited by a range of other recent and more structural developments:

- The Syrian refugee crisis has been accompanied by the 2008 international economic slowdown. Members of the Lebanese Diaspora have long been an important source of income for the region. Historically they sent ample amounts of remittances to the region and invested heavily across various sectors. As a result the volume of remittances and investments has gone down.
- The structural lack of opportunities in the region is the catalyst for young people to leave the region. The resulting brain drain is ongoing and affects the economic potential of the whole region.
- A constitutional gridlock results in local governments not being able to fulfil their formally mandated role to responding to citizens' needs, protecting their rights, and meeting their expectations.



- Mismatch between the responsibilities entrusted to the municipalities on one hand and the financial resources and degree of autonomy along which municipalities can operate on the other.
- The Syrian crisis has also lead to an influx of aid into the region. The investment has unfortunately been fragmented and piecemeal.
 Virtually all donor agencies (UN or others) are working through their own channels and programs and offering rather "unsustainable" support to municipalities (purchase of small equipment, direct execution of minor infrastructure works, etcetera).

Effects on the West Beqaa area

Our region has seen its population double, its economy sputter and most aid has not helped to address the effects hereof in a sustainable manner. These trends have an enormous impact on the West Beqaa as the region has to cope with an exploding population whilst its economy falters, basic services and amenities are in a state of reconstructing and the governmental apparatus in Lebanon effectively neuters small rural local governments. The immediate effects are clearly visible. The region is dotted with informal waste dumps and litter. The regions surface water is polluted and in some locations raw sewerage flows directly into ditches and streams. The Litani river and the Qaraoun dam have reached a critical level of pollution. The sprawling urban fibre is threatening the arable land as formal and informal building projects spread across the valley.

The secondary effects are however less tangible:

- Living in a polluted environment affects the health of the inhabitants of the region. The social infrastructure, such as educational infrastructure, is unable to accommodate the exploding demand. The added pressure on the road network has led to more traffic accidents and fatalities.
- The combination of increasing population and economic stagnation leads to a decrease in the amount of opportunities for employment in the region. In the short term this leads to competition for jobs and rising tensions within the community. It might even lead to higher levels of crime as people seek ways to feed their families.
- Tensions are rising between Lebanese and the Syrian refugees as the pressure on services and amenities increases. This due to the availability and consistency hereof as well as perceptions regarding the ways in which these services are delivered to Lebanese on the on hand and Syrians on the other.



How do we work on this strategy?

We believe that the best way to (1) build on the strengths and (2) tackle the challenges facing our region is to work on the hard and soft pillars of development introduced in the next pages.

Along this strategy's journey we aim to break with the tradition of piecemeal short term solutions in favour of a process- oriented and non-prescriptive approach. We will increasingly fulfil our role as the "logical" coordinators/interlocutors strategically managing their territories.

We work towards the development of peaceful, prosperous and healthy communities along the lines of a process based approach building on:

embracing our local values

poverty reduction, basic human needs, local employment as well as integration of social and environmental values

- utilizing all available economic drivers value-added resource use, local skills training, retention of income, regional cooperation
- striving for sustainability

seeking structural change and focussing on the quality of develop ment instead of the quantity.

Our work towards the development of peaceful, prosperous and healthy communities along the lines of a process based approach is operationalized in several 'pillars of development'. We've chosen to divide the short- to long term actions into five pillars of development. We've categorized them into two 'pillar types': hard and soft. 'Hard' means, among others, that we work on stronger basis services and amenities and urbanization. 'Soft' means, among others, that we work on strengthening our municipal organizations (leadership, overall communication, ability to reach and activate civil responsibility).

Hard and soft pillars of development

The development strategy leans on five interrelated pillars of development:

lard pillars of development:

Basic services and amenities

- Drivers of development: agro-business and tourism
- Urbanization

Soft pillars of development:

- Communication and civic response
- Capacity Building

he five pillars of development are elaborated on below.



Basic services and amenities

Basic services and amenities refer to the quality and reliability of potable water, sewage treatment, electricity and solid waste management services. Adequate provision of basic services and amenities ensures a healthier environment in which to live and provide a reliable basis on which inhabitants can live better lives.

Current situation

The provision of these services in the West Beqaa valley has been challenged since the start of the civil war and with the increased demand generated by the Syrian refugees it has become increasingly strained not to say completely unmanageable. This resulted in increased pressure on the environment as primarily litter and open sewerage pollution affects large parts of the region. Especially the surface water quality has deteriorated in recent years, resulting in unhealthy living conditions in our communities.

Tension communities

At the moment the reliability of the service delivery and amenities in the West Beqaa are starting to become an unnecessary source of tension amongst communities. Especially the method of delivery of these services and amenities is becoming a point of conflict between the Lebanese and Syrian communities, due to:

- The general perception that whilst Lebanese inhabitants have to pay for the provision of these services their Syrian "guests" get the access for "free".
- The level of the services to the Lebanese population has deteriora ted as the population of the region increased.

Risks of the current situation (long-term):

- It will further limit the prospects of economic development in the region as agricultural activities are vulnerable to pollution.
- The current level of service delivery does not provide a reliable basis on which to invest and grow.
- Consumers have to revert to expensive privately provided services that limits their ability to consume other products and services.

We therefore believe that the adequate provision of these services will:

- Prevent tension between the local and refugee populations from growing;
- Prevent the further deterioration of the quality of the natural resources within the unions;
- Offer the inhabitants of the unions a healthier environment to live in;
- Provide a necessary basis for economic growth.



Short-term (2016 – 2017)

- Solid waste management: we will focus on solid waste management as it is up until now the only basic service that has been explicitly decentralized. There are ongoing projects with the region that aims to reach far beyond basic service delivery towards the first semblances of a circular economy.
- Waste water treatment: the next logical step will be waste water treatment as most wastewater is treated on location and the Unions are not dependant on regional or national government's infrastructure. Therefore we have to play a central role in the efforts aiming at preserving and reducing the pressure and pollution on the Litani river and the Qaraon lake.
- Water optimization and water demand management, to alleviate pressure on water sources, reduce pollution and sustain and expand existing agricultural activity.

Mid-term (2017 – 2020)

- Sustain solid waste management service delivery and waste water treatment.
- Potable water and electricity: these services will be prioritized as soon as the opportunity arises and the necessary partnerships with the national providers of electricity and potable water are organized. Solar and wind energy are potential sources of energy to be further explored and developed.

Long-term (2019 onwards)

• Upscaling: these projects, if successful, will be scaled up to service to the whole Beqaa valley.



Drivers of development: agro-business and tourism

We believe that meeting the needs of the present generation should not compromise the ability of future generations to meet their own. To attain this we need to leverage the social, economic, cultural and ecological resources available to us without depleting them. Obvious drivers for developing the Beqaa valley are:

- our inhabitants and existing economic activities;
- the fertile land;
- water resources (such as the Litany river and the winter precipitation);
- the rich and diverse cultural heritage;
- the available but inadequate physical and social infrastructure in the central Beqaa valley and;
- the agricultural sector and thereto related value adding industries.

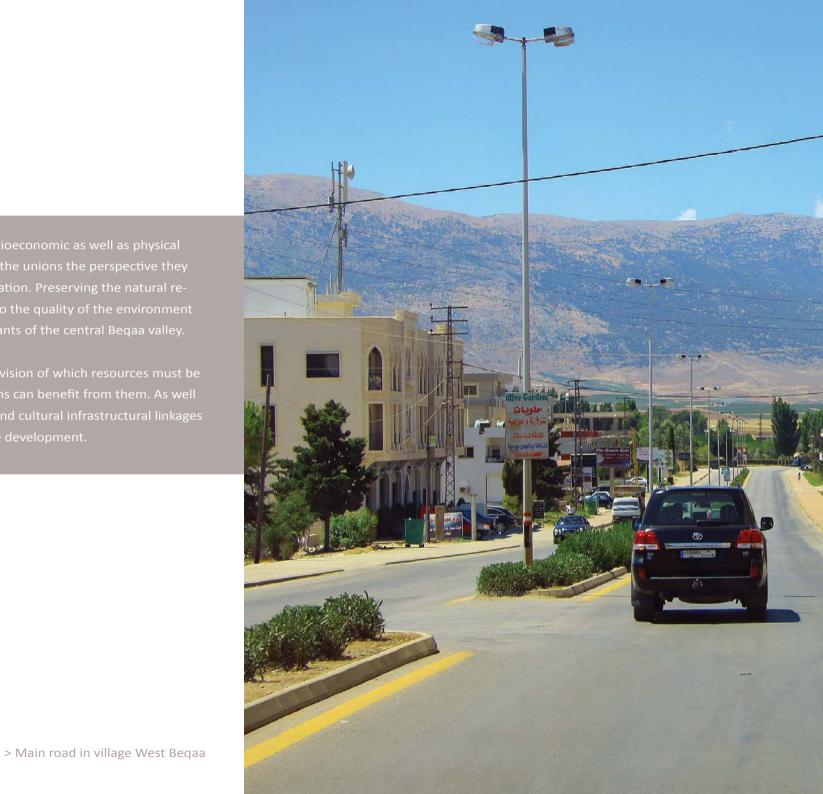
Current situation

These drivers are unfortunately under significant strain from the increased population, pollution, uncoordinated urbanization and the effects of the past decades of marginalization in the valley and the region. It is therefore very important to find a balance between unleashing the growth potential of the central Beqaa valley and preserving the drivers for this growth.

A further complicating factor that limits the potential of the economy in West Beqaa is the level of infrastructure on which to base the development of the region. The development of the physical (i.e. roads or residential areas), economical (i.e tourism or economic units), social (i.e education and health care) as well as cultural (i.e. cultural diversity and archaeology) infrastructure will be needed to unlock the potential of the economic drivers for the current and future generations.

Having a vibrant economy and healthy socioeconomic as well as physical infrastructure will offer the inhabitants of the unions the perspective they need to refrain from and prevent radicalization. Preserving the natural resources in the region will also contribute to the quality of the environment and therefore to the health of the inhabitants of the central Beqaa valley.

The core of this strategy is to have a clear vision of which resources must be protected to ensure that future generations can benefit from them. As well as to identify the missing social, physical and cultural infrastructural linkages that will be required to ensure sustainable development.



Short-term (2016 - 2017)

- Determine most important aspects of West Beqaa to be preserved to ensure sustainable development in our communities. The results will be translated into policies or codes of conduct. These policies will be used by our local authorities to weigh decisions regarding building permits and other activities that fall under their mandate.
- Territorial Marketing/Branding West Beqaa: to stimulate regional tourism (visitors from Beirut and Jordan) a communication action plan will be developed, which feeds into a strategy for the development of tourism. Results will be a useful strategy, a website and brochures. Example for West Beqaa are this website: www.baalbeck.org.lb and www.ruhr-tourismus.de/en/
- Piloting value-chain approaches in eco-tourism and agro-business.

Mid-term (2017-2020)

 Improve standards to facilitate the branding and export of agriculture produce and market West Beqaa as a "special" nature tourism destination (for example linking the Chouf bio-sphere reserve with the RAMSAR wetland in Amiq and "la route du vin")

- Export of wine: the West Beqaa has great vintners. The existing capacity is underutilized. An incentive program (with support of should stimulate the trade to neighboring countries and properly Europe.
- Stimulate small medium enterprises in the West Beqaa.

Long-term (2019 onwards)

- Lobby to national government to finish the work on the motorway Beirut Damascus in 2020. The motorway could be used for freighttransport to the Port of Beirut and the markets in Damascus.
- Nodes of a world-wide distribution network: the West Beqaa Valley could be a leading area for the trade of fruits, vegetables and wine with distribution centres, handling and packages facilities.
- Once the situation in Syria becomes stable again the West Beqaa could be a very attractive location for vacationers from Europe. A branding and marketing strategy to invite visitors to region will be developed.



Urbanization

Population dynamics – which include trends and changes in population growth, migration, urbanization, and population density – influences consumption and availability of natural resources. We believe that increasing the density in specific perimeters within the villages can guide urban expansion, and will result in compact residential areas and better public space.

Current situation in general for villages in west Beqaa

In the Lebanese context, the driving forces of urbanization are the sanctity of the private property which has always been a central element in wealth creation in Lebanon, often at the expense of environmental preservation and sound urban planning.

Also, inadequate application of existing urban planning laws and regulations, and the allure of profit and wealth from the construction industry, exacerbate construction and urban expansion in natural areas that are poorly serviced or poorly suited for construction activity. Roads are costly to construct, therefor they are limited in number and dominated by busy and chaotic car traffic (up to three or four cars side by side). Adjacent to the road there is space for parking in fronts of shops and markets; no sidewalks or squares (with trees) are present. Despite the fact that the economic activity cycle in West Beqaa is mainly concentrated along the main transport axis linking the villages to one another and to the outside world , the current configuration is unsafe for pedestrians and only functions as a drive-through area.

Informal Tented Settlements (ITS)

Inadequate provision of affordable housing forces Syrian refugees to reside in ITS's, which are often located at the outskirts of the villages with no proper connection to water and sanitation facilities, electricity or any type of basic service.

High quality residential areas can be achieved by investing in clean, safe and functional public space. First we must analyze in every village which main (infra) structures have to be revitalized. Concentrations of housing are ideally located around these main (infra)structures, and if certain public functions are also nearby, these revitalized areas can be the future hubs for further progression. This way, investments in public space can be focussed around these hubs with maximum (cost) effectiveness.

This means that we aim for developing an urban grid with sustained value for the medium- to longer-term development of the villages within West Beqaa area, while addressing the safety, security and well-being of the inhabitants through urban design. Therefore we support opportunities for our civil servants, to develop knowledge and expertise on the principles and added-value of spatial planning, develop/update the existing norms and standards and assist the Unions in the operationalization and application.



Short-term (2016 - 2017)

- Technical assistance to the Unions to improve their planning capa cities and to put together a charter for good urban practices (as part of this a selection of our young municipal staff will enrol in a training/educational programme in The Netherlands)
- Start limited scale urban planning pilots/exercises, for example to explore the standard spatial principles (and make and update of these principles) related to West Beqaa's experiences with urban expansion (created by the ITS and landowners who converse agricultural land to housing space). Another pilot/exercise could help to explore the most useful and valuable streets and structures to invest in (schools, laundry services, squares (places where people traditionally gather) - necessary due to short distances and social cohesion.

Mid-term (2017 - 2020)

- Draw public space strategy on regional level.
- Standardization of profiles of public space and housing (value of society / culture) to redesign public space to improve the local economy and create more road safety.
- Housing generator: initiate projects to build cheap housing

Long-term (2019 onwards)

- Circular city: Identify areas in West Beqaa that can make the most significant, noticeable progress in realizing a circular economy/village or landscape.
- Explore the role of the local neighborhood market as an opportunity to set up a small-scale economy and to position a neighborhood within the village.
- Implementation of garden village and public kitchen-gardens.



Communication and civic response

Current situation

Very few of the above-mentioned pillars can be enacted solely by the local governments of the West Beqaa. First of all we lack the means to enact them under the current circumstances, but foremost we lack the mandate to enact them. To bypass these obstacles we will have to lobby with partners, communicate with their communities and brand their region.



- Key ambition of this document is to ensure that we fulfil our function as societal nexus that aims to ensure the development of safe, prosperous and healthy communities. In this role we will have to motivate others to commit to our vision for the region and to our projects and those of our partners (requirement: lobbying strategy).
- Our second ambition is for the fostering of civic responsibility broader than only those responsibilities related to the provision of basic services and amenities (requirement: a programme of information dissemination amongst the inhabitants and businesses of the Unions).



Short-term (2016 - 2017)

- Develop lobby strategy: the first priority is to enact a lobbying strategy.
- Develop a communications strategy aimed at fostering civic responsibility.
- Build capacities of Local Government officials, civil servants and civil society on participatory communication processes and civic engagement

Mid-term (2017 - 2020)

- Develop a multi-stakeholder strategy for action planning and policy design aimed at civic responsibility; we will develop and implement a communication programme aimed at informing and motivating people to change their behaviour. The aims of the program will be to; reduce littering, reduce the demand for potable water and electricity, and sharing knowledge regarding health issues due to pollution.
- Implement the plan as part of a structured response of the municipalities and their Unions towards enhancing communication and civic responsibility in West Beqaa

Afterwards we will expand the focus of the pillar to include:

- The implementation of sustainable energy sources by residents and businesses.
- Sorting of waste at the source.
- Motivating entrepreneurs to invest in the missing links required to develop circular-economies in the Beqaa valley.



Capacity Building

This pillar constitutes a concerted effort to strengthen our institutional structures, governance instruments and personal capacities.

Current situation

The main internal challenge that we face is to expand our capacity to meet our ambitions without over-extending our limited financial and institutional means. This will require a phased expansion of our capacity on both an institutional and personal level.



Our institutional structures will have to expand to enable the delivery of basic services, the capability to make and implement policy and the maintenance of infrastructure. We must be able to ensure that they can give good account of our actions, manage our risks and carefully manage our limited finances. This will require investing in our governance capacities. Personal development will be required to ensure that we increase our personal efficiency and effectivity within both our organizations and within the networks we participate in.



Short-term (2016 - 2017)

- Leadership program for our political leaders;
- Implement young talent programme for ambitious civil servants in the municipalities (tailored made course at The Hague Academy for Local Governance in The Hague and an internship for one week in Almere / The Hague in their field of service).
- Personal efficiency program for civil servants; the leaders of the Unions will lead by example and invest in their personal efficiency. They will closely be followed by key civil servants is the fields of service delivery and policy. Hereafter investments in capacity development will be strategically timed so as to accompany the implementation of the other strategies.

We do not intend to expand our organizations past the minimal levels required for us to implement our strategies. Therefore we will always strive to invest in expanding existing capacities and only further expand our organizations if we have no other option. To accomplish this we will partner with NGO's should we temporary require the expansion of our organizations.

Mid-term (2017 – 2020)

- Continuation of the leadership program for our political leaders. For example training local in Lebanon and training in The Netherlands;
- Regional Technical Offices (sustain)
- Develop a capacity building program in cooperation with United Nations Development Programme and European countries, like The Netherlands.

Long-term (2019 onwards)

In consultation with the political leaders this will be determined in 2018