

Urban Policy Working Group

Minutes of Meeting

Meeting organizers	UN-Habitat
Meeting attendees	Central Management Unit – PMO, Ministry of Interior and Municipalities (MoIM), MoIM – Directorate General of Local Administration and Councils (DGLAC), Ministry of Finance – Directorate General of Land Registry and Cadastre (DGLRC), Council for Development and Reconstruction, UNOPS, KfW, AFD, World Bank, EU, Habitat for Humanity, Live Love Lebanon (LLL), Lebanese Red Cross, Real Estate Syndicate of Lebanon, UN ESCWA, Banque de l’Habitat, National Tenants’ Committee, Union of Arab Surveyors, American University of Beirut (AUB) – Beirut Urban Lab (BUL), Lebanese University-Faculty of Fine Arts and Architecture, Team International, Legalis Law Firm, Public Works Studio (PWS), Cités Unies Liban/Bureau Technique des Villes Libanaises, independent expert, UN-Habitat–UNDP MERP project, UN-Habitat, UNRCO
Unable to attend	Directorate General of Urban Planning, Nahnoo, UNICEF, Ministry of Public Works and Transport, Nusaned, Real Estate Appraisers’ Syndicate, UPLoAD, Beirut Heritage Initiative, Beirut Municipality, Beit El Baraka, EBRD, Lebanon Reforestation Initiative, UNESCO, Municipality of Bourj Hammoud, Order of Engineers and Architects (Beirut and Tripoli), Public Corporation for Housing, Lebanese Association for Taxpayers’ Rights and Interests (Association Libanaise pour les Droits et les Intérêts des Contribuables, ALDIC), AUB’s Issam Fares Institute for Public Policy and International Affairs, Arab Reform Initiative, The Policy Initiative, Lebanese Center for Policy Studies, Legal Agenda, ALBA
Location	UN ESCWA
Date	23 June 2023
Duration	3 hours
Meeting nr.	3
Agenda	<ol style="list-style-type: none"> 1) Welcome and overview of 3RF and Urban Policy Working Group – 3RF Secretariat Coordination Officer 2) Urban challenges and policy reform needs in Lebanon – Group discussion 3) Coffee break 4) Prioritizing urban policy reform priorities; identifying required actions, barriers and opportunities for urban policy development – Group discussion 5) Overview of online urban and housing policy review forms/surveys – UN-Habitat 6) Next steps and suggestions – 3RF Secretariat
Link to previous minutes	https://www.lebanon3rf.org/wp-content/uploads/2023/06/Urban-Policy-WG-MoM-17.05.2023.pdf

Minutes of meeting

1. Welcome and overview of 3RF and Urban Policy Working Group (WG)

Please refer to the PowerPoint presentation

The 3RF Secretariat Coordination Officer provided background information about the 3RF, its revised mandate to focus on policy dialogue supporting progress on reforms nationally, and its governance structure. This was followed by an overview of the 3RF Urban Policy WG. Today's meeting was contextualized as a consultation with a broader group of stakeholders – beyond the Urban Policy WG – to identify urban policy priorities, challenges and opportunities, which will feed into a joint position paper providing a roadmap on the way forward regarding three–five urban policy priorities.

- **Ministry of Interior and Municipalities (MoIM):** Recommended that the approach outlined for the Urban Policy WG – working towards a position paper – should be a unified approach across all 3RF WGs.

2. **Group discussion on identifying pressing urban policy challenges and urban policy reform needs and prioritizing urban policy reform priorities; identifying required actions, barriers and opportunities for urban policy development**

As a basis for the group discussion, UN-Habitat shared a non-exhaustive draft list of urban policy priorities, which have been mentioned in previous discussions with different stakeholders.

- **AUB – BUL:** The list of policy priorities prepared by UN-Habitat is quite comprehensive – so the main question is not what to add but how to start working on these priorities. What's our theory of changing things? In 2013, regulations were adopted for streets and sidewalks and the "Plan de Deplacement Doux" developed by Habib Debs was adopted by Beirut Municipality, but it was never implemented. The time to put studies on the table is done, it is time to start implementing. The misinformation and other difficulties BUL is currently facing in its public space project in Pasteur Street in Mar Mikhael indicates some of the obstacles to change.
- **LLL:** We have been advocating for a Planning Coordination Unit (within Beirut Municipality) to engage all the people on the ground, through neighbourhood committees to support collaborative governance and citizen engagement. We fully support the policy priorities in the list.
- **MoIM:** Setting priorities is important. Some projects are very good but do not fit the current context. We need to prioritize projects that also allow people to feel they can contribute to the common good.
- **MoIM – DGLAC:** Agree there is a need to prioritize, also because local authorities do not have funds for projects, so we need to help them.
- **Team International:** In today's meeting, we are a group of people who are trying to have a logical approach for an "illogical" environment in Lebanon. We should look at what is hindering the process of policy adoption. What are the prerequisites to change policies?
- **AUB – BUL:** Missing from the list is the reform of the institutional framework that will implement the reforms. Within municipalities, there are no planning units, which are essential for collecting data, monitoring changes within the city, etc.
- **PWS:** It is important to review current proposals and draft laws at the Parliament while setting urban policy reforms priorities e.g. some draft laws need to be opposed, others reviewed and developed, etc. There are several draft laws trying to limit people's access to public spaces. Authorities do not want to see homeless people in public spaces, as this highlights the housing challenges facing vulnerable communities. There is a need to ensure more protection to tenants because there are a lot of evictions happening, affecting Lebanese, but also Syrians and other communities. The data on evictions we collect through our Housing Monitor supports this,



which we can share. The Public Safety Decree issued in 2005, amended in 2012, is very limited, as it does not cover any building built before the issuance of the decree, which is problematic; it clearly requires amendments, especially after the recent earthquake. So this needs to be put on the list to be considered too.

- **Habitat for Humanity:** We had a successful collaboration with Bourj Hammoud Municipality and a participatory approach with the community. The main issue faced regards the sustainability of projects and lack of capacity within the municipality for care and maintenance, and the operation of public spaces. Funds for shelter are shrinking, but funds for area-based projects are there.
- **Team International:** The list is very good. We need to start thinking about the interaction between different types of policies (e.g. housing and land management); this is important. We recommend interaction with other related 3RF sector WGs. We did studies about parking problems, which showed there is no net need for additional parking, as cars often park outside buildings, which have empty parking lots inside. Providing parking in Beirut is a big cost reflected in the cost of housing. Having a Bus Rapid Transit (BRT) to move within the city and an expanded urban network would be important. This would feed into “transit-oriented development”. We need to look at the interaction between housing and public transport. To ensure proper implementation of laws, corresponding implementation decrees (مراسيم تطبيقية) should be created to explain the law and demonstrate in detail how it should be applied. Without such decrees that introduce detailed guidelines, good laws can easily be misinterpreted and misapplied.
- **Independent expert:** We should not be thinking in lists; we need to have a territorial plan: the urban scale is not independent of the broader scale. The national master plan needs updating, but it is a good start. We need a common vision as a starting point. We need to think about the impact of unguided urbanization at the territorial level.
- **LLL:** We need to look into how we can build trust through institutions. There is a need for dialogue between public authorities, citizens, and civil society at the neighbourhood and institutional level.
- **UN-Habitat:** The focus on urban policy is a challenge, because there is no single national institution/counterpart on urban and territorial planning; rather, there is a mix between several ministries/governmental bodies. We identified municipalities as counterparts due to their flexible mandate. However, municipalities are in crisis. This is why we support them with technical units (which we call “regional technical offices”), which have faced some sustainability issues. There is also a need to raise awareness among political leaders on urban policy.
- **Real Estate Syndicate of Lebanon:** We need to create a Ministry of Housing and Urban Development to have a voice within the Council of Ministers. There was a Ministry of Housing until 1996, when it was abolished. A project of law should be developed for this.
- **Cités Unies Liban/Bureau Technique des Villes Libanaises:** Consultation at the local level – through committees – to discuss projects is a collaborative approach we are trying to mainstream across all projects.
- **UN ESCWA:** One thing missing in the list is technology; we really need to leverage technology and data to make our cities better. There is a need to raise awareness on urban issues within broader development topics and focus on interlinkages (e.g. public spaces enhancing quality of life; urban mobility affecting women’s access to employment and economic empowerment). It is important to establish urban observatories, as cities that have urban observatories are cities that can be planned better. There is a lack of financial resources for municipalities due to

centralized decision making, but municipalities also lack basic skills to apply for funding. Therefore, capacity development on financial knowledge is also important.

- **AUB – BUL:** BUL has an urban observatory for Beirut – we work in close collaboration with any public authorities and other entities willing to work with us. Adding information on parking would be very helpful. A position paper should start with a vision on what kind of city do we want? On housing, it would be important to adopt a repair, reoccupy and recover approach – upgrading neighbourhoods – rather than extend, build, replace. In Beirut, there are high vacancy rates, and if we were to fill those buildings, the infrastructure could be unable to cope. Therefore, we cannot impose vacancy tax and encourage occupation without a plan for gradually improving the infrastructure of the neighbourhoods.

- **PWS:** None of the reforms listed should be viewed in isolation. Housing-related reforms should be viewed holistically. PWS is working on a comprehensive right to housing law that includes all these components, it's good to meet with UN-Habitat concerning this.

There are draft laws to establish a Ministry of Planning, which need to be reviewed. We should review the evaluation of the former Ministry of Housing to understand what went wrong. At PWS, we are operating the land policy observatory through which we present periodic reports that assess – from a spatial justice perspective – the proposals of the Parliamentary council. We can share the report of main laws / draft laws negatively affecting the lives of people.

- **Real Estate Syndicate of Lebanon:** The draft law on the Ministry of Planning does not include anything on housing. We need a Ministry of Housing (and Urban Development) to regulate us and our work: laws that regulate the real estate professions, how to protect buyers, etc.
- **Team International:** Two small things, which could be a priority and not too costly to implement: 1) make our cities walkable, so more trips can be made on foot; and 2) in the absence of achieving an organized public transport/BRT, etc., regulate the informal transport sector (“service”, mini buses, etc.) to make it safer for the short term until we have a more sustainable formal system. Additionally, all license plates should be supported by a radio-frequency chip. This can be offered for free to red plates through the fee paid for black plates. This will support law enforcement mechanisms on the roads with no direct impact on the national budget.
- **Independent expert:** Mobility should also take a multisectoral landscape approach.
- **Ministry of Finance – DGLRC:** We have data related to land and property, but the data infrastructure is in jeopardy, because systems are outdated. We are seeking help to fund modernization of data systems. We are ready to share data as needed from our database.
- **PWS:** It would be important to have improved, cleaned data on public/state-owned land to inform urban policy reform. A lot of state-owned land is under threat due to privatization plans and the ongoing economic crisis. To be considered: How the work of this WG and 3RF in general will be shared with the public? How to inform? How can it be more participatory?

3. Overview of online urban and housing policy review forms/surveys – UN-Habitat

- **LLL:** Propose to add a list of urban policy priorities to the online form like in the handout distributed in today’s group consultation, rather than having an open field, and just have three categories of prioritization (low, medium, high)
- **Team International:** Alternatively, just have two columns: “Priority” and “Not a priority”
- **MoIM:** We have not reflected on the “how?”. The position paper should focus on one–three priorities that can test the system and yield a collective success story, which can be built on as a precedent.

4. Next steps and suggestions

- UN-Habitat will send out two online forms to meeting participants and other relevant stakeholders – one on urban policy priorities and one on housing policy recommendations. Please fill these in by 19 July 2023.
- The input and feedback from today’s consultation and the online forms will be compiled and analysed by UN-Habitat and 3RF Secretariat in July–August 2023.
- By mid/end-August 2023, the results will be presented to the 3RF Urban Policy WG, where the next steps will be discussed in terms of division of roles and responsibilities to progress towards elaborating on a limited number of urban policy priorities for the position paper.
- Additional thematic consultations may take place in September 2023.
- The aim is to finalize the position paper by end of November 2023, and present to different stakeholders (e.g. the 3RF Principals, members of Parliament, the Lebanon Financing Facility or other 3RF donors).

Documents shared

[Guide for Mainstreaming Housing in Lebanon’s National Urban Policy](#) (2021) – UN-Habitat
PowerPoint Presentation from the meeting



**REFORM
RECOVERY
RECONSTRUCTION**
FRAMEWORK



UN-HABITAT

3RF Urban Policy Working Group Consultation

Organized by: UN-Habitat Lebanon Country Programme

Date: 23 June 2023

Agenda

- 1) 9:30–9:45 a.m. – Welcome and overview of 3RF and Urban Policy Working Group – 3RF Secretariat
- 2) 9:45–10:45 a.m. – Urban challenges and policy reform needs in Lebanon – Group discussion
- 3) 10:45–11:00 a.m. – Coffee break
- 4) 11:00 a.m.–12:00 p.m. – Prioritizing urban policy reform priorities; identifying required actions, barriers and opportunities for urban policy development – Group discussion
- 5) 12:00–12:15 p.m. – Overview of online urban and housing policy review forms/surveys – UN-Habitat
- 6) 12:15–12:30 p.m. – Next steps and suggestions – 3RF Secretariat



Welcome and Overview of 3RF and Urban Policy Working Group

Presented by:

Judit Demjén

Coordination Officer

3RF Secretariat

United Nations Resident Coordinator's Office

Background

- Launched in Dec. 2020: an innovative partnership between UN, WB, EU, government, civil society and donors in response to the Beirut blast
- Original scope: 2 parallel tracks

Track 1: People-centred recovery – (unconditional) 18-months; geographic area impacted by the Beirut blast, 3-5 km around the port

Track 2: Reforms & Reconstruction – (conditional) progress on critical reforms a prerequisite for further investments; national scope

- Transition phase after June 2022: extensive consultations with main 3RF stakeholders on strategic way forward:
 - Clarifying the focus of the 3RF mandate
 - Reviewing sector WGs

3RF as of April 2023

Joint statement of Consultative Group co-chairs (12 April) confirmed:

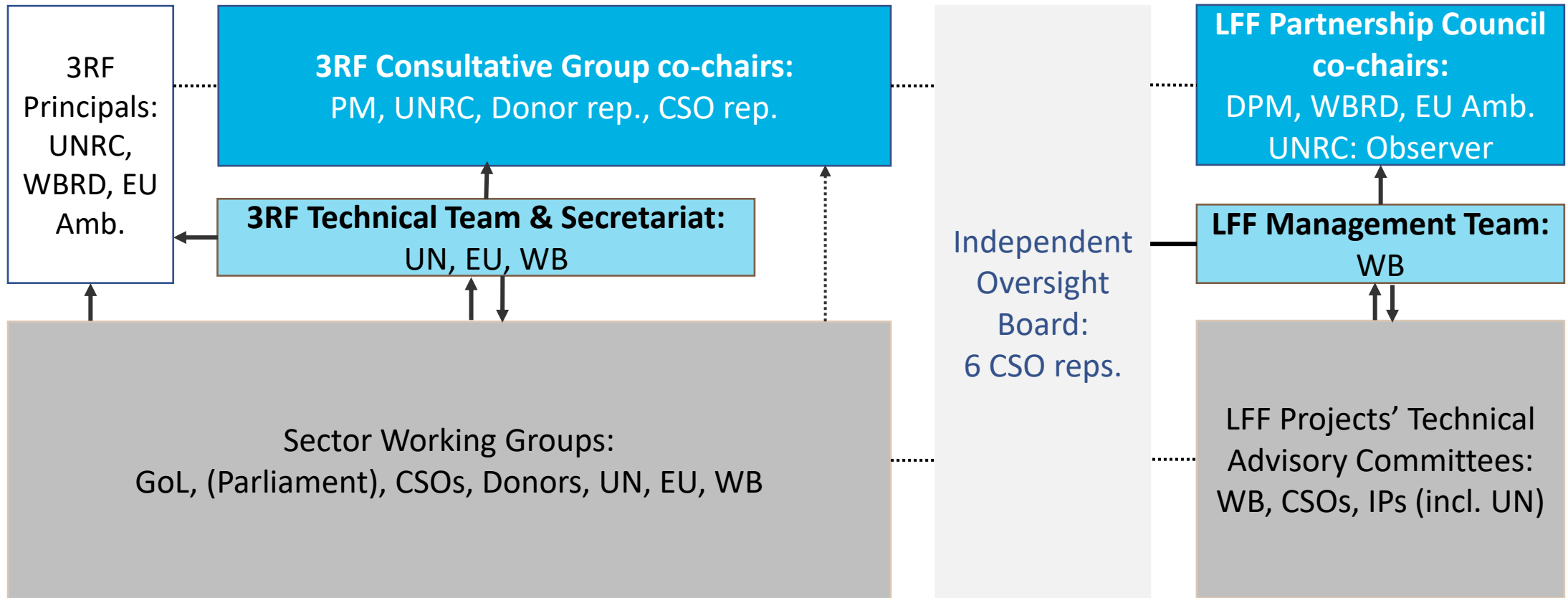
1. 3RF to be continued as a unique platform for **inclusive policy dialogue and to support progress on implementing reforms** to unlock investments in reconstruction

2. **Lebanon Financing Facility** (3RF multi-donor trust fund) will reflect focus to reforms and continue channeling funds to support implementation of 3RF priorities, including those defined by the WGs

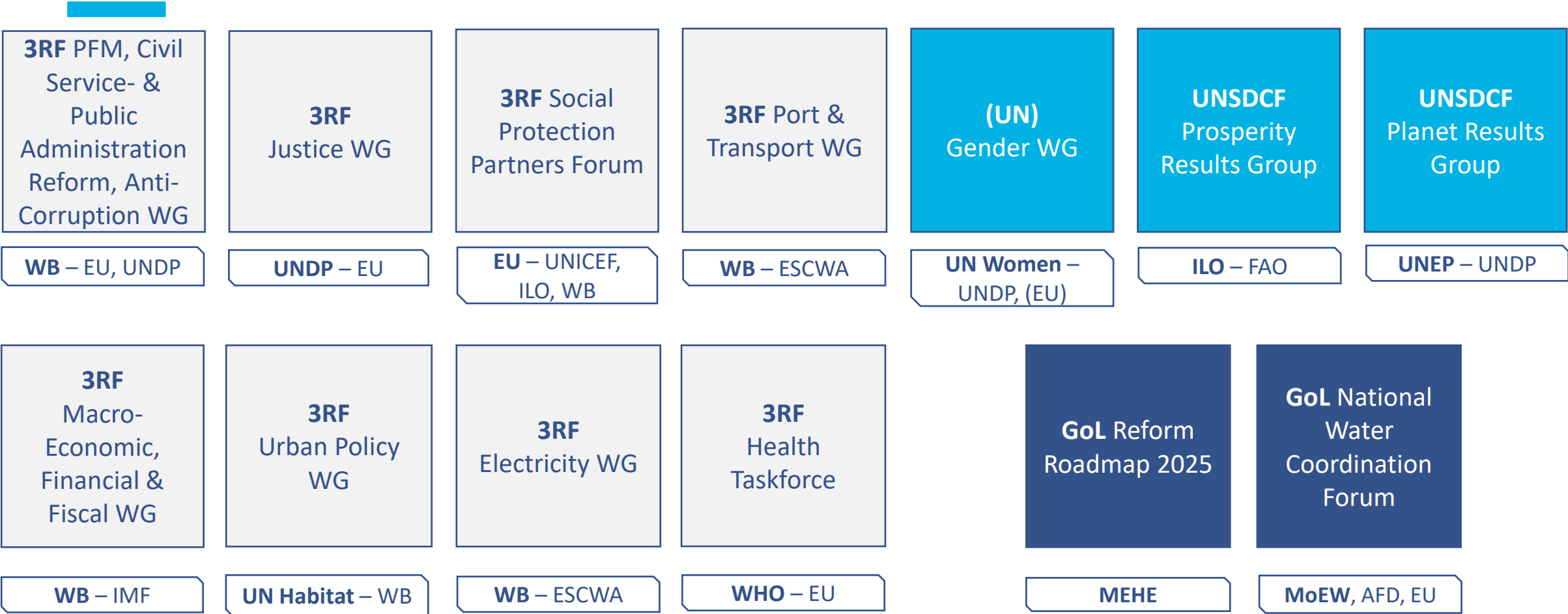
3. **Inclusive** technical discussions in **empowered WGs**: state institutions present policy plans and challenges, international organizations & donors can prioritize interventions, civil society provides expertise & monitors progress

4. A 3RF [website](#) was launched: overview of updated sector priorities, key results and outcomes of discussions; will also include a **reform tracker**

3RF Governance



Sector Working Groups (WGs) linked to 3RF



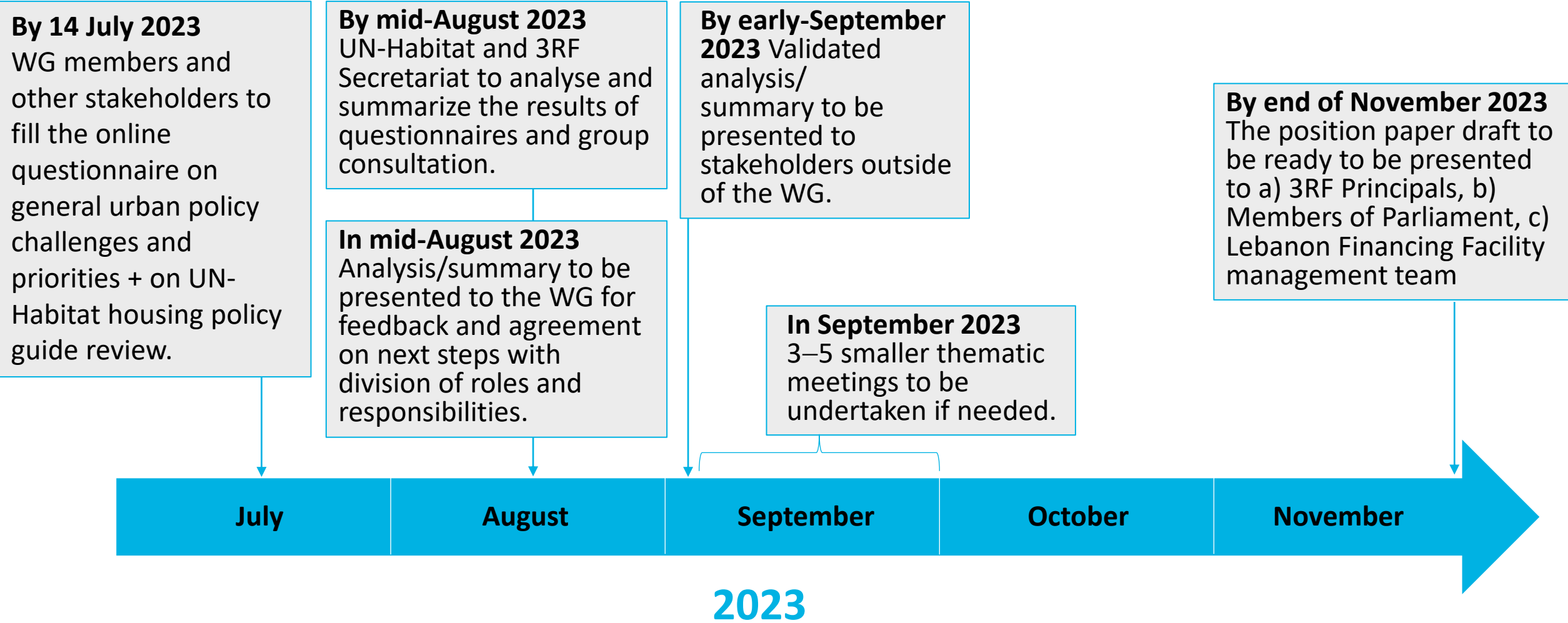
3RF Urban Policy Working Group – Structure and focus

- **Merging of:** 3RF Housing WG, 3RF Municipal Services WG and 3RF Culture WG
- **WG Lead:** UN-Habitat; **Co-Lead:** World Bank
- **Members include:** MoIM, Beirut Municipality, Beirut Governorate, PCH, EU, KfW, AUB-BUL, Université Libanaise, Beit El Baraka, LRC, Live Love, BHI, UNOPS, UNESCO
- Started convening in 2023 – has met in March and May
- Focus thus far:
 - UN-Habitat’s housing policy recommendations
 - World Bank-led Beirut Urban Recovery and Development Strategy
- **WG agreed:** to use review of housing policy recommendations through multisectoral lens as an entry point, while also identifying broader/other urban policy priorities

Identifying urban policy priorities – How and to what end?

- Participatory and inclusive (3RF key principle) >> “offline” and online consultations with – and beyond – the WG
- Evidence-based >> tap into existing studies, experts, identify data gaps, etc.
- Multisectoral, integrated approach/lens >> break out of sectoral siloes
- Short-/medium-term focus >> identifying priorities in current context that are within reach, with high impact if possible
- Feeding into a joint position paper outlining a clear roadmap/way forward to progress on 4–5 urban policy priorities
- Highlighting where pilot projects would be useful to test/support progress towards achieving urban policy priorities
- Informing the development of the WB-led Beirut Urban Strategy
- Strengthening advocacy

Suggested next steps and timeline





Group discussion 1: Urban challenges and policy reform needs in Lebanon

Co-moderated by:

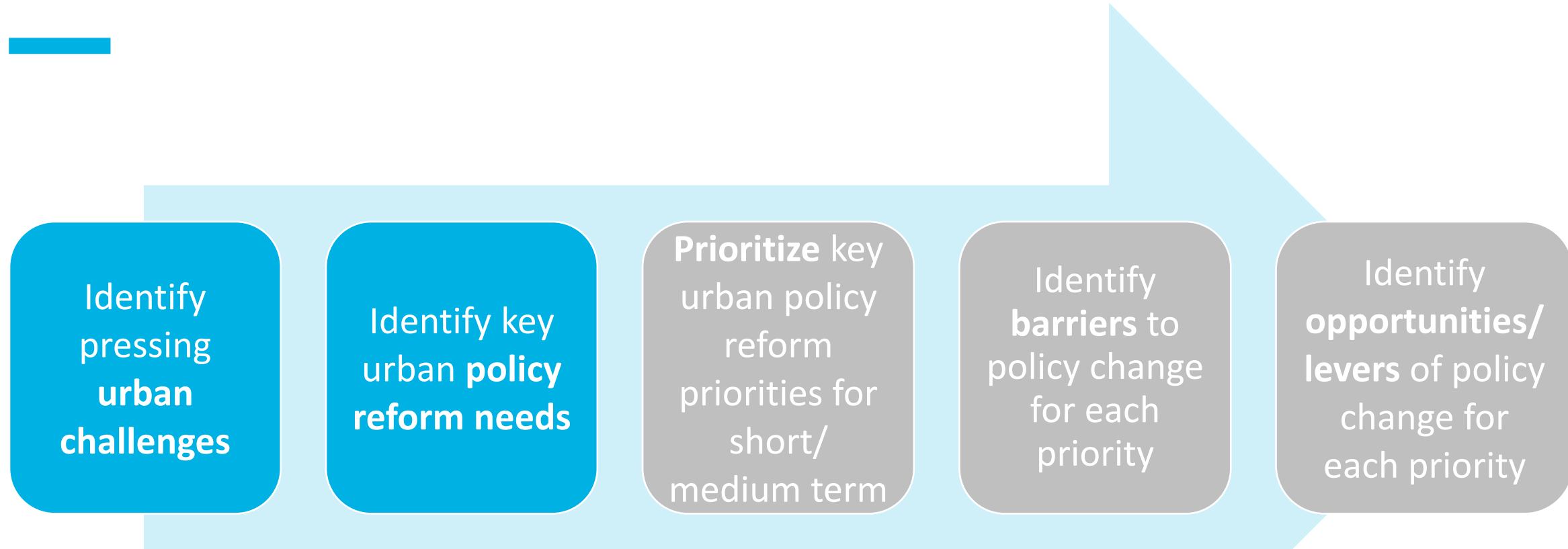
Tarek Osseiran

Deputy Head
UN-Habitat Lebanon Country Programme

Nanor Karageozian

Urban Analysis and Policy Unit Manager
3RF Urban Policy Working Group focal person
UN-Habitat Lebanon Country Programme

Objectives of this 1st group discussion



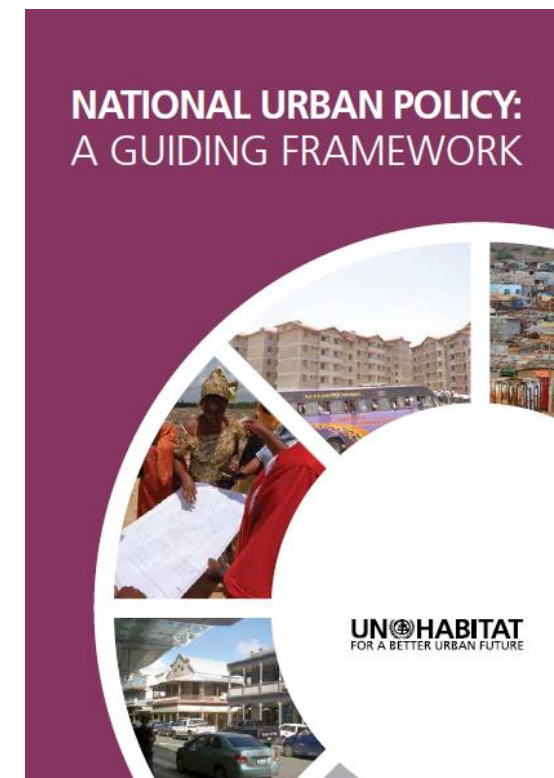
What do we mean by policy?

What is National Urban Policy (NUP)?

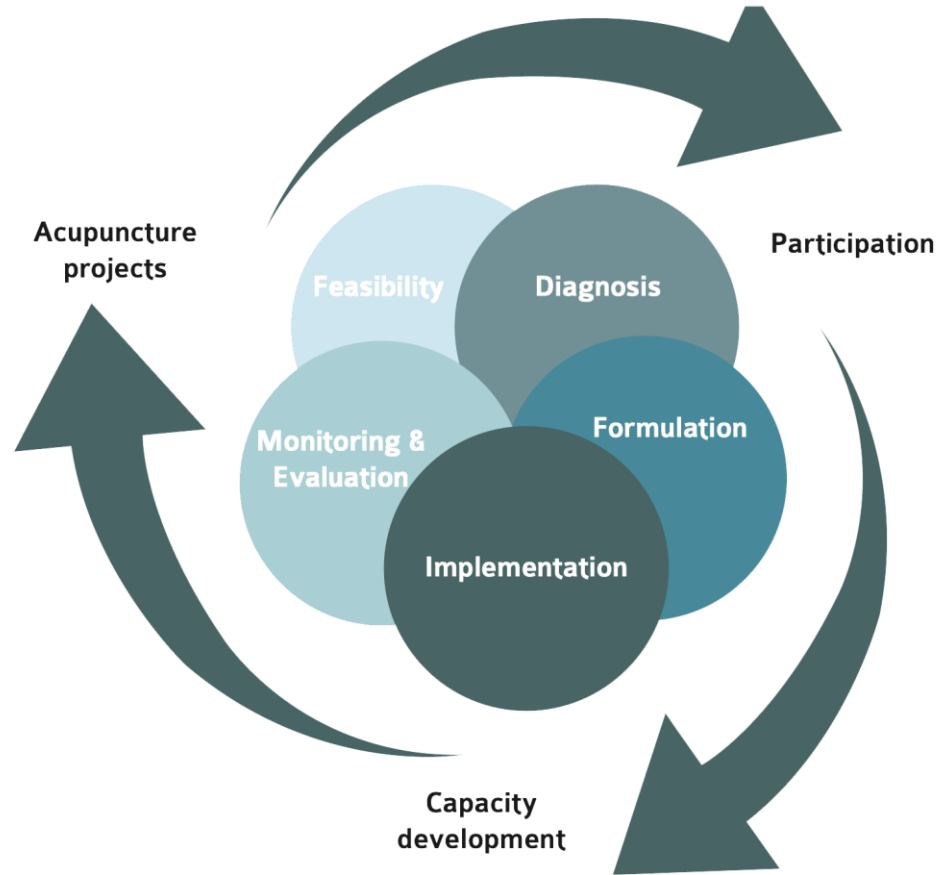
*A **coherent set of decisions** derived through a deliberate government-led process of coordinating and rallying **various actors** for a **common vision and goal** that will promote more transformative, inclusive and resilient **urban development** for the long term (UN-Habitat, 2014)*

NUP is an important tool for governments that seek to:

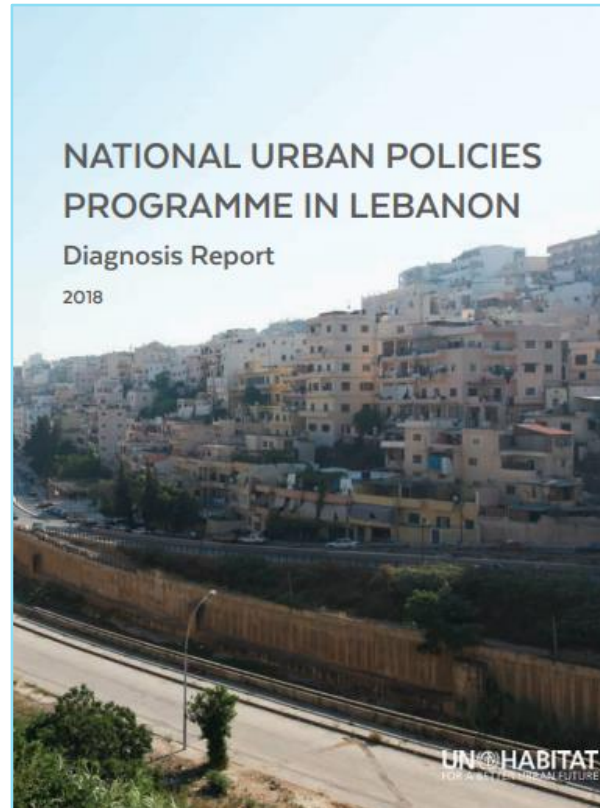
- Manage and direct rapid urbanization
- Accommodate urbanization's inevitable stresses, while tapping into its positive effects



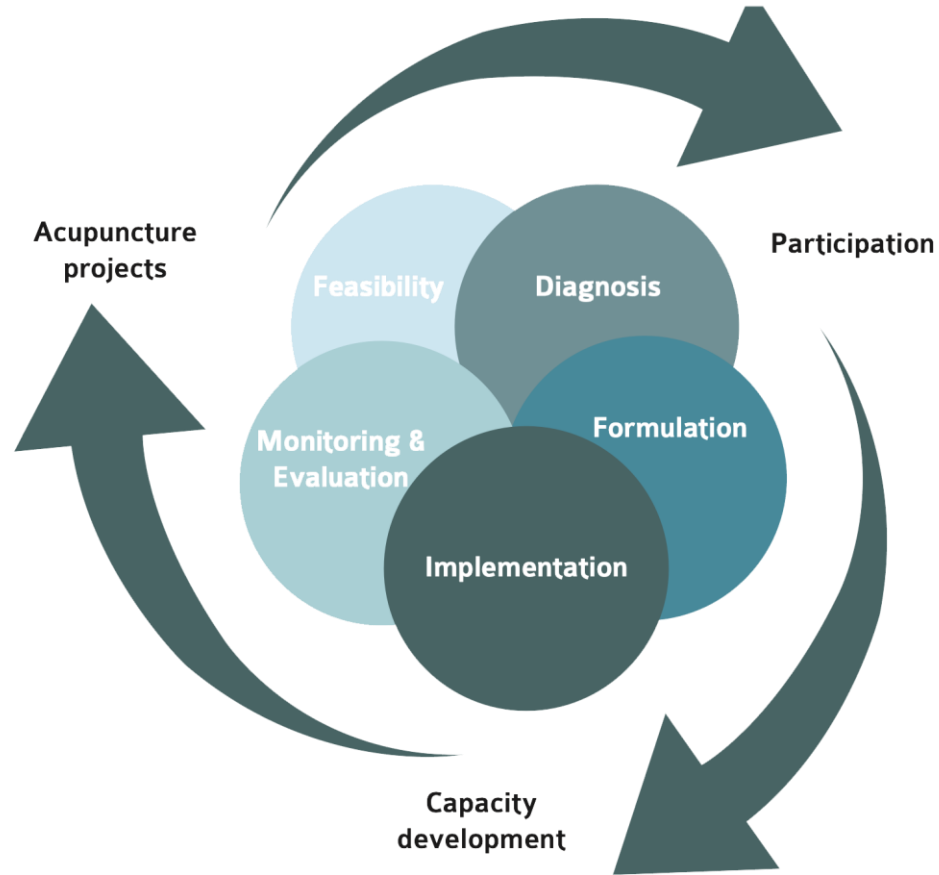
NUP process and Lebanon publications



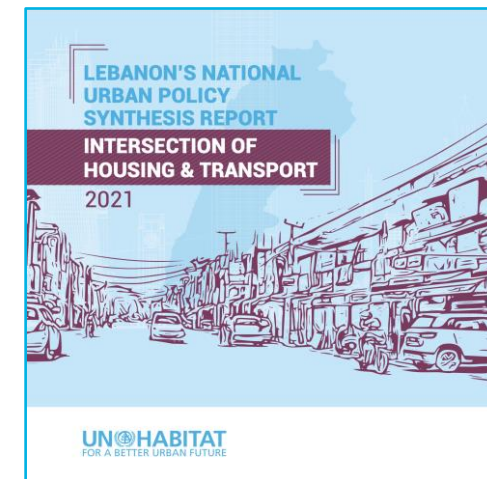
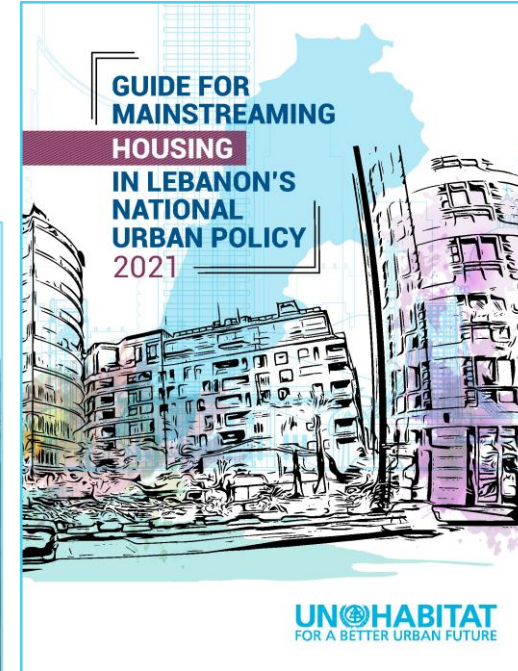
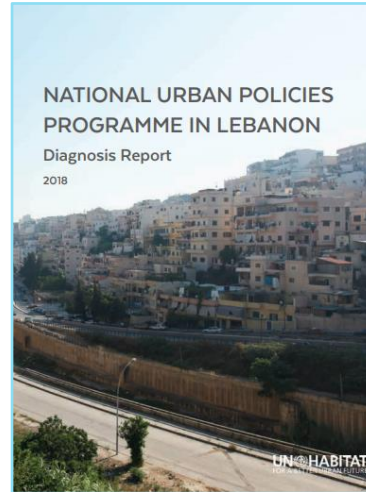
The NUP process. *Source:* UN-Habitat (2016)



NUP process and Lebanon publications



The NUP process. Source: UN-Habitat (2016)



Identifying pressing urban needs/challenges



Housing

Dilapidated, inadequate and unsafe housing stock; unaffordable housing; near absence of social housing; rent control issues; freezing of subsidized housing loans; high rates of vacant apartments; lack of control of building construction/maintenance/resilience (e.g. to seismic/fire hazards)



Land and public spaces

Lack of standardized land valuation system; lack of safe and inclusive public spaces; illegal constructions on public lands, including on coast



Basic urban services

Inadequate domestic water and/or wastewater infrastructure and services; inadequate urban energy infrastructure and services; inadequate solid waste management system



Mobility and transport

Lack of safe mobility and of sustainable transportation infrastructure and services



Planning and governance

Lack of an updated national spatial development framework; lack of/delays in decreeing of local master plans; municipal finance/taxation challenges; coordination/collaboration between municipalities/challenges in intermediate (regional) planning scale; lack of trust/communication between municipalities and residents; lack of neighbourhood-level institutional structures/planning mechanisms; demotivated public servants



Climate change

Loss of biodiversity; urban heat islands; floods; other climate hazards/risks

Proliferation of poor and informal urban areas/ neighbourhoods



Coffee break



Group discussion 2: Prioritizing urban policy reform priorities; identifying required actions, barriers and opportunities

Co-moderated by:

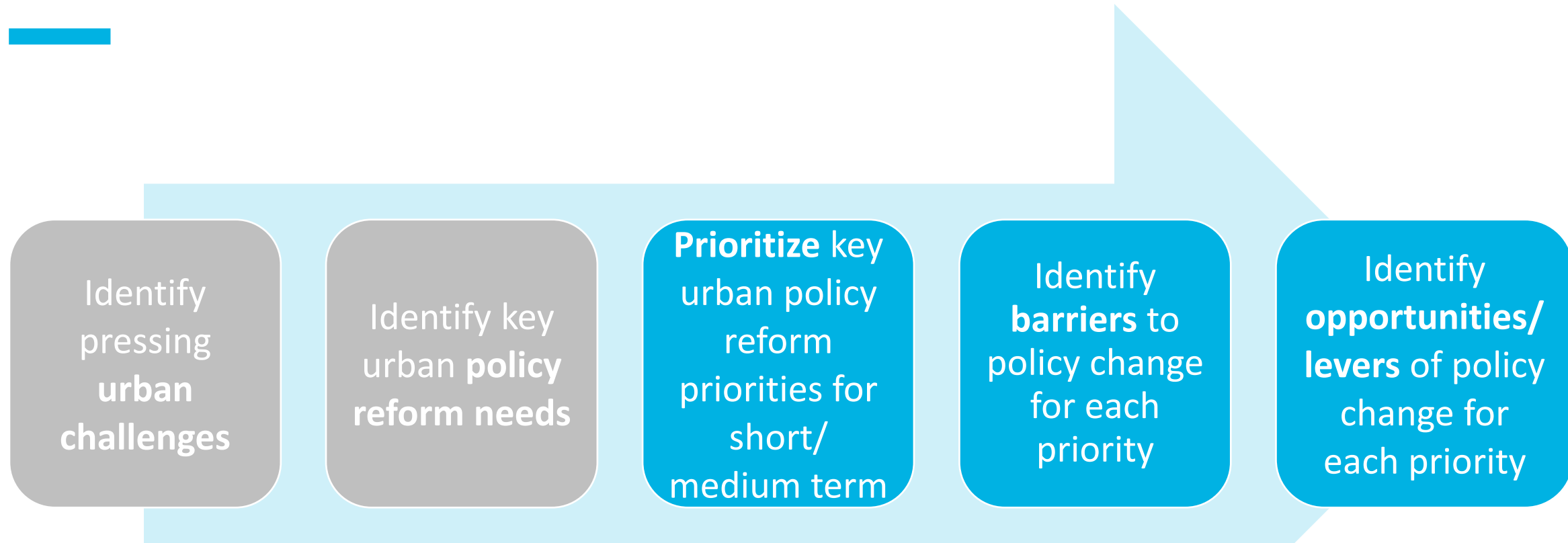
Tarek Osseiran

Deputy Head
UN-Habitat Lebanon Country Programme

Nanor Karageozian

Urban Analysis and Policy Unit Manager
3RF Urban Policy Working Group focal person
UN-Habitat Lebanon Country Programme

Objectives of this 2nd group discussion





Overview of online urban and housing policy review forms/surveys

Presented by:

Nanor Karageozian

Urban Analysis and Policy Unit Manager
3RF Urban Policy Working Group focal person
UN-Habitat Lebanon Country Programme

2 online questionnaires

1) General on **urban policy** challenges and priorities



2) Focused on UN-Habitat **housing policy** guide review





Next steps and closing remarks

Moderated by:

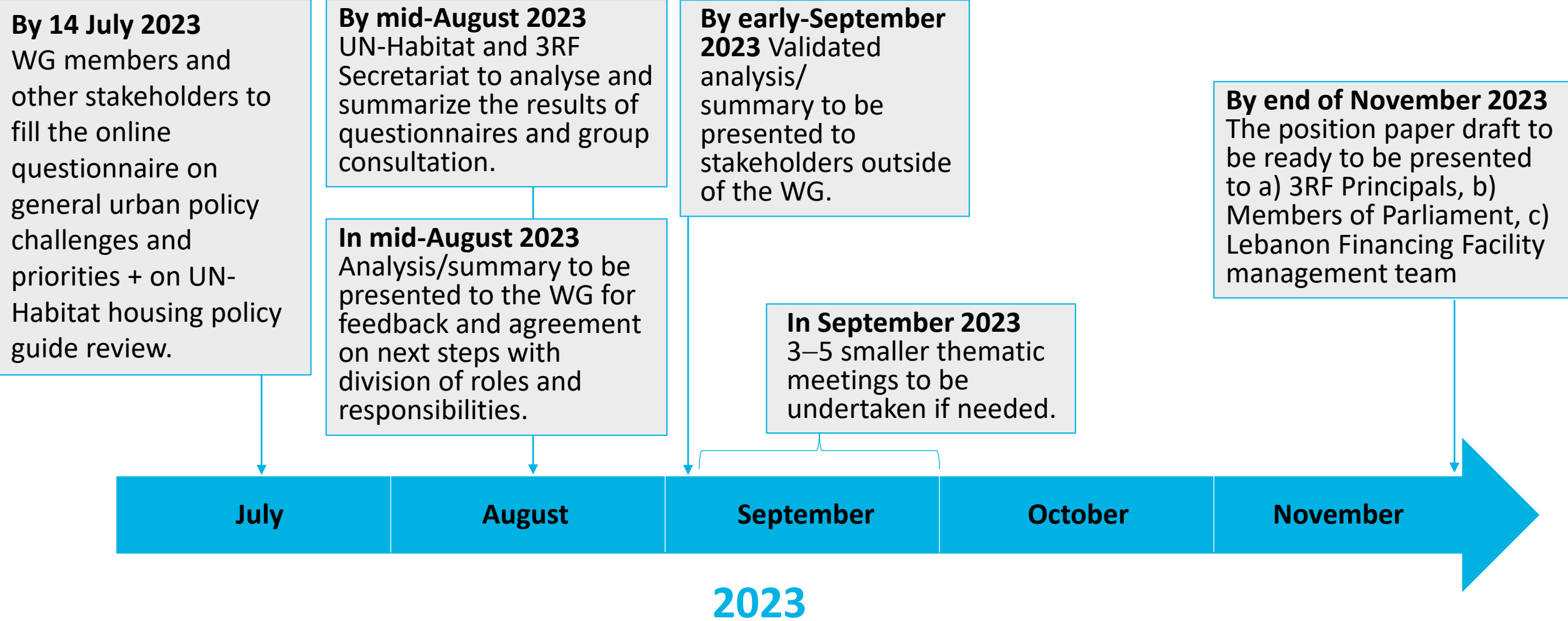
Judit Demjén

Coordination Officer

3RF Secretariat

United Nations Resident Coordinator's Office

Suggested next steps and timeline



Thank you

<https://www.lebanon3rf.org/>

<https://www.lebanon3rf.org/partnership/sectors/urban-policy/>

unhabitat-lebanon@un.org

www.unhabitat.org/lebanon



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Identifying key urban policy reform priorities

Housing

- Reform the public housing institutions
- Capacitate municipalities to implement social housing programmes in their areas >> develop strategies in this regard
- Reinitiate discussions around draft law about property/house leasing (prepared 2–3 years ago)
- Develop a law to tax vacant apartments
- Improve the Building Code/its enforcement (e.g. enhance building resilience regulations/control of quality of construction, promote green construction, better manage waste in buildings)
- Rehabilitate abandoned, deteriorated housing stock, including through loans, and promote their use as affordable rental housing, especially for young people
- Unpuzzle the issue of rent control
- Develop an affordable housing law (how to define “affordability”?)
- Develop mechanisms for governing mixed housing
- Provide subsidized housing loans to public servants

Identifying key urban policy reform priorities

Land and public spaces

- Reinitiate discussions around draft law on institutional changes related to real estate transactions (through notary offices, and not the Directorate General of Land Registry and Cadastre)
- Adopt a standardized land valuation methodology >> technical infrastructure, institutional capacity-building, minor amendments to Built Property and Municipal Laws
- Develop land value capture policy
- Develop public space and tactical urbanism strategies for cities, especially Beirut
- Develop new legal instruments/amend existing ones to protect public lands, especially on the coast, from illegal construction

Mobility and transport

- Amend car parking laws
- Reform related to urban mobility and transport (e.g. pedestrianization, bike lanes, etc.)

Multisectoral

- Developing neighbourhood multisectoral upgrading/regeneration strategies for poor/informal urban neighbourhoods

Identifying key urban policy reform priorities

Planning and governance

- Update the National Physical Master Plan for the Lebanese Territory
- Create a regional, intermunicipal (city-level) institutional/planning mechanism
- Create a neighbourhood-level institutional/planning mechanism >> how do we define “neighbourhoods”?
- Support municipalities to develop local master plans to better regulate land use/zoning, etc. >> Decrease the delays in decreeing such plans
- Create local development units within municipalities
- Return (from the ISF) to municipalities the power to supervise legality of construction on public lands in their areas and related actions in this regard
- Amend Municipal Law to allow city residents to vote in their municipalities of residence
- Reform/revisit the municipal finance/taxation system
- Amend the criteria through which new municipalities can be formed to avoid dissecting the Lebanese territory even more
- Establish a National Urban Observatory to collect, analyse and monitor national and city-level multisectoral data for better planning