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Urbanisation and Town Management in the Mediterranean Countries

Sub-regional study: Malta and Cyprus

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Avertissement

Ce rapport a été établi par Glafkos CONSTANTINIDES (Consultant en planification, sociologue et économiste) pour le Plan Bleu et la Commission Méditerranéenne du Développement Durable, dans le cadre d'une action soutenue par la Commission européenne.

Les points de vue exprimés dans ce document sont ceux de l'auteur et ne reflètent pas forcément ceux du Plan Bleu ou ceux de la Commission européenne.

A l'origine, cette étude devait couvrir trois pays (Chypre, Israël, Malte), avec des contributions d'experts nationaux. Malheureusement, à ce jour, le rapport israélien n'est pas arrivé.

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Notice

This document was prepared by Glafkos CONSTANTINIDES (Planning Consultant, sociologist and economist) for the Blue Plan and the Mediterranean Commission on Sustainable Development, within the frame of an action supported by the European Commission.

The views expressed in this report are those of the author and do not necessarily imply those of the Blue Plan or the European Commission.

Originally, this study was expected to cover three countries (Cyprus, Israel, Malta) through the contribution of national experts. Unfortunately, up to date, the Israeli report has not arrived.

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Contents

RÉSUMÉ	iii
INTRODUCTION: ANALYTICAL FRAMEWORK	1
Urban Growth, Socio-economics Impacts and Policy Responses: A summary of macro-forces	2
Scope and Contents of the Report.....	3
Sources of Information.....	3
SECTION 1. URBANISATION AND URBAN POLICIES.....	5
Urbanisation in Malta	5
Urbanisation in Cyprus	6
The Planning System	7
<i>An Outline of the Planning System in Malta.....</i>	<i>8</i>
<i>An Outline of the Planning System in Cyprus.....</i>	<i>9</i>
SECTION 2. URBAN GROWTH IMPACTS	11
A. Loss of agricultural land.....	12
B. The cost of urban sprawl	14
C. Urban traffic problems	14
D. Urban heritage and conservation.....	15
E. Coastal landscape and rural heritage	17
F. Constraining urban growth	18
SECTION 3. TOWN MANAGEMENT	19
SECTION 4. CASE STUDIES.....	23
A. Malta: Grand Harbour Area (Valletta).....	23
B. Cyprus: The Walled City of Nicosia.....	30
SECTION 5. CONCLUSIONS AND POLICY DIRECTIONS	32
LIST OF REFERENCES.....	37
ANNEX: QUESTIONNAIRE	37

RÉSUMÉ

MALTE ET CHYPRE

Ce résumé présente le Rapport Principal, concernant les principales tendances de la croissance urbaine à Malte et Chypre, ainsi que les impacts et les réponses politiques qui y sont associés. L'objectif de ce rapport est d'aider à apporter des conclusions sur les stratégies de gestion de l'espace urbain à venir.

Portée et contenu du Rapport principal

L'Annexe Technique des Conditions de Référence détermine la structure de ce Rapport qui comporte cinq sections principales :

La Section 1 étudie le processus d'urbanisation et les réponses en matière de politique urbaine ;

La Section 2 étudie les principaux impacts de la croissance urbaine ;

La Section 3 étudie les possibilités d'aménagement urbain ;

La Section 4 regroupe quelques Études de Cas rapides afin d'illustrer quelques-uns des problèmes les plus évidents en matière de gestion de la croissance urbaine et

La Section 5 tire les principales conclusions et les problèmes essentiels auxquels il faudra porter un plus grand intérêt.

Le Rapport est fondé sur les informations disponibles dans des rapports nationaux existants, appartenant à Malte et à Chypre, mis à disposition par les experts nationaux par le biais d'une enquête.

Introduction : cadre de l'analyse

Les villes connaissent une certaine croissance dans le cadre du processus de développement national, dû à la structure sociale, culturelle et économique actuelle. Deux paramètres importants, qui interagissent et justifient souvent les différences et les similitudes de la croissance urbaine, influencent considérablement leur évolution physique : **le changement économique**, qui affecte la composition et la distribution géographique des activités de production et d'investissements, et les **institutions gouvernementales**, qui affectent l'équilibre entre les forces du marché et l'intérêt public en termes d'aménagement urbain et de gestion des ressources. Par conséquent, le rôle des forces du marché détermine autant la transformation physique des villes due au changement économique et social que la possibilité et la volonté des institutions gouvernementales urbaines à mettre en œuvre des politiques efficaces pour gérer la croissance et la distribution des activités et leur impact sur les ressources.

L'intérêt porté à l'évolution urbaine représente plus qu'un simple intérêt dans l'histoire. Il offre un aperçu du processus de croissance urbaine et sert de base à l'évaluation du changement urbain résultant en termes de qualité de vie, d'utilisation des ressources environnementales et de distribution des avantages découlant du développement urbain. Ces sujets sont d'un intérêt majeurs pour les urbanistes dans leur souci de tracer un modèle large de croissance urbaine et de développer des perspectives en ce qui concerne la planification urbaine. Étant donné l'influence considérable du changement économique et de la gestion du modèle de croissance urbaine, on peut discerner plusieurs expériences de croissance urbaine. Celles-ci reflètent l'importance d'un

ensemble de paramètres qui affectent la forme et les résultats de la croissance urbaine et sa compatibilité avec des objectifs durables. Si les paramètres de la croissance urbaine ne sont pas identifiés, il est difficile de comprendre les différences et les similitudes des expériences nationales et de tirer des conclusions concernant les outils politiques nécessaires à mener un développement durable.

Malte et Chypre sont deux petits états insulaires, Malte étant considérablement plus petit (315 km²) que Chypre (9 250 km²). Les deux îles sont des pays à forts revenus avec un PIB annuel par personne d'environ 13 000 dollars et une croissance démographique moyenne annuelle basse comprise entre 1 (Malte) et 1,6 % (Chypre). Les deux pays partagent une certaine dépendance économique vis-à-vis du marché international, le tourisme étant de loin leur plus importante source de revenus et la cause de développement physique. En raison de leur petite taille physique, leur système administratif est très centralisé, les autorités locales disposant de responsabilités limitées en matière de planification et de prise de décision.

Afin d'inscrire Malte et Chypre dans une perspective plus large, les **paramètres** suivants sont mis en avant pour décrire les caractéristiques qu'elles supposent, montrant ainsi également les différences avec d'autres pays de la région, différences qui pourraient expliquer les diverses expériences d'urbanisation :

1. Paramètres physiques. Petites îles (par opposition aux pays continentaux grands ou petits)
2. Paramètres de population. Population peu nombreuse et faibles taux de croissance démographique (par opposition à une population nombreuse et des taux de croissance démographique élevés ou moyens)
3. Paramètres économiques. Revenus élevés (par opposition à des revenus faibles ou moyens)
4. Paramètres de base économique. Économies ouvertes dépendant du tourisme (par opposition à des économies dont la production est essentiellement destinée au marché intérieur)
5. Paramètres administratifs. Structure gouvernementale centralisée (par opposition à une structure décentralisée)

Croissance urbaine, impacts socio-économiques et réponses politiques : un résumé des macro-forces

Les pressions économiques générées par les économies de Malte et Chypre, basées sur le tourisme et évoluant rapidement, entraînent une tendance à utiliser au maximum les terres et les ressources physiques, ce qui est souvent incompatible avec des objectifs écologiques à long terme et la cohésion entre les accords et les zones urbaines historiques. Le rôle dynamique du secteur commercial et le lent processus par lequel le secteur public est capable d'introduire des politiques et des lois pour guider les investissements du secteur privé constituent des éléments communs aux deux pays. Malte et Chypre sont des exemples de premier ordre en matière de développement mené par le secteur privé. La propriété terrienne est essentiellement privée et les droits de développement sont fortement protégés par la Constitution. Cependant, le niveau élevé des revenus provenant du tourisme dont jouissent les deux pays justifie le succès de l'élimination de la pauvreté visible. Les gouvernements ont une conception permissive du développement destinée à maintenir un environnement politique « permettant » les initiatives du secteur privé.

L'aménagement du territoire et les politiques de gestion de la croissance urbaine constituent des initiatives récentes dans les deux pays. À **Malte**, la loi d'aménagement a été introduite en 1992 avec la promulgation de la « Loi pour la planification du développement » (Development Planning Act) de 1992, alors qu'à **Chypre** la « Loi pour l'aménagement urbain et du territoire »

(Town and Country Planning Act) de 1972 n'a été mise en œuvre que 18 ans plus tard, en 1990. Au cours des années 80, décennie de croissance et de développement rapides des constructions, seuls des contrôles rudimentaires de l'occupation des sols et de l'extension du développement urbain dans les campagnes existaient. Les instruments de contrôle de la planification en place au début des années 90 se limitaient, dans les deux pays, aux lois de base sur la construction (couverture du site, hauteur des constructions, limites supérieures du coefficient d'occupation des sols et éloignement par rapport aux frontières).

Résumé annoté de l'évolution du système de planification à Malte et à Chypre

Système de planification	Malte		Chypre	
	1980-90	1990-2000	1980-90	1990-2000
Loi d'aménagement	Inexistante	Introduite	Inexistante	Introduite
Plans de développement urbain	Inexistants	Introduite	Inexistants	Introduite
Règlements de zonage	Inexistants	Mis en application par les plans locaux	En place mais mal mis en application	Mis en application par les plans locaux
Contrôles des constructions	En place	Mis en application par les plans locaux	En place	Mis en application par les plans locaux

Pourquoi est-il important de s'intéresser à la croissance urbaine ? La croissance urbaine est étroitement liée à la croissance économique, qui constitue l'une des sources de revenus, d'emplois et d'opportunités d'amélioration du niveau de vie. Cependant, l'étendue et la répartition des avantages sociaux de la croissance dépendent de l'efficacité du système de planification à mener le pas, des politiques de gestion à s'adapter à la population supplémentaire et aux activités industrielles à ne pas avoir d'impacts nocifs sur l'environnement. Les modifications de l'occupation des sols et l'extension des constructions entraînent souvent des conséquences sur l'environnement et peuvent exclure les pauvres de l'opportunité de développement. Pour s'assurer que la croissance économique se traduit par des améliorations sociales et écologiques, les stratégies de gestion et d'aménagement et les capacités des institutions sont nécessaires pour faire face aux conflits découlant de l'occupation des sols et s'assurer que la croissance urbaine constitue une source d'avantages sociaux et non de coûts sociaux. À Malte et à Chypre, la croissance urbaine présente quelques exemples de lacunes politiques se manifestant par des impacts sur l'environnement.

Pour ce Rapport précis, un ensemble donné d'impacts de la croissance urbaine est étudié, notamment :

- la perte des terres agricoles,
- les coûts de l'étalement urbain,
- le trafic urbain et les problèmes émergeant de la qualité de l'air,
- la négligence de l'héritage urbain,
- la dégradation du paysage côtier et de l'héritage rural.

Ces impacts découlent principalement de deux fortes tendances de la croissance urbaine :

1. Le modèle d'extension de l'urbanisation. L'extension de la croissance urbaine à la périphérie des plans locaux entraînant la marginalisation des vieux centres historiques urbains et
2. L'urbanisation des zones côtières. La « côtelisation » rapide du développement urbain, due à la concentration du tourisme et aux investissements provenant du tourisme dans et autour des zones côtières précédemment rurales entraînant la dépopulation de l'arrière-pays et la perte de l'héritage et de la vitalité ruraux.

Deux facteurs essentiels contribuent à cela :

- la tendance des Autorités d'Aménagement à pousser les limites des zones pour le futur développement (bien au-delà des besoins en développement prévus) qui entraîne la suburbanisation et le développement côtier et
- les pressions sociales exercées par les communautés locales pour inclure les terres agricoles et les zones de développement touristique dans la spéculation qui entraînent une augmentation du prix de la terre et des attentes prématurées des changements futurs apportés à l'occupation des sols.

En 1963, la quantité d'espaces urbains vacants dans le cadre du développement de la zone urbaine de Nicosie représentait 30 % de la zone totale. En 1982, la quantité d'espaces urbains était identique, malgré l'extension externe de la zone urbaine d'environ 30 %. Entre 1982 et 1999, la zone définie pour le développement urbain dans le cadre du plan local de Nicosie a augmenté de 66 % (de 60 km² à 100 km²), alors que la population a augmenté de seulement 38 %. L'urbanisation des terres a été plus 1,7 fois plus élevée que la croissance de la population.

Un rapport récent concernant ce problème met en évidence les éléments suivants : « *la réduction des terres agricoles au profit de terrains résidentiels, d'habitations fragmentées et de constructions isolées ; la croissance non contrôlée souvent couplée à des services insuffisants et un modèle spatial de l'occupation des sols dans les zones limitrophes hétérogène et instable constituent les caractéristiques les plus importantes des modifications apportées à l'occupation des sols découlant d'une extension urbaine hasardeuse. Parallèlement à une croissance résidentielle rapide, les zones limitrophes ont connu un flux d'autres utilisations de l'espace urbain, notamment industrielle, commerciale et institutionnelle. Toutes ces utilisations ont un impact très négatif sur l'environnement physique et humain provoqué par les déchets industriels, une quantité accrue d'embouteillages, une pollution de l'air et du bruit, un manque d'espaces verts, un manque d'installations et d'infrastructures appropriées, une perte des terres agricoles et une détérioration visuelle.* » Rapport National de la République de Chypre, Habitat II (National Report of the Republic of Cyprus, Habitat II), 1996.

Le coût de l'étalement urbain

Aucune donnée n'est disponible concernant le **coût économique estimé de l'étalement urbain**. Ce coût provient de la perte de production agricole due à l'urbanisation, du coût fiscal des infrastructures publiques et le coût écologique de l'augmentation des voyages. On peut tenter de spéculer sur l'estimation pour Nicosie mais cela n'illustrera que le coût de la perte de production agricole.

En moyenne, le revenu brut d'un hectare de terre agricole à Chypre est d'environ 200 dollars lorsqu'elle est utilisée pour la production céréalière et comprise entre 5000 et 6000 dollars pour la production maraîchère. En supposant que, sur 3 200 hectares pris par la déstructuration dans la banlieue de Nicosie depuis 1985, environ la moitié aurait été utilisée pour l'agriculture et que, sur ces 1 600 hectares, la moitié aurait été utilisée pour la culture céréalière et l'autre moitié pour la culture maraîchère, la perte annuelle en matière de production agricole s'élèverait à environ 8320 000 dollars. Ceci ne constitue qu'un chiffre indicatif qui doit faire l'objet de recherches plus poussées au vu de données plus précises. Le coût économique réel est plus élevé si l'on considère que Chypre (et Malte) doivent nourrir plus de 3,5 millions de touristes par an. Une diminution de la production agroalimentaire accroît la dépendance par rapport aux importations payées sur les devises étrangères provenant du tourisme.

Aménagement urbain

Le tableau ci-dessous tente d'organiser la répartition des responsabilités entre les autorités locales et nationales à Chypre et à Malte. À Malte, il n'existe aucun niveau intermédiaire d'autorité entre le gouvernement local et le gouvernement central. Chypre dispose d'une autorité de district qui ne dispose, cependant, que de pouvoirs de coordination. Les autorités locales disposent de pouvoirs limités en matière de responsabilité et de mise en œuvre politique.

Responsabilités de l'état et des communes

Niveau de prise de décision	État		Commune	
	Malte	Chypre	Malte	Chypre
Politique de développement économique et social	XX	XX	0	0
Stratégie de développement urbain	XX	XX	0	0
Préparation des plans locaux	XX	X	0	X
Problèmes de permis d'aménagement	XX	XX	0	0
Problèmes des permis de construction	XX	0	0	XX
Projets de logements sociaux	XX	XX	0	0
Principal réseau routier urbain	XX	XX	0	0
Réseau de distribution d'eau et d'assainissement	XX	XX	0	0
Gestion des déchets	XX	X	0	X
Contrôle de l'air et du bruit	XX	XX	0	0
Protection de la nature	XX	XX	0	0
Gestion des déchets industriels	XX	XX	0	0

XX = Responsabilité pleine
 X = Responsabilité partielle
 0 = Aucune responsabilité

Études de cas

Pour illustrer les impacts les plus évidents du modèle particulier d'urbanisation et les futures approches possibles à Malte et Chypre, deux Études de cas (**La Grande Zone Portuaire**, **The Grand Harbour Area**, et la **Ville Fortifiée de Nicosie**, **Walled City of Nicosia**) ont été menées, études pour lesquelles les informations sont disponibles dans des rapports nationaux existants. Les deux cas illustrent précisément un ensemble de problèmes concernant la négligence des zones historiques des quartiers déshérités, provoquée par le passage de la croissance urbaine dans les banlieues. Ces problèmes incluent notamment :

- une dégradation physique,
- un déclin et une marginalisation sociale de la population,
- une perte la vitalité économique et
- une utilisation anarchique des terres.

Ces études de cas mettent également en avant les expériences d'aménagement national par rapport à l'inadaptation des outils conventionnels de contrôle de l'aménagement du territoire à faire face à la revitalisation des centres historiques, dans un contexte dans lequel les forces du marché sont prédominantes et sous-estiment les acquis historiques et la valeur socio-économique de l'héritage culturel (« l'économie de culture »). Il ressort de ces études de cas que les futures approches doivent élaborer et adopter des outils d'aménagement et de gestion plus efficaces de conservation urbaine intégrée, tels que les partenariats public-privé (ppp), la planification des gains et des échanges, la mobilisation des ressources et l'analyse coûts-avantages.

Conclusions et directions politiques : vers une croissance urbaine durable

Malte et Chypre partagent de nombreuses caractéristiques, en matière de modèle et d'impacts de l'urbanisation, relativement importantes. Leur petite taille physique rend leurs zones rurales, leur environnement côtier et leurs centres historiques vulnérables face à l'extension du développement urbain. Cependant, leur faible population les protège d'une croissance démographique à grande échelle et d'une urbanisation importante. Dans le même temps, leur prospérité économique, basée sur le tourisme joue un rôle de protection contre la pauvreté et les manques d'installations sanitaires et d'infrastructures de base. D'un autre côté, la prédominance du développement économique mené par le marché dans les deux pays et le rôle dynamique de la communauté commerciale restreignent l'efficacité du système d'aménagement et la portée des interventions prévues pour contrôler la croissance urbaine. L'interaction des **forces du marché** et du **système de planification** est déséquilibrée en défaveur du système de planification.

Les pouvoirs d'aménagement doivent être renforcés, non pour contraindre mais pour harmoniser les forces du marché avec des objectifs de développement durable au sein d'un plan d'aménagement et de gestion intégré qui assure la conservation des ressources et la protection de l'héritage urbain et rural.

À Malte et à Chypre, le système d'aménagement provient d'une tradition de planification commune qui, malgré son fondement totalement légal, est orienté vers un aménagement physique du territoire plutôt que vers la gestion du processus de développement économique qui génère des pressions sur les changements en matière d'occupation des sols. Le système d'aménagement des deux pays souffre d'une tendance qui restreint la portée de la planification urbaine au développement physique et à la construction d'immeubles, laissant hors de son cadre politique les changements plus larges apportés à la structure socio-économique qui crée des initiatives pour une répartition de l'utilisation de l'espace urbain contrairement aux objectifs de la politique d'aménagement.

Le cadre institutionnel récemment établi pour l'aménagement du territoire à Malte et à Chypre doit être renforcé pour devenir plus pertinent en tant qu'instrument de la gestion de ressources et non en tant que système de contrôle permettant de réguler le développement des constructions du secteur privé. Quatre éléments doivent être intégrés au système de planification :

- **Une approche intégrée** du développement urbain avec des politiques urbaines couvrant tous les secteurs. Au lieu de se concentrer essentiellement sur les attributions de l'occupation des sols pour que le développement potentiel soit repris par le marché à une quelconque date future, les stratégies politiques doivent chercher à résoudre les conflits découlant de l'aménagement du territoire (problèmes de trafic et de parking, conflits piétons/automobilistes, provision d'espaces verts, etc.) et qui encouragent la suburbanisation des logements et des emplois vers des sites excentrés de la ville. **Un cadre de gestion des zones côtières** en matière de développement urbain est essentiel pour exprimer clairement les tenants et aboutissants inter-sectoriels de la mise en œuvre efficace des outils de gestion des ressources côtières, de minimisation des déchets, de conservation urbaine et d'aménagement du territoire au sein d'un cadre intégré capable de faire face aux pressions provenant d'une économie urbaine dynamique et complexe occasionnant des impacts diffus sur plusieurs secteurs de l'environnement.
- **Une approche de gestion** du développement urbain afin de faire passer l'intérêt porté à la protection de l'environnement de simple contrôle à gestion en appliquant des instruments fiscaux et financiers pour créer des initiatives de pratiques de développement du secteur privé, conformes aux objectifs des Plans Locaux. Le contrôle des activités du secteur privé par le biais de lois doit produire des résultats limités à long terme, sauf dans le cas où les Autorités d'Aménagement seraient capables de stimuler les investissements privés dans le sens des objectifs du Plan Local par le biais « d'échanges de développement »

pour la provision d'un plus grand nombre de parkings, d'espaces verts, d'aménagements et de restitution paysagers.

- **Une approche proactive** du développement urbain fondée sur les recherches et le suivi en cours du secteur public pour anticiper les tendances futures et subvenir à leur répartition, leur organisation dans l'espace et les besoins en services. Bien que les Plans Locaux identifient les sites et les zones pour une planification plus détaillée des Plans de Zones ou des Dossiers de Développement, la mise en œuvre doit précéder et non suivre les pressions de développement.
- **Une approche de prise de conscience des coûts** du développement urbain fondée sur l'analyse économique applicable du coût fiscal et écologique de l'étalement urbain imposé à la société sous la forme "d'effets externes" non payés par les urbanistes privés et de l'évaluation des zones historiques en tant que sources d'avantages potentiels. L'estimation des **coûts** de la suburbanisation pour le gouvernement et l'environnement, à l'heure actuelle ignorés et non enregistrés en tant que coûts, aidera à démontrer les impacts sociaux, fiscaux et écologiques de la déstructuration, en termes économiques, et contribuera au renforcement de la gestion urbaine et de la mobilisation du soutien public. La marginalisation des zones historiques urbaines est le résultat de la sous-estimation de leur véritable valeur gênant les investissements dans leur restitution.

Report

Introduction: Analytical framework

Cities are inseparable from the social, cultural and economic structure in which they evolve as part of the national development process. Yet, their physical evolution displays close links with two important parameters that are prevalent in all countries: economic change and government institutions. There are no cities, which exist outside an economic system of production, distribution and consumption, and a system of legal and administrative institutions. These two parameters exert significant influence on the pace and form of urban evolution. The physical transformation of cities, the changes in their land use pattern and the responses to the incorporation of new social and economic activities reflect the interplay between economic change and government policy.

Interest in urban evolution is more than an interest in history. It is a subject of considerable interest in current and future development because it affects social welfare, environmental quality and economic conditions, all central to the **outcome** of development. Although each city has its own unique culture and history, there are underlying forces that produce recognisable physical, social and economic tendencies in cities that are of major interest to urban planners and policy-makers. Given that effective urban planning depends on the elaboration and application of urban strategies that can guide urban growth towards sustainable development, the effort to perceive and illustrate common patterns of urban growth is necessary to determine the scope and limitations of the applicability of broad urban management principles for improving the **outcome** of future development.

This Report seeks to draw upon available information on the process of urban growth in Malta and Cyprus as a basis for identifying the major trends, impacts and policy responses, and deriving broad conclusions that may serve to define future urban management strategies.

To fulfil this objective, or at least to make a contribution to it, it is essential to attempt to set up a broad analytical framework to allow use and elaboration of country-specific information for obtaining enlightening conclusions and useful generalisations of wider relevance as national and regional planning tools.

The following five key factors summarise **the parameters**, which directly or indirectly influence urban development and its pattern of evolution in Malta and Cyprus:

- 1. Physical parameters:** Small islands (as opposed to large or small inland countries)
- 2. Population parameters:** Small population size and low-growth rates (as opposed to large population size and high or moderate growth rates)
- 3. Economic parameters:** High-income (as opposed to medium or low-income)
- 4. Economic base parameters:** Export tourism-based (as opposed to production for domestic demand)
- 5. Administrative parameters:** Centralised government (as opposed to decentralised).

Both Malta and Cyprus are small island states, Malta being considerably smaller (315 sq. km) than Cyprus (9,250 sq. km). Both are high-income countries with annual

par capita Gross Domestic Product above US\$12,000, US\$12,500 in Malta and US\$13,600 in Cyprus. Their average annual national population growth rate is low, between 1.0 (Malta) and 1.6% (Cyprus). Both countries share a similar economic dependence on the international market, with tourism being by far the most important source of income and generator of physical development, both directly and through the “multiplier” process. Tourist arrivals in 1999 reached 1.2 million in Malta and 2.4 million in Cyprus. In 1999 the gross earnings from tourism accounted for 23% of exports of goods and services compared to 25% in Cyprus. Due to their small physical size, their administrative system is highly centralised, with local authorities having limited planning and decision-making responsibilities.

Urban Growth, Socio-economics Impacts and Policy Responses: A summary of macro-forces

Without effective planning and management strategies, urban growth typically evolves in response mainly to economic pressures, subject to physical resource constraints. Economic pressures in rapidly developing tourism-based economies (like Malta and Cyprus) are associated with a tendency for maximum utilisation of land and physical resources, not necessarily compatible with long-term environmental and social objectives and the cohesion of existing settlements and historic city centres.

A common underlying feature of most Mediterranean countries is the dynamic role of the business sector, the reliance on its activities for national economic development and the slow process by which the public sector is able to introduce policies and regulations to limit or guide private sector development initiatives.

Both Malta and Cyprus are prime examples of private sector-led development. Land ownership is predominantly private and development rights are strongly protected by the Constitution. Malta and Cyprus also share a common dependence on tourism development, being the main source of the high level of income both countries enjoy and the sector that transformed them from rural subsistence economies to modern service economies. Much of the economic success in both countries, and the practical elimination of noticeable poverty, is perceived to demonstrate the capacity of the private sector to initiate investment, utilise the available resources and generate employment. The outlook of Government is permissive and committed to maintaining an “enabling” policy environment for continued economic growth.

Land use planning and concern for urban growth management are recent initiatives in both countries. **In Malta** the introduction of planning legislation occurred in 1992 with the enactment of the Development Planning Act of 1992, while **in Cyprus** the 1972 Town and Country Planning Act was implemented 18 years later in 1990. During the 1980’s, which was in both countries a decade of sustained growth and building development, there were only rudimentary controls on land use and the sprawl of urban development into the countryside.

The control instruments in place prior to the early 1990’s were basic building regulations pertaining to the sitting of the building on the plot (site coverage, setbacks from the boundaries and height) and conformity to public health regulations. Comprehensive planning strategies for the organisation of settlements and the requirement for submitting applications for planning permits on the basis of the provisions of land use plans were introduced after 1990 when much of the present

framework of urban development has already created its footprint on the urban, peri-urban and rural landscape.

Evolution of the Planning System in Malta and Cyprus

Planning system	Malta		Cyprus	
	1980-90	1990-2000	1880-90	1990-2000
Planning legislation	Not in place	Introduced	Not in place	Introduced
Urban development plans	Not in place	Introduced	Not in place	Introduced
Zoning regulations	Not in place	Enforced by Local Plans	In place but poorly enforced	Enforced by Local Plans
Building controls	Public health regulations	Enforced by Local Plans	Public health regulations	Enforced by Local Plans

Scope and Contents of the Report

This Report examines the urbanisation process in Malta and Cyprus, some of the most salient environmental and social impacts and the policy responses that resulted from the need to manage urban development according to sustainable objectives. The main emphasis of the Report is to extract from country-specific experiences important examples to contribute to the development of broader sustainable management principles and guidelines for wider application in the Mediterranean.

The structure of this Report, as determined by the Technical Appendix to the Terms of Reference, comprises five main Sections:

Section 1 examines the urbanisation process and the urban policy responses;

Section 2 examines the main impacts of urban growth;

Section 3 examines the town management capacities;

Section 4 puts together short Case Studies that attempt to illustrate some of the most salient issues of urban growth management, and

Section 5 draws out the main conclusions and key issues for further consideration.

It is noted that it was not possible to include in this Report the experiences of Israel, as originally intended, due to lack of response from Israel.

Sources of Information

This Report is based on **information available from existing national reports** pertaining to Malta and Cyprus. Information collection was undertaken by national experts on the basis of a questionnaire designed by the consultant responsible for this sub-regional Report within the framework of the guidelines included in the Technical Annex attached to the Terms of Reference (*Urbanisation and Town management in the Mediterranean countries and perspectives for sustainable development*, Blue Plan 30.10. 2000).

The project design for this phase of the Programme envisages utilisation of available information, for it did not provide opportunity for primary research and missions to individual countries for a more lengthy investigation of data sources and interactions with national experts. That would require more time and effort.

The questionnaire was designed to facilitate national experts to direct their data collection task to existing information available national reports in order to minimise the effort involved and meet the time and resource constraints inherent in this part of the work. The questionnaire is attached in the Annex as a separate document.

Calendar of Sub-Regional Report Preparation

Date	Task
30 November 2000	Terms of Reference to Consultant
1 December 2000	Commencement of Consultant's assignment
1-5 December 2000	Consultations with Blue Plan (by telephone)
6-10 December 2000	Finalisation of Questionnaire by Consultant
11-15 December 2000	Initial contacts with country focal persons (Malta, Israel, Cyprus)
18 December 2000	Transmission of Questionnaire to country focal persons (copy to Blue Plan). Deadline for responses set for 31/1/2001
19 December 2000 8 January 2001	Several follow-up communications with focal persons for clarifications, comments, anticipated difficulties, need for adjustments etc. (No adjustments were proposed or difficulties foreseen)
31 January 2001	First response from Malta and Cyprus (no response from Israel)
5 February 2001	Consultant's request for supplementary information
15-20 February 2001	Supplementary inputs from Malta and Cyprus (no response from Israel)
21 February 2001	Commencement of Sub-regional Report by Consultant
31 March 2001	Deadline for submission of Report to Blue Plan

Section 1. Urbanisation and Urban Policies

Urbanisation in Malta

The capital city of Valetta has been losing population since the 80's. It lost nearly a quarter of its population between 1985-2000, while total population increased by 14% during the same period. The largest town of Birkirkara gained population but only just over a quarter of the total population. This indicates that the main locations of population growth shifted outside the core built-up areas.

Table 1: Population growth trends in Malta 1985-2000

	1985	1995	2000	% Change 1985-2000	Current annual growth rate
Total Population	340 907 (100%)	378 132 (100%)	388 594 (100%)	14%	1%
Capital City Population (Valletta) (% of total)	9 340 (2.7%)	7 262 (1.9%)	7 073 (1.8%)	- 24%	N/A
Largest Town Population (Birkirkara) (% of total)	20 385 (6%)	21 281 (5.6%)	21 445 (5.5%)	5%	N/A

Source: Demographic Review, 1999

Malta is a small island State and, according to the perceptions of the national experts, the whole country may be regarded as an urban area. This also clearly entails that this is no meaningful planning distinction between “town and country” and “coastal and inland areas”.

With regard to the urban coastal population growth rate, information from national sources states that there are no existing figures. The island as a whole is taken as a coastal area and the national growth rate reflects that for the coastal zone. The 10 km criterion for the definition of the coastal zone would cover the whole Maltese territory as a Coastal Region.

Table 2: Population Movement by Local Plan Area in Malta, 1996

	Moved into LP Area	Moved out of PL Area	Moved within PL Area	Moved out (%)	Moved within %
Central Zone	455	474	618	43	57
Gozo	18	24	229	9	91
Grand Harbour	95	277	167	62	38
Marsaxloxx Bay	69	36	44	45	55
North Harbours	295	316	544	37	63
North West	265	123	294	29	71
South	364	311	724	30	70

Source: Structure Plan, Malta, 1999

The pattern of internal migration between and within Local Plan Areas shows important preferences in favour of movement within Local Plan Areas. This may be attributed to the delineation of the Local Plan Area boundaries. The Table above shows that movements internal to Local Plan Areas exceed 50%.

Urbanisation in Cyprus

The suburbanisation trends are also evident in Cyprus, particularly in capital city of Nicosia. Suburbanisation takes the form of rapid population growth and urban development sprawl in the suburbs located at the edge of the city boundaries. This pattern is typical of all urban areas in Cyprus. The city of Nicosia has its own particular characteristics, which intensify the tendency for outward population shift and urban development sprawl. Nicosia is a divided city. It has been divided since 1974 when the whole of Cyprus was divided following the occupation of the northern part of the island by the Turkish army and the displacement of the Greek Cypriot population to the south. Nicosia was transformed in 1974 into a “border town” following the division of Cyprus that runs right across the old city of Nicosia separating the Turkish-held northern part from the southern government-controlled southern part. The division of Nicosia triggered a major population shift to the southern suburbs, and to a much smaller extent to the outlying urbanised settlements. The growth of Limassol town occurred due to immigration from its own rural hinterland and the settlement of displaced population from Famagusta town, in the northern part of Cyprus, in 1974.

The Municipal area of Nicosia referred to from now on concerns the southern government controlled part of Nicosia excluding the northern quarter of Nicosia inhabited exclusively by Turkish Cypriot population for which information is not available.

Nicosia Municipality (south) has been losing population since 1982. Between 1982-2000 Nicosia Municipality lost 5% of its population (Table 2) while the suburban fringe of the Nicosia gained population by as much as 37%. The trend towards suburbanisation is shared by all urban areas, with population growth being much higher in the suburban settlements just outside the city boundaries compared with the growth rate in the cities themselves. The difference between Nicosia and the other urban Municipalities is the fact that Nicosia loses population in absolute terms. Limassol Municipality, being the largest urban Municipality in Cyprus increased its population by 20% since 1982, compared to a population increase three times as high in the Limassol suburbs.

Suburbanisation remained a major trend in the urbanised area of Nicosia as shown by the growth of the population within the Local Plan area of Nicosia including the rapidly expanding Nicosia suburban Municipalities of Strovolos, Latsia, Engomi, Aglanjia and Lakatamia).

Table 3: Population growth and suburbanisation trends in Cyprus

	1982	1992	2000 (estimate)	Change 1982-2000	Current annual growth rate
Total Population	512,098 (100%)	602,025 (100%)	700,000 (100%)	37%	1.6%
Capital City Population (Nicosia)	48,222	46,990	45,815	-5%	-0.5%
(% of total)	(9.4%)	(7.8%)	(6.5%)		
Nicosia and suburbs	149,071	177,451	205,000	37.5%	1.8%
(% of total)	(29%)	(29%)	(29%)		
Largest City Population (Limassol)	74,775	87,091	90,000	20.4%	0.3%
(% of total)	(15%)	(14.5%)	(13%)		
Limassol and suburbs	107,161	136,741	174,000	(63%)	3.1%
(% of total)	(21%)	(23%)	(25%)		

Source: Population Census, 1982 & 1992, Population estimates for 2000, Nicosia and Limassol Local Plans, 1996 & 1999.

Apart from the political problem and its transformation into a “border city” in 1974, Nicosia has another important characteristic that explains its population decline: Nicosia is the only inland urban area in Cyprus. The rest of the urban areas are coastal with tourism accounting for a large part of their economic base and local development process.

“Coastalisation” is a major population and development trend in Cyprus adding an important dimension to coastal urban sprawl. As much as 90% of all tourism hotels and other accommodation capacity in Cyprus is on the coast, the rest is located in Nicosia and the mountain resorts. 70% of the coastal tourism accommodation is concentrated mainly in the suburban tourism centres around the towns of Limassol, Larnaca and Paphos. The remaining 30% is located in what were prior to 1974 village communities that have grown into tourism centres. These are the merging settlements of Ayia Napa and Paralimni (in the southern Famagusta District), which, unlike the rest of the rural areas of Cyprus based mainly on agriculture, recorded in the period 1982-92 a population growth rate of 32%, close to that of Nicosia urban area, as compared to 4.4% in the rural areas.

Table 4 below shows the steady growth of the coastal urban population (from 34% in 1992 to 43% in 2000), the constant share of the inland urban area of wider Nicosia (29%) and the steady decline of the share of the rural population (from 36% in 1982 to 28% in 2000).

Table 4: Population growth in the coastal urban areas of Cyprus

Area	1982	1992	2000 (estimate)	% Increase 1982-2000
(A) Coastal urban areas (% of total)	176,315 (34.4%)	229,873 (38.1%)	300,000 (43%)	70.4%
(B) Non-coastal urban area (% of total)	149,071 (29.1%)	177,451 (29.5%)	205,000 (29%)	37.5%
(A+B) Total urban areas (% of total)	325,386 (63.5%)	407,324 (67.6%)	505,000 (72%)	55.4%
(C) Rural areas (% of total)	186,712 (36.5%)	194,701 (32.4%)	195,000 (28%)	4.4%
Total	512,098	602,025	700,000	36.7%

Note:

- The coastal urban areas include Limassol, Larnaca and Paphos and their suburbs (all major tourism centres). Most of the tourism development, and the tourism-stimulated new housing and commercial development, are located in the suburbs along the coast.
- The non-coastal urban area is Nicosia.
- The rural areas include the settlements of Ayia Napa and Paralimni.

The Planning System

In both Malta and Cyprus, the land use planning system is the main policy response to the need to control land use changes and the physical configuration of urban growth. Both countries now have a comprehensive planning system, mostly based on the British planning system of a hierarchy of Development Plans enforced through Development Control and Planning Permissions, operating within a legislative framework that, inter alia, relates the issue of planning permissions to the provisions of the Development Plans.

An Outline of the Planning System in Malta

The planning system in Malta is based on the **Development Planning Act** of 1992 and includes the following main elements:

The Structure Plan. The Structure Plan is at the top of the hierarchy of Plans and focuses on the physical development strategy for the Islands. The decision to evolve a Structure Plan for the Maltese Islands is enacted in the Building Permits (Temporary Provisions) Act, 1988, which, *inter alia*, requires that the Structure Plan shall be a written statement not a site specific plan.

The Structure Plan comprises: **The Written Statement** (or Policy Statement) setting out the background to the Plan, summarises the principal problems and issues to be confronted, describes the recommended planning strategy and how it was evolved, lists specific policies aimed at the realisation of the strategy, identifies priorities, and considers the resources required for implementation. **The Key Diagram** (or Plan) which accompanies the Written Statement showing the physical locations where particular policies will be applied.

Following public consultation, these two documents are considered and approved by Parliament and acquire the status of law.

The purpose of the Structure Plan, is to provide a strategic direction and the framework to guide both Government and the private sector in matters concerning Malta's development over a period of 20 years. Specifically:

It formulates the national planning policy and general proposals for development and the use of land including measures for the improvement of the physical environment and the management of traffic.

Interprets the relationship of national policies in terms of physical and environmental planning in so far as those policies concern the integration of economic, social, and environmental policies, and

Puts forward policies for determining development permit applications submitted by both the public and private sectors and any other proposed changes in the use of land and buildings.

Develops a strategic context for the preparation of site specific Local Plans, Subject Plans, Action Plans, and Briefs together with guidance on priorities for further studies.

Identifies and promotes opportunities for development and seeks to mobilise private sector resources to assist in carrying out that development.

The character of the Structure Plan is strategic and long-term, spans over a 20-year period. It does not attempt an in depth analysis of all sectors of Maltese life (housing, transport, education, etc.) for this is essentially the responsibility of the various line Ministries and other public agencies. Instead, it adopts a comprehensive outlook on development and examines each sector in sufficient detail to ensure that individual sectoral policies are compatible with those of other sectors. In this sense, it is basically a co-ordinating plan. As well as being strategic in an analytical sense, it is strategic in a physical sense. It covers the whole territory of the Maltese Islands and, for the most part, is expressed in terms of areas, localities and districts rather than sites. It provides the context for the subsequent more detailed plans.

Although many of its analyses and recommended policies are non- physical, its basic concern is with land: essentially what should be developed, where, when, and how. It is

essentially an enabling plan. The inclusion of some forecast or proposal does not mean that it will happen, particularly if applicable to the private sector. Rather the Plan says, “If and when this particular demand arises, this is where and how it should be accommodated”.

It is not a static instrument. Changes in the various sectors of activity with which it deals will be monitored, and amendments to the Plan will be made when this seems appropriate.

The Local Plans. They prescribe for particular areas the development intentions in greater detail than is available in the Structure Plan, and where it is anticipated that substantial development is likely to be initiated by the private sector. They are site specific plans.

The Action Plans. They are similar in character to Local Plans but deal with smaller areas and are appropriate where the public sector intends to positively intervene in the development process by, for example, developing or redeveloping land within the Action Plan area.

The Subject Plans. They deal with specific issues relevant to the planning strategy and may relate to the whole of the territory, as might be the case in respect of environmental protection, or to a particular activity such as quarrying, tourism, retail development, etc.

The Planning Briefs. They set out all the planning requirements, limitations, opportunities, and targets, which must be met in preparing a plan for an area. They may also be used as an interim or preliminary document prior to the preparation of a Local Plan or alternatively as guidance to the developer (whether a Government Department or a private developer) of a large area where the Planning Authority considers that the developer can be entrusted with the preparation of a Local Plan or Action Plan within prescribed guidelines

The Development Briefs. They are somewhat similar in nature to Planning Briefs but relate to single sites and should prescribe all matters affecting the form, content, and design of the development. They need not be confined to planning requirements.

An Outline of the Planning System in Cyprus

A three-tier hierarchy of Development Plans was introduced by the 1972 **Town and Country Planning Law**, which was not fully implemented until 1990. It comprise the following Development Plans:

The Island Plan, at the top of the hierarchy, which covers the whole territory of the island and determines the long-term strategy for the distribution of population, employment, the utilisation of resources and the identification of development opportunities. It is intended to be a Structure Plan despite the fact that in law it is called an Island Plan.

The island Plan is a comprehensive statement of the broad national planning strategy closely linked to the national economic development strategy. It presents the Government’s intentions for the proper and efficient use and protection of land through policies including:

- The regional distribution of population.
- Regional level locational policies for major land uses and major infrastructure relating to economic and social policy (ports, airports, hospitals, etc.).
- The designation of areas of special historical, social, architectural, cultural and environmental value.
- The national and regional transportation network.

The Local Plans, in the middle, which cover the main urban areas including the urban fringes experiencing pressures for expansion population growth. They are under constant review and their revision is legally required at least every five years. They are prepared by the Department of Town Planning and Housing as advisers to the Minister but may also be prepared by the Municipalities (Local Authorities) for the area under their respective jurisdiction.

The purpose of Local Plans is to secure orderly development and containment of urban development within defined development areas, to indicate the general principles on which urban development will be promoted and controlled, to protect buildings and areas of historical and cultural interest, safeguard land for future major roads and other infrastructure and indicate phases of development. Local Plans comprise a Written Statement and a series of Maps showing:

- The allocation of land for the main land uses (agriculture, housing, commerce, industry, public open space, education, health centres, public buildings, etc.).
- The designation of site-specific land use zones and the applicable building coefficients (plot ratio), height limitations and site coverage.

Five such Local Plans are currently in force for the main urban areas of Nicosia, Limassol, Larnaca, Paphos, Polis, while four additional Local Plans are in the process of approval by the Minister for smaller expanding rural towns (Lefkara, Derynia, Athienou and Palekhor).

The Area Schemes, at the lower end of the hierarchy, which cover specific smaller areas of particular interest, either within or outside the framework of a Local Plan, and detail site-specific development proposals following the strategic guidelines and policies of the Local Plans or the Island Plan. They are prepared by the Department of Town Planning and Housing as advisers to the Minister but may also be prepared by the Municipalities (Local Authorities) for the area under their respective jurisdiction

Despite the needs for preparation and implementation of Area Schemes in many parts of Cyprus, no such Plans have been published until now due to delays in the preparation and approval of Local Plans. Area Schemes have been prepared for three areas; the Central Business District of Nicosia, the Central Business District of Larnaca and the old village core of the Nicosia suburb of Strovolos. The first Area Scheme is already being implemented piecemeal, through specific interventions, by the Nicosia Municipality, while the other two are being prepared by commissioned planning consultants and are nearly finalised.

In 1990 an additional type of Development Plan was introduced, the **Statement of Policy for the Countryside**, which cover all the (mostly rural) areas where a Local Plan or an Area Scheme is not in force.

This Development Plan, although intended to be supplementary to the Island Plan, in practice it has replaced the Island Plan which cannot be fully implemented due to the present division of Cyprus following the occupation of the northern part of the island by Turkish troops.

Planning Authority

The 1972 Town and Country Planning Law defines two planning authorities: the Minister of Finance as planning authority for the Island Plan and the Minister of Interior as planning authority for preparing, approving, publishing and amending the Local

Plans, Area Schemes and the Statement of Policy for the Countryside, also exercising and enforcing Planning Control and issuing general Development Orders and Directives. Under the Law, the Council of Ministers has established the Planning Board to which the Minister of Interior, as Planning Authority, has delegated his power for preparing, approving and updating all levels of Development Plans except the Island Plan. The Board is composed of 10 members, 4 professionals from the private sector, 5 Director-Generals of relevant Ministries and the Director of the Department of Town Planning and Housing acting as the Board's technical adviser.

Section 2. Urban Growth Impacts

Why is it important to be concerned about urban growth? Urban growth is closely associated with economic growth and can lead to opportunities for improved living standards. Urbanisation is almost inevitable and indeed desirable due to the increased scope for employment growth, social mobility and access to diverse cultural and other facilities. However, the extent to which urban growth creates social benefits and its contribution to social and economic welfare hinge on its pace, form and management relative to the available environmental resources and the land use practices to accommodate additional population and activity. Often, land use changes and building expansion impose environmental impacts, may exclude the poor from development opportunities or lead to the degradation of resources. To ensure, therefore, that urban growth is matched by social and environmental improvements, management and planning strategies and institutional capacities are required. When such capacities are inadequate or lag behind the dynamic process of urban growth becomes unsustainable. The concern for urban growth arises from the factors that lie behind limitations in financial resources and technical capacities to formulate and implement an integrated urban strategy and ensure proactive initiatives to address resource use conflicts and environmental impacts. Urban growth in Malta and Cyprus present some examples of policy and resource deficiencies that manifest themselves in environmental impacts.

The analysis of causes, problems and consequences of environmental impacts from urban growth requires data that are not available without a deeper study. However, the information that is available for Malta and Cyprus enables identification of the main issues involved.

For the purposes of this Report, a selected cluster of impacts will be examined to show the most salient consequences of urbanisation, to the extent that is possible by the available information.

The main issues examined include:

- Loss of agricultural land
- The cost of urban sprawl
- Urban traffic problems
- Urban heritage and conservation
- Urban air quality
- Coastal landscape and rural heritage

These issues are not examined in any depth because the available information from existing sources does not provide a basis for that. However, they indicate the main consequences associated with the sprawling pressures of urban development.

A. Loss of agricultural land

Urban expansion in **Malta** between 1968-1990 has taken up about 5,000 ha of agricultural land, 3,000 ha until 1980 and another 2,000 ha since 1980 (Data from *Abstracts of Statistics* and Dept. of Agriculture).

In Malta, during the period 1993 to 1995, 11,770 dwelling units were granted development permission. Some 35% of these approved dwelling units are located within existing urban areas, but not on land zoned for new housing development. This is a relatively high proportion, in comparison with the projections of the Structure Plan. There is a widespread preference for development on virgin urban land rather than development within existing urban areas, a trend common to both Cyprus and Malta.

As Table 5 shows, between 1985-1995, the Inner harbour local plan area lost 14% of its population. It can be seen that less than half of the total dwellings were located within the urban areas compared to new dwellings outside the urban areas but within approved housing areas, with the exception of Inner Harbour and Gozo.

Table 5: Population and housing development trends in Malta by Local Plan Area, 1985-95

Area	1985	1995	% Change	New Dwellings in Urban Areas 94-95	New Dwellings within out-of-town housing zones 94-95
Inner Harbour	101 963	87 997	-13.7	313	78
Outer Harbour	98 610	112 262	+13.8	354	834
South Eastern	42 475	50 556	+19.0	352	762
Western	44 580	51 787	+16.2	255	469
Northern	32 108	44 660	+39.1	496	937
Gozo	25 682	29 073	+11.0	255	344

In 1988, 798 hectares of undeveloped land were available for new housing development within the approved development zones (Temporary Provision Schemes). By early 1994, 245 hectares (31%) of this land had been developed (Table 6).

Table 6: Take-up of vacant land by urban development in Malta, 1988-94

	Vacant 1988 (ha)	Developed 1994 (ha)	Developed 1994 (%)
Inner Harbour	22.0	6.3	29
Outer Harbour	212.4	73.6	35
South Eastern	159.0	45.8	29
Western	95.6	34.4	36
Northern	181.5	57.1	31
Gozo	127.2	27.8	22
Total	797.6	245.0	31%

This highly dispersed pattern of development is frustrating the goal of the Structure Plan of concentrating new residential development in areas close to the major employment centres. The Inner Harbour region, in particular, is hosting a small proportion of new housing development. Contrary to the Structure Plan's intention, patterns of housing growth and population movement are increasing levels of commuting and the length of the average journey to work. A small proportion of available housing land is located within the Inner Harbour region; this implies that population can only be increased in this area through increased rates of land recycling and redevelopment. Unfortunately, the decentralisation of population to outer regions is likely to continue for the foreseeable future.

In Cyprus urban sprawl has been the predominant form of urban development since 1960. In Nicosia each phase of urban development typically occurred at the fringes of the development boundary adding new neighbourhoods just outside the urban area leaving large areas of vacant urban plots within the existing envelope.

In 1963, the amount of vacant urban land in Nicosia was as much as 30% of the total developed area. In 1982, the survey conducted under the Nicosia Master Plan project showed a similar percentage of vacant urban land despite the expansion of the urban area by about 30%. An estimation carried out for this report on the basis of the 1999 Nicosia Local Plan showed that between 1982 and 1999 the area zoned for urban development within the defined urban development boundary had increased by 66% (from 60 sq. km. to 100 sq. km.), while the population increase was only 38%. Land urbanisation was higher than urban population growth by a ratio of 1.7. There are two main factors contributing to this:

- the tendency of the Planning Authority to over-zone for future development (much beyond projected development needs), and
- the social pressures exercised by local landowners to include agricultural land in urban development for speculation. Despite the gross over-provision of urban development land, land prices continue to increase particularly in the fringe areas due to the speculative demand for land, over and above the real demand for development, in anticipation of future land use change from agriculture to housing.

A recent report reflecting on this issue stresses: *“The most important characteristics of land use change arising from haphazard urban expansion are the shrinking of agricultural land in favour of residential land; fragmented settlements and isolated buildings, uncontrolled growth often coupled with insufficient services; and a spatial pattern of land use in the fringe areas that is heterogeneous and unstable. Parallel to rapid residential growth, the fringe areas have witnessed an influx of other urban uses such as industrial, commercial and institutional. All these have a very negative impact*

on the physical and human environment caused by industrial wastes, increased levels of traffic congestion, air and noise pollution, lack of open space, lack of adequate facilities and infrastructure, loss of agricultural land and visual deterioration". National Report of the Republic of Cyprus, HABITAT II, 1996.

B. The cost of urban sprawl

There are no data on the estimated **economic cost of sprawl for Cyprus or Malta**. There is no available information to estimate at least the loss of agricultural production due to change of use. A highly speculative estimate may be attempted to estimate the loss of agricultural production **in Cyprus**.

On average the gross income from a hectare of agricultural land in Cyprus is about US\$ 200 when used for the production of cereals and about US\$ 5,000 – 6000 when used for vegetables. On the assumption that, out of the 3,200 hectares taken up by urban expansion in the suburban zone of Nicosia since 1985, about half would have been used for agriculture (with the rest remaining fallow) and, further, that out of the 1,600 hectares half would have been used for cereals and half for vegetables, the estimated annual loss of agricultural production would amount to about US\$ 8,320,000 in current prices. This is only an indicative figure that needs further elaboration. The cost is perhaps much higher considering that, both Cyprus and Malta need to provide food for over 3.5 million tourists a year. Decreased food production may involve increased dependence on imports paid for out of the foreign currency gained from tourism. This is an area of study that should be pursued further on the basis of available data.

C. Urban traffic problems

The number of private cars in **Cyprus** increased by over 35% since 1990. In 1992 car ownership was 90% of the population of driving age. In 1999 the percentage increased to 97%. 90% of all work trips in the urban areas are of less than 20 minutes duration. 30% of all daily traffic flows are during three half-hour daily peak times, 7:30-8:00 in the morning, 1:30-2:00 at noon and 6:00-6:30 in the afternoon.

Table 7: Daily trips by combined purpose and transport mode

Town	Mode of transport		
	Private car	Bus	Other
Nicosia	245,600 (63%)	43,550 (11%)	104,550 (26%)
Limassol	222,980 (66%)	36,300 (11%)	55,890 (23%)
Larnaca	77,280 (69%)	7,150 (6%)	28,450 (25%)
Paphos	29,300 (71%)	2,040 (5%)	9,940 (24%)

Source: Nicosia, Limassol, Larnaca and Paphos Transportation Studies, 1993-94, Public Works Dept and Colin Buchanan and Partners.

The 1998-9 Environmental Impact Assessment Study for the Nicosia Urban Road Network in Cyprus by ICP Consultants, showed that bus ridership in Nicosia accounted for only 2% of all daily trips.

Increased car traffic in urban areas due to the dependence on the private car for urban travel, has increased the traffic-related emission of pollutants and the level of noise. It has been estimated that without a change in the modal split between cars and buses in Nicosia, the expected increase of car usage by 2005 will lead to about 15-25% increase in emissions of N02, CO and S02 along the main urban traffic routes (Environmental

Impact Assessment Study for the Nicosia Urban Road Network, ICP Consultants, 1999). A similar increase is expected in the level of noise. Both issues relate not only to the increase in traffic but the spatial distribution of housing and employment areas and the expansion of the main road network into the suburban areas to serve the scattered development pattern. Although noise and air pollution is below the levels stipulated by the EU, its increase is a matter of concern because is not confined to the Central Business District but is beginning to affect the main arterial road connecting the urban centres with the sprawling suburban housing and commercial development areas.

In Malta the number of cars increased from 63,000 in 1980 to 177,000 in the year 2000. The number of cars per 1,000 population equally increased from 194 to about 500. Malta has an adequately developed network of public buses linking all locations to the Valetta. Yet, the percentage of all trips made by public bus declined from 24% in 1989 to 11% in 1998. Consequently, the duration of the average home-to-work bus trip increased from 28 minutes in 1989 to 35 minutes in 1998, while the duration of the average home-to-work car trip for the same years increased from 15 minutes to 20 minutes. The increase of traffic is also associated with an increase of air and noise levels, although it is not possible to refer to quantitative information.

D. Urban heritage and conservation

The shift of urban growth away from the old historic cities and the pressures of controlling suburban development, give rise to an underlying neglect for historic housing areas and their social value. The impacts of time and depopulation set in motion the deterioration of buildings of traditional architectural value and of the living environment.

The sites and areas urban heritage in the old historic centres of cities, despite official acknowledgement of their importance, are under-rated as the focus of urban life due to the increased demand for alternative suburban housing and life-styles that favour low density residential areas and car-based mobility. In many larger countries in the Mediterranean experiencing massive rural migration into the cities (Egypt, Turkey), old historic neighbourhood provide low-cost accommodation for the poor. Rising densities and lack of sanitary facilities combine to degrade living conditions and the quality of the urban environment. In Malta and Cyprus, due to their small size and rural hinterland, rural migration is not a major factor in the degradation of the historic inner city areas. The problem in both islands is the social and economic marginalisation of historic areas as reflected in the process of depopulation and loss of social value attached to the unique closely-knit inner housing areas. Residence in newly established suburban housing areas becomes a goal achievable through professional advancement and the rise if family income. Both Malta and Cyprus have been enjoying economic growth since the early 1960's mainly due to tourism that fuelled the near abandonment of the historic residential areas of Valletta and Nicosia. Therefore, urban growth and new suburban development have tended to create a negative attitude, or at least an indifference, towards the present value and future of urban history, responsible for limited allocation of financial resources for effective urban conservation.

In Malta, the overall strategy of the Structure Plan for the built heritage is based on the designation of **Urban Conservation Areas (UCA)**. The Plan strategy rests on particularly strict control of development in these areas, coupled with an injection of

public and private funds for rehabilitation. The process of designating UCAs is now well established. The areas already designated (1993-95) include:

- Valletta,
- Floriana,
- Mdina,
- Cuttadella,
- Birzebbuga and
- Maesaxlokk.

Another 10 area UCAs are proposed for designation. There has been a limited injection of public funds into urban conservation. Although central government is a major source of funding, the level of provision is declining.

The Valletta and Cottonera UCA received the majority of government funding. Some funding for the upgrading of historic fortifications has been made available from international sources, such as the EU Med-Urbs programme and the Order of St. John.

The Planning Authority has taken steps to actively promote urban conservation through the *Urban Environment Improvement Partnership Scheme* initiated in 1995 to help Local Councils by financing up to 50% of the costs of a high quality urban renewal project. In 1995, the Planning Authority prepared a budget for an amount of Lm 15,000 for historic buildings grants. **The Land Tribunal and Heritage Trust** have not yet been established, although draft legislation on a Heritage Trust has been presented to Parliament. In the meantime, non-government organisations (Fondazzjoni Wirt Artna and Din L-Art Helwa) continue to carry out restoration of buildings and monuments of national importance. The restoration of most religious buildings is funded by the respective parishes. The Curia has funded a number of additional projects, such as the restoration of Santa Barbara Church in Valletta. The armed forces also occupy a number of historic fortifications and fund their upkeep.

Private sector expenditure on buildings of architectural and historical interest is difficult to measure. However, it is clear that there is a good deal of private sector activity. Major private sector rehabilitation projects include the Fort Chambray project and the Capua Palace Hospital. A large proportion of the development capital injected into Urban Conservation Areas relates to private dwellings, many of which are of architectural or historical interest.

In Cyprus urban conservation is also a major objective in the Local Plans. Urban conservation policies evolved out of the Nicosia Master Plan project (1981-85) that focused on the common Cypriot heritage of the Walled City of Nicosia and put forward a strategy for conservation. The methodologies and guidelines were adopted by the Municipality of Nicosia but also by the Department of Town Planning and Housing, responsible for the preparation of the Local Plans, for replication in other cities.

The main policy element of urban conservation in the Local Plans is the designation of **Areas of Special Character (ASC)** in urban areas. The designation of ASCs in the villages is undertaken within the framework of the Policy for the Countryside. ASCs, once designated, are integrated into the planning control process. This means that all proposed land use changes and building alterations and construction, require approval by a technical committee responsible for monitoring the ASCs. The designation of ASCs is based on a survey of the building stock in each area and the development of an

inventory for each building indicating typology characteristics and basic requirements concerning the use of materials and the planning conditions for restoration. Between 1985-2000 some 10,000 traditional buildings have been surveyed in all Cyprus of which about 2,500 have actually been listed as buildings of outstanding architectural value.

The restoration of listed buildings is undertaken predominantly by the owners. For this purpose a **Conservation Fund** was established by the Ministry of Interior to provide grants for private restoration projects. Until now, an amount of US\$ 8.0 million has been given out as grants to private owners for the restoration of about 300 buildings. The level of the grant is adjustable depending on the income of the owner; on average the grant covers about 40% of the total cost implying that a total of US\$20 million has been invested in the conservation of listed buildings. The average cost per building is known to be higher than US\$66,666 because, usually, the owners invest additional private resources on improvements not eligible for grants.

There has recently been an effort to introduce training and capacity-building activities for restoration. The activities of the urban conservation unit of the Departments of Town Planning and Housing includes provision of technical assistance to the Local Authorities as part of the decentralisation process pursued. Despite this effort, both financial resources and technical expertise, at national and local level, are limited to implement a broader and more effective conservation initiative to match the needs, and many historic buildings remain in poor condition. In addition, areas of historic and cultural significance become increasingly marginalized by the sprawl of urban growth and lose population and economic activity, leading to reduced incentives for **integrated conservation projects**. The walled city of Nicosia is a case in point. Integrated urban conservation, designed to address the land use and traffic issues together with the socio-economic processes of sustainable regeneration, remains an important unrealised goal in all Local Plans due to the fact that the planning and implementation capacities for positive intervention are inadequate.

In summary, despite the success of individual site-specific housing restoration projects in urban areas, integrated planning in city core historic areas faces implementation constraints, thus exposing the historic areas to the threats of degradation with limited scope for a sustainable future.

E. Coastal landscape and rural heritage

Village architecture and rural cultural tradition have been the base of the social structure in both countries (Saints and Fireworks: Religion and Politics in Rural Malta, Jeremy Boissevain, 1965, The Greek Gift: The Culture and Politics in Rural Cyprus, Peter Liozos, 1971). Urbanisation and economic growth has ignored the rural tradition and landscape despite the fact that both countries could have built on or combined their tourism product with the unique features of the rural environment. Both islands have opted to provide tourism accommodation mainly for the mass European market on expensive sections of the coastal areas that altered the coastal profile and turned the villages into “commuter dormitories” for the growing tourist labour force.

In Cyprus many mountain villages at some distance from the coastal tourism centre have lost almost all their young population and a large part of the housing stock is abandoned. A similar trend is evident in Malta although to a smaller extent due to the small size of Malta that brings all villages within close contact with the coast, allowing

young people to combine residence in the home village with daily travel and work in tourism.

Cyprus now has a tourism accommodation stock of about 90,000 beds in hotels and licensed apartments, about 75,000 of these are built on the rural parts of the coast zone that were undeveloped and mostly used for agriculture until 1974. The land use change, apart from the changes in the environmental profile of the coastline, brought with it a transformation of the social structure of many coastal villages from rural communities to service centres. In Malta there are now just under 50,000 tourist beds. Some 40,000 beds are concentrated in 5 main coastal tourism centres: St. Paul's bay, Mellieha, St. Julian's bay, Sliema and Marsascala. St. Paul's bay alone concentrates as much as a third of the total stock. The growth of tourism accommodation from about 1,200 beds in 1960 to the present stock of 50,000 beds has also imposed extensive land use and community changes.

F. Constraining urban growth

The experiences of Cyprus and Malta are strikingly similar with regard to the failure to contain urban growth. This is partly due to the late introduction of planning legislation and partly to implementation difficulties. The most important implementation difficulties are specific to the operation of the planning system within an environment of rapid economic growth (relative to other Mediterranean countries) and the dynamic role of the business sector that set limits to the activities of the planning authorities.

The bulk of building development in both countries occurs within the planned development zone. However, both the Structure Plan in Malta and the Local Plans in Cyprus allocate housing land well in excess of requirements; as a result, excessive amounts of virgin land is given over to development and low density urbanisation is proceeding more rapidly than justified by actual population growth.

The Structure Plan in Malta and the Local Plans in Cyprus aim to foster the efficient use of land and buildings. Here, results have been mixed. Private sector developers generally seek to use their sites to the full. In fact, they are frequently reluctant to allow sufficient provision for circulation, proper access, parking, landscaping and other planning requirements. Generally, there is a heavy emphasis on new-build development on virgin land within but at the fringes of the development zones (Temporary Provision Schemes and Housing Zones) rather than within the established development areas. **Much land and properties remain under-utilised in the older urban areas.** There are many derelict, despoiled or partly constructed sites within the urban areas.

The Structure Plan monitoring Report (1996-97) in Malta has identified some of the main implementation issues with regards to control of urban growth which, in summary form, include the following that also reflect the issues prevailing in Cyprus:

- The Structure Plan over-allocated land for housing; current allocations are likely to suffice for the next thirty years, at least.
- The planning system has failed to match land release to development needs.
- The geographic pattern of development is one of dispersal; there is a continuing loss of population in the Inner Harbour area.
- There is evidence of population loss, population ageing and continuing physical decay in the village core areas.

- There is little incentive for property conversion or the regeneration of urban areas, whilst other development opportunities are so widespread.
- The provision of social and community facilities remains largely ad-hoc.

Section 3. Town Management

For administrative purposes Cyprus is divided into 6 Districts: Nicosia, Limassol, Famagusta, Larnaca, Paphos and Kyrenia. The whole of Kyrenia District and the northern part of Famagusta District are now in the Turkish-held northern part of the island. Nicosia is the capital and seat of Government since medieval times. Every District is headed by an appointed District Officer who acts as the district-level representative of central government. The role of the District Officer is to coordinate the activities of all Ministries in each respective District. District Officers are accountable to the Ministry of the Interior, headed by a Director-General.

Local government in Cyprus has a three-tier structure. Municipal authorities, for towns with a population of over 5,000, Improvement Boards and Village Commissions. All are elected bodies with jurisdiction over their respective local areas for strictly local affairs. There are 32 Municipalities, 85 Improvement Boards and 352 Village Commissions. Municipalities are the 6 urban areas and the 27 larger settlements, mostly the suburbs clustered around the main towns forming part of the urbanised areas. Another 9 Municipalities, 15 Improvement Boards and 151 Village Commissions are in the northern Turkish-held part of the Island.

Until 1985, local authorities were almost totally dependent on the resources of central government and their powers were negligible. The 1985 Municipalities Law introduced significant changes to local government; all local councils are elected, they employ a full-time municipal engineer and were given local level taxation powers. Municipal financial resources are gradually increasing reflecting the gradual trend towards decentralisation. Loans continue to constitute roughly about 50% of the resources of Municipalities, with the remaining 40% raised from fees, charges and local taxes and, overall, about 10% accrue from Government transfers.

As shown in Table 8 below, the share of transfers in the total budget tends to be higher among the suburban Municipalities, explained by their higher population and larger capital investment programme. The largest part of the capital expenditure of these Municipalities is spent on road construction for sections of the network that serve to connect local roads to the regional and national network.

Table 8: Composition of Municipal Financial Resources in Cyprus, year 2000 (million US\$)

	Total Budget	Government Transfers	Transfers as % of budget
All Municipalities	110.0 (100%)	11.0 (100%)	10%
Urban Municipalities	55.0 (50%)	4.1 (37%)	7.5%
Suburban Municipalities	33.0 (30%)	5.3 (48%)	16%
Rural Municipalities	22.0 (20%)	1.6 (15%)	7.3%

Source: Union of Municipalities, 2000

Local authorities have limited but increasing participation in the preparation of Local Plans. Although Local Plans, which typically cover a group of Municipalities, are prepared by the Department of Town planning and Housing, they are frequent

consultations in which Municipalities are invited and encouraged to put forward their proposals. Often, Municipalities employ planning consultants to advise them and formulate planning for the review of Local Plans.

The development and management of all urban services (water, roads, telephone and electricity networks, etc) is the responsibility of semi-state utility authorities.

Local Government in Malta

A system of Local Government was introduced in Malta in 1993 by the Local Councils Act of June 1993. Their main functions, decision-making powers and resources are still limited and they have no responsibilities for land use planning and policy implementation. They are however consulted on planning decisions affecting their areas as part of the planning process.

Local Councils depend on the financial resources allocated to them by central government. Local Councils are not empowered to collect their local taxes.

Apart from the transfers from central government, Local Councils may be allocated **grant funds** for special local needs (small parks, local road schemes, etc.) following approval by central government. Councils receiving such grant funds are normally expected to match the amount of the grant out of their surplus (or additional) funds.

Fees/charges paid by users of Local Council services

Local Councils, under Section 60 of the Local Councils Act, 1993, may enact Bye-Laws to charge user-fees for the use of Municipal services to "raise funds by means of any scheme designed to provide additional funds". No Council has, as yet, enacted Bye-Laws enabling it to charge local service fees or rents.

Local Councils may act as agents for any public body or Government Department, where certain functions (such as handling of licences) may be delegated from the latter to Councils. This arrangement can only be made after a Ministerial Order is published in the Government Gazette. Local Councils have been delegated the function to renew trading licences of commercial enterprises within their locality. In this case the fees are collected by the Local Councils on behalf of central government, with a small part of the revenue being returned to the Local Councils as collection fees.

Authority to raise loans

Local Councils can only raise loans after written approval by the Minister of Local Councils and the Minister of Finance. The main source of loan funds for the Local Councils is the local commercial banks.

The present highly centralised system of local government is intended give way to a process of gradual decentralisation.

The development and management of all urban services (water, roads, telephone and electricity networks, etc) is the responsibility of semi-state utility authorities.

Table 9: Composition of Municipal Financial Resources in Malta

Sources of funds	All Municipalities (%)
Local taxation	0%
Government transfers	100%
User charges / Licenses / Fees	0%
Loans (private / public)	0%
Direct international funding	0%
Total	100%

Source: Planning Authority (Malta), 2000

The following Table / Matrix 10 attempts to pull together the distribution of responsibilities between local and state government in Cyprus and Malta. In Malta there is no intermediate levels of government between local and central government. In Cyprus there is a district level authority but has only co-ordination powers. It is evident that local authorities have limited powers across the policy-making and implementation spectrum.

Table 10: State and Municipal level Responsibilities in development

Decision-making level	State Level		Municipal Level	
	Malta	Cyprus	Malta	Cyprus
Economic and social development policy	XX	XX	0	0
Urban development strategy	XX	XX	0	0
Preparation of Local Plans	XX	X	0	X
Issues of Planning Permits	XX	XX	0	0
Issue of Building Permits	XX	0	0	XX
Social Housing Schemes	XX	XX	0	0
Main urban road network	XX	XX	0	0
Water distribution and sewerage network	XX	XX	0	0
Waste management	XX	X	0	X
Air and noise control	XX	XX	0	0
Nature protection	XX	XX	0	0
Industrial waste management	XX	XX	0	0

XX = Main responsibility

X = Some responsibility

0 = No responsibility

Section 4. Case Studies

A. Malta: Grand Harbour Area (Valletta)

As shown in the table below, rapid population decline has been evident since 1957.

Table 11: Population decline in the Grand harbour Area

Year	Population	Year	Population
1957	55,254	2000	26,833
1967	49,770	2005	22,630
1985	37,918	2010	20,000
1995	30,802	2020	6,700

Source: Grand Harbour Local Plan (Document Prepared by the Strategic Planning Unit, 1999)

Dwelling Stock: General Overview

Dwelling stock vacancies in the Valletta/Floriana/Cottonera area is 20%, roughly the same as the national average.

Table 12: Vacant Dwelling Stock in Valletta, Floriana and Cottonera

Town	Vacant Dwellings	% Vacant of All Dwellings in Town
Valletta	833	23 %
Floriana	239	20 %
Birgu	307	23 %
Bormla	523	20 %
Isla	251	17 %
(Cottonera)	1081	20 %
Malta	35723	23 %

Table 13: Dwelling stock in the Valletta-Floriana-Cottonera Areas

LOCALITY	Newly Constructed	Good State of Repair	Requires Maintenance	Dilapidated Condition	Total
Valletta	11	116	486	220	833
Floriana	0	44	158	37	239
Birgu (Vittoriosa)	3	145	82	77	307
Bormla (Cospicua)	6	167	295	55	523
Isla	4	82	138	27	251
Cottonera	13	394	515	159	1081
National Totals	8 420	17 889	7 118	2 296	35 723

Table 14: Dwelling stock in the Valletta-Floriana-Cottonera Areas as a percentage

Town	Newly Constructed	Good State of Repair	Requires Maintenance	Dilapidated Condition
Valletta	1	14	58	26
Floriana	0	18	66	15
Birgu (Vittoriosa)	1	47	27	25
Bormla (Cospicua)	1	32	56	11
Isla	2	33	55	11
Cottonera	1	36	48	15
National Totals	24	50	20	6

Vacant dwelling stock in good state of repair range from 14% in Valletta to 36% in Cottonera. The National totals indicate that 50% of all vacant dwelling as in a good state of repair. The main difference here is mainly found in Valletta and Floriana with less

than 14 and 18% respectively. On the other hand, Birgu is the best locality with vacant dwellings in good state of repair at 47%.

As regards to the vacant dwellings requiring maintenance the figures range from 27% in Birgu to 66% in Floriana. These figures indicate the need for drastic measures to be taken especially since, excepting Birgu, all the localities in the area have over 55% of their stock in a bad state, requiring maintenance. Considering the fact that the National total stands at 20%, a vacant stock requiring maintenance at more than 3 times the National level calls for immediate action.

The last category to be analysed includes that of vacant dwelling stock in a dilapidated condition. It is major cause for concern. Whereas the National level indicates a 6% dilapidated stock, the area under study shows a high percentage of dwellings in this state, ranging from 11% for Isla and Bormla to 25% and 26% for Birgu and Valletta respectively. This is more than 4 times the National average.

Dwelling stock by ownership

The Tables below indicate that whilst National household-owned dwellings total nearly 70% of the whole private household stock, the region under study shows an average ownership of 21%. On the other hand, over 73% are rented unfurnished as against a National percentage of 26%. The rest of the dwelling stock is either rented furnished or free of charge.

In addition to the above the annual rents in the area shows that the larger part of rents is to be found in the low-end category of the rental ranges at Lm10-50 per year. The National average is 51% for rents of Lm10-Lm50, 29% from Lm51-Lm100 and 20% from Lm101 plus. Comparing these figures to the region ones, the outputs show that the Lm10-50 category averages 64% ranging from 55% in Floriana to 71% in Bormla. The Lm51-Lm100 shows an average of 26%, whilst the Lm101+ category averages 10%.

Thus, the rents in the Valletta/Floriana and Cottonera region are significantly lower than those of the National figures, with 13% more households living in dwellings rented at the lowest category.

Table 15: Dwelling stock by ownership

Town	Owned by the reference person or members of household	Rented furnished	Rented unfurnished	Used free of charge	Non-Respondent	Totals
Valletta	362	45	2 289	52	2	2 750
Floriana	219	16	711	39	0	985
Birgu {Vittoriosa}	271	54	704	20	0	1 049
Bormla {Cospicua}	454	58	1 543	79	0	2 134
Isla	274	28	925	33	0	1 260
National Totals	81 242	2 957	30 824	4 407	49	11 9479

Table 16: Dwelling stock by ownership (%)

Town	Owned by the reference person or members of household	Rented furnished	Rented unfurnished	Used free-of-charge	Non-Respondent
Valetta	13	2	83	2	0
Floriana	22	2	72	4	0
Birgu {Vittoriosa}	26	5	67	2	0
Bormla {Cospicua}	21	3	72	4	0
Isla	22	2	73	3	0
National Totals	68	2	26	4	0

Table 17: Rented-Dwelling Stock

Town	Lm 10-50 (%)	Lm 51-100 (%)	Lm 101+ (%)
Valetta	61	28	11
Floriana	55	34	11
Birgu {Vittoriosa}	65	26	8
Bormla {Cospicua}	71	23	6
Isla	69	20	11
National Totals	51	29	20

Background.

The Grand Harbour Local Plan has been the subject of considerable discussion and research. It builds upon the groundwork laid by the Structure Plan, and other initiatives of national significance. It takes account of the social, economic and environmental concerns of the community, and interprets them in a manner, which gives a basis for deciding upon the most appropriate use of land.

The underlying philosophy of the Plan is the need to reconcile development pressure with that of conservation and environmental considerations. The Plan tries to strike a balance between these two important elements. In some areas, identified in the Plan, it is appropriate to make allowance for large scale or far - reaching development proposals; in others, radical change is not acceptable, and maintenance and improvement of the existing environment are sought.

Preparation of the Grand Harbour Local Plan has taken full account of the Structure Plan and sector-specific commitments by parastatal and other bodies. It is intended that the Local Plan should be consistent with the provisions of the Structure Plan. Together they represent the planning guidance against which all development proposals will be assessed.

The Grand Harbour Local Plan focuses on the Port area and those town areas and industrial development immediately surrounding and related to the Grand Harbour itself. For planning purposes, it therefore includes the water area and shoreline. The landward areas include Valletta, Floriana, Marsa (and Albert Town), Kordin, Senglea, Cospicua, Vittoriosa, and Kalkara (and Ricasoli). Although each has its own characteristics and problems, they are nevertheless all commonly associated with the Grand Harbour, historically the most significant part of Malta, and of course the principal port.

The area of the Local Plan covers some 930 ha, of which the land area is about 728 ha, and the water 202 ha. The total population is in excess of 38,000. In addition to the historical and cultural heart of Malta, the Local Plan also includes densely populated residential areas, significant greenery and open spaces, and heavy industrial uses, notably the Power Station at Marsa, and Malta Drydocks and Shipbuilding. The latter two alone account for a workforce of over 3400. Of great importance too are the many maritime-related activities that occur around the Harbour.

Thus, because the Local Plan deals with an area which is so important in strategic as well as local terms, it has been necessary to adopt a twofold approach, preparing a strategy which relates to wider issues of importance in the whole of the Harbour area, and bringing forward more detailed policies and proposals for individual localities.

Planning problems of the Grand Harbour Local Plan Area

The main planning problems reflect the basic ‘structural’ changes linked to the evolution of the Maltese economy and society over the last 20 years, as well as pressures peculiar to individual localities. The main problems include:

- A continuing decline in the local resident population, coupled with an ageing population structure;
- Deterioration in the fabric of many urban areas, symptomatic of inadequate investment;
- Traffic and access difficulties, particularly in Valletta and Floriana and between the Three Cities and Valletta;
- Inadequate provision for the pedestrian and cyclist;
- The spread and coalescence of settlements and their gradual loss of identity;
- Lack of adequate community facilities, especially open space and play provision;
- Poor maintenance and presentation of historic buildings and artefacts;
- Increasing office development in residential areas;
- Inefficient use of industrial land;
- Shopping areas in need of improvement;
- The presence of pollution and threats to natural assets;
- Insensitive interventions, deterioration and incompatible uses in rural areas, the coastal zone and valleys;
- Pockets of deprivation - poor quality housing, residents with social problems;
- Pressure for development of open space and greenery in some peripheral areas;
- The general decline of Valletta and the Three Cities;
- The present “dormitory town” feeling in Cottonera;
- The future role and requirements of the Grand Harbour as a port;
- The overlooked potential for tourism development; and
- A general tendency towards poorly prepared development proposals, giving insufficient or no consideration at the outset to matters such as design, access for people with special needs, parking, landscaping and planting, and energy efficiency.

Aims of the Plan

The Plan is directed towards securing the economic and social revitalisation and regeneration of the Grand Harbour area with emphasis on conservation. As the Local Plan is a land use based document, and the Authority has similarly limited powers and responsibilities, the Plan cannot represent a comprehensive treatment of all of the aspects involved. Nevertheless, it indicates, in planning terms, the approach that should be adopted, which might be summarised as:

- proactive stimulation, encouragement and support of sound development ideas;
- planning framework for improvements to proposed development;
- firm stand against proposals incompatible with Local Plan objectives; and
- policy for environmental protection through improvement and better management.

The Plan is thus intended to show to the public, parastatal agencies, private organisations and others who have an interest in the way land is to be used or developed, what the Authority wishes to achieve and how it intends to go about this process - based on a long term 'vision' or view of the Grand Harbour. In other words, the Plan seeks to remove uncertainty over issues of land use wherever possible, so that decisions can be taken within an established framework. Moreover, in this way, it is hoped that the Plan can provide a context for the more objective assessment of certain public investment decisions, which require an appreciation of the wider, as well as the local, setting.

At the heart of the Authority's approach to the Local Plan area is an acknowledgement of the historical and environmental importance of the Grand Harbour, and also a concern for its vitality as a residential and a working area without however excluding other factors such as social concerns of the population and poor housing suffering from under-investment.

A strategy of encouraging development, improvement and re-use of land has been adopted within the area's environmental capacity that is "acceptable limit to growth". These limits will be considered in the final version of the Plan through a consensus-building process.

Also important in the Local Plan's approach is the retention and strengthening of the positive characteristics of each area - the sense of place and identity that they each possess. This approach emphasises the inter-related importance of strengthening the local community by reversing out migration, improving housing shopping facilities the quality of public open spaces and job opportunities. These demand an integrated approach, likely to involve measures outside the scope and competence of the Local Plan, for example, the possibility of appointing a town centre manager. Where such measures are nonetheless relevant, they are introduced for action at the appropriate higher level. Initiatives such as implementation work on commercial and housing improvement action areas are considered to be very important after the Local Plan is approved.

Unlike so many other parts of Europe, unemployment is not seen as a major problem. If anything, the job market in Malta is characterised by a shortage of labour. A reduction in public sector employment is inevitable, and the private sector is likely to face increasing competition with closer links to Europe. Especially in the Three Cities, opportunities for diversification of employment, particularly where re-training is provided, should be targeted.

Two further development issues should be underlined. One is the absolute need for Valletta to flourish in a ‘rounded’ way - not simply as a business centre, but as a residential community and the cultural and artistic focus of the Islands. As the capital city, Valletta has an international symbolism and importance, and for this reason, it demands special attention. The second relates to Marsa Park and the need to improve its quality and character.

The general task of regeneration, following the strategic objectives of the Structure Plan for resource mobilisation, management and protection, include:

- Containment and more efficient use of the urban areas in the context of a settlement hierarchy;
- Reversing population decline mainly by rehabilitation and redevelopment;
- Maintaining and enhancing the positive characteristics of the area especially in relation to heritage and urban design;
- Enabling the port function of the Grand Harbour to flourish;
- Reducing the impact of industry generally and on residential areas in particular;
- Improving access and public transport facilities;
- Developing social and community facility provision;
- Reinforcing the vitality and viability of Valletta as the nation’s capital;
- Encouraging tourism, especially in the Three Cities;
- Strengthening the retail hierarchy, in the interests of consumer service;
- Assisting industrial efficiency through the supply of land and sites; and
- Expanding upon Structure Plan policies in respect of Marsa Park.

Although these aims are explained in more detail in the ‘Grand Harbour Local Plan: Policy Background’, it is useful to reiterate the main points.

Containment and more efficient use of the urban areas in the context of a settlement hierarchy. It is important to deter wasteful duplication of services and facilities, and to halt the sprawling expansion of the urban area, which would result in the loss of identity of the historic towns around the Grand Harbour.

Reversing population decline mainly by rehabilitation and redevelopment. Most of the plan area has consistently lost population over recent years, with the exception of Kalkara. The population loss reflects the many problems, which the area faces, particularly poor quality accommodation in several places maintaining a long term “spiral of decline” especially in locations where no incentive exists to improve property because of current rent laws. Strong and concerted efforts are therefore required to overcome this situation, to provide conditions, which will encourage residents to remain.

Maintaining and enhancing the positive characteristics of the Grand Harbour Area, especially heritage and urban design. This aim highlights the need for a conservation-oriented approach. Not only does the plan area include many individual towns, townscapes, buildings and fortifications of great historical and architectural interest, but these occupy a ‘linked’ setting around the Grand Harbour, itself of great natural interest.

Enabling the port function of the Grand Harbour to flourish. In terms of economic activity, the Grand Harbour is first and foremost Malta’s principal port serving the

domestic market, and the location of associated maritime related undertakings. The Plan therefore needs to take into account this factor, which is of national significance.

Reducing the impact of industry generally and on residential areas in particular. In an area as complex as this, the effects of industry and the conflicts with established residential areas, are bound to occur. Effort should be directed to minimise such conflict when there is a clear land use dimension to the problem over which planning policies can have some influence.

Improving access and public transport facilities. The area is a focal point for traffic. A number of arterial routes pass through the area, with most of the “regional” traffic between the north and south of the Island channelled through Marsa. Valetta and Floriana are major destinations themselves and the maintenance of good accessibility to the Capital is an essential requirement. The Local Plan therefore needs to consider traffic problems at two levels - strategic and local - and with a strong bias towards improvement of public transport.

Developing social and community facilities provision. Discussions and surveys have revealed an under-supply of such facilities. Some parts of the Grand Harbour are also characterised by social problems. It is not possible for a land use based plan in isolation to solve these difficulties that require concerted action over a wide front. The Plan can help to introduce relevant policies, which may assist in meeting social goals by positively encouraging particular types of development or restricting others.

Reinforcing the vitality and viability of Valletta as the nation’s capital and administrative and commercial centre. Valletta is of key importance in the life of the nation. It is the seat of government, a focus of business, the arts, commerce and tourism. Despite a decline in population over the years, it remains an important residential area, although the increasing imbalance in its functions has led to a “deserted” appearance in late evenings. In some places the building fabric is in poor condition, and the appearance and upkeep of streets and open spaces demands more attention.

Encouraging tourism, especially in the Three Cities. Whilst Valletta is well known as a tourist attraction, that is less true of other parts of the Grand Harbour, and in particular the Three Cities, whose tourism potential remains relatively unexploited. Tourism development, carefully managed, should also assist in the revitalisation process.

Strengthening the retail hierarchy, in the interests of consumer service. A principal strategy of the Plan is the containment of settlements and the retention of their individual identity and character. This is closely related to the shopping services they provide and the threat to such established centres posed by the growth of other forms of retailing, particularly in ‘out of town’ locations. Care has to be taken not to inhibit the consumer’s right of choice, but this should not be at the expense of accelerated urban decline caused by diversion of trade. Retail provision appears well balanced relative to the needs of the local community, although Valletta, has a national role in the shopping hierarchy. Yet it is evident that many centres have scope for improvement. The Plan proposes that major retail expansion outside these centres should not be undertaken.

Assisting industry through the supply of land and sites. The area is significant for industrial location with proximity to the port, ease of access and the presence of the most heavily urbanised part of the Island. Survey information indicates that the supply of sites is in excess of demand, with about 21 ha out of an estimated 131 ha of industrial land undeveloped or used inefficiently. It is not necessary that additional land should be

allocated for industrial use, but rather efforts should be towards use of existing land. Also, attention will be given to the needs of local industry geared to the domestic market.

B. Cyprus: The Walled City of Nicosia

The area illustrates most clearly the impacts of urban growth Nicosia and displays the most typical characteristics of environmental deterioration as reflected in:

- physical decay,
- population decline and social marginalisation,
- loss of economic vitality, and
- land use disorganisation.

The area of the Walled City of Nicosia is 188 ha, 18 ha is taken up by the “buffer zone” running right across the City separating the northern and the southern part of the Walled City. The two parts are roughly equal in size, 85 ha each. **The information and analysis presented in this Case Study refer to the southern part of the Walled City for which information is available.** It is noted that the northern part, together with the northern part of Cyprus occupied by the Turkish military since 1974, is inaccessible to the Government of Cyprus for planning or any other purpose.

The land use pattern in the Walled City comprises residential and commercial uses. Housing is the predominant use covering about 60 ha, while commercial uses make up the remaining 25 ha.

Decay. The Walled City, encircled by the old Venetian walls, concentrates all of the important historic monuments of Cypriot heritage, churches, mosques and old buildings of architectural value. Most of the monuments are in poor condition and remained without any repairs until recently. Under the Nicosia Master Plan project, completed in 1985, project implementation proposals were made for the revitalisation of the Walled City but until now only two projects were completed (one residential restoration project and one pedestrianisation scheme) including works for the restoration of the sections of the city walls. Although a number of revitalisation projects have been planned for the next 5-year period, the planning and approval process is slow due to the dependence on external funds.

Steadily since 1960, and more so after 1980 with the economic recovery of Cyprus after the 1974 war, urban heritage and old historic centres have been underrated and marginalised as elements of social and economic cohesion and articulation links in urban development. Historic areas have been left behind and neglected while newly developed suburban locations emerged as choice areas for urban life. Social values turned away from history and heritage and espoused modernity, the suburban landscape and the mobility of the private motorcar.

Population and housing. The area lost 65% of its population between 1976-1992. Since 1992 population remained roughly constant but with an increase in single person households of elderly persons and students. Population declined from 7,000 in 1976 to 3,700 in 1984 and further to about 2,500 in 1992. The number of households declined from 3,000 to 1,500 during the same period. The average household size is continuously reduced (from 2.5 in 1984 to just under 2.0 in 1992) and much below the average for the

whole Nicosia Local Plan area, which is now about 3.3. Since 1992 there is a marginal increase of foreign student population and immigrants.

About 40% of the population are pensioners over the age of 63. There is a high percentage of rented accommodation, about 75% as compared to only 25% in the Nicosia Local Plan area as a whole.

The housing stock comprises about 3,000 dwellings of which about 500-600 are empty. About half of the dwellings were built prior to 1960.

Economic vitality. The decay of the city is partly associated with the political insecurity of the area as a “border area” and partly with the sprawl of Nicosia towards the southern suburbs. Many commercial establishments were relocated out of the city following the movement of population to new suburban locations. More recently, the economic vitality of the city was further undermined by the development of large out-of-town superstores that attracted business activity to the suburbs and diverted investment away from the centre. Many small traditional “corner shops” went out of business and a trend is evident towards change of land use from commercial to warehouses and small noisy wood workshops that affect negatively the environment and particularly the residential amenities. Despite the effort of the Municipality to inject new life in the city through traffic management schemes and incentives for housing restoration, economic activity continues to decline due to the “down-market” image of the area, the lack of parking places and loss of family population.

Land use disorganisation. Loss of population and commercial activity created available undesirable space, which depressed rents and attracted wood and iron workshops that take advantage of opportunities for low cost accommodation. The concentration of workshops near the “border buffer zone” (separating north and south), attracted other similar establishments for the supply of materials to the workshops and new traffic coming in to the city through the narrow streets to carry bulky materials and finished goods. It is estimated that as many as 500 commercial vehicles enter the city every day creating air and noise pollution made worse by the narrow street layout and the compact built form. The environment of the city is deteriorating squeezing out residential uses and inviting polluting and low-rent workshops.

The average commercial use rent in the walled city is less than a third of the average rent for similar size shop in the commercial centre outside the walled city.

Planning responses. Policy responses were slow to emerge and slower to implement. In 1985 the Nicosia Master Plan Study was completed proposing an integrated revitalisation strategy for the walled city together with the northern part, which continues to be inaccessible. The Nicosia Master Plan Study was able to plan the walled city as a whole due to United Nations support for the project and the participation of a joint Greek and Turkish Cypriot planning team. The strategy for the Walled City included:

- Conservation of the city as part of national heritage
- Revitalisation of its social and economic structure
- Recycling and re-use of empty and other buildings in poor condition
- Selective redevelopment in areas where new open spaces and parking facilities were needed
- Integration of the city within the framework of the wider urban area.

For the implementation of the strategy two main actions were proposed:

- Revision of the existing inadequate system of building regulations and definition of new zoning system, and
- Implementation of intervention projects by the Municipality for early results and mobilisation of the resources and interest of the private sector and the property owners.

The first action was put in place in 1990 with the implementation of the Town and Country Planning Law. The second action took a long time to begin and the first actions were confined to small areas and did not produce the impacts envisaged. Since 1988 two projects (out of seven) were started and completed; the Ledra-Onasagorou shopping centre pedestrianisation and the Chrysaliniotissa housing restoration project.

Why was planning action slow to implement? Lack of municipal financial resources was the most decisive factor. Despite a major effort to attract international funds, only the two projects mentioned above were successful in attracting assistance, the first from the European Union and the second jointly from the UNDP/UNHCR. There were other less publicised factors underlying slow action including:

- Inadequate co-ordination between the municipal and central government decision-making process;
- Less-than-expected private sector response due to political insecurity and the limited impact of the first initiatives as “demonstration projects”,
-
- The limited project implementation capacities of the Municipality of Nicosia relative to the effort required. The planning and technical department of the Municipality is short staffed and overburdened with day to day work,

Section 5. Conclusions and Policy Directions

The following analytical framework comprises a set of factors that seek to capture the most salient parameters of urban growth in Malta and Cyprus.

This framework is put forward as a *reporting tool*. It provides a basis for classification and comparison for reviewing the experiences of the various Mediterranean countries participating in this Project (not mentioned in this Report) in terms of the linkages of urbanisation experiences to a few macro-parameters that may be perceived to contribute to the shaping of urban growth.

**Parameters for the classification of
urbanisation and town management experiences**

Country	Malta	Cyprus
Physical Parameters		
Country size		
Large country		
Small non-island country		
Large island		
Small island	■	■
Population Parameters		
National population growth		
High growth		
Moderate growth		
Low growth	■	■
Economic Parameters		
Income level		
High income country	■	■
Middle income country		
Low income level		
Economic base		
Domestic demand		
Export demand	■	■
Administrative Parameters		
Centralised administration	■	■
Decentralised administration		

Malta and Cyprus share many characteristics of central importance for the pattern and impacts of urbanisation. Their small physical size makes their rural areas, coastal environment and urban historic centres vulnerable to uncontrolled development, or more accurately to the late introduction of a development control system. Their small population protects them from large-scale population growth and extensive urbanisation, while the tourism-based economic prosperity acts as a cushion against poverty and shortfalls in sanitary facilities and basic infrastructure.

On the other hand, the predominance of the market-led economic development in both countries and the associated creativity of the business community contain the effectiveness of the planning system and the scope for planned interventions to control urban growth. The interaction between the long established **market forces** and the recently instituted **planning system** is unbalanced against the planning system. The sprawl of urban development into the countryside, the loss of agricultural land, the marinalisation of areas of urban heritage and the transformation of rural communities are indicative of planning weaknesses.

There is a need to strengthen institutional powers, not to constrain, but to harmonise the market forces with sustainable development objectives within an integrated planning and management framework that ensures resource conservation and protection of urban and rural heritage.

The Planning System

The planning system in Malta and Cyprus originate from a common planning tradition that, despite its comprehensive legal base, is oriented towards physical land use planning rather than geared towards a close liaison with the economic development process that generates the need for land use changes. There is a tendency to recognise a sharp separation between physical development and building construction and the economic incentives that account for building pressures and land use practices. These two elements cannot be separated in an effective planning system. In both, Cyprus and Malta, the Local Plans frequently define their scope as concerned with physical development.

“Although many of its analyses and recommended policies are non- physical, its basic concern is with land: essentially what should be developed, where, when, and how. It is essentially an enabling plan. The inclusion of some forecast or proposal does not mean that it will happen, particularly if applicable to the private sector. Rather the Plan says: *If and when this particular demand arises, this is where and how it should be accommodated*” (Structure Plan, Malta, 1999).

It is not a plan for the total restructuring of the Islands' fabric and way of life: such a plan does not exist, and probably should not. The Islands are what they are, and the broad disposition of homes and workplaces will remain largely as they are now. Planning has been defined as “co-operation with the inevitable”: *a structure plan seldom seeks to reverse trends, but rather to divert them where this seems to be beneficial.* (Structure Plan, Malta, 1999).

Local Plans contain policies and measures for the control of physical development, which is initiated by a very active private sector. Special emphasis has been focused on the need for protecting the amenities and general welfare of the local population, *to the extent that this is possible within the land use control system.* (Introduction to the Local Plans, Cyprus, 1999).

The recently established institutional framework for land use planning in Malta and Cyprus should be strengthened in three important respects to become more relevant as an instrument for resource management rather than as a control system for regulating private sector building development. Four related elements should be incorporated in the planning system:

- **an integrated approach** to urban development with policies that cut across all sectors. Rather than focusing primarily on land use allocations for potential development to be picked up by the market at some unknown future date, policies should seek to resolve land use conflicts (traffic and parking problems, pedestrian/car conflicts, open space provision, etc.) that encourage suburbanisation of housing and employment in out-of-town locations.
- **a management approach** to urban development to shift the focus of environmental protection from control to management by applying fiscal and financial instruments to create incentives for private sector development practices that conform to the objectives of Local Plans. Controlling the activities of the private sector by regulations may produce limited long-term results unless the Planning Authority can stimulate private investment in the direction of Local Plan objectives through “development trade-offs” for the provision of increased parking facilities, open

space, landscaping or restoration, and fiscal concessions attached to development of particular uses on urban than suburban sites.

- **a proactive approach** to urban development based on public sector on-going research and monitoring initiatives to anticipate future trends and provide for their distribution, spatial organization and service needs. Local Plans, although they identify sites and areas for Areas Schemes or Development Briefs for more detailed planning, implementation should precede rather than follow development pressures.
- **a cost-consciousness approach** to urban development based on applicable economic analysis of the fiscal and environmental cost of urban sprawl imposed on society in the form of “externalities” not paid for by the private developers, and the valuation of the potential benefits of historic areas and sites as irreplaceable social assets capable of supporting regeneration efforts including urban tourism. Estimation of the **costs** of suburbanisation to government and to the environment, now ignored and unrecorded as a cost, will help demonstrate the social, fiscal and environmental impacts of sprawl in economic terms and contribute to the strengthening of planning policies for urban containment and the mobilization of public support for them. The marginalisation of areas of urban history and heritage derives from their under-estimation and low social valuation as sources of potential benefits. Under-valuation is responsible for low investment and over-use, when future benefits are not perceived to accrue for their rational use and restoration. Again, the estimation of the potential **market benefits** of inner city historic areas for tourism and national identity will help demonstrate the feasibility of new investment in restoration. The planning system should recognize that the environment is not a free resource.

Towards Sustainable Development

Why sustainable development? Sustainable development is a simple idea of ensuring a better quality of life for everyone, now and for the generations to come. A simple idea, but a substantial task, to make operational and to incorporate into national planning institutions and regional co-operation initiatives. At the general level, sustainable development involves effort towards ensuring that:

- Social progress should recognize the needs of all social groups and areas;
- Environmental protection is introduced into all policy sectors;
- Natural resources are conserved, and
- Economic growth and employment generation are pursued with long-term objectives in mind.

These objectives, and those proposed earlier, imply a **strategy for change**. Their implementation calls for institutional changes capable of directing resource uses and the market forces that influence the evolution of urban growth towards social, environmental and cultural enrichment. Central to the strategy for change is the need to create commitment among decision-makers to sustainable development and initiate mobilization of public opinion behind this shared commitment.

The shift from existing urban planning and resource management practices from building controls to proactive partnerships needs regional co-operation and strengthening of capacities for developing and applying **tools** of sustainable development appropriate to the national institutional and legal context. Wider use should be made of tools including fiscal instruments, resource valuation, strategic

environmental impact assessment and data management. This task cannot be effective without changes to the centralized administrative system prevailing in some countries (like Cyprus and Malta) partly imposed by the small size of the countries and partly inherited from the past. Departure from existing planning practices should focus on greater integration between:

- physical land use planning and environmental management;
- central government powers and local community concerns;
- local participation with effective decision-making, and
- plan preparation with the application of market-based instruments.

At present, Malta and Cyprus are undergoing adjustment in view of their expected accession to the European Union. *The Fifth Environmental Action Plan of the European Union: Towards Sustainability*, 1992, identifies **co-operation** as a key element in moving towards sustainable development. Therefore, both countries, apart from the growing realization of the need for change in urban planning as part of their own development, the challenge of European Union accession and the principles that underlie environmental policies will facilitate the adoption of sustainable strategies.

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ANNEX: QUESTIONNAIRE

MEDITERRANEAN COMMISSION FOR SUSTAINABLE DEVELOPMENT

Working Group for Urban Management and Sustainable Development

SUB-REGIONAL REPORT ON ISRAEL, CYPRUS AND MALTA

1. PROJECT BACKGROUND (extract from Blue Plan Working Document, July 2000)

The Mediterranean Commission for Sustainable Development (MCSD), founded in 1995 by the Contracting Parties to the Barcelona Convention, has undertaken an assessment of urbanisation and town management in the Mediterranean countries for sustainable development with a view to relate the economic, industrial, tourist and urban development, etc. to the environmental and natural resources concerns in the Mediterranean basin.

The present Project "Urban Management and Sustainable Development" is one of the MCSD priority action areas for the period 2000-2001. A Working Group was set up under the chair of the MedCities network, Egypt and Turkey. The **Blue Plan** (Plan Bleu), based in Sophia-Antipolis (France), is involved in the programme as a supporting centre, alongside the **Priority Actions Programme** (PAP) based in Split (Croatia).

For the implementation of this Project, the Working Group drew up an initial regional view on urban development issues and concerns in the Mediterranean (*Working document*, July 2000). This initial view now needs to be broken down to address sub-regional aspects and conditions and filled out specific aspects concerning urban policy and governance of towns and built-up areas at the sub-regional level. To accomplish this, five sub-regional surveys will be carried out to identify, review and grasp priority urban issues in the different groups of countries, that is:

1. Slovenia, Croatia, Bosnia-Herzegovina, Albania;
2. Turkey, Syria, Lebanon;
- 3. Israel, Cyprus, Malta;**
4. Egypt, Libya;
5. Tunisia, Algeria, Morocco.

The results of these studies should lead to lines of action to be proposed to MCSD for future actions at regional cooperation level, following a regional workshop, scheduled for early July 2001, to review the results and validate the proposals and recommendations.

This assignment is carried out within this context and aims to provide the Blue Plan and the MCSD urban group a synthesis of urban developments in the sub-region comprising **Israel, Cyprus and Malta**.

Framework of Analysis. The question of sustainable urban development is part of the broader area of investigation on global sustainable development. Nevertheless, sustainable urban development raises particular issues that require a specific focus on the integration of urban development dynamics and urban policies responses.

In the literature and policy documents on sustainable urban development key characteristics of urban sustainability mentioned often include: intergenerational equity, intra-generational equity - social equity, geographical equity, equity in governance - protection of the natural environment, rational use of non-renewable resources, economic vitality, individual well-being, and satisfaction of basic human needs. There is considerable debate over the relative importance of each of these criteria for the future of our towns, between those who maintain that environmental considerations should be paramount and those who call for an approach that integrate environmental, economic and social concerns. However, towns and urban areas are considered as strategic sites for sustainable development since they concentrate an increasing share of population and economic activity and encounter serious problems of space consumption, waste of resources, social inequity, poverty, etc.

In the industrialised countries, the city has an enormous influence on global sustainability (greenhouse effect emissions due to automobile traffic and urban heating, excessive consumption of non-renewable resources, loss of biodiversity caused by extensive urbanisation and transport networks for materials, energy and people). And the same causes that compromise global sustainability also influence "local" sustainability, whatever the type (congestion, noise, atmospheric pollution). Urban sustainability concerns also include discussion about some recent major trends of the city itself that cause it to lose its essential role as the focus for social interaction, creativity and social welfare. These trends include the disorderly and uncontrolled growth of cities, the process of urban sprawl "peri-urbanization", "exploded city", "edge city development" and spatial-social segregation leading to differential access to the benefits of the urban environment, inefficiency in the overall operation of the city and loss of its attractiveness.

Tackling the problem of the "sustainability" of development at the city level is also a matter of concern about policy efficiency, whereby the same problem should be faced locally rather than globally. A sustainable city is not a paradise on earth of ecobiological balances, but a city that could manage a balanced development approach integrating economic, social and ecological concerns. From this point of view, urban management and urban governance issues appear as crucial matters.

In the developing countries, the question of sustainable urban development immediately brings to the forefront the development issue associated with rapid urban growth in population terms - natural growth, rural migration - and in spatial terms and impacts on the deterioration of the quality of life. The traditional function of cities as a source of opportunity to improve the standard of living of inhabitants who have chosen to live within them is in crisis.

The enormous expansion in terms of inhabitants and land use has not gone hand in hand with the necessary economic and social urban development. The frequently uncontrolled land occupation, as well as shortage in public or private investments into economic development, urban development, housing, roads, public transport, environmental urban services, not only have serious impacts on the natural and built urban environment, but also on the economic and social functionality of the city. It is a vicious circle that is difficult to break. When compared to the rural environment, cities are more productive economic systems, but their capacity as driving forces for development has become problematic.

The key issues of urban management and urban governance seem particularly difficult to resolve in the developing countries where there are problems of weak institutional capabilities at every level, inadequate policies and actions (or inactions) among the public and private stakeholders, weak awareness or participation of citizens as well as insufficient political acknowledgment of the urgency for effective urban management in the decision-making processes.

Objective. The objective of the sub-regional studies is to better grasp the priority urban issues and concerns in each group of countries. More specifically, the required survey shall endeavour to:

- recall the urban dynamics in the three countries of the group over the last (two) decades;
- assess spatial, economic, social and environmental impacts of urban growth,
- show how far local authorities/municipalities can (or cannot) take up the challenge of sustainable urban development in the light of the management capacities of cities and metropolitan zones;
- establish perspectives for moving toward more sustainable development.

Description of the Sub-regional Study. This work will be carried out essentially on the basis of a synthesis of the existing literature, of data available nationally, and of national expertise.

The sub-regional study will include four main chapters:

1. Context: Urbanization and urban policies at the national level
2. Urban growth impacts and living environment
3. Town management
4. Perspectives for evolution.

Although analysis will be mainly qualitative, it will need to be strengthened by using **whenever possible** quantitative indicators to illustrate in a synthetic way main urbanisation trends and impacts and living conditions in the cities.

Output. The consultant will submit to the Blue Plan a **Synthesis Report**, based on the information made available by the country **focal persons**, together with a bibliography and other appendices deemed to be useful for the purposes of the required Study.

Deadline. The Study must be terminated before March 31st 2001, the closing date for reception of the product by the Blue Plan. **Therefore, the country focal persons are requested to submit to the Consultant the information specified in the attached Questionnaire by the end of January 2001.**

2. METHODOLOGY AND APPROACH

Information Requirements. For the implementation of this Study the *Blue Plan* has assigned a Consultant who will be responsible for preparing the Synthesis Report on the basis of information obtained from the focal persons in **Israel, Cyprus and Malta**. For this purpose, *Blue Plan* and *PAP/RAC* have undertaken to contact the country focal persons and request their co-operation in providing the necessary information to the Consultant.

To facilitate the work of the country focal persons, the following short methodological notes are provided by the Consultant to introduce the QUESTIONNAIRE (attached in Section 3) addressed to the focal persons as a guide to the data collection process.

The main focus of the Sub-regional Study. The main focus of the project is to grasp, characterise and present the most salient changes in urban development in a comparative context with reference to the national and local conditions (social, economic, physical, institutional, etc.) that explain similarities and differences in urban growth patterns and their environmental and social impacts. This analysis will form the basis for developing and justifying directions for appropriate future urban management responses consistent with sustainable development.

APPROACH AND METHODOLOGY

- Qualitative and analytical approach. The fundamental approach will be analytical and qualitative rather than quantitative. Available quantitative information should be used however to illustrate trends and conditions central to the important processes and changes in urban development.
- Integrated approach to the thematic issues. The three main thematic issues (urbanisation, environmental impacts and urban governance) are inter-related but each one is intended to make its own contribution to the overall objective of developing a framework for future urban management responses. (i) Urbanisation will set the context for grasping the prevailing trends and salient sources of urban problems, (ii) Impacts will identify the specific emerging problems, issues and priority concerns with reference to selected country case-studies (at least one from each country), and (iii) Governance will identify existing capacities for dealing with the challenges of urbanisation.
- Utilisation of existing information sources. Information will be drawn from existing national sources (planning reports, documents, etc.) corresponding to the 3 main sections of the final sub-regional report. It should be stressed that statistical information is not the all-important aspect of the Study, although statistical data should be used to show the important trends and issues in sections 1, 2 and 3. A broad outline of the envisaged structure of the Study is presented below for reference:

Theme	1. Urbanisation	2. Impacts	3. Governance
Main objective	Setting the context of the urbanisation process: -Identification of the main urbanisation trends and the main features of the urban growth pattern. -Identifying the main social, economic and physical factors explaining the observed urbanisation process.	Presentation of the most salient land and resource use problems associated with urbanisation: -urban sprawl, land use conflicts, -population density, decay of historic city centres, -loss of agricultural land -urban environment	Identifying the role, responsibilities and powers of the municipal authorities in directing urban growth and implementing urban management strategies: -responsibilities and powers, -resources and coordination -participation
Type of Data	Mainly qualitative information and basic statistical data to illustrate <u>the growth of urban areas</u> , drawn from existing surveys, planning reports and documents.	Information referring to urban areas <u>selected as country case-studies</u> to illustrate the most representative problems and impacts of urban growth (see case-study below).	General Information concerning the urban municipalities, with particular reference to the selected case studies.

- Case-studies. The Sub-regional Study envisages inclusion of case studies to illustrate important national experiences from which to draw cross-national comparisons of urban growth patterns, particularly with regard to the impacts of urban growth. For this purpose each country should select a town/urbanised area to provide a focus on the most salient issues and priority concerns. The case-study should be selected primarily on the basis of the following criteria:

- Availability of information (town on which there is existing information)
- Urbanisation pressures (town which is subject to rapid urbanisation)
- Urbanisation experiences with broader significance (town experiencing characteristic urbanisation impacts highlighting typical aspects of the broader national urbanisation process)
- Application of urbanisation policies (town for which land use plans or measures are in place or proposed to address urbanisation.
- Emerging responses (town for which urbanisation impacts have generated concern for policy review and new policy directions)

Note: The country Case-Study provided will be short (about 15 pages) comprising compiled available information, such as extracts from existing reports and documents, with additional information if possible on selected crucial environmental impacts and how they are addressed.

3. QUESTIONNAIRE

Introduction

The following Questionnaire is designed to indicate the information required for the Study and to guide its collection. The information requirements are based on the Consultant's Terms of Reference given by the Blue Plan, deriving from the MCSD Working Group's *Project Working Document* of July 2000.

The Questionnaire contains 3 parts corresponding to the first 3 sections of the Sub-regional Synthesis Report, namely:

1. National Context: Urbanisation and Urban Policies
2. Urban Growth Impacts and Living Environment
3. Town Governance / Management

General guidelines: Most of the following issues are interrelated but each has a specific thematic focus. Please address this focus as accurately as possible in light of available information. It is anticipated that most of the issues in the Questionnaire are covered by existing national reports and planning documents containing relevant details, explanations and basic evaluations. Therefore, to minimise data collection effort, facilitate earlier response to the Questionnaire and enrich the quality of the information to be provided, please supplement your answers with extracts from such reports referring to the questions cited in the Questionnaire.

Section 1. National Context: Urbanisation and Urban Policies

This section targets on information concerning the extent, pace and geographical focus of urbanisation in the past two decades (1980-2000).

1.1 Urbanisation

(i) Urbanisation rate 1980-2000: Population in Urban, Peri-urban and Rural Areas

Area	Population						Annual % growth rate year 2000
	1980		1990		2000		
	Number	%	Number	%	Number	%	
Urban							
Peri-urban							
Rural							
Total							
Capital town (city)							
Largest town (city) (if different from above)							

(ii) Name below the towns included in the "Urban" and "Peri-urban" areas in the above table

"Urban"	"Peri-urban"
Name of towns	Name of towns

(ii) Urban Coastal Growth Rate.

Area	Population						Annual % growth rate year 2000
	1980		1990		2000		
	Number	%	Number	%	Number	%	
Coastal towns							
Non-coastal areas							
Total							

1.2 Urban Policies

(i) Factors responsible: Identify and briefly comment on the main factors responsible for the urbanisation trends shown in the above tables (e.g. natural growth of urban population, rural migration, etc.)

1980-1990

- a.
- b.
- c.

1990-2000

- a.
- b.
- c.

(ii) Urban Planning Policy Framework: Identify the main urban policies implemented to control/guide urban development (e.g. Land Use Plans, zoning controls, building regulations, etc.).

	1980		1990		2000	
	Effectively implemented	Existent but poorly implemented	Effectively implemented	Existent but poorly implemented	Effectively implemented	Existent but poorly implemented
Planning legislation						
Urban development strategy						
Urban Land Use Plan(s)						
Zoning Controls						
Building Regulations						
Other						

P Please attach extracts from existing reports/documents clarifying the above.

(iii) Urban Planning System: Provide extracts from existing reports/documents outlining the operation and scope of the urban planning system.

(iv) Urban Planning Implementation Problems: Explain the main implementation problems.

(v) Responses to the Implementation Problems: What actions have or are being taken to address the implementation problems?

Section 2. Urban Growth Impacts and Living Environment

This section targets on the impacts of urbanisation with particular reference to a CASE STUDY town. If possible, the CASE STUDY may also cover key aspects of Section 3 below on Town Management.

2.1 Urban Sprawl

- (i) *Physical expansion of the urban area: With reference to the fastest growing town or another example of a town for which information exists, use the table below to give information on (a) the population increase and (b) the increase of the surface urbanised area between 1980 and 2000.*

Town	1980		1990		2000	
	Population	Hectares	Population	Hectares	Population	Hectares

- (ii) *Form of urban expansion: Has urban growth been physically continuous and consolidated or scattered, leaving behind intermediate undeveloped land in a “leap-frog” manner?*

Form of urban expansion	1980	1990	2000
Consolidated			
Scattered			
Other			

- (iii) *Loss of Agricultural Land: Has the expansion of the built-up area affected agricultural land or ecologically sensitive areas (woodlands, river banks, etc.). Give an approximate estimate of the percentage of agricultural land lost and the ecological features affected (if any).*

Loss of agricultural land	1980	1990	2000
Town			
	Under 10%	Under 10%	Under 10%
	11- 25%	11- 25%	11- 25%
	26-50%	26-50%	26-50%
	over 50%	over 50%	over 50%

2.2 Population Density

- (i) *Average population density (people per ha) in the old historic centre and in the new areas of the towns, if possible for 1980, 1990 and 2000. If past figures are not available refer to the year 2000.*

Town	Density in historic centre (persons per ha)	Density in the new areas (persons per ha)
1980		
1990		
2000		

- (ii) *Average inhabitable surface area per person in the old historic centre: What is the average area per person in sq. m.? (OR per household or housing unit, depending on data availability)*

- (iii) Evolution Trends: Provide extracts from existing reports/documents referring to the evolution of urban population densities in the old historic centres.

2.3 Urban Economy

- (i) Urban economic activities: Employment distribution in the urban areas and in the selected CASE STUDY area.

Sector	% of total urban employment		
	1980	1990	2000
Manufacturing			
Construction			
Transport			
Trade			
Hotels & Restaurants			
Financial services			
Community and public sector services			

- (ii) Gross National Product in Urban Areas: Average household or per capita income in the urban area compared to the national average.

- (iii) Urban tourism and visitors: Increase in the annual average number of tourist visitors to the town (or the urban areas generally) 1980-2000

Urban Areas	Estimated number of visitors per year		
	1980	1990	2000
All urban areas			
Specify by main town if possible			
a.			
b.			
c.			

- (iv) Changing structure of commercial land use pattern (shopping, office development) in urban areas: Provide information on the establishment of edge-of-town commercial areas? Is it a growing trend? Give some figures if possible.

2.4 Real Estate Supply, Housing and Urban Transport

- (i) Public urban housing: Percentage of public sector (government and municipal) and “social programme” housing (unions, co-operatives, etc.) in the total urban housing stock (2000)
- (ii) Rented urban housing: Percentage of rented housing compared to owner-occupied (2000)
- (iii) Spontaneous / illegal housing: Estimated percentage of illegal housing built by the urban poor in the total estimated annual housing completions. Is it increasing or decreasing?

Housing completions	1980	1990	2000
% of legal housing			
% of illegal housing			

- (iv) Policies on the control of illegal housing: What planning controls or improvement measures are implemented for illegal housing?

- (v) Restoration of old town core houses: Is there a policy or programme for the restoration of historic houses (tax and financial incentives, etc.). Please provide a short summary from existing planning reports/documents.
- (vi) Urban transport – Increase in car ownership and usage: Number of private vehicles per 1000 inhabitants 1980-2000
- (vii) Public urban transport: Estimated share of public transport in total urban trips 1980-2000
- (viii) Home-to-work trips: Is travel distance increasing? What is the average time spent in daily work travel?

2.5 Urban Environment

- (i) Access to safe drinking water: Percentage of population with access to safe drinking water (a) in the city-centre(s) and (b) peripheral city areas (year 2000).
- (ii) Water consumption: Water consumption per head (m³/p/day) (a) in the city centre(s) and peripheral city areas (year 2000).
- (iii) Access to sewerage: Percentage of population with access to sewerage in the city-centre(s) and peripheral city areas (year 2000). Is sewage water pumped or treated?
- (iv) Public open space: Area of public open space in urban areas (hectares/inhabitants).
- (v) Household waste: (a) Annual volume of household wastes (kg/household or person), (b) coverage of the collection system and (c) disposal method (landfill, recycled, etc.).
- (vi) Air pollution levels: Latest indicators of air quality in urban areas.
- (vii) Planning provisions for areas prone to natural disasters: What planning provisions are made in the Urban Plans to protect disaster-prone areas?
- (viii) Planning controls of industrial effluents: What planning policies and/or regulations are implemented for the location of specific industrial activities generating hazardous wastes and the disposal of wastes?

Section 3. Town Management

This section targets on information describing the powers, resources and capacities of urban municipalities. If possible, illustrate the key aspects with reference to the selected CASE STUDY town.

1.1 Responsibilities of Local Authorities (use the following table)

Decision-making level	Level 1 State	Intermediate level		Level 4 Municipalities
		Level 2 Region	Level 3 Sub-regional district	
Field of action				
Economic and Social development				
Urban development Strategy				
Physical planning and land use				
Housing				
Transport				
Environmental planning				
Water distribution				
Sewerage				
Waste management				
Air and noise control				
Nature protection				
Industrial location and hazardous waste management				

P Provide supplementary clarifications on the above such as extracts from reports and documents

1.2 Municipal financial resources

(i) What share of municipal resources derive from the following sources:

Sources of funds	Capital town (%)	Other growing town (%)
Local taxation		
Government transfers		
User charges		
Loans (private / public)		
Direct access to international funding		

(ii) Decentralisation: Are any actions under way or considered aiming at decentralisation?

(iii) Management of urban services: What is the present management system (public sector, semi-public, privatised) for public transport, water supply and sewerage?

(iv) Decision-making integration: What integration mechanisms exist for urban development policies to achieve:

- Vertical integration mechanisms (between municipalities, district authorities and central government)
- Horizontal integration mechanisms (grouping of municipalities for common provision and management of services)
- Cross-sectoral integration mechanisms (land use planning, environmental protection, housing, transport, sewerage)

(v) Public participation: How is public participation incorporated in the planning system?

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Gl. Constantinides
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