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The UfM Strategic Urban Development Action Plan 2040

for sustainable, resilient
and inclusive cities and
communities in the
Mediterranean
(draft)



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The Hashemite
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Colophon

UfM Strategic Urban Development Action Plan 2040 for sustainable, resilient and inclusive cities and communities in the Mediterranean

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UfM Strategic Urban Development Action Plan 2040 for sustainable, resilient and inclusive cities and communities in the Mediterranean

3rd Draft¹

In view of the deliberations of the UfM Thematic Working Groups on Affordable and Sustainable Housing and Urban Regeneration

The UfM Strategic Urban Development Action Plan 2040 (henceforth the Strategic Action Plan) is an inter-governmental initiative that complements and operationalises the UfM Urban Agenda adopted by the Ministers in charge of housing, municipal affairs and urban development of UfM Member States at the Second UfM Ministerial Conference on Sustainable Urban Development, held in Cairo on 22 May 2017.

It offers a framework for integrated, sustainable urban development across the Euro-Mediterranean region, by encouraging policy and action coordination and partnerships around the planning and design of the built environment, by highlighting the role of heritage and culture in urban regeneration and development, by promoting local empowerment and capacity building, by encouraging citizen engagement, and by supporting implementation and monitoring of spatial urban and regional interventions.

¹ This version includes additions by Countries' Ministries and Stakeholders (EC DGs comments were integrated previously). Version 20 OCT 2020.



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1. Preamble

In light of the Second Ministerial Conference of the Union for the Mediterranean (UfM) on Sustainable Urban Development, held in Cairo, Egypt, on 22 May 2017, resulting in the “Union for the Mediterranean Urban Agenda”, the present Action Plan aims to provide a cross-sectoral and multi-dimensional long-term framework for urban regeneration and development across the Euro-Mediterranean region.

The Union for the Mediterranean builds upon the Barcelona Process, a long standing project for Mediterranean integration, and its mission “to enhance regional cooperation, dialogue and the implementation of projects and initiatives with tangible impact on our citizens, with an emphasis on young people and women, in order to address the three strategic objectives of the region: stability, human development and integration” (UfM, 2020), culminating in the Barcelona Declaration of 1995 (European Commission, 1995).

This Action Plan is conceived within the framework of the Union for the Mediterranean Regional Platform on Sustainable Urban Development. Discussions and conclusions from both thematic working groups on Urban Regeneration and Affordable and Sustainable Housing were taken into account in its design.

This Action Plan reflects UfM countries’ commitment to sustainable, fair, inclusive and resilient urban and regional development. UfM countries commit to respect key principles of good governance and policy-making, to fulfil existing commitments under international agreements, to transform social and economic models, to prioritise and fast-track actions for the poorest and most marginalised in society (‘leave no one and no place behind’), to recognise the limits to our planetary resources, to respect Human Rights and the rule of law, and to ensure policy consistency in moving towards a more sustainable Euro-Mediterranean region by 2040, taking into account the global progression from a linear to a circular economy; the sustainability of food production from farm to fork; the movement towards future-proof energy, buildings and mobility; and the need to ensure a fair and inclusive transition.

This Action Plan is further anchored on the 2030 Agenda for Sustainable Development and the 17 Sustainable Development Goals (UN-DESA, 2015), the New Urban Agenda, the Urban Agenda for Europe (the Pact of Amsterdam), The Cairo Declaration on Housing and Sustainable Urban Development, the New Leipzig Charter, The European Green Deal and the Arab Strategy for Housing and Sustainable Urban Development 2030 as its mains policy frameworks. It addresses the Mediterranean countries’ commitment to implement all the goals of the 2030 Agenda, with a focus on the 11th Goal “Make cities and human settlements inclusive, safe, resilient and sustainable”, as well as countries’ pledges made at the Third United Nations Conference on Disaster Risk Reduction in 2015 and the Paris Agreement.

This Action Plan is further anchored on the vast shared heritage of the Euro-Mediterranean region and its enormous potential to foster sustainable development and inclusive prosperity, through improved international coordination, partnerships, and capacity building for the preservation, reuse and development of that heritage and its role as a vector for development, through a number of mutually reinforcing actions to connect it to the present. In line with UNESCO’s Historic Urban Landscape approach (HUL), it considers the shared past of UfM countries as a foundation upon which a shared sustainable, fair and resilient future can be built.

In this sense, this Action Plan sees the Mediterranean Sea as the great commons, binding the region together in its history and identity, while recognising the cultural richness and diversity of the region, and the particular situation of countries affected by political upheaval, conflict, mass migration, and most recently by the COVID-19 pandemic, all of which happen to be the background of a global economic recession and an ongoing climate crisis. These common challenges entail shared responsibilities concerning the climate, the preservation and



regeneration of the environment, as well as challenges connected to global trade, mobility, migration, health and development.

Further, this Action Plan recognises the great variety of societal models and of levels of development in the Mediterranean region, which are also reflected in different planning traditions and urbanisation patterns prevalent in each country, which demand tailor-made, but collective and coordinated responses.

2. Foundations and principles

This document builds upon the priorities established in the Union for the Mediterranean Urban Agenda, namely:

- The UfM Urban Agenda aims to realise the full potential and contribution of urban areas towards achieving the urban dimension of the objectives of the 2030 Agenda and the New Urban Agenda;
- The UfM Urban Agenda strives to establish a more effective integrated and coordinated approach in the Euro-Mediterranean countries with regard to policies, legislation and investments with a potential impact on urban areas, and hereby endeavours to contribute to regional and social cohesion by reducing socioeconomic inequality experienced in urban areas and regions around the Mediterranean;
- The UfM Urban Agenda seeks to encourage inputs by national and local authorities, including the Euro-Mediterranean Regional and Local Assembly, in the design and implementation of policies having direct and indirect impacts on towns and cities and their functional urban areas (Dijkstra et al., 2019), while respecting national administrative structures and policies that have a significant impact on urban areas, and to strengthen the urban dimension of these policies. The UfM Urban Agenda aims to enable local authorities to work in a more systematic and coherent way towards achieving overarching goals (UfM, 2017).

Further, this Action Plan follows the Cairo Declaration on Housing and Sustainable Urban Development (UN-Habitat, Arab Republic of Egypt, & ACMHC, 2015), which reaffirms “all the outcomes of major UN conferences on population, development, women, children and climate” and recognises:

“The importance of ensuring gender equality and empowering women to access adequate housing and to contribute effectively to the development process of the society;

“The necessity of ensuring the rehabilitation and integration of vulnerable and marginalised categories and people with special needs in urban communities as well as promoting the integration of youth and unleashing their creative potentials to develop their civil societies;

“The importance of developing rural areas and providing livelihoods to promote stability and work there along with promoting economic opportunities and building bridges of communication with nearby cities” (UN-Habitat et al., 2015).

This Action Plan takes into account the 2013 Cairo Declaration on Development Challenges and Population Dynamics in a Changing Arab World (UNFPA-ICPD, 2013) and its recommendations on public policies centred on Dignity and Equality, Health, Place and Environment Sustainability, and Governance. It recognises the many challenges related to gender equality, the pleas of migrant and displaced persons, the window of opportunity granted by the young demographic outlook of the Middle East and North Africa (MENA) region, the challenges presented by longer life-expectancy all over the region, and the needs and pleas of persons with disability.



Furthermore, this Action Plan caters to the “holistic, integrated, place-based and long term approach to sustainable urban development, necessary to promote well-managed, economically prosperous, gender and socially inclusive, just, safe, healthy, accessible and resilient, as well as resource-efficient and low-carbon environmentally sustainable cities” put forward by the Union for the Mediterranean Urban Agenda (UfM, 2017).

A long-term, integrated, trans-scalar and trans-sectoral approach to urban regeneration and development with a focus on affordable and sustainable housing is the cornerstone of this Action Plan, which follows three basic policy directions found in Europe’s Better Regulation Guidelines (European Commission, 2019a) . Policies ought to be:

- (i) integrated,
- (ii) science-led and evidence-based,
- (iii) participatory.

Following these policy principles, this Action Plan is a strategic metagovernance framework that seeks to coordinate urban and regional development and bring forward the strategic value of projects and spatial interventions, in order to boost their effectiveness and outcomes. It adopts a broad definition of the concepts of ‘urban regeneration’ and ‘urban development’, which are understood as the actions to improve, upgrade, adapt and democratise the built environment in the Mediterranean Basin, including, but not limited to, strong action in the housing sector.

By this token, **this Action Plan is not a blueprint, but a governance document that seeks to shape the attention of stakeholders towards a common strategic vision for sustainable urban development. The goal is to advance mutual understanding and common frameworks based on increased mutual comprehensibility and mutual learning, which will enable very diverse stakeholders to cooperate, all the while acting towards common visions and shared objectives** (Lyles, 2012). In this sense, actions described in this plan are cumulative and mutually reinforcing, but the absence of a given action does not jeopardise the whole plan.

It does so by emphasizing the aforementioned protagonism of stakeholder involvement and citizen and community engagement in governance arrangements, as a means to achieve long term social sustainability, the bedrock upon which environmental and economic sustainability, as well as resilience can be built.

This Action Plan also adopts the EU-OECD methodology for delineation of cities and urban and rural areas (OECD & European Commission, 2020), which is aimed to complement existing national definitions of urban and rural areas for international and regional statistical comparison. This Action Plan focuses on Functional Urban Areas (OECD, 2019b) as a way to define urbanisation that is people-centred and takes into account citizens’ spaces of action as a measure of human-centred urbanisation. It also takes into account accepted definitions of citizens, not as people in a specific governance entity, but as social agents with rights and responsibilities.

Furthermore, it builds upon modern urban policy **principles** established in a number of international policy frameworks listed in Annex B: Non-exhaustive list of policy frameworks used in the elaboration of this Action Plan.

2030 Agenda for Sustainable Development	New Urban Agenda	The Barcelona Declaration	UfM Urban Agenda	EU Neighbourhood Policy
Pact of Amsterdam	UNESCO Historic Urban Landscape	1972 UNESCO Convention	UN-Habitat New Strategic Orientation	The Economy of well-being OECD-EC
Towards a Sustainable Europe 2030	Cohesion Policy 2014-2020	7th EU Report Economic, Social & Territorial Cohesion	EC Better Regulation Framework	The Just Transition Mechanism European Green Deal
New Leipzig Charter	AIVP Agenda 2030	OECD Better Policies 2030	Paris Agreement	UN-Habitat Urban-Rural Linkages
OECD Council Policy Coherence for Sustainable Development	Charter for Multilevel Governance for Europe	Circular Economy Action Plan The European Green Deal	European Framework Action Cultural Heritage	Arab Strategy Housing Sustainable Development
OECD Territorial Approach SDGs	Cairo Declaration Housing Sustainable Development	The Sendai Framework		

Figure 1: Main policy frameworks utilised in the elaboration of this Action Plan.

The UfM Urban Agenda (UfM, 2017) established several policy priorities:

- Urban rules and regulations, reiterating the role of urban planning;
- Balanced urban and territorial development, with emphasis on integrated territorial development and the relationship between rapidly urbanising coastal areas and rural hinterlands affected by depopulation;



- The Environment, with emphasis on sustainable resource management (water, waste, energy, and food), sustainable land use, reduction of urban sprawl and landscape protection;
- The Climate, with emphasis on enhanced urban resilience and green infrastructures;
- The Habitat, which refers to “integrated approaches to sustainable, affordable and adequate housing and basic urban services provision (water, sanitation, waste management, electricity)” and the creation of mixed and socially diversified neighbourhoods;
- Transport and Mobility, with emphasis on integrated, inclusive, and affordable public transport as well as safe non-motorised transport;
- Migration, with emphasis on strengthening the capacity and basic services of cities hosting migrants, refugees, and internally displaced persons.

The Agenda also refers to means of implementation that include several measures concerning capacity building, financing and data collection and management. These policy focuses have been further developed into integrative strategic principles and are further reflected in the actions proposed in this action plan. These strategic principles are:

1. The notion of **good urban and regional governance and planning**, based on **integrated urban development and investment**, and on **principles of multi-level governance and meta governance** that help national, regional and local governments establish **(i) partnerships and shared visions**, **(ii) coordinated and integrative spatial strategies in specific designated territories around axes of spatial intervention**, and **(iii) coordinated and integrative key spatial interventions**, including **cross-border infrastructures**.
2. **The potentially integrative nature of long-term sustainable and resilient urban and regional development**, which must go beyond technological intervention to address the social, cultural, economic and environmental dimensions of development simultaneously and in an integrative manner.
3. **The mutually reinforcing relationship between urbanisation and overall development**, highlighted in SDG 11, the New Urban Agenda, and the UNESCO’s Historic Urban Landscape (HUL) approach, which speaks to both the need to regenerate existing neighbourhoods and communities, while preserving heritage sustainably, and to provide affordable sustainable housing, and dealing with the development of new districts and cities in the region.
4. **The preservation and sustainable use of the valuable and distinctive cultural heritage of the region, including its architectural and urbanistic heritage**, while integrating heritage conservation with innovative solutions and strategies for sustainable urban development. The unique historic heritage of cities around the Mediterranean calls for special attention to traditional modes of urbanisation, with the preservation of unique architectural and urbanistic heritage, including some of the most impressive human achievements in urbanisation and architecture.
5. **The governance of sustainable urban and regional development and transitions to sustainability**, with emphasis on historical urban landscapes, geographical particularities, polycentric governance, and local empowerment, including **sound financing and results monitoring and evaluation**.
6. **Evidence-based, science-led policy-making and shared knowledge development, through actions based on evidence and understanding of the impacts, with involvement from local universities and international academic networks** as tools to achieve its objectives. This dimension highlights the need for cooperation and partnerships, using shared definitions, common data collection & analysis instruments, and boosting capacity to plan and implement integrated strategic plans, with a focus on design-thinking.
7. **Community and stakeholders’ engagement**, following principles of co-creation, as a tool to deliver sounder, well-grounded, just and democratic urban development. This caters for the **social sustainability of policies and spatial interventions**, through open and transparent decision-making, with contribution of citizens and communities throughout the overall policy making process. “Community participation, broad-based consultation and the implementation of bottom-up approaches are key



elements of local and regional development” (CMI, 2018, p. 15). This includes special attention to vulnerable groups, including migrants, refugees and IDPs (internally displaced persons), the needs of people with disabilities, notably in terms of accessibility in the built environment, the use of new forms of e-democracy and e-engagement and attention to the engagement of people from all age groups, with diverse socio-economic, cultural, religious and ethnic backgrounds, and to gender equality.

8. **The centrality of socio-spatial justice as a cornerstone of sustainability**, including the spatial challenges connected to citizen engagement and participation, gender equality, public health, child-care, old age, the pleas of migrant and displaced persons, and the needs and pleas of persons with disability.
9. **Housing as a motor for integrated city development and regeneration, reflected in a special axis of intervention focused on housing**, following the work done by the UfM Thematic Working Group on Affordable and Sustainable Housing, which concludes that housing must be adequate, sustainable, affordable, integrated, culture-specific, context dependent, connected to transport systems, with access to sustainable, healthy and inclusive urban environments. Sustainable integrated housing is a central element in the actions described in the Axis of Intervention 1 (UfM Action Plan for Housing).
10. **Networked knowledge, peer-learning between cities, and local capacity building** as tools to empower communities and local authorities and to make local empowerment and polycentric governance possible.

Further, this Action Plan incorporates elements and principles of the EU Cohesion Policy to foster local development needs and potentials, while reducing disparities between regions, to establish complementarities and to build on synergies between policy and implementation levels. Such synergies are expected to lead to upward convergence of living standards and in the quality of regional and urban development, as well as of governance in the region.

EU Cohesion Policy supports the idea of Integrated Territorial Development, and advances two minimum requirements for its post 2020 urban investments: (i) Investments have to be based on integrated development strategies (multi-sectoral, multi-stakeholder, optionally cross-territorial), (ii) A relevant local or territorial body shall select or shall be involved in the selection of operations (multi-level, optionally community-led). In governance terms, EU Cohesion Policy integrates a multi-sectoral approach, a multi-level governance approach and multi-stakeholder approach. In territorial terms, it combines a functional area approach with a community-led approach (Takacs, 2018, European Commission Legislative Proposal, 2018)².

Following these principles, the present Action Plan has a place-based approach, in which local governments have a central role in shared vision-making, design and implementation, but it simultaneously encourages long-term, transnational and transregional, trans-scalar, and cross-sectoral partnerships to achieve integrated territorial development, while recognizing the protagonist role of the Mediterranean Sea and the water bodies associated with it as carriers of life, economic activity, and culture, highlighting the layers of history and cultural heritage that form the identity of the Euro-Mediterranean region.

² In the European case, this territorial governance approach is consolidated in 5 policy objectives, usually abbreviated to PO5:

1. A smarter Europe (innovative & smart economic transformation);
2. A greener, low-carbon Europe (including energy transition, the circular economy, climate adaptation and risk management);
3. A more connected Europe (mobility and ICT connectivity);
4. A more social Europe (the European Pillar of Social Rights);
5. A Europe closer to citizens (sustainable development of urban, rural and coastal areas and local initiatives).



3. Main challenges and overarching expected outcomes

The Mediterranean region faces multiple interconnected challenges affecting the sustainable development of its cities, towns and communities. Given the crucial role that sustainable urban development plays in the quality of life of citizens, within the Mediterranean region and beyond, and the growing relevance of the urban dimension at all scales, it is important for the UfM and its Member States to define a shared vision for sustainable urban development. This shared vision ought to be based on the 2030 Agenda's Sustainable Development Goals (SDGs), the New Urban Agenda, the 2015 Cairo Declaration on Housing and Sustainable Urban Development (UN-Habitat et al., 2015), the UfM Urban Agenda for the Mediterranean (UfM, 2017), the Urban Agenda for the EU, the European Green Deal, the New Leipzig Charter and other policy frameworks mentioned here, and pave the way for the adoption of a comprehensive and operational agenda on this topic.

The Mediterranean region is characterised by one of the fastest urbanisation rates in the world. Currently, 60% of the Mediterranean's population lives in urban areas. The region's urban population is expected to increase by an additional 22.5 million by 2030 due to persistent rural-urban migrations and endogenous urban growth. (UN & Grid Arendal, 2013).

Mediterranean cities are also experiencing high vulnerability to the effects of climate change such as water scarcity, droughts, forest fires and heat waves (EEA, 2012). The Mediterranean Basin is being hit harder than other parts of the world by the effects of climate change, as temperature increase in the Mediterranean region has already reached 1,5°C above pre-industrial levels, which means that the warming effect in this area is 20% faster than the global average (UfM, 2019).

Rapid and unplanned development of major urban areas has caused a fast decline of many historical city centres, endangering the cultural heritage of Mediterranean civilisations, Mediterranean landscapes and the unique identity of the Mediterranean region. These processes have been accentuated by political upheaval, economic disarray and most recently by the COVID-19 pandemic. According to the 2015 Cairo Declaration "the delicate situation which some Arab states are going through and the cruelty of civil conflicts and terrorism suffered by urban and rural communities, [have] caused a systematic demolition of the ancient Arab cities and world heritage listed sites in many Arab cities" (UN-Habitat et al., 2015). Culture, heritage and historical landscapes have a central role in the transition towards sustainable and inclusive economies in the region, not only through tourism, but also via the cultural and social embeddedness of the solutions pursued. In this sense, housing and public services are major elements of peoples' living standards and there is a need to improve basic facilities and infrastructure for all, including migrants, refugees and internally displaced people.



BOX 1: The Medieval Arab city as a paradigm for dense, compact and liveable urban centres

“Many historians point to the medieval Arab cities (such as Fes in Morocco and Aleppo in Syria) as supreme representations of dense, compact, and liveable urban centres. In the past century, those urban systems progressively became representations of underdeveloped urban systems as modernist planning theory prevailed, focusing on urban functional segregation, private car orientation, and low-density spatial layouts—the international norm. However, many unforeseen impacts of the modernist city such as depopulated centres, traffic congestion, urban air pollution, or fragmentation have led Western planners and urban theorists to rediscover the viability of compact cities. The compact city concept, however, is still not one of the drivers of most of today’s planners in the Middle East and North Africa, and many countries have taken the modernist planning theory to its extreme” (World Bank, 2020, p. 43). The unique architectural and urbanist heritage of the Medinas of Northern Africa deserves not only preservation, but active study of the urban fabric as examples of compact, climate-adapted, culturally rich city form.

Further, Mediterranean countries are faced with challenges related to intensive migration and refugee issues, causing additional pressure to urban areas. The Mediterranean Sea is not only a “sea route to Europe”. Almost all countries around the Mediterranean Basin, both on its Northern and Southern shores, face challenges related to high numbers of immigrants in search of better economic opportunities or refugees escaping conflict (UNHCR, 2020). This situation has been aggravated by the 2020 COVID-19 pandemic, which has revealed systemic shortcomings in cities around the world, including many Mediterranean cities, particularly in terms of housing outcomes (OECD, 2020b, 2020c). This includes a high prevalence of substandard informal urbanisation, issues of access to water, mobility and green areas, as well as structural crisis in housing affordability and access. All these factors have an extraordinary impact on the health and welfare of citizens and must be addressed in an integrated manner.

In view of the challenges listed above, the actions proposed in this Action Plan are integrative, trans-scalar and cross-sectoral, as they require a long-term perspective and multi-, inter-, and transdisciplinary approaches connecting technology, society and culture, to achieve the following overarching outcomes:

- **[Climate Action] Overall social, economic and environmental sustainability rooted on climate action, strengthened climate resilience and improved urban environments.** Rising water levels and changing rain patterns, as well as temperature rise and other environmental challenges, fuelling irregular migration and forced displacement affect all Mediterranean countries simultaneously (European Commission, 2020b). Based on this understanding, this Action Plan aims to encourage emergency climate action to strengthen overall sustainability, improve climate resilience and enhance urban environments, by encouraging the integration of the letter and spirit of the Paris Agreement (UN, 2015) into National Urban Policies (NUPs) and Integrated City Development Strategies (ICDSs) (Matsumoto, Allain-Dupré, Crook, & Robert, 2019). Emergency climate action will facilitate the achievement of reduced greenhouse gas emissions and improved air quality, efficiency and justice in the use and distribution of natural resources and protection of ecological assets, as well as the effective and timely adaptation of communities and infrastructures to climate change. This should happen through action promoting energy transition, sound water management, implementation of green/blue infrastructures and anti-desertification measures, and through holistic and integrated science-led urban planning and design that are environmentally sound and context sensitive. This is especially significant in light of forecasted average temperature rise in the region and predicted increase in heat island effects in urban areas. These objectives cannot be separated from the social and spatial structures within which they take place. Social sustainability is a crucial dimension of overall sustainability, and social sustainability is rooted on socio-spatial justice: the fair redistribution of the burdens and benefits of sustainable development. In this sense, this Action Plan acknowledges that climate action must be rooted on multi-level, polycentric, democratic governance that allows for citizens’ participation, civil society engagement, fair and transparent business practices and public



sector efficiency and accountability, rooted on a vision of solidarity and collective action necessary to realise fair, inclusive and sustainable cities, regions and communities.

- **[Urban resilience].** The multidimensional and interconnected nature of the threats and challenges faced by cities, regions and communities demands integrated systemic approaches that address these issues holistically. Systemic crises must be met with collective, concerted action. Cities and regions must be able to respond, mitigate, recover and, where possible, avoid crises, be them environmental, political, economic, sanitary, hydric, energy-, climate- or health-related. The COVID-19 pandemic of 2020 has demonstrated that these issues are deeply intertwined in complex systems, and that a notion of urban and regional resilience must go far beyond the environment to embrace coordinated collective reform in several interconnected areas of human activity. “People, institutions and states need the right tools, assets and skills to deal with an increasingly complex, interconnected and evolving risk landscape, while retaining the ability to seize opportunities to increase overall well-being, is widely accepted” (OECD, 2014). The notion of resilience adopted here goes beyond the ability of households, communities, cities, regions and nations to absorb and recover from shocks and crises, but embraces the idea that they must “positively adapt and transform their structures and means for living in the face of long-term stresses, change and uncertainty” (OECD, 2014), using principles of “build back better” (UNISDR, 2017) and the Sendai Framework for Disaster Risk Reduction. Urban resilience includes issues of self-reliance and security, including food security, health security, water security and housing security, to cite a few.
- **[Spatial Equity and Justice] Reduced Spatial Inequality and Poverty.** Migratory and forced displacement movements across the Mediterranean and within countries produce unbalanced regional and urban development. Reduced spatial inequality and poverty in communities across the urban-rural continuum can be achieved through increased access to basic services, sustainable and interoperable modal mobility and quality public spaces, increased and secure access to land, adequate, affordable and sustainable housing, and through sustainable, fair and inclusive urban regeneration and careful and sustainable expansion when absolutely necessary. Socio-spatial equity means that vulnerable and disadvantaged groups must be given priority, and issues of gender equality, children and youth education and opportunity, elderly care and people with disabilities must be addressed, as must the needs and pleas of immigrants, refugees and internally displaced persons. The COVID-19 pandemic has demonstrated that the effects of urban fragmentation, poverty, lack of basic urban services, lack of affordable housing and lack of economic opportunities cannot be considered as problems of specific socio-economic groups but have an effect on society as a whole.
- **[Heritage preservation and development/Heritage-led development].** Heritage development can be achieved through sensitive conservation, reuse, and valorisation of the distinctive cultural heritage of the Euro-Mediterranean region, while enhancing the role of heritage in solutions for sustainable urban development, following UNESCO’s recommendation on the Historic Urban Landscape (UNESCO, 2011) and the 2018 Davos Declaration (Swiss Confederation, 2018).
- **[Crisis Prevention] Effective Urban Crisis Prevention and Response.** Urban disaster risk reduction and crisis management capabilities can be reinforced through enhanced infrastructural integration, improved living standards and inclusion of migrants, refugees and IDPs, and through enhanced resilience of the built environment and infrastructure, with due attention to security in public spaces (European Commission, 2019i), essential infrastructure, systems of power, water and sanitation, transport, and telecommunications.
- **[Enhanced Prosperity] Enhanced Shared Prosperity of Cities and Regions.** Shared prosperity can be achieved through improved spatial connectivity and efficiency, invigorated local economies, and through expanded deployment of high-end technologies and innovation, while evaluating the impact of urban development on neighbouring regions and natural systems.
- **[Better regulation and good governance]** Good governance is not possible without an efficient, transparent and accountable public service that not only listens to its citizens, civil society organisations, businesses and academic institutions, but actively harnesses their energy and knowledge to achieve agreed societal objectives. Following principles set in the EU Better Regulation



Agenda, better regulation sets out to ensure that decision-making is open and transparent, citizens and stakeholders can contribute throughout the policy- and law-making process, and public sector actions are based on evidence and understanding of the impacts of those actions, including the minimalization of regulatory burdens on businesses, citizens or public administrations (European Commission, 2017b, 2019b). It also sets out to ensure digitization of public services in order to significantly improve the quality and accessibility of those services, ensuring that governments at different levels use information and communication technologies (ICTs) to embrace good governance principles and achieve policy goals (OECD, 2020a).

- **[Improvement of living standards for all citizens]** The idea is that this Action Plan must enable better living standards for all citizens, leaving no one and no place behind. This is the overall objective of this Action Plan. Frameworks, benchmarks and indicators of living standards improvement are given along the text.



Figure 2: Action Plan's intended outcomes.

4. Integrated Strategic Actions



Figure 3: Integrated Actions in this Action Plan.

This Action Plan is based on SIX COMPREHENSIVE ACTIONS listed below, each subdivided in multiple sub-actions.

The actions in this Action Plan are presented in an integrated wheel, meaning that actions are mutually reinforcing, while being relatively independent from one another. National and local governments may start actions anywhere in the strategic plan. Engagement with local authorities means that priority actions may differ from country to country. Each action encompasses a number of steps and smaller actions framed temporally as short-term (1-3 years), medium-term (3-10 years) and long-term (10-20 years). The 6 comprehensive actions are:

1. TO COORDINATE & ENHANCE COHESION
2. TO EDUCATE & STRENGTHEN CAPACITY
3. TO ENVISION & GOVERN TOGETHER
4. TO CONNECT & PROTECT
5. TO IMPLEMENT & MANAGE
6. TO MONITOR & COMMUNICATE

These actions are presented here in a dynamic wheel of intervention and learning, which aims to develop a UfM community of stakeholders in sustainable territorial regeneration and development. The wheel representing the Action Plan aims to make it clear that actions can be carried out simultaneously and that there are multiple entry-points for stakeholders to act. The same holds for immediate sub-actions under each comprehensive



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Action. It also provides guidance for practices that will be repeated and refined over time, encouraging stakeholders to seek mutually beneficial partnerships for learning.

For all actions proposed, a crucial first step is to consider existing initiatives in order to better define the approach, the capacities of stakeholders involved and weigh the value added, as well as possible complementarities between the actions. For this purpose, a separate “UfM Framework for Project Description and Evaluation” was created as an on-line tool to evaluate on-going initiatives and assess new ones. This framework is presented in Annex A.



ACTION 1: TO COORDINATE & ENHANCE COHESION

To promote the design, regional coordination and cohesion of National Urban Policies and City Development Strategies across the Euro-Mediterranean region.

This action focuses on the development, harmonization and cohesion of two complementary instruments at national and local levels: National Urban Policy documents (NUPs) and Integrated City Development Strategies (ICDSs) and raises the challenge of building regional and local governance instruments. NUPs and ICDSs are main instruments of cohesion, coordination and action. Mapping, elaboration (where necessary) and harmonization of NUPs and ICDSs are carried out by national ministries and local authorities, with UfM acting as a networking and advisory platform.

A national urban policy (NUP) is defined as “a coherent set of decisions derived through a deliberate government-led process of coordinating and rallying various actors for a common vision and goal that will promote more transformative, productive, inclusive and resilient urban development for the long term” (UN-Habitat, 2014). In countries with a federative tradition or regional autonomy (like Germany or Spain) National Urban Policies can be replaced by coordinated Regional Urban Policies. National Urban Policies (NUPs) provide public sector actors across scales and sectors with programmatic frameworks and suggested objectives for coordinated action. Moreover, NUPs give the legal frameworks and tools for the elaboration of City Development Strategies. Hence, efforts should be made to seek cohesion and coordination among NUPs towards a shared vision for sustainable development in the Euro-Mediterranean region. Cohesion is understood as coordination of action areas, harmonization of definitions, methodologies, and monitoring, respecting the particularities and legal frameworks of each country.

National Urban Policies should also promote dynamic synergies and linkages between urban areas, peripheral and peri-urban and rural areas, across scales, following principles of integrated urban and territorial planning and development. UN-Habitat defines Urban-Rural linkages as non-linear, diverse urban-rural interactions and linkages across space within an urban-rural continuum, including flows of people, goods, capital and information, but also between sectors and activities such as agriculture, services and manufacturing (UN-Habitat, 2019). "Due to many changes in the dynamic relationships between rural and urban areas, the binary divide between urban and rural is no longer functional (...). As urbanisation takes place, the peri-urban and rural areas should be considered as integral to sustainable urban development. The functional and spatial development gaps between predominantly urban and predominantly rural areas are widening with grave economic, social and environmental consequences." (UN-Habitat, 2020a). NUPs should also recognise principles of multi-level governance and subsidiarity, in which local authorities play a central role. This includes the important role of secondary or intermediate cities in creating and distributing prosperity.



Integrated City Development Strategies (ICDSs) refer to integrated local development strategies, which secure the coherence of urban actions, avoiding gaps between design, programming and implementation. Such integrated strategies:

- Target a well-defined area, ideally a functional urban area, identifying interconnected challenges and objectives based on actual local needs and ensuring coherence across the various locally relevant instruments and investments.
- Are developed with appropriate citizen involvement and endorsed by relevant local or other territorial authorities or bodies.
- Contain a focused and sound analysis of the development needs and potentials identified in the targeted area so as to trigger evidence-based policies and investments.
- Describe the integrated approach and corresponding alignment of policies, instruments and investments to address the identified urban development needs and potentials, thus establishing correlations between various policy fields and unlocking synergies between wider range of actions and funding sources (multi-level).
- Contain a description of the involvement of partners through for instance proactive strategic consultations at all stages of the policy and investment cycles (multi-stakeholders and local empowerment).
- Align procurement strategies with the City Development Strategies through the strategic use of public procurement.
- Provide a description of the actions envisaged, tools to be used, outputs and results indicators.

These documents exist in many countries and cities across the region but are lacking in several of them. OECD and UN-Habitat are institutions delivering programmes that help countries develop NUPs, including the UN-Habitat 5-step NUP development programme currently in operation in Egypt, Jordan, Lebanon and Tunisia. Technical capacity to elaborate ICDSs remains a challenge across the region, especially in secondary and tertiary cities off coastal areas, hence this action must be undertaken in combination with other actions in this



plan, especially

ACTION 2: TO EDUCATE & STRENGTHEN CAPACITY.

Cohesion and coordination are also overall objectives of the Action Plan as a whole, so the remaining five actions support ACTION 1.



BOX 2: What is a National Urban Policy (NUP)?

A National Urban Policy (NUP) is a “coherent set of decisions from a government led process of coordinating various actors for a common vision that will promote more productive, inclusive and resilient urban development [It] has been recognised by the international community as an essential policy instrument to harness the dynamics of urbanisation in order to achieve national and global goals. An NUP does not replace local urban policies, but complements them to create the necessary conditions for sustainable urban development” (Lefebvre, 1996; OECD, 2017). In this Action Plan, NUPs are understood to offer a general framework for local City Development Strategies in harmony with this Action Plan and with international agreements.

1.1. Key objectives

To promote and support the overall coordinated development of UfM’s cities and regions, strengthening economic, social and territorial cohesion by promoting coordination in governance, policy, planning and implementation capacity across spatial scales (national, regional, metropolitan, urban and district), which is expected to lead to convergence in planning standards. Development and coordination of NUPs and ICDSs across the region has the potential to boost development and prosperity by bringing integrated urban development strategies to the fore, especially in view of rapid and unplanned urbanisation in the Southern shores of the Mediterranean, and the concentration of populations in coastal cities all around, leaving inland communities deprived from access to services and improved life chances. Renewed attention to the regional scale and regional infrastructures at the subnational level has the potential to create more balanced development bridging vigorous port cities and lagging behind hinterlands. Regional planning and design are instrument to achieve these objectives.

BOX 3: What is Regional Design? Facilitating dialogue about spatial and institutional change

Spatial planning approaches have changed over the last decade. Dilemmas that are triggered by an accumulation of competing spatial claims – often due to highly urgent climate mitigation and adaptation measures – and a coupling of structural social, economic and political change have resulted in a greater appreciation of soft, adaptive spatial planning approaches. Such approaches involve knowledge about particular areas, place-based community-led initiatives, tailored temporary governance arrangements and more transformative perceptions of natural, metabolistic and evolutionary spatial change. In a context of uncertainty, contentiousness and complexity, they aim at unlocking greater and timelier societal responses to problems in the built environment while maintaining robust, long-term planning rationales at the same time.

Observations of soft modes of spatial planning indicate that they give a more important role to spatial visioning and spatial design. The changes described above have inspired more iterative and reflexive planning processes, often involving a variety of knowledge repertoires and many actors. Spatial analysis, the imagination of spatial metaphors and the 'art' of making spatial representations have emerged as respected tools in capacity and consensus building in the deliberative, interactive multi-actor settings that flexible planning modes imply. In various European regions, design-led approaches became intimately related to regional spatial planning. *Regional design* - as an explorative search for spatial solutions to problems at high levels of scale - emerged as a distinctive discipline that contributes to uncovering the mechanisms of regional spatial development, mediating the divisions and conflicting rationales that are caused by mismatches between spatial ranges and administrative boundaries, and encouraging local action while also supporting accountable coordination of such action across multiple and multi-scalar territories.

The UfM’s mission is to enhance regional cooperation, dialogue and the implementation of projects and initiatives with tangible impact on citizens. In European regions plan actors are experimenting with design-led approaches to planning decision-making. It is advisable to learn from their experiences in regional design as a distinct form of dialogue, and to draw on research into these.

Text by: Dr. Verena Balz, Delft University of Technology.

1.2. Key tools



1. NUPs: Promotion of creation and harmonization of **National Urban Policy** documents (NUPs).
 - (i) NUPs: Development and implementation of NUPs in UfM Member States who do not have it, following common agreed frameworks.
 - (ii) Comparison and coordination of existing NUPs to this Action Plan.
2. ICDSs: Promotion of creation and harmonization of **Integrated City Development Strategies** (ICDSs) based on evidence-led principles of strategic territorial planning
 - (i) To establish shared visions for medium and long-term development and consolidate democratic transition processes by empowering local governments and fostering stakeholder engagement and community and citizen participation, and
 - (ii) To ensure that the ICDSs protect and valorise the cultural heritage of places (including historic city centres), build on inherited building practices and identity, and integrate heritage conservation with urban development plans.

1.3. Key actors

National authorities, local authorities and key universities, global and regional organizations (UN Habitat, OECD) and other key stakeholders.

1.4. Possible financial tool/provision

IFIs and other donors' programmes and initiatives (to be identified) and EU programmes and initiatives, indicatively: EU Bilateral Cooperation, Global Covenant of Mayors, CLIMA-MED project, PESETA IV, COST Actions, TAIX-Twinning

1.5. Key reference frameworks

OECD and UN-Habitat National Urban Policy Programme, OECD Principles in Urban Policy (OECD, 2019c), SUDS (Sustainable Urban Development Strategies), NUA, the Pact of Amsterdam, HUL, the New Leipzig Charter, UfM Urban Agenda for the Mediterranean, European Green Deal, Water Management Directive, European Framework for Action on Cultural Heritage, Council Conclusions on the Work Plan for Culture 2019-2022, EU Member States' expert group on High-quality Architecture and Built Environment for Everyone, OECD Integrated approach to the Paris Climate Agreement: The role of regions and cities (Matsumoto et al., 2019).

1.6. Time frame

Medium term (3-10 years)

1.7. Proposed Actions and Indicative List of Implementors

- (i) Assessing and evaluating the potential cooperation and added value of the UfM support to setting up NUPs and ICDSs together with UN Habitat and the OECD, as well as other partner organisations involved in existing programmes.
- (ii) Ensuring the commitment of Member States, and sub-national authorities to pursue the development of NUPs and ICDSs in the context of this Action Plan and building on existing tools and support activities.
- (iii) Mapping trends (including megatrends), potential risks and challenges for national and local urban planning (e.g. hotspots of climate emergency building on PESETA IV project, environmental degradation and other disaster risks as well as forced displacement), with subsequent inclusion of challenges in NUPs and ICDSs, carried out by National Ministries, Universities Network, Mediterranean Sustainable Urbanisation Knowledge Hub (MSU), and partners.
- (iv) Mapping and critical assessment of development of NUPs across the region (OECD, 2017), carried out by National Ministries, Universities Network, MSU Knowledge Hub, and partners.



- (v) Mapping of development of NUPs and ICDSs across the region, carried out by the UfM Regional Platform on Sustainable Urban Development (SUD) (hereafter referred to as the UfM Regional Platform), Universities Network, MSU Knowledge Hub, and partners.
- (vi) Mapping of the governance systems of spatial development across the region, carried out by UfM Regional Platform, Universities Network, MSU Knowledge Hub, and partners.
- (vii) Promoting dialogue between national planning authorities to harmonise NUPs to this Action Plan and evaluate/monitor this harmonization, carried out by National Ministries, UfM Regional Platform, Universities Network, MSU Knowledge Hub, and partners.
- (viii) Mapping of key cultural heritage in towns and cities across the region, carried out by National Ministries, UNESCO, Universities Network, MSU Knowledge Hub, and partners.
- (ix) Helping national authorities to develop NUPs that are in line with this Action Plan in terms of content and overall goals and objectives, carried out by OECD, Universities Network, MSU Knowledge Hub, and partners.
- (x) Connecting municipalities to exchange experiences elaborating ICDSs (in connection to ACTION 2: TO EDUCATE & STRENGTHEN CAPACITY, through living labs and support of local universities), carried out by Local Authorities, Universities Network, MSU Knowledge Hub, and partners.
- (xi) Encouraging the strengthening of regional governance in NUPs, carried out by National Ministries, Universities Network, MSU Knowledge Hub, and partners.
- (xii) Mapping and encouraging the strengthening of water related governance in NUPs (sea waters and fresh water resources), including the governance of the Mediterranean waters and associated water bodies in reference to urban development, using the Charter for Multilevel Governance for Europe (European Committee of the Regions, 2014) and ideas contained in the Guidance Document 8 “Public Participation in Relation to the Water Framework Directive” (European Commission, 2003), carried out by National Ministries, Universities Network, MSU Knowledge Hub, and partners.

1.8. Model for implementation. Model adapted from (MedCities, 2018)



BOX 4: Urban and Territorial Development Projects in the Mediterranean: A compendium of experiences of the CMI Urban Hub (text adapted)

Component 1: Elaboration of a number of Integrated City Development Strategies (ICDSs) within existing NUPs.

Organization and start-up to identify the municipal service that will oversee the design of the strategy and define the scope given to citizen participation. A steering committee at national level including the concerned ministries, public bodies, universities, civil society and, upon invitation, UfM representatives is established.

Phase 1 – A pre-diagnosis is carried out using various methods, including the “Facts, Challenges and Projects” method. A “Descriptive Memory” report offers a vision of the different variables that make up the urban reality including (i) urban infrastructure; (ii) green infrastructures; (iii) cultural and natural heritage; (iv) employment in traditional industries and trades; (v) institutional and legal frameworks; (iv) and local economic development; (vii) innovative port related development.

Phase 2 – A strategic diagnosis specifies how to deal with the challenges. A document (Strategic Diagnosis Report) defines the key issues and trends and their territorialised impacts.

Phase 3 – A strategic framework summarises the general objective (“city vision”) and the strategic lines (“city mission”) for the city. Connections with regional strategies are established.

Phase 4 – An Action Plan is formulated. It includes a wide range of projects that aim to achieve the objectives set in the Strategic Framework.

Phase 5 – A monitoring and evaluation mechanism is set up to move forward from a planning document to a living dynamic process of transformation of the city through the creation of a Local Development Office which will be leading the implementation and monitoring of the strategy.

Component 2: Involvement, upon invitation, of NGOs (e.g. AVITEM, Medcities and Réseau de Villes Euromed, etc.) in the development and implementation city development strategies in the Mediterranean. This component takes the Mediterranean Sea as the commons that ties together the whole region through water, and the activities and flows it affords, including shipping and commodity flows, as well as the cultural heritage of the Euro-Mediterranean region and identity, all the while facing the same challenges of globalization and competition (competition vs. collaboration). (CMI, 2018, p. 24; MedCities, 2018).

1.9. Criteria of success

- (i) Number of countries with NUPs rises significantly to more than 80% in 3 to 5 years.
- (ii) Number of cities with ICDSs rises significantly to more than 80% in 3 to 5 years.
- (iii) Networks of local authorities are actively involved.
- (iv) A number of KTCs are established.
- (v) A number of NUPs and ICDSs are identified by UfM as achieving coordination with this Action Plan.
- (vi) Number of local Action Plans connected to ICDSs rises significantly in 3 to 5 years.



ACTION 2: TO EDUCATE & STRENGTHEN CAPACITY

To promote and support planning and design education and build capacity that supports the objectives of this Action Plan.

Empowering and capacitating local authorities is crucial in order to enable them to respond to the challenges of sustainable development and to consolidate democratic governance across countries in the Euro-Mediterranean region. Local capacity building also speaks to the need to foster multilevel governance for sustainability and resilience transitions, to advance partnerships and to build shared capacity. Lack of planning and coordination capacity at the local level, especially in secondary and tertiary cities off coastal areas in the Mediterranean, leads to increased divergence in levels of development (World Bank, 2020). **This action aims to foster shared learning through the exchange of experiences, tools, concepts and frameworks for sustainable integrated development.**

The science-policy interface is a key dimension for capacity and vision building. Stimulating and facilitating lifelong learning for professionals, and comparing urban planning and design curricula, teaching methodologies, and “educating the educators” are central issues for action. In this sense, universities should be part of local planning and design ecosystems, in order to help develop solutions for local contexts, catalysing interactions between city authorities and other actors on the ground, while connecting knowledge throughout the region and internationally. This can be done through Urban Living Labs channelling tools and knowledge to local stakeholders (citizens, local industry, local NGOs, local governmental bodies, etc.), or via massive, open, online learning modules developed by key experts from the UfM network.

Universities across the Euro-Mediterranean region are seen here as catalysers of action, providing on-the-job training to planning professionals, through LLPs (lifelong learning programmes), and educating the next generation of urban planners and designers. Local universities must build bridges between science and research on the one hand, and spatial policies and urban interventions on the other. In this sense, an important aspect of this action is the harmonization and coordination of Planning and Architecture schools’ curricula, including coordination in terms of terminology and conceptualisation, methods of analysis, planning frameworks, tools and resources, as well as areas of study, in accordance with specific national and local needs, in agreement with this Action Plan, and respecting the traditions and specialization of each university. This is important if we wish to create a large community of planners and designers who “speak the same language” and have roughly the same capabilities to implement positive change, without losing sight of the cultural differences and teaching and learning traditions of each country. An important source of coordination in planning and design education is the UN-Habitat “International Guidelines on Urban and Territorial Planning” (UN-Habitat, 2015a). Further emphasis should be given to heritage conservation, science and technology for conservation, and heritage studies connected to sustainability and resilience, in line with the tools proposed



by UNESCO's Recommendation on the Historic Landscape (UNESCO, 2011) and the 2018 Davos Declaration (Swiss Confederation, 2018).

This action is partially inspired by the Madinatouna programme in Tunisia, led by UNDP Tunisia in partnership with MedCities, GIZ, CILG –VNG (Centre International de Développement pour la Gouvernance Locale Innovante), FNVT (Fédération Nationale de Villes Tunisiennes), and CFAD (Centre of Training and Decentralisation Support). The project aims to address “the challenge of balanced development in secondary cities through the elaboration of city development strategies” (CMI, 2018, p.27), following an inclusive and participatory approach. Strategic urban planning capacities of local authorities and Tunisian experts were strengthened. The learning dynamic was also supported through the sharing of experience between cities.

BOX 5: What's a secondary city?

Secondary city is a term commonly used to describe the second-tier level of a hierarchical system of cities based on population thresholds. Most countries have orders, or levels, of cities starting at the primate, or primary, level. A primate city is defined as “the leading city in its country or region, disproportionately larger than any others in the urban hierarchy” (Goodall, 1987). It is likely to be a country's leading political, economic, media, cultural or university centre and be “at least twice as large as the next largest city and more than twice as significant (Jefferson, 1939). In some countries (Australia, Brazil, China, India and USA) there are multiple primate cities, so it is difficult to apply the concept of primacy in these places. (...) Primary cities are usually large metropolitan cities; however, primary cities in small-population countries can range from a few hundred thousand. On a global scale, many smaller primary, cities have secondary or even lesser status, but they still perform primary-city functions within the context of the countries in which they are located.

There is an extensive body of literature covering the subject of secondary cities and many definitions of the term. The term “secondary city” or “second-order city” has different meanings, depending upon the context in which it is used. It can relate to population size, administrative area, political, economic and historical significance of a system of cities below the primary order of cities within a country or geographic region. Most countries refer to secondary cities as part of a hierarchical classification of cities determined by population size or role; however, there are significant variations in the definition between countries. UN-Habitat defines a “secondary city” as an urban area generally having a population of between 100,000 and 500,000 (UN-Habitat, 1996:13). This definition is based on a classification of cities developed in the 1950s (Davis, 1955). However, a secondary city today can have a population of several million people and in China some secondary cities have populations of over five million – a long way from being comparable in size to secondary cities in Ethiopia, which have urban populations of less than 200,000.” (Roberts, 2014)



BOX 6: The Madinatouna Programme in Tunisia

This programme is led by UNDP Tunisia (United Nations Development Programme in Tunisia). It is aimed at strengthening and disseminating strategic urban planning initiatives in Tunisia, focused particularly on the cities of the hinterland. The initiative is implemented within the framework of the Cities Alliances country program under the coordination of UNDP, and in partnership with MedCities, GIZ, CILG-VNG, FNVT and CFAD. The general objective of the programme is to contribute to Integrated Development and local governance of the cities in Tunisia, through the reinforcement of the urban participation and strategic planning in Tunisia. The project is addressed to eight Tunisian cities and aims at developing participative urban planning strategies. MedCities is responsible for the methodological component of the project and will accompany the cities of Kairouan and Gabès in the definition of their urban strategies. Results included:

-Strategic Urban Planning Component: Local authorities in 8 cities have developed and are prepared to implement a Participatory and Inclusive City Strategy (SdV).

- Component Training and networking: The capacity for strategic urban planning of local authorities and Tunisian experts was strengthened and a shared learning dynamic through the sharing of experiences between cities was supported.

- Component Capitalization and dissemination: National and regional authorities, in particular the FNVT, are involved in the reflection on strategic planning and support is provided to local authorities to capitalize strategic planning approaches and their dissemination.

Partners: MedCities, member of the UCLG (United Cities and Local Governments), Deutsche Gesellschaft für Internationale Zusammenarbeit GIZ, Tunisian section, Fédération Nationale de Villes Tunisiennes, Centre de Développement International pour la Gouvernance Locale Innovante CILG-VN, Cities of Beja, Gabes, Jendouba, Kairouan, Médenine, Monastir, Sidi Bouzid, and Tataouine. Adapted from (MedCities, 2019).

2.1. Key objectives

To promote and support planning and design capacities in the region.

2.2. Key tools

- (i) Identification of key schools and universities across the region, carried out by UfM Regional Platform on SUD, and Universities Network.
- (ii) Conference with heads of schools, seeking Joint Declaration by heads of schools subscribing to this Action Plan, carried out by UfM Regional Platform on SUD, and Universities Network.
- (iii) Conference with RETE on port cities in the Mediterranean (already scheduled for 2021), carried out by RETE, UfM Regional Platform on SUD, and Universities Network.
- (iv) Establishing links between key universities in support of project development and evaluation, carried out by National Ministries, UfM Regional Platform on SUD, and Universities Network.
- (v) Updating and coordinating of Planning and Architecture schools' curriculums.
- (vi) LLPs (Lifelong Learning Programmes).
- (vii) Pilot training programme for planners and policy makers modelled on the Tunisian Madinatouna capacity building programme, with a focus on secondary and tertiary cities.
- (viii) Short capacity building workshops (led by a network of local and international universities, and partners, e.g. AVITEM).
- (ix) Online urban planning and design education via MOOCs (Massive Open Online Courses), led by a network of local and international universities (The Universities Network).
- (x) Design-focused planning exercises based on the UN-Habitat's Global Network of Urban Planning and Design Labs, led by the Universities Network.
- (xi) Forum of academics concerned with the built environment: gatherings of academics dealing with spatial development across the region, in the form of symposiums or conferences. Other forms of



- engagement will be used, and other groups will be targeted in different or combined events (policymakers, NGOs, planners, etc.).
- (xii) Summer school for spatial planning and design students from the region, led by a Network of local and international universities.
 - (xiii) Summer school on coastlines and port cities for young policymakers, led by a Network of local and international universities.
 - (xiv) Short- and long-term activities (workshops and short courses) to promote conservation of World Heritage sites and valuable national heritage, led by UNESCO.
 - (xv) Establishment of a network for Urban World Heritage sites in the Euro-Mediterranean region, collaborating on Historic Urban Landscape approaches and projects, including the promotion of heritage protection and support for peer-to-peer learning and exchange for local, regional and national policymakers on financing and managing the conservation and re-use of built heritage in cities in line with circular economy models. This would enable better management of heritage and better integration with Integrated City Development Strategies (ICDSs). Study visits and exchanges could provide training, mobilise knowledge and foster innovative and tailored solutions. Carried out by UfM Regional Platform on SUD, Universities Network, and UNESCO.
 - (xvi) Working group towards a Mediterranean Sustainable Urbanisation Knowledge Hub (same as ACTION 3: TO ENVISION & GOVERN TOGETHER), based at a partner university, aiming to monitor urbanization in the Euro-Mediterranean region, to monitor the progress of this Action Plan and to support policy-making in the region Action Plan and support policy-making in the region.
 - (xvii) Urban Living Labs, led by a Network of local and international universities, UNESCO.
 - (xviii) Policy Labs, led by a Network of local and international universities, UN-Habitat, UNESCO.
 - (xix) Territorial expertise workshops in metropolitan, rural, and Sahelo-Saharan contexts focusing on the interface between different institutional levels. (e.g AVITEM Territorial Expertise workshops)
 - (xx) Inter-university workshops, focusing on real contexts and whose results could inspire elected officials and local project owners (e.g. AVITEM Tangier-Tetouan workshop in course).
 - (xxi) Erasmus+ Capacity Building in the field of Higher Education (EAC)

2.3. Key actors

Key universities in the Euro-Mediterranean region, key international universities organised in a Network, global and regional organizations (UfM, European Commission, UNESCO, AVITEM, UNDP), National authorities and responsible ministries, European Network of Living Labs, And other stakeholders.

2.4. Relevant ongoing technical assistance projects

IFIs' and other donors' programmes and initiatives (to be identified) and EU programmes and initiatives. Indicatively: COST Actions, TAIEX-Twinning, Erasmus+, Skłodowska-Curie Actions (MSCA), Creative Europe, Skills for Youth Employability programme, BUILD UP Skills initiative.

'CIVIS' (European Universities Initiative), a project for the creation of a network of European Universities aiming at cooperation with Mediterranean partners, the 'Blueprint project' (Erasmus+) on skills for the construction industry, and the 'Integrative Multidisciplinary People-centred Architectural Qualification & Training' (Erasmus+) are examples of projects.

2.5. Key reference frameworks

Tunisian Madinatouna capacity building programme, UN-Habitat Global Network of Urban Planning and Design Labs, European Framework for Action on Cultural Heritage, OECD Programme for Secondary Cities, Council Conclusions on the Work Plan for Culture 2019-2022, EU Member States' expert group on High-quality Architecture and Built Environment for Everyone, African Continental Qualifications Framework (ACQF), European Qualifications Framework, European Classification of



Skills, Competences, Occupations and Qualifications (ESCO), UfM Urban Agenda, Urban Agenda for the EU, European Network of Living Labs, UNESCO, ICCROM, AVITEM.

2.6. Time frame

Short to medium-term

2.7. Proposed Actions and Indicative List of Implementors

- i. Identification of key schools and universities across the region, carried out by UfM Regional Platform, Universities Network and partners.
- ii. Conference with heads of schools, seeking Joint Declaration by heads of schools subscribing to this Action Plan, carried out by UfM Regional Platform, and Universities Network.
- iii. Conference with RETE on port cities in the Mediterranean (already scheduled for 2021), carried out by RETE, UfM Regional Platform, and Universities Network.
- iv. Mid- to long-term: Implementation of a pilot training programme following the Medinatouna capacity building programme in partnership with UN-Habitat and national universities, carried out by National Ministries, UN-Habitat, UfM Regional Platform, and Universities Network.
- v. Mid- to long-term: Establishing links between key universities in support of project development and evaluation, carried out by National Ministries, UfM Regional Platform, and Universities Network.
- vi. Mid- to long-term: Opening cooperation for the purpose of exploring the possibility of setting up a Mediterranean Sustainable Urbanisation Knowledge Hub (multi-university research centre) in one of the partner universities, aiming to monitor urbanisation in the Euro-Mediterranean region, monitor the progress of this Action Plan and support policy-making in the region (in combination with ACTION 6: TO MONITOR & COMMUNICATE), carried out by National Ministries, UN-Habitat, UfM Regional Platform, and Universities Network.
- vii. Establish a network for Urban World Heritage sites in the Euro-Mediterranean region (Heritage Knowledge Hub), collaborating on Historic Urban Landscape approaches and projects, including the promotion of heritage protection and support for peer-to-peer learning and exchange of experiences for local, regional and national policymakers on financing and managing the conservation and re-use of built heritage in cities in line with circular economy models. This would enable better management of heritage and its better integration with Integrated City Development Strategies (ICDSs). Study visits and exchanges could provide training, mobilise knowledge and foster innovative and tailored solutions. Carried out by UfM Regional Platform, Universities Network, and UNESCO.
- viii. Summer schools and workshops involving partner universities for young planners, urban policy makers and designers, to discuss and apply this Action Plan in a research and design studio setting, carried out by UfM Regional Platform, Universities Network, and UNESCO.

2.8. Model for implementation of pilot training programme. Adapted from Centre for Mediterranean Integration (CMI, 2018, p.29).



BOX 7: The European Qualifications Framework and the European Classification of Skills, Competences, Occupations and Qualifications (ESCO)

The EU developed the [European Qualifications Framework \(EQF\)](#) as a translation tool to make national qualifications easier to understand and more comparable. The EQF seeks to support cross-border mobility of learners and workers, promote lifelong learning and professional development across Europe. The EQF covers all types and all levels of qualifications and the use of learning outcomes makes it clear what a person knows, understands and is able to do. The EQF was set up in 2008 and later [revised in 2017](#) (European Commission, 2017c)

A total of 38 countries participate in the EQF: these concern all EU Member States, the European Economic Area countries, all EU candidate countries and potential candidates and Switzerland. Most countries in the Mediterranean Area are developing national qualifications frameworks containing qualifications based on level descriptors, inspired by the EQF. The EQF Recommendation invites the European Commission and the EU Member States to "*explore possibilities for the development and application of criteria and procedures to enable (...) the comparison of third countries' national and regional qualifications frameworks with the EQF*".

The European Classification of Skills, Competences, Occupations and Qualifications (ESCO) (European Commission, 2019c) is a key reference framework that can be used for identifying skills and knowledge needed by architects. The European Commission developed ESCO to describe, identify and classify professional occupations, skills and qualifications relevant for the EU labour market and education and training. ESCO provides descriptions of 2942 occupations and 13.485 skills linked to these occupations, translated into all official EU languages plus Icelandic, Norwegian and Arabic.

ESCO can help people understand what knowledge and skills are usually required when working in a specific occupation and what knowledge and skills are obtained as a result of a specific qualification. It can therefore be used to support mobility of architects and to identify relevant training needs.

BOX 8: Urban and Territorial Development Projects in the Mediterranean: A compendium of experiences of the CMI Urban Hub

Step 1: Strategic Urban Planning aims to support local authorities in designing City Development Strategies in a participatory and inclusive manner and contributing to localise the Sustainable Development Goals. Pilot Cities are chosen taking into account: (i) low Human Development index (HDI), (ii) poverty indexes at city and urban agglomeration scales, (iii) existing collaborations between cities and project partners with a special interest and/or specialization, (iv) the interest of cities in participating in the project.

Step 2: Training and Networking is aimed at strengthening urban planning and project development capacities and fostering a dynamic of shared learning through the exchange of experiences between cities. Trainings consist in strengthening experts able to support cities in the elaboration of their development strategies, plans, programmes and projects, of which a number of cases across the region is selected to train project leaders in designing the ICDSs at each stage of the methodological approach.

Experience Exchange and Networking consists of inter-city exchange meetings as well as, at a broader scale, an exchange event with cities in the Maghreb and Mediterranean, and a final closing workshop.

Step 3 – Learning, Dissemination and Scaling Up aims to support national and regional authorities in their thinking on strategic planning and support them in preparing the City Development Strategies to be created by local authorities in partnership with local universities.

Learning consists in coaching partner cities on how to analyse and systematise results and lessons as well as helping disseminate the knowledge products produced.

Dissemination of approaches through multilevel governance mechanisms aims to raise the awareness of regional and national authorities by promoting their participation in city-level workshop and vice-versa the participation of city representatives in regional meetings where the ICDSs are discussed. Scaling up aims to discuss how the strategic urban planning approach could be reproduced in other cities, through FNVT and relevant national bodies.

World Heritage City Labs could be developed with UNESCO as a modality for developing wider integrated strategies and solutions for sustainable urban development in line with the 2011 UNESCO Recommendation on the Historic Urban Landscape (CMI, 2018, p.29).

The Tunisian Medinatouna programme mentioned earlier is another important reference framework.



2.9. Criteria of success

- (i) A network of local and international universities and other research institutes is created to support this action.
- (ii) A conference with heads of school from the region is organised: a joint declaration is signed towards training and capacity building involving a significant number of schools in the region.
- (iii) RETE conference is organised, and connections are made with this action.
- (iv) A “Mediterranean Sustainable Urbanisation Knowledge Hub” is established at one of the partner universities.
- (v) Partner universities make a first proposal for a Heritage Knowledge Hub, whose form and location are to be decided.
- (vi) A significant number of capacity building courses and summer schools are organised by partner universities.



ACTION 3

TO ENVISION & GOVERN TOGETHER

ACTION 3: TO ENVISION & GOVERN TOGETHER

To promote community and stakeholder engagement and the co-creation of shared visions for the region. To promote cross border cooperation and coordination, as well as knowledge exchange between local and national planning authorities.

Cities and regions have a crucial role to play in the achievement of the Agenda 2030 Sustainable Development Goals. According to the OECD, it is estimated that as much as 65% of the 169 targets underlying the 17 SDGs will not be reached without proper engagement of and coordination with local and regional governments. “Cities and regions should go beyond the ‘compliance’ agenda and embrace the full potential of the SDGs as a policy tool” (OECD, 2020d, p. 5).

In the context of negotiations on the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs), the United Nations (UN) assigns an important role to multi-stakeholder partnerships. The long-term sustainability and fairness of urban development and regeneration solutions relies on the representation of multiple perspectives from conception to implementation, evaluation and monitoring through multi-level and polycentric governance.



BOX 9: What's polycentric governance?

Polycentricity is a fundamental concept in governance.

“Polycentricity is a fundamental concept in the work of Vincent and Elinor Ostrom. The term connotes a complex form of governance with multiple centres of decision-making, each of which operates with some degree of autonomy (E. Ostrom, 2005) (V. Ostrom et al., 1961). The decision-making units in a polycentric governance arrangement are often described as overlapping because they are nested at multiple jurisdictional levels (e.g., local, state, and national) and also include special-purpose governance units that cut across jurisdictions (McGinnis & Ostrom, 2011; E. Ostrom, 2005). This multilevel configuration means that governance arrangements exhibiting polycentric characteristics may be capable of striking a balance between centralised and fully decentralised or community-based governance (Imperial, 1999)” (Carlisle & Gruby, 2019, p. 921).

There are a number of advantages to polycentric governance systems when viewed from the point of view of strategic planning, including the incorporation of multiple perspectives that allow for a better assessment of strengths, weaknesses, threats and opportunities.

Crucially, polycentric governance, if well-managed, may increase the potential for just outcomes, especially if vulnerable groups are also represented and have their stakes recognised. Polycentric governance may also enhance “adaptive capacity, provision of good institutional fit, and mitigation of risk on account of redundant governance actors and institutions” (Carlisle & Gruby, 2019, p. 921). In sum, polycentric governance is a desirable tool for the conception, implementation and management of territorial development spatial strategies.

Territorial strategies that are long-term, trans-scalar and cross-sectoral have the potential to provide a multitude of stakeholders with a common direction, once consensus on a shared vision is reached. In other words, territorial strategies have the potential to function as metagovernance frameworks that coordinate and integrate actions towards shared goals. “Metagovernance or the governing of governing is a means by which a society attempts to establish some degree of coordinated governance. The goal is to achieve the best possible outcome from the viewpoint of those responsible for the performance of public sector organizations” (Bejakovic, 2019).

Territorial metagovernance allows for the acknowledgment and integration of multiple scales, sectors and styles of governance which must be integrated into spatial strategies. An example of how these ideas are percolating into policy making is the OECD New Regional Development Paradigm, “which promotes a holistic, multi-sectoral, bottom-up, participatory and place-based approach to territorial development” (OECD, 2020d, p. 5).

As part of governance structures, citizen and community engagement is crucial to achieve fair and inclusive cities and communities. Citizen and community engagement, with a focus on the inclusion of diverse groups of stakeholders, are a central tenet of this Action Plan, as they speak to a robust notion of sustainability that embraces three crucial dimensions: social, economic and environmental (Larsen, 2012). The social dimension, to which citizen engagement speaks more closely, is seen here as the bedrock on which overall sustainability and resilience rest. Social sustainability and resilience also speak to the idea of justice and inclusion, and the legitimacy, acceptability and fitness of policy and may boost compliance. Furthermore, the shared cultural heritage and identity of the region provide a valuable anchor for promoting social cohesion around spatial strategies developed grounded in these concepts.

This brings us to the potential of strategic spatial planning to support democracy enhancement and to enable citizens to exert and access their rights, including their right to the city.



BOX 10: The Right to the City

“ It was the French sociologist and philosopher Henri Lefebvre who in 1968 coined the phrase ‘Le droit à la Ville’ , ‘the right to the city’ (Lefebvre, 1968, 1996; V. Ostrom, Tiebout, & Warren, 1961). This right, to Lefebvre, has both a more abstract and a more real or concrete dimension. The abstract dimension is the right to be part of the city as an oeuvre , i.e. the right to belong to and the right to co-produce the urban spaces that are created by city dwellers, or, in other words: ‘the right not to be alienated from the spaces of everyday life’ (Mitchell & Villanueva, 2010, p. 667). The real dimension is a concrete claim to integrated social, political and economic rights, the right to education, work, health, leisure and accommodation in an urban context that contributes to developing people and space rather than destroying or exploiting people and space: the right to the city is ‘like a cry and a demand’ and ‘can only be formulated as a transformed and renewed right to urban life ’ (Lefebvre, 1996, p. 158).”(Aalbers & Gibb, 2014).

Later, Harvey redefined the right to the city as the power to shape people’s living environment to their wishes and desires: *“To claim the right to the city in the sense I mean it here is to claim some kind of shaping power over the processes of urbanisation, over the ways in which our cities are made and re-made and to do so in a fundamental and radical way” (Harvey, 2008).*

3.1. Key objectives

To promote community and stakeholder engagement in planning for the creation of shared visions for the Euro-Mediterranean region, national and local levels.

3.2. Key tools

- (i) Design of metagovernance frameworks (transnational policy frameworks + multi-stakeholder partnerships at national and local levels) for key action areas, including: Climate Action, Spatial Justice, Urban Identity and Form, Cultural Heritage as a vector for development, Community Engagement and Democratic Participation, carried out by National Ministries with support of the Universities Network.
- (ii) Inclusion of citizen participation and stakeholder engagement frameworks in NUPs and ICDSs, carried out by National Ministries, Local Authorities, with support of the Universities Network and UfM Regional Platform.
- (iii) Promotion of good governance and community participation in NUPs and ICDSs, carried out by National Ministries, Local Authorities, with support of the Universities Network and UfM Regional Platform.
- (iv) Showcase of best practices in UfM Action Plan, carried out by the Universities Network, UfM Regional Platform and the Mediterranean Sustainable Urbanisation Knowledge Hub.

3.3. Key actors

National Ministries, organised citizens, Local Authorities, Universities Network, UfM Regional Platform and the Mediterranean Sustainable Urbanisation Knowledge Hub, Citizen Focus Action Cluster.

3.4. Relevant ongoing technical assistance projects

IFIs’ and other donors’ programmes and initiatives (to be identified) and EU programmes and initiatives. Indicatively: EU Bilateral Cooperation, COST Actions, TAIEX-Twinning, Marie Skłodowska-Curie Actions (MSCA), EU Bilateral Cooperation, Erasmus+.

3.5. Key reference frameworks

- (i) Charter for Multilevel Governance in Europe (European Committee of the Regions, 2014),
- (ii) European Green Deal (European Commission, 2019e),
- (iii) EU Water Framework Directive (European Commission, 2003),



- (iv) European Framework for Action on Cultural Heritage (European Commission, 2019d),
- (v) Council Conclusions on the Work Plan for Culture 2019-2022 (The European Council, 2018),
- (vi) EU Member States' expert group on High-quality Architecture and Built Environment for Everyone (ACE-CAE, 2019),
- (vii) Living-in.eu Declaration (EUROCITIES, 2020),
- (viii) Tallinn Ministerial Declaration on eGovernment, including its Annex with specific reference to 'City Engagement' (European Commission, 2017d),
- (ix) The European Manifesto on Citizen Engagement (European Commission, 2016b),
- (x) Citizen Focus under the European Innovation Partnership for Smart Cities and Communities (EIP-SCC), including the Citizen Centric Approach to Data, the Participatory Budgeting for Inclusive Smart Cities and Communities (EIP-SCC, 2018a),
- (xi) The European Network of City Policy Labs and its Synchronicity Project (EIP-SCC, 2018b),
- (xii) EU-funded projects as CIVITAS DESTINATIONS, PORTIS, COREALIS, PORTFORWARD, PIXEL, and CUTLER,
- (xiii) Participatory City-Wide Urban Upgrading in Egypt Programme (UN-Habitat, 2020b),
- (xiv) OECD Territorial Approach to the Sustainable Development Goals (OECD, 2020d).

3.6. Time frame: mid to long term.

3.7. Proposed Actions and Indicative List of Implementors

- (i) Inventory/overview of the existing knowledge platforms or hubs hosting open data on cities and territories in the Euro-Mediterranean, carried out by the UfM Regional Platform, Universities Network and partners.
- (ii) Mapping of participatory/engagement tools and mechanisms across the region, carried out by National Ministries, Universities Network, UfM Regional Platform, Mediterranean Sustainable Urbanisation Knowledge Hub, [JRC], and partners.
- (iii) Creation of a citizen engagement index across cities in the region, based on the OECD Better Life Index (Civic Engagement)(OECD, 2019a) and the Economist Intelligence Unit Civic Engagement Index (EIU, 2018), and promotion of citizen participation thresholds, carried out by National Ministries, Universities Network, UfM Regional Platform, Mediterranean Sustainable Urbanisation Knowledge Hub, [JRC], and partners.
- (iv) Cataloguing of best practices in citizen and stakeholder engagement (partly done by CMI), carried out by National Ministries, Universities Network, UfM Regional Platform, Mediterranean Sustainable Urbanisation Knowledge Hub, [JRC], and partners.
- (v) Comparative analysis (including contextualisation) of spatial plan governance models across the region, by Universities Network, in combination with ACTION 2: TO EDUCATE & STRENGTHEN CAPACITY.
- (vi) Workshops on governance and institutional learning, in combination with ACTION 2: TO EDUCATE & STRENGTHEN CAPACITY, led by Universities Network and partners.
- (vii) Brainstorming group/ working group towards the Mediterranean Sustainable Urbanisation Knowledge Hub.

3.8. Model for Implementation

OECD Better Life Index (Civic Engagement)(OECD, 2019a) and the Economist Intelligence Unit Civic Engagement Index (EIU, 2018), France's Citizens Convention on the Climate (CCC, 2019).

3.9. Criteria of success

- (i) An existing knowledge platform [OECD, JRC or IRC] takes upon the task to produce harmonised data about urbanisation in the region.



- (ii) A comparative analysis about existence, modality and efficacy of citizen engagement tools across the region is produced by partners.
- (iii) A citizen engagement index is created by the Universities Network, as mentioned in ACTION 2: TO EDUCATE & STRENGTHEN CAPACITY.
- (iv) An updated catalogue of best governance practices across the region is published every 5 years by Universities Network, UfM Regional Platform, Mediterranean Sustainable Urbanisation Knowledge Hub.
- (v) A MoU is established on the creation of a Mediterranean Sustainable Urbanisation Knowledge Hub.



ACTION 4

TO CONNECT & PROTECT

ACTION 4: TO CONNECT & PROTECT

To promote the conception and implementation of urban and peri-urban infrastructures that support cross border integration around the region. To improve the region's infrastructure interoperability for better connectivity as well as resilience in case of natural disasters or conflict.

Integration is the process of spatial, economic, environmental, and social integration in which states, sub-regions and cities collaborate for the achievement of shared visions for the future. Integration can happen through common institutions and rules (ACTION 1: TO COORDINATE & ENHANCE COHESION), coordinated efforts and shared decision-making processes.

Integration in the Action Plan supports the **interoperability** of crucial systems in the region, particularly in the case of natural or human-related disasters and aims to keep basic functions operational, while facilitating the physical integration of countries in the region, in line with The Sendai Framework (UNDRR, 2020). Interoperability of basic systems in functional urban areas links up with issues of regional connectivity (UN-ESCAP, 2014), climate action, energy transition, ecosystems services (FABIS, 2018), water management, anti-desertification actions, epidemic responses, disaster risk reduction, port automation, data traffic and more.

Furthermore, this Action Plan embraces the notion of self-reliance and security in diverse areas connected to the built environment, including the issue of housing security (or housing stability) in the UfM Action Plan on Sustainable Housing.

Additionally, port cities are seen as the main nodes in networked landscapes of mobility, production and exchange that reach deep into the hinterland of the countries involved, constituting "port cityscapes".

"Port-related flows of goods, people and ideas cross institutional boundaries and create complex, fuzzy territories without strong, mutually supportive governance frameworks, legal systems and planning guidelines. Multi-scalar markets and global value chains leave their imprint on the spaces of the port, and on neighbouring urban and rural territories. Stakeholders in these areas are multiple and pursue different goals and functions. Politicians, planners and researchers grapple with the need to provide guidance for spatial and institutional development to deal with the ongoing fragmentation and



transformation of extended port city territories, overlapping governance systems and flexible coalitions of actors in different power positions. As ports have grown beyond the territories of the cities that generated them, the number of governance actors that have a say in port development has increased” (Hein, 2019).

Trade, transport, cultural and natural heritage and tourism routes, in particular, are pathways to integrate and reinforce the connections between the countries in the region.

4.1. Key objectives

- (i) To recognise and address the specificities of Mediterranean territories by relying on strategic territorial diagnoses in order to better understand their reality in terms of functionality, vulnerability and potential.
- (ii) To promote and support the implementation of urban and peri-urban infrastructures and spatial interventions that spatially integrate countries around the region, focusing on shared resources (including the Mediterranean Sea and ecosystem services), commerce and mobility around the notion of port cityscapes and the interoperability of the Euro-Mediterranean region.
- (iii) To promote cross border cooperation and coordination, as well as voluntary knowledge exchange between local and national planning authorities in regard to the planning, design and management of key regional infrastructures and resources, with a focus on water management.
- (iv) To promote strategic macro-regional thinking and macro-regional governance of crucial infrastructure.
- (v) To provide gateway-cities (those cities equipped with a port or an airport) and those cities more engaged with global trade with the capacity to assimilate disruptions and threats.
- (vi) To consolidate the functional links between metropolitan areas and surrounding cities likely to support metropolitan areas and strengthen their resilience capacity in the event of economic, social or environmental crises.

4.2. Key tools

- (i) Future Trans-Mediterranean Transport Network (TMN-T), to be connected to the Trans-European Transport Network (TEN-T), and the existing map of transport infrastructure in the Southern Mediterranean Sea.
- (ii) Water related partnerships, including resource use, resource control and commercial shipping.
- (iii) Macro-regional visions elaborated in international Policy Labs. (UfM)
- (iv) Policy Labs (e.g. Policy Lab organised by EUKN on Port Cities on March 13, 2020, in Brest, France).
- (v) Digital Innovation Hubs, Living Labs, and ICT for fighting climate change, addressing extreme weather events, in particular relying on data and urban platforms.
- (vi) Joint activities with the UNESCO Chair on Water, Culture and Historic Urban Landscapes.

4.3. Key actors

National authorities, local authorities, key universities in the region, UfM, European Commission, OECD, UN Agencies, World Bank, IFIs and other donors, and other regional stakeholders, such as Ford Foundation and VGN International.

4.4. Relevant ongoing technical assistance projects

IFIs’ and other donors’ programmes and initiatives (to be identified) and EU programmes and initiatives, indicatively: COST Actions, TAIEX-Twinning, Erasmus+, Marie Skłodowska-Curie Actions (MSCA), Global Covenant of Mayors, CLIMA-MED project.



4.5. Key reference frameworks

UfM Regional Transport Action Plan, Cohesion policy (the European Union's strategy to promote and support the 'overall harmonious development' of its Member States and regions, TFUE Article 174). Further: European Green Deal, Water Management Directive, European Framework for Action on Cultural Heritage, Council Conclusions on the Work Plan for Culture 2019-2022, EU Member States' expert group on High-quality Architecture and Built Environment for Everyone, UfM Urban Agenda, Urban Agenda for the EU, EU Circular Economy Action Plan (European Commission, 2020a), EU Biodiversity Strategy for 2030 (European Commission, 2020c), A Comprehensive EU Strategy with Africa (European Commission, 2020d).

4.6. Time frame: long term.

BOX 11: From European Regional Policy to a Spatial Development Policy

The EU's Regional Policy was only initiated in 1975, 40 years ago, by a Council decision on the basis of Article 235 of the Treaty of Rome (European Economic Community). Since then, the aim of regional policy has been to contribute to "redressing the most important regional imbalances in the Community." The European Regional Development Fund (ERDF) was created for this purpose. The spatial dimension still played a distinctly secondary role in this regional policy. The Single European Act (SEA), which took effect on 1 July 1987, strengthened the regional policy objective. Articles 130 (a-e) of the EC Treaty are particularly important to regional policy. In paragraph 2, the text of Article 130a employs wording found in the preamble to the EC Treaty, thus adding a special spatial objective to that of the first paragraph: "In particular, the Community shall aim at reducing disparities between the levels of development of the various regions and the backwardness of the least-favoured regions." The Treaty on European Union (TEU) signed on 7 February 1992 in Maastricht takes this a step further. Inter alia, in a reworded Article 130d of the EC Treaty it provides in particular for the creation of a "cohesion fund" through which funding was to be provided to projects in the environment and trans-European networks in the area of transport infrastructure. The EU Treaty of Maastricht very clearly sets new directions for a European spatial development policy in several areas:

- increased democratic control by the European Parliament in the form of a right of veto in the setting up of the Structural Fund (Art. 130d EC Treaty);
- introduction of the generally applicable principle of subsidiarity (Art. 3b EC Treaty); and
- establishment of the "Committee of the Regions (CoR)" as a regional body "consisting of representatives of regional and local bodies" (Art. 198a-c EC Treaty).

In addition, this Treaty contained general regulations on the spatial development of the Union with respect to the "creation of an area without internal borders" and "the promotion of economic and social cohesion", to be crystallised in the following goals and measures of spatial development:

- reducing disparities between the levels of development of regions (Art. 130a EC Treaty);
- developing trans-European networks (Art. 129b §1 EC Treaty);
- preserving, protecting and improving the quality of the environment (Art. 130r §1, EC Treaty);
- prudent and rational utilisation of natural resources (Art. 130r, §1, EC Treaty); and
- respecting national and regional diversity (Art. 128, §1, EC Treaty).

These jurisdictional provisions of the Treaty enabled the Union to be more active in regional policy, even though the Maastricht Treaty itself did not provide for any independent authority in spatial development policy. (Guillermo-Ramirez & Nikolov, 2015)

4.7. Proposed Actions and Indicative List of Implementors

- (i) Catalogue cross border initiatives in UfM members as part of the future Trans-Mediterranean Network for Transport.



- (ii) Integrate cross-border cooperation provisions in NUPs, carried out by Universities Network and partners.
- (iii) Map the impact of climate-change on coastlines and coastal (port) cities through sea-level rise and on hinterland cities through droughts, floods and other changing water/environmental patterns, carried out by National Ministries, Universities Network and partners.
- (iv) Map coastal geohazard risks in coastal (port) cities to reinforce coastal geo-disaster resilience, carried out by National Ministries, Universities Network and partners.
- (v) Elaboration of regional interoperability strategies [integrated in NUPs].

4.8. Model for Implementation: Interreg Europe. Interreg helps regional and local governments across Europe to develop and deliver better policy, by creating an environment and opportunities for sharing solutions and policy learning. It makes sure that government investment, innovation and implementation efforts lead to integrated and sustainable impact for people and places (ERDF, 2019). EU Communication on “Boosting growth and Cohesion in EU Border Regions” (European Commission, 2017a).

4.9. Criteria of success

- (i) Cross-border cooperation provisions are integrated in NUPs.
- (ii) A comparative report on the impact of climate-change on coastlines and coastal (port) cities and on hinterland cities due to droughts, floods and other changing water/environmental patterns is published.
- (iii) Coastal geohazard risks in coastal (port) cities are mapped.
- (iv) A review of this Action is published after 3 years.



ACTION 5

TO IMPLEMENT & MANAGE

ACTION 5: TO IMPLEMENT & MANAGE

To promote the design of integrative strategic projects for cities in the Euro-Mediterranean region in a set of thematic axes of action. To implement common frameworks for project management.

This action identifies **key areas for the implementation of strategic integrated projects** to which priority attention should be given by stakeholders involved in delivering integrated territorial development.

Integrated territorial and urban development are crucial to face the interconnected challenges experienced by contemporary societies, and to achieve the Sustainable Development Goals. The mutually reinforcing relationship between sustainable urbanisation and development has been recognised in SDG 11 and the New Urban Agenda, but the speed and intensity of change and the nature of ever more frequent systemic crises demand decisive collective action and increased coordination. The costs of inaction are high, but so far urgencies in the present have overtaken planning for a sustainable future. In other words, firefighting policymaking should give way to integrated vision and strategy-making.

The Mediterranean Basin is one of the most prominent hotspots of climate and environmental change in the world. According to the MedEC network (MedEC, 2019), the Mediterranean region is warming 20% faster than the global average, and the regional temperature will increase by 2,2°C by 2040 if current trends persist. The magnitude of climate change in the region has the potential to significantly disrupt the lives of citizens and the economy of countries in the region. Further, freshwater availability is to decrease by up to 15% (among the largest decreases in the world). Sea level rises may exceed 1 meter by 2100, impacting 1/3 of the region's population. Half of the 20 global cities set to suffer more from sea level rises are in the Mediterranean (EEA, 2019). The increase in frequency, intensity and duration of heat waves imply significant health risks for vulnerable populations, especially in cities. The regional response to those challenges will be aligned with the European Green Deal (European Commission, 2019e) which will shape not only the EU's internal actions for the next 30 years, but also its international actions via Green Deal Diplomacy (European Commission, 2019e).

Integrated spatial interventions are tangible tools to achieve shared visions for a desirable future. But spatial interventions and projects need to be part of integrated territorial strategies that join-up different sectors and scales towards coherent and sustainable results (see Actions 1, 2, 3, 4). When doing so, spatial interventions become strategic integrated projects, with a variety of positive spin-off effects for cities and city-regions, catalysing and accelerating sustainable and resilient urban transformation.

In this sense, strategic spatial interventions require **sound process management and Integrated Territorial Investments (ITI)** that coordinate proposed interventions and the actions of stakeholders, monitor their



intended and unintended effects, oversee funding and guarantee accountability from conception to implementation. These tools could be of inspiration in order for local, regional or national authorities to integrate priorities from different scales of intervention and from different sectors, and to combine financing for implementing projects in the context of a territorial development strategy.

Equally important is the democratic potential of city-making, to which citizens aspire to participate in order to help shape their own living environments, fulfilling their right to the city.

Apart from the Agenda 2030, the New Urban Agenda, the Pact of Amsterdam, the New Leipzig Charter, and the Urban Agenda for the Mediterranean, there are several frameworks that help coordinate and integrate spatial interventions into spatial strategies, addressing interconnected challenges: the OECD “Better Policies for 2030: An OECD Action Plan on the Sustainable Development Goals” (OECD, 2016), the OECD “Territorial Approach to the Sustainable Development Goals” (OECD, 2020d), UN-Habitat Guiding Principles for Urban-Rural Linkages (UN-Habitat, 2019), the UNESCO Recommendation on the Historic Urban Landscape (UNESCO, 2011) and the European Green Deal (European Commission, 2019e) are just a few examples of policy frameworks using an integrated territorial approach.

The general mandate and mission of the UfM Secretariat were defined in the 2008 Paris and Marseille Declarations as well as in the Statutes adopted on 3 March 2010. A number of sectoral mandates, agendas, Action Plans and financial strategies have been adopted as of 2010. The UfM labelling process was updated in 2018 in line with the 2017 UfM Roadmap for Action. In this context, the general mandate of the UfM Secretariat is to promote and give visibility to UfM-labelled projects and initiatives mainly through communication and networking activities. All proposals for UfM labelling have to comply with the UfM project/initiative general criteria in line with the UfM’s core values and principles, while conforming to the related UfM sectoral policy mandates. Proposals for labelling are processed according to the general Project Guidelines of the UfM and evaluated against the UfM project/initiative criteria. The UfM Secretariat does not carry out in-depth technical studies, such as feasibility studies or environmental assessments, or technical reviews of any existing studies, but relies on those already completed by the promoter or by potential funders.

The UfM establishes and maintains partnerships with global/regional IGOs, NGOs, universities, IFIs and other donors, particularly with those that are in the Euro-Mediterranean ecosystem. Areas of cooperation and modalities of partnership are laid out in Memorandums of Understanding (MoUs) concluded with partner organizations. MoUs are implemented through joint activity programmes agreed with partners on a regular basis. Within the framework provided by this Action Plan, its role will be key to signal priority areas, and to ensure the use of policy references, while facilitating the access to a network of partners, donors and international financial institutions, and accompanying the promoters in their fundraising and preparation of implementation strategy. In addition, the UfM will also continue to label projects of regional and thematic significance. Member States will keep their prominent role with regard to sharing, using and publicising the Action Plan.

BOX 12: Integrated Territorial Approach

An Integrated Territorial Investment (ITI) is an instrument which provides for integrated delivery arrangements for investments under more than one priority axes of one or more operational programmes. Funding from several priority axes and programmes can be bundled into an integrated investment strategy for a certain territory or functional area. This can take the form of an integrated strategy for urban development, but also for inter-municipal cooperation in specific territories. It allows the managing authorities to delegate the implementation of parts of different priority axes to one body (a local authority) to ensure that investments are undertaken in a complementary manner. Within an ITI some components can be undertaken through community led development combining the two approaches (URBACT, 2019).



ACTION 5 addresses the integration of the ideas and frameworks contained in this Action Plan into strategic projects aiming at enhancing integrated territorial development. These integrated projects are organised in a set of priority thematic axes of intervention, listed below. **Action 5 is further subdivided in 8 PRIORITY AXES OF INTERVENTION.** The latter are thematic areas of intervention presented here to guide the strategic priorities and projects. The axes of intervention are thematic areas of intervention in which a number of actors come together to address a salient issue of urban development through spatial interventions connected to integrative spatial visions and strategies. They provide for an integrated, rather than sectoral, approach.

NOTE: Only the first axis of intervention (HOUSING) has been fully developed so far, given the crucial role of housing for the success of the Action Plan. The remaining axes of intervention can be developed separately with partner institutions.

These projects must be integrated, trans-sectorially formulated with public participation and aligned with a set of priority thematic axes of action, listed below. These thematic axes have emerged from consultation and consensus among UfM stakeholders regarding the priorities in the Euro-Mediterranean region, through discussions promoted in the framework of the UfM Working Groups on Affordable and Sustainable Housing, and Urban Regeneration. The axes of intervention are:

- (i) **Adequate, sustainable and affordable housing** as a vector for inclusive, integrated and sustainable urban development and regeneration.
- (ii) **Forelands, port-areas, port-cities and their hinterlands**, as drivers of sustainable and resilient economic prosperity.
- (iii) **Blue and green infrastructure** regeneration and implementation, re-naturalization, preservation and enhancement, in tandem with the EU Strategy on Green Infrastructures (European Commission, 2013a, 2013b), the European Green Deal (European Commission, 2019e), and the EU Biodiversity Strategy for 2030 (European Commission, 2020c).
- (iv) **Heritage and tourism** as drivers of economic prosperity, including regeneration of old city cores and historic sites, based on the recognition of the shared history of the region.
- (v) **Informal settlements and deprived neighbourhoods** as focal points for the creation of inclusive cities and communities, and in relation to affordable and sustainable housing provision (Axis 1).
- (vi) **Brownfields, former railway sites and abandoned or underused buildings** as focal points for urban regeneration and area redevelopment (ESPON, 2020; European Commission, 2018c) .
- (vii) **Urban infrastructures**, climate-smart urban mobility, mobility nodes and mobility hubs as carriers and distributors of improved life chances and economic opportunity.
- (viii) **Public and shared spaces regeneration** as vectors for sustainable urbanisation, safety, public life and democracy building (European Commission, 2019i) .
- (ix) **New Towns, urban extensions and new neighbourhoods** as drivers of responsible, inclusive, economically, socially and environmentally sustainable urbanisation.

5.1. Key objectives

- (i) To develop and validate the Framework for Project Description and Evaluation (Annex A) as a central identification tool and reference checklist.
- (ii) Use this framework for the identification and promotion of integrative regional projects with a view to labelling them as UfM projects.
- (iii) Support the preparation and access to finance of labelled projects
- (iv) Widely disseminate and familiarise partner organisations, IFIs and donors with this framework in order to accelerate and improve the financing and implementation of projects and initiatives in the Euro-Mediterranean region.



- (v) To identify key priority thematic axes of intervention in territorial, urban, peri-urban and urban functional areas integrated development.
- (vi) To formulate integrated territorial development strategies (in ACTION 2: TO EDUCATE & STRENGTHEN CAPACITY).
- (vii) To promote inter-sectoral vision and strategy-making around priority thematic axes of action (ACTIONS 1, 2, 3, 6).
- (viii) To promote cooperation and knowledge exchange on how to design and manage strategic projects (ACTIONS 1, 2, 3, 6)
- (ix) To identify good practices and notable examples of integrated project conception, design and implementation (ACTIONS 1,2,3,6)
- (x) To design territorial metagovernance that includes a package of coordinated actions and policies (All ACTIONS).

5.2. Key tools

- (i) The framework provided by the UfM Strategic Urban Development Action Plan and its promotion (Annex A).
- (ii) The role of the UfM in labelling regional initiatives and projects.
- (iii) Catalogue of inter-sectoral strategies for urban regeneration and development across the region.
- (iv) Integration of inter-sectoral governance tools in NUPs (National Urban Policies) and ICDSs (Integrated City Development Strategies).
- (v) World Heritage City Labs with UNESCO to integrate urban heritage conservation with sustainable urban development, in collaboration with the UNESCO Chair System.
- (vi) “City design workshops” based on the CITY LABS methodology developed by URBACT: Plenary, (intro/scene setting); 'stars and bars' exercise; fishbowl sessions, parallel workshops focused on a specific theme and build-up around case studies, allowing for triangulation with partners from the larger international network.
- (vii) “Planning by Design Workshops” based on UN-Habitat Urban Labs methodology.
- (viii) Intensive use of citizen assemblies for collective vision-making.
- (ix) OECD & International Transport Forum “New Paradigm for Urban Mobility” (OECD & ITF, 2015).
- (x) The Urban Projects Finance Initiative (UPFI), an initiative led by the EIB with the main objective to identify and prepare potentially replicable and innovative urban integrated projects, by offering to project promoters a grant for project preparation and subsequent access to funding.
- (xi) The City Climate Finance Gap Fund, a fund designed to support cities in developing and emerging countries in the preparation of climate-friendly and resilient infrastructure projects, particularly in the early stages of preparation (IUC, 2020).

BOX 13: What are EU Integrated Territorial Instruments (ITIs)?

ITIs are instruments for delivery of Integrated Territorial Development in EU Cohesion Policy. They are voluntary programming instruments to implement integrated urban or territorial strategies. Post 2020 ITIs allow funding from multiple investment priorities (at least two) and allow combinations of programmes, funds and Policy Objectives. The funds potentially concerned are the European Regional Development Fund (ERDF), European Social Fund (ESF), Cohesion Fund and rural development funds). In this respect, ITIs are not exclusive to any Policy objective or Fund. They are flexible instruments for “funds blending”. **The key elements of an ITI** are: a designated territory and integrated development strategy – the territory of an ITI can be any geographical area (urban, urban-rural, sub-regional, or inter-regional) or functional area, and a package of actions to be implemented. CP Managing Authorities (MAs) have the final responsibility for ITIs. However, Intermediate Bodies (IBs - local authorities, regional development bodies etc.) may be appointed to carry out delegated tasks (European Commission, 2019g).



BOX 14: What is Community-led Local Development (CLLD)?

Community-led local development is a term used by the European Commission to describe a Cohesion Policy delivery instrument that turns traditional “top down” development policy on its head. CLLDs are at the same time territorial development and governance instruments. CLLDs provide a specific method to enhance bottom up participatory approaches and apply for local community initiatives. CLLDs put local actors in the driving seat for sustainable development of local areas and ensure flexible and adaptable programming arrangements. In the post 2020 programming period, CLLDs can be used flexibly under any Policy Objective, be it by the European Regional Development Fund, the European Social Fund Plus and the European Maritime and Fisheries Fund. Under CLLD, local people are called to form a local partnership that designs and implements an integrated development strategy. The strategy is designed to build on the community’s social, environmental and economic strengths or “assets” rather than simply compensate for its problems. For this, the partnership receives long-term funding - and they decide how it is spent. CLLD focuses on the local level (sub-regional areas). It is led by a local action group, with no majority from any interest group) who puts forward an integrated multi-sectoral local strategy. It must include innovative features and cooperation that promotes social innovation (European Commission, 2018a).

BOX 15: UN Habitat Urban Labs Three-pronged approach

The teams are organised in one-year planning labs selected from a pool of talented planners. The teams work according to the ‘three-pronged approach’, which means that they propose plans that in addition to planning and design, have a legal and financial component. To accommodate this, the teams also receive funds to hire legal and financial expertise. The labs provide an opportunity to help local governments overcome their countries’ challenges, which include rapid urbanisation, post-disaster planning, and planning of new towns and economic development. In this process, design plays a crucial role. “In many contexts, design arrives at the end of the planning process, after all the problems have exhaustively been defined and the goals have been set.” says Rogier van den Berg, project leader of the [Urban Planning and Design LAB](#) at UN-Habitat. "With the planning labs, we promote to integrate design throughout the planning process, since design explorations can actually also contribute to problem definition and goal-setting. And as clear plans ease political buy-in, design also has the capacity to accelerate governments’ decision-making processes where plans often end up in gridlock." The labs’ collaboration with local planners, also gives local planners the chance to gain crucial expertise in a ‘learning by doing’ way. This unique collaboration gives Dutch urban planners and architects an opportunity to work on the future EU and the UN agenda on urbanisation. This Agenda will address inclusive, [safe](#), [resilient](#) and sustainable urban development globally. (UN-Habitat, 2015b)

5.3. Key actors

National governments, cities, municipal and national development banks, urban development agencies, international financial institutions through programmes like UPFI, the European Commission through programmes such as NIF / NDICI / IPA / WBIF, and UfM.

5.4. Relevant ongoing technical assistance projects

IFIs’ and other donors’ programmes and initiatives such as UPFI-ERI and EU programmes and initiatives, indicatively: Neighbourhood Investment Platform, EU Bilateral Cooperation, City Climate Finance Gap Fund.

5.5. Key reference frameworks

National Urban Policies, Addis Ababa Action Agenda, 2030 Agenda for Sustainable Development, New Urban Agenda, Paris Agreement on Climate Change, Sendai Framework for Disaster Risk Reduction 2015-2030, UfM Urban Agenda, Urban Agenda for the EU, the New Leipzig Charter, EU Cohesion Policy post-2020, concepts of Sustainable Urban Development (SUD), Integrated Territorial Investments (ITI), Community-led Local Development (CLLD), OECD & International Transport Forum “New Paradigm for Urban Mobility” (OECD & ITF, 2015), City Climate Finance Gap Fund.



5.6. Time frame: short and long term, depending on action.

5.7. Proposed Actions and Indicative List of Implementors

- (i) Identify and recognise regional initiatives or projects being implemented in the region with the UfM label and promote them among UfM Member States as tools to reach the agreed objectives of this Action Plan.
- (ii) Under the umbrella of this Action Plan, identify and recognise with the UfM label exemplary projects. Support and promote them as exemplary initiatives or projects to be replicated in the region, using the tools proposed in this Action Plan.
- (iii) Inventorisation of integrative initiatives or projects in the region.
- (iv) Inventorisation and classification of integrative strategic initiatives or projects for selected cities in the region in eight axes of intervention. Axes of intervention are defined here as thematic priority intervention areas guiding the relationship between this Action Plan, National Urban Policies (NUPs) and Integrated City Development Strategies (ICDSs), Integrated Territorial Investment (ITI) and Community-led Local Development initiatives or projects. Using these priority axes of intervention, this Action Plan wishes to promote co-creation, co-envisioning and co-assessing (ACTIONS 2, 3 and 6) in the form of partnerships and thematic working groups, gathered around the notion of Integrated Territorial Development.

Housing is one of the priority axes of intervention, and plays a central role, insofar the challenge of dignified, adequate, affordable, sustainable, resilient and integrated housing gathers many of the issues addressed in this Action Plan.

5.8. Model for implementation

Each axis of intervention has its own specific implementation streamline. To be developed separately.

5.9. Criteria of success

UfM Framework for Project Description and Evaluation (ANNEX A) is a support tool that facilitates to identify key criteria for initiatives or projects to be aligned with this Action Plan.



ACTION 6

TO MONITOR & COMMUNICATE

ACTION 6: TO MONITOR & COMMUNICATE

To establish a results-based, systematic evaluation, monitoring and reporting system in the Euro-Mediterranean region.

To establish a system for peer-review and monitoring of project design and implementation, through the constitution of a network of partner cities and universities.

Abiding by the resolution adopted by the UN General Assembly on 29 January 2014 (A/RES/69/261) on the Fundamental Principles of Official Statistics, and recognising that “official statistics provide an indispensable element in the information system of a democratic society, serving the Government, the economy and the public with data about the economic, demographic, social and environmental situation” and the remaining principles expressed in that resolution (UN, 2014), and acknowledging the urgency of achieving the Sustainable Development Goals, this Action Plan encourages the adoption of the Global Indicator Framework for the Sustainable Development Goals and targets of the 2030 Agenda for Sustainable Development (UNStats, 2020). As indicated earlier, this Action Plan assumes a mutually reinforcing relationship between sustainable, fair and inclusive urbanisation and development, anchored on principles of the New Urban Agenda, the Urban Agenda for the Mediterranean, the Pact of Amsterdam and the New Leipzig Charter, and thus focuses on SDG 11 (Make cities and human settlements inclusive, safe, resilient and sustainable) as a vehicle to achieve many of the remaining Sustainable Development Goals. It further recognises the need to tailor indicators to the Mediterranean context, and to define crucial indicators to measure the status of key relevant regional issues, such as climate change, housing security and socio-spatial inclusion.

There is commonly an emphasis on the material aspects of sustainability, and less attention to the political, social and cultural aspects of sustainable development. These are crucial elements in social sustainability, by which we mean society’s ability to find consensus around societal objectives and the processes designed to achieve those objectives. By managing and monitoring those processes effectively, transparently, and by engaging citizens, businesses and civil society, we ensure support, ownership and ultimately the political feasibility and continuity of strategies.

Implementation of complex cross-cutting, long-term strategies and projects demands mobilization of a host of stakeholders across sectors and scales. Polycentric networked multilevel governance ensures access to a variety of data, expertise, capabilities and perspectives, but comes with the challenges of efficiency and accountability. Managing and monitoring complex territorial strategies and projects demands new streamlined approaches that facilitate institutional learning and monitoring of results, while simultaneously ensuring accountability and efficiency.

This action simultaneously addresses those challenges and caters for the need to make processes transparent, participatory and fair.

To this effect, this Action Plan adopts the Results-Based Programming, Budgeting, Management, Monitoring and Reporting (RBM), as implemented by UNESCO, as a model. Further, it utilises the EU Better Regulation Guidelines and Toolbox introduced in 2015 and updated in 2017, which include methodologies for policy impact assessment, monitoring and evaluation, as well as specific requirements for public consultation and involvement of stakeholders in policymaking (ACTION 3: TO ENVISION & GOVERN TOGETHER), reinforcing the commitment of this Action Plan to evidence-based, integrated and participatory policymaking.

This Action Plan also proposes a mechanism by which progress towards its objectives are evaluated by members of the UfM partner network. This partner network is constituted by national ministries, local city administrations, regional authorities, relevant international organizations (UNDP, UNESCO, OECD, UN-Habitat, etc.), significant civil society groups and local and international universities. This partner network will ensure the dissemination of knowledge and will assist with peer-review and evaluation processes.

This action includes two dimensions:

- (i) Sharing of information on project implementation by IFIs and promoters in the UfM-IFIs Urban Project Committee;
- (ii) The monitoring of the progress of implementation of the Action Plan itself.

The first is the responsibility of UfM member countries, at various levels of implementation and control, with the assistance of the UfM partner network. The latter will be done by the UfM and the partner network, notably a Universities Network from the region.

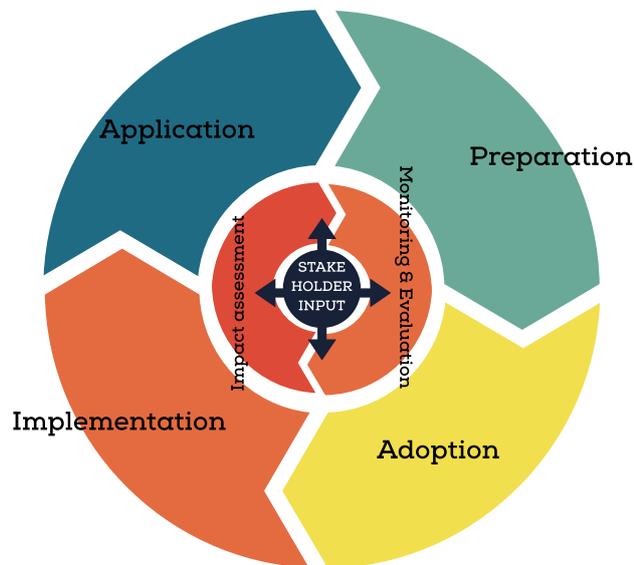


Figure 4: EU policy cycle, as shown in the Better Regulation Guidelines.

Source: Better Regulation Guidelines and Toolbox (European Commission, 2017b).

6.1. Key objectives



- (i) To formulate benchmarks of success based on the several policy frameworks used for the formulation of the Action Plan, with an emphasis on SDG indicators tailored to the Mediterranean context.
- (ii) To monitor governance cohesion and coordination.
- (iii) To monitor project implementation and success in effective ways, by integrating lessons learned in decision-making.
- (iv) To measure progress, as a complementary objective, resulting from the implementation of the Action itself, in connection with SDG indicators and the New Urban Agenda. This particular objective could be the task of a Mediterranean Sustainable Urbanisation Knowledge Hub, mentioned in ACTIONS 2 and 3.
- (v) To Implement UNESCO Culture|2030 Indicators to assess and enhance the role of cultural heritage and creativity at the urban level.

6.2. Key tools

Global indicator framework for the Sustainable Development Goals and targets of the 2030 Agenda for Sustainable Development (UNStats, 2020) and the SDGs Global Dashboard (UN, 2020)

Results-Based Programming, Budgeting, Management, Monitoring and Reporting (RBM), as implemented by UNESCO.

BOX 16: Results-Based Programming, Budgeting, Management, Monitoring and Reporting (RBM)

RBM is a management strategy aimed at changing the way institutions operate, by improving performance, programmatic focus and delivery. It reflects the way an organization applies processes and resources to undertake development interventions to achieve desired results (i.e. outputs, outcomes, impacts) integrating evidence and lessons learned on past performance and actual results into management decision-making.

RBM is a participatory and team-based management approach that focuses on performance and achieving results, that is applied at all stages of the programme cycle. It is designed to improve programme delivery and strengthen management effectiveness, efficiency and accountability. The essence of the RBM approach is to move from input and activity accountability - that is how the resources have been spent and what has been undertaken - and place focus on the results achieved for the resources invested. Hence, RBM which encompasses programme, financial and human resources management, helps moving the focus of programming, managing and decision-making from inputs and activities to the results to be achieved” (UNESCO, 2019, p.8).

6.3. Key actors

National authorities, National Statistical Offices, local authorities, UfM, European Commission, European Investment Bank, OECD, UN Agencies, World Bank.

6.4. Possible financial tool/provision

IFIs' and other donors' programmes and initiatives (to be identified) and EU programmes and initiatives, indicatively: EU Bilateral Cooperation, TAIEX-Twinning.

6.5. Key reference frameworks

Sustainable Development Goals and related indicators, UNESCO's Results-Based Programming, Budgeting, Management, Monitoring and Reporting (RBM) (UNESCO, 2019), UNESCO's Culture 2030 Indicators, INSPIRE Directive.



6.6. Time frame: Medium to long term.

6.7. Proposed Actions and Indicative List of Implementors

- (i) Adopt a functional statistical definition of what constitutes the city and its boundaries (JRC) [Box 11].
- (ii) Strengthen supportive frameworks and capacity development for better SDG monitoring, both at national and local levels (National ministries, partner network) in the frame of key priorities identified by the Action Plan.
- (iii) Define mechanisms for review of projects proposed in the framework of this Action Plan by members of the UfM Regional Platform and UFM-IFIs Urban Project Committee.
- (iv) Strengthen coordination mechanisms of national statistical systems.



BOX 17: OECD-EC Definitions of Functional Urban Areas and Cities

The Cities in the World report: A New Perspective on Urbanisation proposes two new concepts for broadly defining cities and their immediate surrounding areas: The Degree of Urbanisation and the Functional Urban Area (FUA).” The Degree of Urbanisation reflects the urban-rural continuum and proposes three classes instead of only the dichotomy urban or rural. The three classes are: 1) cities (or densely populated areas); 2) towns and semi-dense areas (or intermediate density areas), and; 3) rural areas (or thinly populated areas). Functional Urban Areas extend beyond cities, including cities’ commuting zones. By considering commuting flows, the Functional Urban Area takes into account the economic reality of a city. Thus, it better reflects the full extent of its labour market and other functional linkages. In this report, functional areas are referred to as metropolitan areas” (OECD & EC, 2020). The report lists the following advantages of a harmonised definition of urbanisation:

1. Highly suitable to policy making.
2. Designed to monitor access to services and infrastructures.
3. Enable a common measurement of SDG indicators.
4. People-based definitions that capture the potential for agglomeration economies.
5. Enhance international comparability of cities and metropolitan areas.
6. Consistent classification of settlements of the same size.
7. Capture the full settlement hierarchy from a small village to a mega city.
8. Simple, transparent and robust methods that can be applied to every country in the world.
9. Rely primarily on population size and density.

“The Degree of Urbanisation paints a more nuanced picture than the traditional distinction between urban and rural areas. Until 2050, city populations will keep rapidly growing and are projected to grow by 50% between 2015-50. The population of towns and semi-dense areas will grow by around 25% in 2015-50, but growth is set to slow over time. Even though the share of the global rural population will fall, in absolute numbers total rural population will still increase by 20% between 2015 and 2050 given total global population growth.” (OECD & European Commission, 2020).

According to Dijkstra et al. (2019) “Making sound international comparisons of cities requires using units of comparable size. However, there are also other aspects to consider, primarily related to the concept that scholars and policy makers use to understand cities, their evolution and economic performance. For simplicity, we can identify two main different but complementary concepts to describe the extent of cities. The first encompasses the space covered by an area of high population density with a minimum size of population. Such a definition, which we call ‘city’ from now on, accounts only for the agglomeration of people in space using a consistent threshold of density and total population. (...) FUAAs are a powerful tool to compare socio-economic and spatial trends in cities and to design urban development policy. FUAAs are better suited than administrative areas to capture agglomeration economies and they encompass the full extent of the city’s labour market. It can guide national and city governments when they plan infrastructure, transportation, housing, schools, and spaces for culture and recreation. In summary, FUAAs can trigger a change in the way policies are planned and implemented by providing the right scale to address issues that affect both the city and its surrounding commuting zone.

(...) Our definition of urban centres, cities and FUAAs is people-based because it only uses density and size of population and the daily mobility of the latter. It is not a definition based on built-up area or morphology. (...)

A functional urban area can be defined in four steps:

1. Identify an urban centre: a set of contiguous, high density (1,500 residents per square kilometre) grid cells with a population of 50,000 in the contiguous cells;
2. Identify a city: one or more local units that have at least 50% of their residents inside an urban centre;
3. Identify a commuting zone: a set of contiguous local units that have at least 15% of their employed residents working in the city;
4. A functional urban area is the combination of the city with its commuting zone”.

“A city consists of one or more local units with at least 50% of their population in an urban centre. A local unit can be either administrative or statistical. Examples of administrative units include a municipality, a district, a neighbourhood or metropolitan area. Some of these administrative units also play a political role as electoral districts or local government areas. Statistical units can be enumeration areas, census blocks, census tracts, wards, super output areas, named places or small areas. Examples of local units used in OECD countries are communes in France, municipalities in Italy, sigungu in Korea and Census Subdivisions in Canada. The best local unit for this definition is the smallest unit for which commuting data is available”. (Dijkstra, Poelman, & Veneri, 2019)



6.8. Model for Implementation, extracted from the Results-Based Programming, Budgeting, Management, Monitoring and Reporting (RBM) approach as applied at UNESCO Guiding Principles (UNESCO, 2019).

- (i) **Establishing a Results Chain:** Defining the contribution to the higher-level results in order to ensure coherence between the results at different levels and thereby forming a logical and coherent chain of results. The purpose of the **Results Chain** is to ensure an overall programmatic coherence where all resources are invested in the pursuit of the highest-level results. It aims to answer the “So what?” question.
- (ii) **Analysing the needs to be addressed and issues to be tackled and determining their causes and effects:** Undertaking a situation analysis ensures a thorough appreciation of a specific context in order to identify and prioritise the needs to be addressed and issues to be tackled as well as corresponding baselines. Apart from considering Global Priority Gender Equality, Human-Rights Based and Risk Management approaches, the geographical scope, stakeholders, the resources available and those to be mobilised will need to be identified. The purpose of this assessment is to define the scope of the results to be achieved. It aims to answer the “Why?” question.
- (iii) **Designing the Results Framework and in particular formulating results,** in clear, measurable terms. Based on the conclusions of the situation analysis, results are formulated expressing how the situation is expected to be different from the current situation. For each result, quantitative and/or qualitative performance indicators and associated baselines and targets need to be identified, specifying exactly what is to be measured along a scale or dimension. It aims to answer the “So what?” and “What?” questions.
- (iv) **Developing an implementation strategy by providing the conceptual framework on how to move from the current situation to the one described in the outcome(s).** It summarises and links all key information. It allows to understand the context, what is to be achieved, what is to be delivered and how it is to be undertaken. It aims to answer the “How?” question.
- (v) **Monitoring progress towards the achievement of results with appropriate performance and impact monitoring, drawing on data of actual outputs delivered and outcomes achieved.** The purpose of monitoring is to assess the actual situation compared to the programming information originally defined in order to keep track of implementation and progress towards the achievement of results and take remedial actions when needed.
- (vi) **Evaluation provides timely assessments of the relevance, effectiveness, efficiency, impact and sustainability of development interventions.** Through evaluation, we learn from both successful and less successful programmes, projects. It is a critical tool for accountable, transparent and effective management led by evidence-informed decision-making that uses lessons from experience and incorporates them into future planning and programming. Considering views and perspectives of all stakeholders and requesting to what extent they have been satisfied with the results achieved are among the quality criteria for an evaluation.
- (vii) **Reporting to key stakeholders on progress achieved, comparing the results with the actual achievements, the beneficiaries impacted, partners involved, and resources invested.** The purpose of results-based reporting is to provide key stakeholders with evidence-based information on performance and impact, analysing eventual discrepancies between the “expected” and the “achieved” results to: Inform internal management, Governing Bodies and the Donors; Facilitate decision-making (including on remedial actions required); Inform future programme design and policy development; and Disseminate and discuss results and lessons learnt in a transparent and iterative way.

6.9. Criteria of success: included in RBM



5. Annex A: UfM Framework for Project Description and Evaluation

Intended for online format: most questions are multiple choice. Most multiple-choice questions admit multiple answers, except when indicated.

A. IDENTIFICATION

1. Person filling this form:
2. Affiliation (ministry, local authority, other institution):
3. Department:
4. Position:
5. Email:

B. PROJECT DESCRIPTION

6. Title of the project:
7. Country:
8. City:
9. A significant image or plan describing the project:
10. Type of project (multiple alternatives possible):
 - (i) Large infrastructure
 - (ii) Transport hub, mobility
 - (iii) Urban regeneration
 - (iv) Water related/water management
 - (v) World Heritage Site/ Protected heritage site
 - (vi) Energy related/energy transition related
 - (vii) Housing
 - (viii) Public space, park, green space
 - (ix) Urban facility/ cultural facility
 - (x) Soft mobility (bike lanes),
 - (xi) Former port or brownfield urbanisation
 - (xii) Public spaces (squares, sidewalks, parks)
 - (xiii) Industrial development (industrial parks, industrial districts)
 - (xiv) Makers' district/ start-up districts/ creative hubs
 - (xv) Cultural sites (museums, memorials, public art)
 - (xvi) Urban extension/ new town/ new urban development
 - (xvii) Business district/ office hub/ Advanced Producer Services hub
 - (xviii) Other (please, use keyword):



11. Which action in the Strategic/ Housing ACTION PLAN does your project currently address?

- (i) TO COORDINATE & ENHANCE COHESION
- (ii) TO EDUCATE & STRENGTHEN CAPACITY
- (iii) TO ENVISION & GOVERN TOGETHER
- (iv) TO INTEGRATE & PROTECT
- (v) TO IMPLEMENT & MANAGE
- (vi) TO MONITOR & COMMUNICATE

12. Main project promoter(s)/ main executing agency:

- (i) Supranational (EU, African Union, other)
- (ii) National authority
- (iii) Regional authority
- (iv) Local authority
- (v) Private sector in partnership with the public sector
- (vi) Public sector in partnership with the private sector
- (vii) Private sector
- (viii) Cross-regional authorities
- (ix) Cross-municipal authorities
- (x) Citizens' initiative
- (xi) Port Authority
- (xii) Water Authority
- (xiii) Transport Authority
- (xiv) Other (use keywords):

13. What are associate external agencies in this project? (EU, UNESCO, World Bank, etc.):

....

14. What is the scale of impact of the project you are submitting?

- (i) Strictly local
- (ii) Urban
- (iii) Metropolitan
- (iv) Regional
- (v) National
- (vi) International
- (vii) Cross scales (define)

15. Website of the project:

16. Project timeline. Year started: Year completed: (expected completion)



C. TO COORDINATE & ENHANCE COHESION

17. In your opinion, is there awareness in the responsible authority about similar interventions abroad? Is there awareness of good practices/ failed projects elsewhere? (Y/N)
18. In case of an affirmative answer in the previous question, which projects have inspired the project you are submitting? What projects are similar to it? (mention title and place....)
19. Do you have/ Have you had exchange and collaboration with other cities to plan and design this project? (Y/N) What city?
20. In your opinion, is there awareness of path dependency in the responsible authority (how have similar projects in your country worked in the past)? (Y/N)
21. What is the degree of integration of this project into:
 - (i) Local city strategies (grade 1-10)
 - (ii) Metropolitan or regional strategies and plans (grade 1-10)
 - (iii) National strategy or plan (grade 1-10)
22. Is this project conceived and managed by different ministries, or departments? (Y/N)
23. Is this project conceived and managed by departments at different governance levels (national, regional, local)? (Y/N)
24. If yes, what ministries and/or departments?

D. TO EDUCATE & STRENGTHEN CAPACITY

25. Who are possible peers (officials in foreign administrations, universities, architects, planners) that can be invited for an assessment of your project? (name, affiliation and e-mail address)
26. Are universities or research institutions involved in the planning, design, implementation or monitoring of this project?
27. If yes, please name them:
28. Is this project connected to a learning experience? (training, on-the-job training, traineeship programme?) (Y/N)
29. What are external agencies giving consultancy on this project? (name, affiliation and e-mail address)

E. TO ENVISION & GOVERN TOGETHER

30. Please, indicate the degree of citizen engagement:
 - (i) No citizen engagement.
 - (ii) Citizens are informed via the press and/or websites.
 - (iii) Citizens' concerns and wishes are listened to via assemblies.
 - (iv) Citizens are consulted in the elaboration of this project via assemblies and/or websites.
 - (v) Citizens' concerns are listened to and influenced the outcomes of the project.
 - (vi) Citizens are partners in the elaboration of the project, actively providing input to it.
 - (vii) Citizens are partially responsible for this project elaboration, design and/or implementation.



- (viii) Citizens are co-designers of this project and responsible for its implementation
- (ix) This is a citizen-led initiative.
- (x) This is a private sector-led initiative, with no or little citizen involvement

- 31. Has participatory budgeting played a role in this project? (yes, no, don't know)
- 32. Do citizens have access to financial information about this project?
- 33. Do citizens have oversight of the project? (through assemblies, or other means?)

F. TO INTEGRATE & PROTECT

- 34. Is this project connected with a climate action in view of the Paris Agreement on climate change? (Y/N)
- 35. Is this project connected with export/import of commodities or merchandise? (Y/N)
- 36. Is this project connected to defence or security? (Y/N)
- 37. Is this project connected with coastal erosion prevention/mitigation? (Y/N)
- 38. Is this project connected with energy transition? (Y/N)
- 39. Is this project connected with circular economy? (Y/N)
- 40. Is this project connected with transport and mobility infrastructure?
- 41. Is this project connected with housing security?
- 42. Is this project connected with health security?
- 43. Is this project connected with biodiversity in urban areas?

G. TO IMPLEMENT & MANAGE

- 44. Project budget (approximately, in Euros, if available):
- 45. Main source of funding:
 - (i) EU,
 - (ii) International funding agency (which)
 - (iii) national authority (ministry, which)
 - (iv) sectoral authority (water, energy, port, transport. Which)
 - (v) regional authority (which)
 - (vi) local authority (which)
 - (vii) private sector (mention companies)
 - (viii) PPP (public private partnership) (mention partners)
 - (ix) private initiative (mention companies)
 - (x) other, please specify
- 46. Has this project had an environmental impact analysis? (yes, no, don't know)
- 47. Has this project passed a risk analysis exercise? (yes, no, don't know)
- 48. Has this project had a social impact analysis? (yes, no, don't know)
- 49. Has this project passed a financial feasibility assessment? (yes, no, don't know)
- 50. Has this project passed a heritage impact assessment? (yes, no, don't know)
- 51. Has this project been externally audited?
- 52. Is there external financial oversight of this project?
- 53. In case of completion, has an impact assessment been carried out? (not completed, no impact assessment, impact assessment).



54. Has this project had an impact on how your city is adapting to climate change?/ Has this project made your city more climate resilient? (more, less, no impact)
55. Does your country have an affordable housing policy?
56. Does this project have a housing component? (Y/N)
57. If yes, how much of the total amount of new units can be considered as affordable housing?
58. If yes, are there schemes to facilitate/finance access to housing in this project?

H. TO MONITOR & COMMUNICATE

59. How is the project being communicated/ promoted? (multiple alternatives possible):
 - (i) Website
 - (ii) TV commercials
 - (iii) Outdoors
 - (iv) Citizen assemblies
 - (v) Stakeholder assemblies
 - (vi) Published reports (online and printed)
 - (vii) Social Media (Facebook, LinkedIn, Instagram, Twitter, etc.)
 - (viii) Other
60. Has this project had an impact on (multiple answers possible) (i) social cohesion/ social welfare, (ii) climate resilience, (iii) economic vitality?
61. How would you grade this project in terms of success achieved so far? (Excellent, Good, Satisfactory, Almost satisfactory, Unsatisfactory)
62. How would you grade this project in terms of public appreciation? (Excellent, Good, Satisfactory, Almost satisfactory, Unsatisfactory)
63. How would you grade this project in terms of financial health? (Excellent, Good, Satisfactory, Almost satisfactory, Unsatisfactory)
64. How would you grade this project in terms of environmental soundness? (Excellent, Good, Satisfactory, Almost satisfactory, Unsatisfactory)
65. How would you grade this project in terms of heritage preservation and valorisation? (Excellent, Good, Satisfactory, Almost satisfactory, Unsatisfactory)
66. How would you grade this project in terms of international partners and collaboration? (Excellent, Good, Satisfactory, Almost satisfactory, Unsatisfactory)
67. How would you grade this project in terms of collaboration with planning and architecture schools? (Excellent, Good, Satisfactory, Almost satisfactory, Unsatisfactory)
68. How would you grade this project in terms of respect for heritage plans/ use of UNESCO's Historic Urban Landscape approach? (Excellent, Good, Satisfactory, Almost satisfactory, Unsatisfactory)
69. Say a few words summarizing your impression of this project (max. 200 words).



6. Annex B: Non-exhaustive list of policy frameworks used in the elaboration of this Action Plan.

Policy frameworks are listed chronologically.

1. (1972) The 1972 UNESCO Convention Concerning the Protection of the World Natural and Cultural Heritage (UNESCO, 1972).
2. (1995) The Barcelona Declaration (European Commission, 1995).
3. (2008) Joint Declaration of the Paris Summit for the Mediterranean (Council of Europe, 2008).
4. (2009) Integrated Urban Water Management: Arid and Semi-Arid Regions (Mays, 2009).
5. (2009) UN-Habitat The Right to Adequate Housing (UN-Habitat, 2009).
6. (2011) The 2011 UNESCO Recommendation on the Historic Urban Landscape (UNESCO, 2011).
7. (2011) The SWITCH (Sustainable Water Improves Tomorrow's Cities Health) Transition Manual: Managing Water for the City of the Future (Jefferies & Duffy, 2011).
8. (2014) Charter for Multilevel Governance for Europe (European Committee of the Regions, 2014).
9. (2014) The policy framework "Cohesion Policy 2014-2020: Integrated Sustainable Urban Development" (European Commission, 2014).
10. (2015) Cairo Declaration on Housing, and Sustainable Urban Development (UN-Habitat et al., 2015).
11. (2015) Cairo Declaration: Development Challenges and Population Dynamics in a Changing Arab World (UNFPA-ICPD, 2013).
12. (2015) The 2030 Agenda and its 17 Sustainable Development Goals (with a focus on Goal 11) (UN-DESA, 2015).
13. (2015) The Geneva UN Charter on Sustainable Housing (UNECE, 2015).
14. (2015) The Paris Agreement (UN, 2015).
15. (2015) The Sendai Framework (UNISDR, 2015).
16. (2016) European Neighbourhood Policy (ENP) (European Commission, 2016a).
17. (2016) The New Urban Agenda (UN-Habitat, 2016).
18. (2016) The OECD Better Policies for 2030: An OECD Action Plan on the Sustainable Development Goals (OECD, 2016).
19. (2016) The Pact of Amsterdam. An Urban Agenda for the EU (European Commission, 2016c).
20. (2016) Urban Water Agenda (European Commission, 2016d).
21. (2017) The Arab Strategy for Housing and Sustainable Urban Development 2030 (League of Arab States, 2017).
22. (2017) The Report "My Region, My Europe, Our Future: Seventh report on economic, social and territorial cohesion" (Dijkstra, 2017).
23. (2017) The Union for the Mediterranean Urban Agenda (UfM, 2017).
24. (2018) Davos Declaration: Towards a high-quality Baukultur for Europe (Swiss Confederation, 2018).
25. (2018) Policy Guidelines for Affordable Housing in European Cities (European Commission, 2018b).
26. (2018) Post-2020 Global Biodiversity Framework (COP 15 to the Convention on Biological Diversity, 2020) (CBD, 2018).



27. (2018) The Housing Partnership Action Plan of the Urban Agenda for the EU (European Commission, 2018d).
28. (2018) United Nations Secretary-General's Plan: Water Action Decade 2018-2028 (UN, 2018).
29. (2019) An updated version of the Leipzig Charter (in preparation) (EUKN, 2019).
30. (2019) European Commission Explanatory Memo: European Urban Initiative- Post 2020 (European Commission, 2019f).
31. (2019) Sustainable Development Goal 6: Ensure availability and sustainable management of water and sanitation for all (UN, 2019).
32. (2019) The Discussion Paper on the "UfM Action Plan on Affordable and Sustainable Housing" produced by the UfM Thematic Working Group on Affordable and Sustainable Housing (draft) (UfM Housing, 2019).
33. (2019) The EC "Better Regulation Framework" included in the document "Better Regulation: taking stock and sustaining our commitment" (European Commission, 2019b).
34. (2019) The European Green Deal (European Commission, 2019e)³.
35. (2019) The OECD Recommendation of the Council on Policy Coherence for Sustainable Development (OECD, 2019d).
36. (2019) The Reflection Paper "Towards a sustainable Europe by 2030" (European Commission, 2019h).
37. (2019) UN-Habitat Urban-Rural Linkages Guiding Principles (UN-Habitat, 2019).
38. (2019) Urban Disaster Resilience through Risk Assessment and Sustainable Planning (UD-RASP) (Hagenlocher & Harb, 2019).
39. (2019) The New Strategic Orientation of UN-Habitat (UN-ESC, 2019).
40. (2020) European Framework for Action on Cultural Heritage (European Commission, 2019d).
41. (2020) OECD Territorial Approach to the Sustainable Development Goals (OECD, 2020d).
42. (2020) The AIVP (The worldwide network of port cities) Agenda 2030 for Sustainable Port Cities (AIVP, 2020).
43. (2020) UN-Habitat Mainstreaming Urban-Rural linkages in National Urban Policies (UN-Habitat, 2020a).
44. (2020) United Nations World Water Development Report 2020: Water and Climate Change (UNESCO, 2020).
45. (2020) EU Biodiversity Strategy for 2030 (European Commission, 2020c).
46. (2020) Towards a comprehensive strategy with Africa (European Commission, 2020d).

³ Initiatives announced in the political guidelines:

Legislative proposals • European Climate Law • Proposal to extend the EU Emissions Trading System to the maritime sector and reduce the free allowances allocated to airlines over time; and to extend this further to cover traffic and construction • Carbon Border Tax • Review of the Energy Taxation Directive * Strategies and Action Plans • New industrial strategy • Strategy for green financing and a Sustainable Europe Investment Plan • Comprehensive plan to increase the EU emissions reduction target for 2030 towards 55 % • 'Farm to Fork Strategy' on sustainable food along the whole value chain • Cross-cutting strategy to protect citizens' health from environmental degradation and pollution • Biodiversity Strategy for 2030 • New Circular Economy Action Plan; tackling micro-plastics* Financing instruments • New Just Transition Fund • Proposal to turn parts of the European Investment Bank into Europe's climate bank * Non-legislative initiatives • European Climate Pact • Lead the world at the 2020 Conference of the Parties to the Convention on Biological Diversity.



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