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Lebanon - Environment and Solid Waste Management Project : etude d ' impact sur l ' environnement

Document Type: Environmental Assessment

The main objectives of the project are to: 1) eliminate hazardous and unsightly dumping of solid-waste; 2) improve methods of waste collection and disposal; 3) improve cost recovery and modernize municipal accounting systems; 4) improve the quality and marketability of compost, through the introduction of sorting of the waste at the entrance to the compost plant; and 5) increase the involvement of the private sector in solid waste management. The project has four components: 1) collection equipment; 2) landfill civil works; 3) waste disposal facilities; and 4) technical assistance including a coastal zone management plan. This study analyzes the environmental impacts of compost plants at Saïda and Zahle and the Ammrousiyeh complex. The study finds that, despite its advantages, the composting plant may have negative impacts including: 1) the change in land use at the selected site from agricultural to a waste disposal site; and 2) the nuisance to the local population, including noise, and air pollution due to increased traffic and plant operations. In the study, it is recommended that the Amrousiyeh complex not be expanded and study results are presented on hospital and industrial wastes.

Keywords: Air pollution; Capital investments; Coastal zone management; Composts; Environmental impact assessment; Hazardous waste disposal; Hospitals; Industrial wastes; Land use; Landfills; Noise pollution; Nongovernmental organizations; Private sector; Solid waste management; Technical assistance; Traffic; Waste disposal; Waste recovery; Wastes

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RE: LEBANON - Solid Waste/Environmental Management Project (FY95)

- Updated Project Information Document

REMARKS:

Please find attached a revised copy of the Project Information Document (hard copy and diskette) dated March 22, 1995, to be retained at the Public Information Center. A copy of the environmental summary is also attached; the full report has been requested from Lebanon.

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LEBANESE REPUBLIC  
SOLID WASTE/ENVIRONMENTAL MANAGEMENT PROJECT  
ENVIRONMENTAL ASSESSMENT SUMMARY

1.00 Background

1.01 Lebaoo a prosperous upper middle-income country in tic mid-70s. bas been devastated by 15 years of turmoil as a result of violent civil strife and military ccuPaon. The civil war had a severe impact on the socio-eonomi conditions in tbe couny. Lebanon's per capita income, about US\$1,900 in 1993, in real terns was only about half of the 1975 level, and mncme inemalilies have been acetlaed. The total damage to physical assets during the war period was estimated by the United Nations at US\$25 billion. Damage is both a direct result of dmi war, as well as the accumulated eifem of near tot disruption in capital investment ad maintenanc.

1.02 Against this baccgrount Government of Lebannas prepared a t-year Madonal Emergency Reconstruction Program (NERP) which has receny been extended ta the ten-year Horizon 2000 program. The first five years of the Horion 2000 melude the NERP and total approximately US\$5 billion (in constant 1992 prices).

The Solid Waste M gent Secor

1.03 Solid wastc collection and disposal servces deteriorated greatly during the civil war.

Refuse collection trucks and coiners, often used as barricades during the fighting, were destroyed. ic rmainng equm has either lived beyond its effective life or prematurely damaged because of lack of main ce. Thus, refuse collection servces deteriorated to the point where refuse collection became almost non-exirt and solid waste was bapbazararly dumped on the streets, vacant lots and dmc coastllie, with fequ intemingling of hospital and hazardous/toxic wastes.

1.04 Although Lebanon's physical feaus somedmes make it difficult to find sites for sanitary

landfills with suitably large capacity for refuse disposal, this is still the least cost and simplest method of disposal. Composting is also considered an appropriate technology for the disposal of large volumes of waste, particularly where there is a potential market for the product, as market studies (available on file) indicate for agricultural wastes. Incineration is merely a viable option in Lebanon due to the substantial investment cost, high ratio of organic matter in the refuse, and the extremely high operating costs.

1.05 Refuse collection and disposal have always been the responsibility of the municipal authorities. The service is funded, along with other municipal services, from the municipal revenues of the municipalities. These consist of: (i) a municipal tax equivalent to 11 percent of the imputed rental value of property, and the proceeds from land sales and construction permits,

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all of which are collected directly by the municipalities; and (ii) a share of certain revenues, such as a 10 percent surcharge on telephone, electricity and water bills, and duties on imports, liquor and fuel, collected by the Central Government and distributed to the municipalities on the basis of population and the size of the previous budget, Beirut being limited to 60 percent of the total under the existing formula. In the past, municipalities were capable of providing adequate refuse collection services, although the development of sound disposal systems had only just started when the civil war broke out. With time, the resource base of the municipalities was eroded because: (i) the Lebanese Pound has slid to about one-tenth of its value in 1975; (ii) Lebanon, until July 1994, practiced absolute rent control; leaving revenues from the municipal tax frozen in terms of Lebanese Pounds; (iii) rent values have ceased to rise; (iv) revenues from surcharges on telephone, electricity and water bills have been reduced; (v) revenues from surcharges on services are expected to increase substantially as the major service bottlenecks are removed with the help of the NERP; and (vi) follow-up projects; and (vii) because of Central Government budgetary constraints, the share of the municipalities has not been paid from the Municipal Fund although transfers are expected to resume in the near future. Pending resumption of transfers from the Municipal Fund, the municipalities have to rely in part on ad-hoc advances from the Central Government to meet priority needs. The Government has recently launched a strategy (funded by the Bank) for the development of a long-term strategy for solid-waste management, anchored on the achievement of full cost recovery in the public sector through direct user charges.

1.06 One of the results of the civil war in Lebanon was the deterioration of public services, particularly water supply, waste water disposal and collection, power supply, and public transportation. The deterioration of solid waste services has created a severe risk to public health and the environment due to: pollution of water sources and distribution systems; discharge of waste directly into the sea and into irrigation canals; scattered piles of haphazardly dumped solid waste throughout the country; mixing of hospital waste with domestic waste; and air pollution caused by burning of solid-waste. The situation has been further exacerbated by the lack of a country-wide land use system which has led to haphazard expansion of dwellings on the sea coast, on fertile agricultural land and on sensitive natural ecosystems; pollution of surface waters and underground aquifers caused by uncontrolled pumping to provide the new communities with running water; pouring of sewage into disused wells; widespread soil desiccation; and the cultural heritage; and degradation of marine and coastal areas.

1.07 The coastal zone has been particularly affected by these impacts, and is suffering severe environmental degradation. The destruction of the Central Business District (CBD) of Beirut and the separation of offices during 15 years of strife, led to the development of major commercial and industrial centers along the sea coast, which themselves triggered the construction of large housing settlements for employees. The sea coast from Tripoli in the North to Tyre in the South has become one stretch of densely populated urban settlements, haphazardly built and lacking in services. Raw, untreated sewage flows into the sea along the

coastline; solid waste is dumped in the show and is washed away to neighboring countries; harmful gases are spewed into the air by properly equipped power stations, cement plants and other industries built near the sea for ease of unloading and off-loading; and, finally, the heavy traffic, using fuel of doubtful cleanliness, contributes to the severe atmospheric pollution.

1.08 Lebanon is in the process of preparing a comprehensive national framework for environmental protection. Recently, there have been several initiatives towards strengthening the recently created Ministry of Environment (MOE) to enable it to carry out its role of monitoring and enforcing environmental standards. Assistance is being provided by the Mediterranean Environment Technical Assistance Program (METAP) for the preparation of a national strategy, which will define the priorities for action and the policy, institutional and investment tools for their implementation. This will continue to the definition of the MOE long-term program and provide inputs to establish the broad institutional framework for environment.

The United Nations Development Programme (UNDP) is providing a complementary program of technical assistance and training to the MOE for the review and consolidation of environmental laws and regulations, institutional development, capacity building for environmental assessment, and creation of public awareness and participation mechanisms. Although the environmental regulation is feasible under the existing legal framework, it is expected that actions will be accelerated when the revised framework is approved by Parliament later in 1995. MOE has recently moved into new premises, which will permit an expansion of staff from the present level of approximately 20 people to the planned level of about 150 people.

1.09 The Council for Development and Reconstruction (CDR), which has the overall responsibility for planning and coordination of investment programs, also needs strengthening in its environmental review functions. In view of the need to integrate considerations at the earliest stage of the planning process, CDR will use the services of the European Union (EU) funded Program Management Unit (PMU) to provide a senior environment expert to train CDR staff and to coordinate environmental review activities. The expert, who will be in post by March 31, 1995, will also coordinate the inclusion of environmental mitigation and monitoring actions into the consultation and operation of disposal sites.

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- 2.00 Project Description
- 2.01 Project Objectives. The main objectives of the project are to: (i) eliminate hazardous and unsightly dumping of solid-waste; (ii) improve methods of waste collection and disposal; (iii) improve cost recovery and modernize municipal accounting systems; (iv) improve the quality and marketability of compost, through the introduction of sorting of the waste at the entrance to the compost plant; (v) increase the involvement of the private sector in solid waste management; (vi) strengthen CDR and MWRA and municipal municipalities; and (vii) create an instrument for the more orderly planning and development of the Lebanese coastal zone. Basically, the project would complete the rehabilitation of the country's municipal solid-waste collection and disposal systems as envisaged under the NERP and introduce a separate system for hospital waste.
- 2.02 Major Project Components. The project has four main components: (i) collection equipment; (ii) landfill civil works; (iii) waste disposal facilities; (iv) technical assistance including a coastal zone management plan.
- 2.03 Collection Equipment Component
- (a) Containers: There will be 5,200 in number, distributed across the country in accordance with the estimated population densities. Of this total, 1,600 will be in galvanized steel of 1100 liters with covers for use in urban centers along the coastline. The remaining 3,600 containers will be in painted steel of 1500 liter capacity.
- (b) Compactor Trucks: The compactor truck will be standardized at 10 cubic meters capacity, as these are suited to the narrow streets of the major cities and winding, steep hills typically found in Lebanon. The project will finance 180 new compactor trucks, and distribution will be in accordance with estimated population.

(c) Special FM Where necessary, provision has been made in the project for disposal of special equipment. These include street sweeping and washing equipment for Beirut and other trucks for the purpose of transporting large quantities of waste from transfer stations that will be built in cazas where it is practically impossible to find land for a sanitary landfill.

2.04 Landfill Civil Works Component:  
 (a) Safety Landfills: The 15 Landfills are being selected in accordance with approved site selection criteria. Of the 13 landfills being financed under the ERFP, the land has been acquired for 6 cazas; the rest are

still in the selection and evaluation process. Sites for landfills to be funded under the proposed project will be selected on the basis of environmental assessments agreed by the executing agency and the Bank. The landfills will be located at suitable distances from urban developments. The area will be sufficient to meet the needs of the Caza for 20 years. Each sanitary landfill will be enclosed with a suitable fence to prevent encroachment by scavengers and stray animals. A guardhouse and weighbridge will be located at the entrance to each site, enabling access to be controlled and the source of waste and its weight to be recorded. A suitable garage on site will house all the equipment belonging to the Caza and will provide routine maintenance services. An administration building will house the staff in charge of operating and maintaining both the landfill and the mobile equipment. Each site will be provided with the necessary earthmoving and compacting equipment. This will vary in quantity and size depending on the size of the landfill and the volume of incoming waste. Generally, each site will be provided with a mechanical shovel, a water tanker and a sheep's-foot type earth compactor.

(b) Closure and Rehabilitation of Old Uncontrolled Dumps: Upon construction of the 15 new landfills, the old uncontrolled dumps in each of these cazas will be closed and rehabilitated. The rehabilitation will be carried out in accordance with internationally accepted standards, and the design concepts will be reviewed by the Bank.

2.05 Waste Disposal Facilities Component:  
 (a) Compost Plants: Two compost plants will be constructed: with one in Saïda (200 tons per day), and one in Zaitîe (200 tons per day). Before the waste enters the process cycle, large, hard lumps of debris will be separated and sorted out. Then, as the waste is conveyed towards a dome, glass, paper, cloth, and bones will be manually separated and dropped from special chutes to a compacting and baling unit for sale to manufacturing industries. Ferrous metals will be separated magnetically. The homogenized compost will be mechanically aerated and tumbled, then deposited in windrows until maturation. This will result in the production of homogeneous, high-quality compost which can be marketed primarily to the farming community.

(b) Amrousiyeh Complex: The original design of the incinerator at Amrousiyeh had made provision for a third furnace of 10 tons per hour incineration capacity. Experience with the existing furnaces has not been satisfactory because of the high moisture content of the waste. Fuel oil is now used to improve combustion and the air emissions consist of black smoke and other compounds related to

incomplete oxidation of the combustion gases. The Environmental Assessment (EA) report, now under preparation, has made preliminary recommendations that the incinerator capacity should not be expanded, and that a compost plant, similar to that described above (see (a) Compost Plants) be constructed. The alternative project concept, which has been adopted for this project, consists of a compost plant and use of the existing incinerator. The incinerator will be modernized to

improve the combustion process by (i) improved calorific value in the waste feed by selective collection of a minimum of 120 tones (metric) per day of waste from higher income neighborhoods, (ii) high calorific value sorted wastes from the compost plant, and (iii) improved mechanical and control equipment. The objective is to meet the European Union Directive on Municipal Waste Incineration Plants (89/1429/BEC - QJ L203, 15 July 1989).

(c) Incinerator for Hospital Waste: An appropriately designed incinerator will be constructed for the disposal of hospital waste from hospitals throughout Lebanon. Its precise location and capacity will be determined by feasibility and environmental studies to be undertaken during project implementation. Appropriate transport will be procured to transport hospital waste to the incinerator.

2.06 Technical Assistance Component

(a) Coastal Zone Management (CMZ) Plan This component aims at creating the instruments and building the institutional capacities for the physical planning and monitoring of the coastal zone development, in order to improve environmental conditions and prevent further degradation. Its outputs would include: (i) preparing a regional environmental assessment which will identify the cumulative pressures and impacts of the coastal zone development under different investment scenarios; (ii) establishing a GIS system for physical planning and monitoring of the coastal zone development for use by CDR, MMRA and the municipalities; (iii) preparing a coastal zone management plan to be approved and legally binding on all future developments on the coast; and (iv) initiating the implementation of emergency actions to protect and/or rehabilitate coastal resources. The coastal zone management plan will include: a) a strategy for the allocation of total and marine resources, defining areas to be conserved and protected and policies for zoning and development of economic activities in the coast; b) a regulatory needs assessment and preparation of draft guidelines, rules and regulations for control of activities on the coast; and c) mechanisms for recurrent funding to support CZM activities and encourage public/private partnership.

(b) Emission Services: The designs of compactor trucks, containers, and landfills have been completed, or are in the process of being completed, under the ERRP.

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Engineering services will be needed for assistance to CDR in bid evaluation, and supervision of construction. Full engineering services will be provided for the (i) design and construction supervision of the two compost plants in Saïda and Zahle; (ii) design and construction of the Amrousiyeh Complex, and (iii) design and construction supervision for the collection and incineration of hospital waste.

(c) Institutional Technical Assistance and Training: As CDR, MOE and MMRA are newly established institutions, their staff requires training in the development and implementation of their responsibilities. MOE is already receiving technical assistance from UNDP for institutional development over the mid to long term. In the short term CDR will receive immediate strengthening to review and manage environmental assessment for the project components of landfills, hospital waste incinerator and the Amrousiyeh Complex. As due implementing agency, CDR will be responsible for these environmental assessments (EAs), and the Bank will review all EA reports. The terms of reference for a senior environmental specialist are presented in Annex 2. The project will provide supplementary assistance to MMRA, by recruiting three regional experts who will each serve for two years, providing technical assistance and on-the-job training of MMRA staff on solid waste and municipal management. Finally, the project would provide for the training of technical staff from MMRA and the municipalities.

3.00 Environmental Asset

3.01 Environmental Review Process: While the proposed project is expected to have positive environmental impacts by elimination of indiscriminate dumping of solid wastes at

roadsides, at open seashore dumps, on vacant land and at uncontrolled dump sites, the possibility that some of its components could have negative impacts if mismanaged caused it to be subject to a category A environmental assessment according to World Bank Operational Directive 4.01. The impacts of these components and mitigation measures to be undertaken are described below. Compost pits at Saïda and Zahle

3.02 Project Justification and Benefits: Composting plants were found to be the best technological and economic solutions to solid waste disposal problems for the Casas of Saïda and Zahle for the following reasons:  
(a) the existence of close-by agricultural lands makes it economically and technically beneficial for compost to be used for soil improvement;

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- (b) - the high proportion of humid (wet) organic matter (52% - 68%) enhances efficient compost production and makes incineration technically and economical not feasible;
  - (c) landfill volume requirements are greatly reduced (although the need for a landfill is not eliminated);
  - (d) the environment is safeguarded through the avoidance of nuisances such as odors, water table pollution, insect propagation; epidemic risks and aesthetic appearance; and
  - (e) mic sorting of recuperable material, namely plastic, metal, aluminum cans and glass encourages the establishment of recycling industries.
- 3.03 Potential Environmental Impacts: Despite its advantages, the establishment of a composting plant may have negative impacts on the surroundings, including:
- (a) land change in land use at the selected site from agricultural to a waste disposal site; and

(b) the nuisance to the local population, including noise from plant operations and truck traffic, generation of odors at the plant, dust and litter due to truck traffic and deterioration in roads due to heavy truck traffic.

It is important to note that there are negligible effects of the composting plants on surface waters, groundwater, geological conditions at the site, fauna and flora, climate, tourist attractions and archeological sites. This is mainly due to the openness of the site locations.

3.04 Mitigation Measures. Mitigation measures to minimize the above mentioned negative impacts were developed and a management plan for the application of these measures has been established. These measures are based on past experience both in Lebanon and abroad. Accordingly, all non constructed areas will be covered with lawn, and the whole compost plant will be surrounded by trees. All circulation areas will have a high quality grade and sub-grade capable of withstanding the traffic of heavy trucks and will be paved with washable anti-sliding material. The storage, fermentation and maturation areas will be covered. These areas will be equipped with fire extinguishers, fire hydrants and a basin for water storage. Noise pollution will be minimized by implementing strict regulations for noise control of equipment, for speed limitation of trucks arriving and departing, and by establishing fixed opening hours for the operation of the plant. The odor and litter problem will be reduced by placing a reception facility below ground level. As for the wastewater generated from the daily use of water, it will be treated in a septic tank of appropriate capacity. The composting plants

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will be complemented by adjacent sanitary landfills, built according to international standards, capable of handling all the non-recyclable sorted refuse from the plants. It should be noted that important measures would be undertaken to ensure the operation of the compost plant meets the standards and objectives it was originally designed for, essentially the transformation of domestic municipal waste into a useful product that can be marketed and used in agriculture. This goal will be achieved by (i) ensuring a high quality compost that is suitable for use in the nearby agricultural lands; (ii) undertaking a successful marketing campaign to increase people's

knowledge and awareness and to eliminate their reticence towards using a product generated from waste; and (iii) ensuring a good coordination between the various agencies concerned by the project, namely the Ministry of the Environment, the Ministry of Agriculture, the Green Plan, the municipalities involved, and other non-governmental organizations.

Amrousiyeh Complex  
3.05 Environmental Impacts. Increasing the capacity of the existing Amrousiyeh incinerator is not an environmentally sustainable solution for waste disposal in the region of western Beirut. As the organic (putrescible) materials represent 50-68 % (wet weight basis) of the waste with a high water content (62-81%), the existing incinerator even requires addition of fuel oil to assist in combustion. Emission stack testing shows that dicre is still incomplete combustion, and black smoke, particulate matter and odors are common occurrences. The Amrousiyeh incinerator would not, therefore, be expanded.

3.06 Mitigation Measure. The proposed alternative for the incinerator expansion is the construction of a compost plant at the existing site and modernization of the existing ovens at the incinerator, so as to meet European Union standards. Inefficient incineration of the wastes will be resolved by selective collection of wastes from neighborhoods with higher calorific value wastes, by use of the high calorific value sorted waste generated by the compost plant and/or by use of compost from the composting plant. This solution is an integrated solution that encourages reduction, reuse and recycling of waste materials and also makes efficient use of the existing facilities at the site. The mitigation assures to be implemented for the composting plant will be similar to those described above for the composting plants at Saïda and Zabie.

3.07 General Site Selection Criteria for Landfills. The selection of sites for landfills in Lebanon is a difficult process due to the lack of suitable sites in the rugged mountainous terrain, due to the disruption of effective municipal solid waste planning procedures during the civil war and due to opposition to landfill sites from those in their vicinity. The "not in my backyard" attitude towards accepting landfills appears to be widespread among landowners and the public in Lebanon. A general set of criteria have been developed to assist in the selection of rational sites for landfills and to define basic design principles for landfills. The criteria emphasize \* avoidance of sensitive environmental features, while taking into account the need for landfills located close to a population center to minimize transport distances, and are summarized in Annex 4. An environmental assessment (EA) report recommended one or several

- 10- environmentally acceptable sites will be prepared for each caza by CDR, and the EA report will be reviewed by the Batic. The EAs will systematically analyze three main environmental aspects: (i) justification of site selection; (ii) results of the public consultation process; (iii) site specific design criteria for environmental mitigation and protection.

3.08 Hospital Wastes. Inventories of hospital waste were carried out for the cazas of Saïda and Zahle, and for western Beirut. These surveys are a first attempt to describe the types and quantities of hospital wastes generated in Lebanon. The survey results indicated that hospital wastes represent a minor proportion of the overall waste production: less than 1% of daily waste generation. The hospital wastes consist of mainly domestic wastes (from the kitchens, offices, general maintenance services) but infectious wastes (consisting of human tissue, blood and laboratory wastes) can represent up to 50%, as is common in western Europe. Presently both these types of hospital wastes are co-mingled in collection and disposal with other municipal wastes. The only exception occurs at two hospitals in western Beirut which are equipped with special incinerators. Under the project, a feasibility study and environmental assessment for the location and sizing of a central hospital waste incinerator will be carried out and funding provided for the incinerator and the necessary collection vehicles.

3.09 Industrial Wastes. Inventories of industrial waste were carried out for the cazas of Saïda and Zuhie, and for western Beirut. The inventories were compiled based on systematic interviews with owners and managers of local industries. Industries surveyed include slaughter houses, rendering plants, chicken and livestock production, tanneries, dye and textile mills, footwear transformation industries, vehicle repair garages and furniture plants. These surveys are a first attempt to describe the types and quantities of industrial wastes generated in Lebanon, and the results presented in the EAs show that: 1) the quantities are probably underestimated; ii) existing disposal practices are basically haphazard, for example disposal in rivers, on roadside in



uncontrolled dumps, mixture with all other plant wastes or burning of used tires. Further work will be undertaken to develop a plan, to be financed by the ERFP, so as to separately collect and to separately dispose of the various categories of industrial wastes.

3.10 Coastal Zone Management Plan. The first step in the preparation of the coastal zone management (CZM) plan will be a full assessment of the key coastal resources under use by development present. A regional environmental assessment (REA) will provide a diagnostic of the present situation, and forecast the state of the coastal zone and its resources by the year 2010 under various investment scenarios. It will identify the main sources of environmental degradation, critical areas and emergency actions, in a study corridor 16 km wide. This REA will be used for the preparation of land-use policies which can lead to environmentally sustainable patterns. The consultant will commence work early in 1995.

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