

## 5 NAPE PRESENTATION

### 5. 1. *Need for coherence*

#### 5.1.1 *Conformity of the National Action Plan for Environment (NAPE) to the international conventions on environment*

Adherence to conventions and treaties called the Rio generation, translates the Moroccan government's will to subscribe in the legal framework of the new perspectives of international cooperation provided by these new legal instruments for countries. Morocco which has always been faithful and observant of the fundamental rules regulating international cooperation, has ratified the three conventions ensuing from the Rio Conference process and focusing on issues of climate change, biodiversity and combat desertification.

As a member of the international community, Morocco's responsibility as to the protection of natural environment has been carried out, while, of course, taking account of the social, economic, and cultural peculiarities of the country. The inclusive approach advocated by Morocco for the implementation of the conventions to combat desertification, convention on biological diversity and convention on climate change through NAPE largely encompasses all the fields covered by the concepts of "environment" and "sustainable development". This approach inspired by the innovative principles combining the philosophy of these conventions, is a vivid example on Morocco's adherence to these principles.

As such, NAPE has favored the necessary recentering of the goals of national sectoral development plans, by favoring the initiative aiming at integrating environmental concerns within the socio-economic policy of the country. From this perspective, several actions are envisaged aiming at the promotion of sustainable development of Morocco, especially through programs for reinforcing the institutional and legal framework, national potential as regard to environmental management, as well as conditions related to environmental follow-up and evaluation. Are also planned, increasing awareness programs, education and environmental information, favoring adequate involvement of civil society.

The provisions of the laws on environment suggested within NAPE framework consolidate the conceptual orientations advocated by the Rio conventions and translate Morocco's will to honor his commitments screws to screw of these conventions. They also fill the pertinent conditions which will allow the adaptation of the Moroccan legal and institutional frameworks to the new demands of the global law on environment.

### *5.1.2 NAPE's conformity to the planning frameworks.*

NAPE is not the only planning framework in Morocco. There are indeed other types of strategic frameworks for environmental planning and management. We can cite by way of an example, the national strategies for the conservation and the development of the pastoral and forest resources, in terms of water and land, the national debate on territory development, the national program for combating desertification and the economic and social development plan. These strategies, plans and programs comprise all of them the elements necessary for reaching a management that will conserve natural resources and for having environmental concerns taken into consideration within the economic and social development process. NAPE was conceived with the concern of realizing a harmony between its goals and content with those of other sectoral strategies and national priorities.

We can nonetheless ask ourselves about the point in putting forward simultaneously the elaboration of the National Action Plan for Combating Desertification (PAN) and that of NAPE. This initiative which might give the impression of a double use, finds indeed its justification, first of all, in the importance of the innovative approach advocated by the International Convention to Combat Desertification and Mitigating the Effects of Drought. Besides, PAN being an essential component of NAPE, its implementation would allow Morocco to put forward tougher initiatives for natural resources management, at the different levels of intervention.

The same questions can pertain to the National Scheme for Land-use Management (SNLM) being elaborated. Here again, the risk of inconformity has been dispelled. Indeed, while SNLM launches its action from a specific ground, it combines perfectly, within its general problematic as well as in its prospective view, the problems linked to sustainable development, to environment and to living standards of the Moroccan society. The added value of SNAT is, on the one hand, to enlarge the scope of the environmental concern and, on the other hand, to take into account the peculiarities of the different eco-geographic zones of the country.

At another level, the whole planning process was conducted in a way so as to ensure an adequate institutional structure, and to even favor a joint planning of natural resources management, protection of environment and territory development. In such a way, the national body of coordination supervising PAN elaboration is composed of the same government and civil society representatives, having participated to NAPE conception. Moreover, consistency and harmonization of NAPE and ESPD elaboration processes have been ensured by the cross-contribution of the Environment Department executives and those of the other ministerial departments, respectively to NAPE and ESPD elaboration. Thus, 53 executives from the Environment Department have actively taken part in 130 meetings of the sectoral committees in charge of PDES preparation. This participation, requested by the departments in question has aimed at increasing the sectoral decision-makers' awareness of the importance of the environmental dimension and of the need to include in the appreciation of elaborated programs, the criteria which takes into account the impact of each project on this dimension.

## *5. 2 Elaboration approach*

So to make of NAPE a planning and federal tool at the national scale, which takes into consideration the sectoral actions and programs, as well as the tendencies of the different parties, its elaboration has been based on a participative and deliberative approach. Such an approach was implemented twice. First, within the framework of the thematic workshops and then, within the framework of an integration workshop, whose results are behind NAPE concept. A third updating and checking stage has been judged necessary, due to the drawing up of ESDP and the holding of the National Debate on Territory Development. Indeed, those two events constitute important stages and a significant turning point in the field of environment management. Concerning ESPD, each ministerial department has construed in its program for the planning period 2000/2004, a section on environment, well adapted to its needs. As for the National Debate on Territory Development, environment has been an element on which all the debates and recommendations were centered.

### *5.2.1 Thematic workshops*

The thematic workshops have provided the occasion, at the national and local scale, for a large consultation about the principal topics related to environment and development. These workshops have involved all the concerned parties : representatives of ministries, public institutions, NGO, elected bodies, social and economic operators as well as academics. It was an opportunity for speakers to analyze and discuss the problematic of environment within the framework of their areas of activity.

The thematic workshops have focused on human activities (population, territory development, and housing, agriculture, industry and energy), the physical environment (water and soil) and health. Two complementary workshops have tackled some intersectoral aspects : the workshop on information, education and communication and the one on legislation, regulation and financing.

### *5.2.2 Integration workshop*

The actions defined at these thematic workshops have been resumed at a single integration workshop which has brought together all the parties. It has given room for bringing in an inclusive view having as a result the harmonization of actions for the purpose of avoiding double use of limited human and material resources, optimizing and backfitting actions within a single integrated program. From this perspective, each action has been meticulously studied, according to a chart of predefined criteria allowing the appreciation of its relevance and its range, concerning its impact on environment. The actions have also been judged in terms of their conformity with other national plans (SNAL, PAGERetc.) and in terms of the international commitments of Morocco.

### *5.2.3 Debate on territory development*

The National Debate on Territory Development also occurring after the holding of integration workshop, has been taken into account in the elaboration of NAPE. This debate was a high occasion to reflect on the questions of territory development, with a view of sustainable

development and to recognize that environment is at the heart of economic and social development in Morocco. The Man/environment relationship was present within the debate, which has recognized that pressure on frail environments and on natural resources will just increase because of the gap between the economic growth and the demographic one and that action should be taken simultaneously at the myriad fronts. Such a challenge can not be taken up using the traditional methods, but requires a more enterprising society and a more efficient State.

The realization of a sustainable development depends on a management of the natural resources which ensures, at the same time, the mobilization and the preservation of the existing resources. This requires the integration of the environmental dimension in the process of development, as well as the changing of the citizen's conduct screws to screw of his environment. The realization of the last goal implies a relentless work at many levels (family, school, media...) so as to establish an environmental culture. Besides, the elaboration and the implementation of a legal framework ensuring the protection of our natural riches should be listed among the priorities.

Two priorities should guide the action : catching up in terms of basic infrastructures' backwardness and struggle against poverty, especially through the creation of jobs.

At the environmental scale, priorities fixed by the debate focus on :

- > Preservation of water resources.
- > Rehabilitation of urban environment, with a particular care to urban-related areas.
- > Drawing up of a development policy designed for the mountains and based particularly on national solidarity.
- > Littoral protection

### *5.2.4 Economic and Social Development Plan*

The 2000-2004 Economic and Social Development Plan (ESPD) tackles the issue of environment as a priority and insists that economic development takes into account the needs of environment protection and the upholding of the natural balance. It gives priority particularly to :

- > Developing rural areas whose present backwardness, especially in terms of access to basic services, and drought, heightens pressure on environment and makes natural surroundings deteriorate.
- > Struggling against pollution brought about by industrial and mining activities.
- > Rehabilitating the urban landscape.
- > Protecting natural surroundings and biodiversity.
- > Increasing public awareness and communication regarding environment.

The analysis of ESPD documents has allowed to point out actions inscribed by the different ministerial departments, so as to consider them during NAPE elaboration.

### 5.3 NAPE logical framework

The results of studies on the state of environment in Morocco give an image of the present problems and those which will be witnessed in Morocco in the absence of a clear strategy and a precise action plan. Additionally, these results make it possible to foresee the major or potential environmental risks. They are supposed to constitute the platform upon which the environmental action along with the conditions of its implementation are to be set.

However, the definition of such an action can not be tangibly fulfilled without there being a prior agreement on a logical framework which determines the challenges to be taken up by NAPE and the basic legal principles which govern this framework.

#### 5.3.1 NAPE fundamental challenges

How to make up a national action program for environment gathering social, economic, and environmental subjects, each different from the other: struggle against erosion, biodiversity, access to basic services in the urban zone, air quality or coasts protection?

How to strengthen synergies between economic development and social progress while making them compatible with a good management of environment?

What to do so that environmental constraints can be transformed into opportunities for a better living standard, with a consensual approach between the involved parties, in view of shared and mutual interests?

Finally, how to reconcile the citizen with his environment and make him develop a responsible behavior and be aware of the necessity for a perennial environment?

However, far from being a simple plans stacking, restricted to some sectors, NAPE will be the setting for a sustainable development vision and a truly intersectorial approach. The challenge is at the same time political and methodological. Indeed, it requires a better coordination and a careful link between economic, social and environmental policies, chosen according to sustainable development objectives.

#### 5.3.2 Problems to be solved

The environmental action aims at fully solving the set of problems defined mainly by the different environmental audits carried out by the Environment Department and by the study on the state of environment in Morocco. These problems can be subdivided into two types : the dark spots and the problems with major risks.

The dark spots correspond to chronic delays, which are either accumulated nuisances or defined and steady situations of significant pollutions. They are more or less preoccupying problems today, which, in the absence of actions, are going to become, in a short-term, more serious and more costly with regard to their treatment. Their importance can be national, regional or local.

The problems presenting major risks are mainly potential or deferred. Their effects will be felt at a larger scale and will be more or less serious and irreversible, in the absence of actions. Their importance is national or regional.

### *5.3.3 Action level*

The levels of environmental action vary according to importance of deteriorations, defined priorities and means to be implemented. They correspond to diverse degrees of ambition, in relation to different environmental management policies. Such policies can be defined as follows:

Curative policy : it aims at intervening essentially in the case of serious environmental risks, mainly in the case of risks to public health.

Growth-maintaining policy : it is based on resources rational management so as to ensure an everlastingness of the socio-economic development. In it, focus is made on prevention, internalization of external costs due to environment deterioration , economic management of risks and improving people knowledge about the subject. It is a preventive policy.

Policy for quality mobilization : It is an integrated policy which considers environment as a tool to be highly rated within the framework of a quality-oriented promotion at all levels : economic, ecological and social.

The environmental action envisaged by NAPE falls within the last option of policies, in accordance with the recommendations ensuing from the National Debate on Territory Development. Accordingly, it will, mainly, target reconquesting and rehabilitating deteriorated surroundings, comprehensive contraction of environment's vulnerability to deterioration risks and reducing disparity between regions, in terms of the populations living standards.

### *5.3.4. Goals of the action*

The goals of NAPE are at the same time ecological, social and economic :

**At the ecological level,** the aim is to avoid any irreversible deterioration of natural surroundings. This concerns mainly :

- > Safeguarding surroundings and ecosystems quality
- > Preserving biodiversity characteristics
- > Rehabilitating deteriorated surroundings
- > Cleaning-up and improving hydrous resources quality
- > Reducing vulnerability towards pollution and natural risks.



**At the social level**, environmental action aims at improving populations living standards. This concerns mainly :

- > a better access to drinking water, drainage, a decent housing and nature
- > a public health protection
- > preserving the national fish resources
- > everlastingness of economic activity
- > economic valorization of environment through creating jobs and generating incomes

### 5.3.5 Principles and priorities

NAPE is at the same time a concrete and effective translation of fixed objectives and means to reach them. It is therefore, important that all the concerned parties and operators agree on the principles which should prevail while developing and implementing it, among them:

**Prevention** : which permits to deal with all major risks and to reduce accidental and circumstantial pollution effects while acting on the reasons rather than on the effects.

**Partnership** : That strengthens coordination between the different parties and optimizes efforts and coordination between sectors programs.

**Involvement** : that assures the support of the different parties to actions under consideration, hence giving them every chance to succeed.

**Solidarity** : that rectifies the distortions and strong contrasts identified at the regional level as well as the national one. It should also have an effect on the different present bodies at local level: townships, provinces, cities, associations, etc.

**Pragmatism** : that aims to achieve a progressive development of environment quality. Thus, we could sacrifice the "spectacular" and accept, if necessary, imperfect and temporary solutions, that can be improved without exorbitant expenses.

**Priorities** : which, by their definition, take account of the degree of gravity and intensity as regard to expected effects. The short-term efforts should have considerable effects on improving environment quality. Critical situations and major risks will be the subject of important and expensive efforts.

**Consistency** : that will make of NAPE an instrument of basically national scope, in consistency with environmental assessment results carried out at different spatial scales (regional and local); this consistency also has its effect as regard to different situations priorities.

**Feasibility** : which implies that aimed objectives and means put at disposal to reach them, are in adequacy.

### **5.4 Expected results**

We will single out three categories of results : those expected at the long-term, others at the medium and short terms. The main expected result at the long-term would be to make sure that the relation between the users and the environment respects the diverse components of environment. Thus, it is vital that indicators of the economic development level and those of human development level would simultaneously improve. In this way, the solution to the problems of poverty will contribute to easing pressure on most affected resources (soil, forests water) and improving populations living standards.

Concerning the expected medium-term results, the issue is the promotion of a culture according to which policies, programs, and projects integrate systematically the environmental dimension. This means that the sectoral actions are more coherent and better coordinated . This suggests also that the role and responsibilities of different intervening parties ( public sector, private sector, civil society) are clarified and undertaken by each party and that interinstitutional conflicts are settled . This suggests finally that populations are made responsible for environment management and they are taking in charge their own development.

Finally, the anticipated short-term result would be at least to stabilize most preoccupying natural resources and urban environment deteriorations. For this reason, it is expected that the capacity of institutions in charge of environment protection would be reinforced, priority programs defined in accordance with NAPE orientations, financing of different actions ensured and populations made responsible and mobilized.