

7 NAPE IMPLEMENTATION

7.1 Conditions required for NAPE implementation

Implementation mechanisms, pursuant to the pertinent provisions of Agenda 21, are perpetuated through a coherent and operational institutional and legal framework. It also requires an appropriate reinforcement of national capacities and competence, in the public administrations sector as well as in the private sector and the civil society.

It has already been emphasized that NAPE intends to promote a specific, unifying and integrated policy as regard to environment, which would allow defining objectives to be shared by the concerned parties and to agree on ways and means to reach them. It is therefore, convenient to work towards the setting up of an appropriate institutional and legal frame that would allow to overcome difficulties, result of assignments crosscheck and scope of work conflicts between the existing institutions, which would often cripple the actions. This setting would also help creating visibility conditions at different levels, necessary to achieve NAPE objectives.

The availability of sufficient financial resources within the required deadlines to carry out the projects retained by NAPE is also obvious as one of the mechanisms to be promoted, thanks, namely, to the improvement of access to concessive funds and to the bilateral and multilateral cooperation programs.

Mobilizing funds is a necessary condition but not sufficient for NAPE success. It would be necessary indeed that institutions partners in NAPE implementation may have a clear idea on the global financial strategy and operational methods in using national and international financial means. This requires a higher level of coordination and communication, which requires to set up appropriate institutional financing means to accompany and improve efforts for mobilizing funds.

7.2 NAPE implementation Institutional framework

7.2.1 Institutional mechanisms

NAPE implementation calls for all contributors concerned with each one of the various themes agreed upon. It is important to recall once again that coordination shall go beyond framework activities to spread to linking various programs structures between themselves

and with all existing policies and programs or on-going ones.

The aim of this part is to suggest to all contributors to NAPE working out, implementation, follow-up and valuation process, an institutional framework that allows a global and specific vision of the structure, assignments and functioning of each organ contributing to NAPE management, as well as their relationship with various partner institutions.

The institutional organization to be set up should allow a consultancy and a constructive atmosphere and should, in addition, integrate the following concerns :

- > adapting the organization to requirements of the consultancy process conclusions, implemented within the framework of NAPE elaboration;
- > making sure that all consensus reached at the institutional level during national meetings (thematic workshops, National Debate on Territory Development ...) are implemented;
- > favoring the development of a climate of confidence between the structures of the State and those of the civil society;
- > clarifying the institutional provisions, in such a way as to encourage a greater institutional stability.

Therefore, the structures in charge of implementing NAPE will have clear and definite intervention fields and terms of reference ensuring for each one a field autonomy and intervention modes through a complete network, inside of which all the elements are connected to each other pursuant to a strategy that complies with the aims of NAPE. In broad outline, the institutional organization appears as follows :

At the national level

National Council for Environment (CNE)

The CNE is chaired by the governmental authority in charge of Environment, with the participation of all ministers. It can also take on, on a consultative basis, civil society, private sector and scientific institutions representatives. CNE is the organ in charge of giving an opinion about general orientation and strategic vision in environmental terms. It is also the organ of political support, orientation and decision. Thus, it is its duty to validate NAPE, evaluate the implementation thereof and give the institutional and financial impetus necessary to the application thereof.

National Committee for Implementation

For NAPE regular follow-up, a national committee in charge of the implementation thereof should be created within the CNE. It is the technical authority in charge of coordinating the implementation of all actions stipulated by NAPE. Its secretariat, provided by the Environmental Department, should work in close synergy with the other programs and shall give periodically an account of NAPE progress.

Governmental authority in charge of Environment

The governmental authority in charge of Environment is represented, in the current government, by the Department of Environment. It is about the public authority looking after the general interest and exercising political coordination through orientation acts. On this basis, it coordinates and implements the policy of NAPE and environment management. It is called to play an essential role in animating and recording the works of NAPE National Committee for Implementation. It should also see to it that cooperation and confidence relationships, that have generally prevailed while working sessions of workshops and plan committees, are maintained.

Execution structures

According to their nature, the implementation of the purely sectoral actions of NAPE are entrusted to the concerned supervisory departments. On the other hand, the implementation of intersectoral actions shall be shared between, on one side, the management departments, represented by their respective environment units, or the private operators and, on the other side, the Department of Environment. Finally, the implementation of attendant measures to NAPE actions and those coming within the competence of the environment cross-management shall be exclusively entrusted to the Environment Department. No matter the retained implementation structure, entities in charge of managing operations have always the responsibility, in addition to following up field operations, of giving periodically, to the National Committee for NAPE implementation, an account on the progress of the actions entrusted to them.

At regional and provincial levels

The environment regional (CRE) and provincial (CPE) councils are the decentralized structures of the CNE respectively in each area and in each province. They bring together, in addition to representatives of ministries members in the CNE, chairmen of regional or provincial assemblies and presidents of townships interested by the agenda. The representative of the governmental authority in charge of environment holds the position of reporter and secretary general of the CREs and the CPEs, the mission of which is comparable to that of the CNE, except that it is exercised within their jurisdiction, that is, district or province.

These councils have committees and technical working parties following the example of the CNE's technical commissions. The nature of the themes covered by these committees depends on the specificity of each district and each province.

Each council is called to draw up an environment regional or provincial plan for a lasting development that shall be a true translation of the orientations set by the NAPE, but at the regional or provincial level.

7.2.2 Role of important social groups

Parallel to institutions directly in charge of NAPE implementation, other social groups will have a role to play to ensure that actions and results be perennial. These groups include among others, non-governmental organizations, local collectivities, workers and their unions, employers' organization, cooperatives unions, especially agricultural ones and the scientific community. Representatives of some of these groups, however, participated in the different elaborating stages of NAPE and, thus, their involvement in the implementation will be accompanied by their support and their adherence to programmed actions.

In some cases, it is preferable that execution of actual operations be entrusted, in convention form, either to private operators, or to users grouping or beneficiary entities or to NGO. In this case, the role of institutional structures in charge of execution will be limited to facilitate and to encourage actions implementation.

7.3 NAPE financing

7.3.1 Financing mechanisms and sources

The implementation of the activities that are identified within NAPE framework shall require important funds. The public authorities are, consequently, compelled to make a particular effort so as to put to good use the financing possibilities offered by the bilateral and multilateral cooperation, on the one hand, and raise additional resources through putting into place financing innovative mechanisms and reinforcing partnership relations with the civil society and the private sector.

Raising the resources that are necessary to the implementation of the various identified programs shall take place, consequently, according to the following two complementary approaches : recourse to donations and multilateral and/or bilateral external concessional financings, on the one hand, and the compensation national contributions, on the other. The NAPE sets itself up, therefore, as an appropriate framework, allowing to guarantee that the interventions of the sleeping partners be coordinated.

Financing the environmental action in Morocco should prioritize the fact that planned actions within NAPE should be taken in charge partially or totally by internal resources, which would reinforce outside financial aids. Government already undertook to allocate during the 1999-2004 action plan, some of the necessary amount needed for NAPE implementation. Other additional financing means will be sought from international finance bodies devoted to environment, such as the Global Environmental Fund (GEF), the European Union or organizations belonging to the United Nations system. Same thing with special bilateral and multilateral funds, as well as those concerning conventions and protocols, all will be asked in order to respond to specific obligations of sectors concerned by international treaties.

Concerning innovative mechanisms, it is convenient to point out the creation, in consultation with manufacturers, of the Industrial Pollution Control Fund (FODEP), which would provide donations and meddium and long-term loans at market rate. It would be open to cleaning-up investment projects on eligibility criteria clearly defined.

7.3.2 Taxation role

Traditionally, the tax system is mainly designed to ensure a stable financing for public authorities. Since many years, this financing function has been going hand in hand with social and economic aims. The case reallocating a part of VAT to local authorities is part of this framework.

But the tax system can be also an instrument to bear full cost of environmental concerns, in particular by introducing a regional environmental taxation. The "paying-polluters" principle, introduced namely by the law on water shall enable basin agencies to put into place funds to finance actions for controlling pollution of natural waters and rehabilitating their quality.

7.4 Follow-up and assessment actions

In accordance with the approach agreed upon during different integrating and thematic workshops, it is explicitly stipulated that NAPE would be updated in a regular way according to an appropriate follow-up and assessment mechanism. It is indeed essential that we always maintain the national consensus reached by the different concerned parties. It is also important to remind that NAPE has been considered, from the very beginning, a national document, which is the outcome of a consensus between different partners, that is public sector, private sector and civil society. The commitment of all these concerned parties, is however, essential to allow NAPE to be really a tool for harmonizing and integrating the different actions undertaken in the name of sustainable development.

Follow-up and assessment constitute an important element in the process, especially, for detecting bottlenecks on time and proceed to necessary fittings. A performing follow-up and assessment system represents a basic element for integrating environment in the policies of other sectors. Follow-up and assessment is a function which would be taken over by the national committee in charge of implementation, result of CNE. This committee that integrates execution structures will be supported for follow-up and assessment purposes, by financial backers partners, national and international non-governmental organizations as well as representatives of the private sector. Periodically, the committee will have to meet in order to finalize activities and review the defined working schedule so as to identify bottlenecks and propose adjustments when needed.

Follow-up and assessment actions will be fulfilled according to criteria and indicators which will be defined for each of the actions at time of their finalization. On this point, and since NAPE relies on the various involved parties in development, and is inspired by basic communities aspirations; consequently, its success will be measured by degree of appropriation from target communities, of the alternatives it comes with. Appropriation being the involvement level of these entities/communities in handled operations as well as the real commitment to maintain achieved work.