Morocco Water Governance Workshop and Rating Session Preliminary Results

A two-day workshop to assess national water governance capacity and performance was held on 22-23 February 2010 in Rabat as part of the Regional Water Governance Benchmarking (ReWaB) project. Twenty people participated and provided responses to the exercise throughout the workshop. One international ReWaB project member (Lucia De Stefano) and one local facilitator (Dr. Mohamed Aboufirras) were present. Dr. Ahmed Fikri provided support in the preparation and development of the workshop and Mrs. Ghizlane Jaabari took care of logistical issues. The workshop was hosted by Institut Agronomique et Vétérinaire Hassan II, which provided logistic support under the coordination of Mrs. Ouiam Lahlou.

Overall Approach

Participants from 17 water-related organizations attended the workshop (list of participants in Annex 1):

- Secrétariat d'Etat chargé de l'Eau et de l'Environnement/Département de l'eau.
- Secrétariat d'Etat chargé de l'Eau et de l' Environnement / Département de l' Environnement/Direction de la coopération.
- Haut Commissariat aux Eaux et Forêts et à la Lutte Contre la Désertification.
- Ministère de l'Habitat, de l'Urbanisme et de l'Aménagement de l'Espace/Direction de l'Aménagement du Territoire.
- Ministère du commerce et de l'Industrie/Direction de la Production Industrielle.
- Haut Commissariat au Plan/Direction de la planification.
- Ministère de la Justice/Direction des études, de la coopération et de la modernisation.
- Office National de l'Eau Potable (ONEP)/ Direction de la Planification.
- Ministère du Tourisme / Société Marocaine d'Ingénierie Touristique.
- Office de Mise en valeur Agricole Doukkala.
- Office de Mise en valeur Agricole Moulouya.
- Association des Usagers de l'Eau Agricole (AUEA) Doukkala.
- Association des Usagers de l'Eau Agricole (AUEA) Moulouya.
- Université Hassan II.
- Office National de l'Electricité (ONE).
- Ecole Hassania des Travaux Publics.
- Institut Agronomique et Vétérinaire Hassan II.

The distribution of participants according to the ReWaB strata is shown below.

Strata	Number of Participants
Water resources	3
Irrigation	4
Other water using sectors	7
National policy makers	3
Advisors	3

The workshop and rating session followed the agenda provided below.

Day 1 - February 22, 2010

9:00 - 9:30	Registration
9:30-10:00	Opening and Welcome
10:00 -10:30	Introduction to the project approach (project objectives, water governance, features of water governance) and Q&A (L. De Stefano)
10:30 – 11:00	An example of water governance in Morocco (M. Aboufirras)
11:00-11:20	Coffee break
11:20-11:45	Benchmarking components: organizations, processes & effectiveness and Q&A (L. De Stefano)
11:45-1:00	Participant Exercise: Organizations & Functions Matrix for Morocco
13:00-13:30	Debriefing from the groups and discussion
13:30	Lunch

Day 2 - February 23, 2010

9:00-9:15	Introduction to the second day activities and Q&A (L. De Stefano)
9:15-11:00	Participant exercise: Governance Process Features
11:00-11:20	Coffee break
11:20-12:00	Participants exercise: Functional Effectiveness
12:00-12:45	Discussion in groups on water governance and the project methodology
12:45-13:30	Feedback and recommendations from the groups
13:30	Lunch

The workshop and rating session consisted of six parts: (1) an introduction to the project and the concepts of water governance supported by a Moroccan real case, and explanation of project components, (2) completion of an exercise that describes the extent to which organizations influence core water resources functions and (3) rating of key features of water governance decision-making, (4) rating of the effectiveness with which key water resources functions are carried out, and (5) discussion on strengths and weakness of water governance in Morocco and (6) the collection of feedback from the participants on the project and the approach.

Preliminary Results

The following text and tables show very preliminary results of exercises from the workshop and rating session. More detailed analysis of the results and a comparative assessment across countries will be undertaken in the coming weeks.

Organizations and Functions Matrix

The organizations and functions matrix examines the extent to which major organizations in Morocco influence water resources functions. The major functions are organizing and building capacity in the water sector (Organizing), planning strategically (Planning), allocating water (Allocating), developing and managing water resources (Developing), regulating water resources and services (Regulating). In

each of these five functions, participants assigned a score assessing the degree to which an organization influences decisions on a particular function. The scale ranged from 1 through 5, with 1 being the lowest level of influence and 5 being the highest. 3 groups completed this exercise. Shown below are the averages for all 3 groups.

	Organizing	Planning	Allocating	Developing	Regulating	Average	
Département de l'eau	5.00	5.00	4.33	5.00	4.67	4.80	*Water Department*
Département de l'environnement	3.67	2.33	1.33	2.67	4.33	2.87	*Environment Department*
Agences de bassins	4.00	5.00	5.00	4.33	4.33	4.53	*River Basin Authorities*
Ministère de l'agriculture	4.33	5.00	5.00	4.00	3.67	4.40	*Ministry of Agriculture*
Conseil superieur de l'eau et du climat	4.00	2.50	2.00	2.50	1.50	2.50	*Higher Council for Water and Climate*
Département de planification	1.67	2.33	1.33	1.33	1.33	1.60	*Planning Department*
Département de l'industrie	1.67	1.33	1.00	1.33	2.00	1.47	*Industry Department*
Département de l'aménagement de territoire	1.67	2.67	1.33	1.00	1.00	1.53	*Department for Land Management*
Département du tourisme	1.33	1.33	1.00	1.00	1.00	1.13	*Tourism Department*
Département de santé	1.33	1.33	1.00	1.00	2.33	1.40	*Health Department*
Département de l'économie	2.33	2.33	1.00	4.00	1.67	2.27	*Economy Department*
Département de la justice	1.33	1.00	1.67	1.00	1.00	1.20	*Justice Department*
Instances législatives	3.33	1.00	1.33	1.33	2.00	1.80	*Legislative bodies*
ONEP	4.33	4.67	3.67	3.67	4.33	4.13	*National Agency for Drinking Water and Sanitation*
ONE	1.67	2.67	1.33	2.67	1.67	2.00	*National Agency for Electricity*
ORMVA	3.00	4.33	4.00	4.00	3.33	3.73	*Regional Agencies for Agricultural Development*
Eaux et forets	2.33	2.67	1.33	2.00	3.00	2.27	*Water and Forest Department*
Secteur privé	2.00	1.33	1.00	1.67	1.33	1.47	*Private Sector*
Universités	2.00	1.33	1.00	1.00	1.67	1.40	*Universities*
ONG	1.67	1.00	1.33	1.00	1.00	1.20	*NGOs*

Associations des usagers de l'eau	1.67	2.00	1.67	1.33	1.33	1.60	*Water Users Associations*
Ministère de l'Interieur	3.33	3.00	2.00	2.00	2.33	2.53	*Ministry of Domestic Affairs*
Régies	2.00	3.50	2.00	3.00	3.50	2.80	*Local Water Agencies*

Water Governance Decision-making Challenges

The first rating exercise focused on assessment of selected features of decision-making in Morocco in the context of five generic water sector challenges: (1) increasing demand for drinking water, (2) declining groundwater levels, (3) strategic planning for a national water policy, (4) regulating water quality in rivers, aquifers and waterways, and (5) matching supply and demand in agriculture (see Annex 2).

The decision-making features that were assessed were

- Participation
- Transparency
- Integrity
- Rule of law
- Responsiveness

A set of between 2 and 5 questions were used to elicit a characterization of each feature for a particular challenge. Shown below are the aggregate scores for each feature in each challenge. Also shown are the averages by challenge and by feature. The scale ranged from 1 to 4, with 1 being the lowest level of the feature and 4 being the highest level. Participants completed this exercise individually after discussion in groups.

	Participation	**Transparency**	**Integrity**	**Rule of Law**	**Responsiveness**	**Average**
Challenge1: Drinking Water	2.63	2.43	1.99	3.33	3.00	2.68
Challenge2: Ground Water	3.39	3.14	2.12	3.40	3.25	3.06
Challenge3: Planning	3.44	2.71	2.39	3.56	3.53	3.13
Challenge4: Water Quality	1.91	2.23	2.29	3.13	3.19	2.55
Challenge5: Matching supply-demand	3.23	3.28	2.25	3.38	3.28	3.08
Average	2.92	2.76	2.21	3.36	3.25	

Functional Effectiveness

Functional effectiveness questions were used to assess how effectively key water resources functions were carried out in practice (see Annex 2). Participants were asked to assign a score for the present (today) as well as one reference point in the past (year 1995, when the Water Act entered into force). A four-point scale (1 through 4) was used, where 4 indicates high effectiveness and 1 indicates low effectiveness. Participants completed this exercise individually after discussion in groups.

Question	1995	Today
Roles and responsibilities of each department or agency are clearly defined	2.87	3.60
Policy goals for the water sector are clearly defined	2.47	3.20
The water sector is provided with sufficient funds to function properly	3.00	3.00
National governmental agencies consult each other when taking decisions that impact multiple sectors	2.80	3.33
National governmental agencies cooperate in the implementation of their policies where appropriate	2.47	3.00
Regional governmental agencies are consulted when decisions that affect their region are taken	2.87	3.53
Governmental agencies are staffed with sufficient and trained personnel to perform the assigned tasks	2.73	2.13
Future water supply and demand forecasts are based on good quality data	2.73	3.20
Water resources data are collected regularly, continuously throughout the country	3.00	3.33
Current strategies for long-term matching of supply and demand have been effective at matching supply and demand	2.33	3.07
Rules and procedures for assigning and recording water rights are clearly defined and functioning	1.64	3.00
Rules and procedures for transferring water rights are clearly defined and functioning	2.78	3.27
Disputes among water users are resolved effectively	2.29	3.07
Government agencies are effective at forecasting seasonal supply and demand and matching the two	3.07	3.47
Government agencies effectively operate public water infrastructure	2.73	3.07
Government agencies effectively maintain public water infrastructure	2.53	2.33
Current incentives and sanctions (including water pricing) are effective at achieving long and short term supply/demand matching	1.93	2.33
Government agencies are effective at enforcing withdrawal limits that are established	1.33	1.73
Official water quality standards in waterways are met	1.60	2.20
Aquatic ecosystems are protected to the level specified by the government	1.20	1.47
Average	2.42	2.87

Annex 1 - List of Participants

Name	**Organization**
M. Souliman Kaichouh	SEEE/Dept eau
Mme. Ouiam Lahlou	IAV Hassan II
Mme Mouna Sekkat	SEEE/Dept Environnement
M. El Ouahidi My Hassan	SEEE/Dept Environnement
M. Fekri Ahmed	Faculte des Sciences Ben Msik
M. El Bouazzaoui Rachid	MICNT
M. Omerani Abdesslam	Haut Commissariat aux Eaux et Forets
M. Kassimi Abdessamad	ORMVA Moulouya
M. Lazaar El Bekkay	AUEA Milli Haute
Mme. Abani Naima	HCP
M. Mohamed Sinan	EHTP
M. Anwar Limouri	SMIT
M. El Kodia Mostafa	ONEP
Mme. Bouchra En-nia	Ministere de la Justice
M. El Issami Abdslam	ONEP
M. Alaoui Lamrani Abdelmalek	Direction de l'Amenagement du Territoite
Mlle. Nisrine El Azher	Direction de l'Amenagement du Territoite
M. Hajji Hamadi	ONE
M. Nassiri Hamid	ORMVA Doukkala
M. Jaouad Bahaji	USAID
M. Andrew Watson	USAID
M. Ahmed Eddehbi	AUEA Nour
M. Aziz El Jami	Ministere de la Justice

Annex 2

Key Challenge 1: Increasing demand for drinking water

To satisfy increased drinking water demand, there are options to increase overall use of surface water, groundwater and desalinated water and to re-allocate water from existing uses. There are also options to increase efficiency of water use. Key decisions must be made in selecting the appropriate mix of these and other options.

Key Challenge 2: Declining groundwater levels

To reduce groundwater water table decline, there are several options. For example, you can recharge the aquifer by adding surface water, you can reduce withdrawal per hectare, and you can reduce withdrawal per hectare and cease irrigation extension. Selecting the appropriate balance of these and other measures requires that key decisions be made.

Key Challenge 3: Strategic planning for a national water policy

Generally, governments define and develop their national water-related priorities in national water policy documents and mid- to long-term water resources plans. Different approaches can nonetheless be utilized to in *the process of identifying and ordering the priorities, goals and objectives* contained in national water policies and long-term water resource plans. Please consider the process of developing water policies and plans.

Key Challenge 4: Regulating water quality in rivers, aquifers and waterways

Ensuring water quality is important to minimize adverse health effects, to ensure the quality of agricultural production and to sustain healthy aquatic ecosystems. Decision-making related to regulation of water quality includes the definition of quality standards, the formulation and application of rules to meet those standards (e.g. the establishment of pollutants emission permits), the implementation of projects to reduce pollution and the enforcement of the laws to limit pollution.

Key Challenge 5: Matching Supply and Demand in Agriculture

The agricultural sector withdraws and consumes the vast majority of water in most countries. At the beginning of the irrigation season decisions need to be made about how to share the available water among existing agricultural water users (private small and large farms, irrigation districts or government irrigation projects). These decisions are a major challenge since demand often exceeds supply.

Please consider the process of allocating water to the different agricultural water users within the constraints of the annual availability of water resources.

Annex 3

Functional Effectiveness Assessment

Thinking broadly about the ministries and departments involved in managing water resources in your country, please consider how well the following list of key water resources functions are performed. Please consider also how well the functions were performed currently as well as how well they were performed at one point in the past (year 2000).

Please use the following rating scale and place a number in each of the boxes in the matrix shown below. As you can see, a higher score reflects a higher level of performance.

4 Yes, in all or almost all cases

3 Generally yes, but not in all cases

2 Only in some cases

1 No, in all or almost all cases

NA No answer/I do not know