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ENVIRONMENTAL GOVERNANCE DEFICIENCY OF PROTECTED AREAS IN MOROCCO. CASE OF AL HOCEIMA NATIONAL PARK

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Abstract

Morocco has ratified most of the international conventions for environmental protection and sustainable development through official policies to ensure global environmental governance. The purpose of this study is to analyze the main obstacles that hinder the good environmental governance of Al Hoceima National Park (AHNP) within the development strategies of the municipality and the supervisory methods of management ministry. The results demonstrated a deficient governance due in particular to the fact that the park is under the management of an old legislation with the absence of specific regulations for its marine environment. The institutional contribution is insufficient with very limited human resources. The coordination and consultation between different operational actors in this territory is anemic or even problematic. Also, the environmental dimension is underestimated in local development strategies due to the lack of competence and the absence of regulations that ensure the management of the protected areas within a legislative framework governing local authorities. Therefore, a coherent and clear mode of governance is essential in order to preserve the park's natural resources, safeguard the ecological and natural balances, which also will improve the living conditions of the local population.

Key words: Al Hoceima National Park, development strategies, environmental governance, legislation

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1. Introduction

Aware of the national and international environmental issues, Morocco has been committed since the 1990s, to the development of national strategies that affect several environmental sectors (RDWFMA, 2007). These strategies have also been incorporated into the texts of the environment field of the new constitution of 2011.

Besides conservation efforts, Morocco has set an example since the early 2000s in terms of governance and institutionalization of planning for local sustainable development (Philifert, 2016). This bottom-up planning follows different stages of diagnosis, territorial and human analysis, where

social, economic and environmental dimensions are integrated into a global approach.

However, environmental governance faces multiple institutional, methodological, and operational constraints between the reality of development and the need of conservation. Governance is a vague concept (Toupane, 2009), described as institutions, structures and processes that define who decides, how and for whom decisions are made, what actions should be taken and by whom and for what purpose (Lockwood, 2010). Also, biodiversity dynamics are not separated from social processes (Skandrani and Prévot, 2014).

The objective of this article is to analyse hindrances to good environmental governance in AHNP in the context of development strategies of its

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municipalities, and the management method followed by the supervising ministry.

The aim of this work is to integrate the concern for good environmental governance into the conservation and development policies, to encourage decision-makers and local authorities to improve their perception of the natural, and to encourage the development of collective behaviour taking into account the environment.

This article will first discuss the context of environmental governance in the Kingdom of Morocco, and then deal with the case of AHNP and its constraints of conservation of its natural resources in line with its local development.

2. Environmental governance in Morocco

Morocco has ratified several international conventions regarding the environment and climate change. It has also subscribed to the Millennium Development Goals (MDGs) and made appreciable efforts in terms of sustainable development (Table 1).

Governance began to gain in importance for the development sector from the 1980s (Bakkour, 2013). It became an important concept in modern legislation of protected areas since, it unites several governmental authorities, including environmental and protected area entities, which make and implement decision-making processes that significantly influence the goals, objectives and effectiveness, in the long term (Lausche, 2011).

Nowadays, there is no internationally accepted definition for governance. The International Union for Conservation of Nature (IUCN), and other actors have defined governance as the interactions between political and social structures, processes, and traditions that determine the ways in which power and responsibilities are exercised, decisions are made, and citizens and opinions of other stakeholders are expressed (Borrini-Feyerabend et al., 2013; Graham et al., 2003).

The goal of environmental governance is to manage individual behaviours and/or collective actions (Armitage et al., 2012), and understand how environmental decision-making works and whether the resulting policies and processes lead to sustainable, ecologically and socially durable outcomes (Bennett and Satterfield, 2018).

Good governance is based on normative concerns related to equity, transparency and legitimacy (Lockwood, 2010). It involves governments, other stakeholders, non-state agencies and calls for a multi-disciplinary and multi-dimensional approach (Petric and Mandic, 2014). Its effectiveness must guide the choice of actions for the management and development of public resources, and the costs and actions must be proportional to the selected productivity system (Secco et al., 2014).

Effectiveness to achieve ecological results is often linked to management discussions (Bennett and Satterfield, 2018). Also, a special monitoring of

environmental legislation effects is required in environmental protection fields (Rotaru et al., 2019). A coordinating body can facilitate coordination of the roles, functions, and mandates of different governments and organizations (Abe et al., 2016).

In term of sustainable development, governance appeared to be intrinsically essential to its strategic conduct and operation (Combe, 2015) and represents the fourth pillar for a viable sustainable development (Beekman, 2004). Environmental governance analysis focuses on the ability, functionality and/or performance of the institutional governance, structural and procedural elements (Bennett and Satterfield, 2018).

A "governance analytical framework" approach is adopted to study the governance process. It is realistic, interdisciplinary, comparative, generalizable, reflexive and operational. It applies to the following elements: actors, multiplicity and diversity of decision-making locations, relationships between actors are horizontal rather than vertical, and interactions are self-regulated (Hufty, 2007).

Thus, drawing on a review and analysis of laws and regulation documents in terms of the environment and sustainable development, the following points will be addressed:

- Morocco's strategy in terms of environment and sustainable development.
- Institutional actors.
- The local planning framework.

This analysis will demonstrate the country progress and will facilitate the understanding of the issues involved in good governance within a protected area.

3. Environmental strategy and sustainable development in Morocco

Morocco's desire to better manage its natural and heritage resources was clearly identified through laws and regulatory texts promulgated before the Rio summit in 1992, in particular the national parks creation Dahir of 1934. Thus, several strategies, conventions, and laws have been adopted to date (Fig. 1, 2 and 3). Environmental governance evolution after 1992 can be summarized as follows:

- Between 1993-2001: This period saw the development of the first National Strategy for Environmental Protection and Sustainable Development in 1995, and the National Action Plan for the Environment in 2001. They constitute reference documents in terms of environmental policies.

The strategy is based on strengthening the legal arsenal, integrating the environmental component into socio-economic development process of the country, setting up an environmental data information system, and a national environmental monitoring network. However, the strategy and action plan were abandoned due to the lack of funding for their implementation and absence of clear priorities within the defined actions (NOEM, 2015).

Table 1. Achievements over time to meet the MDG’s Objective 7 “Ensure a sustainable environment” (HCP, 2015)

Targets	Indicators	1995	2000	2006	2009	2012
Target 21 Integrate the principles of sustainable development into the country’s policies and ensure the preservation of biodiversity by reversing the trend of loss of environmental resources	Proportion of forest areas (%)	12.7	12.7	12.7	12.7	12.7
	Average annual regenerated area (reforested and regenerated) (ha)	20000	20000	29651	39160	(2011) 42469
	Size of protected areas for biodiversity preservation national parks (ha)	(1994) 193380	(2001) 545000	606000	808700	(2008)

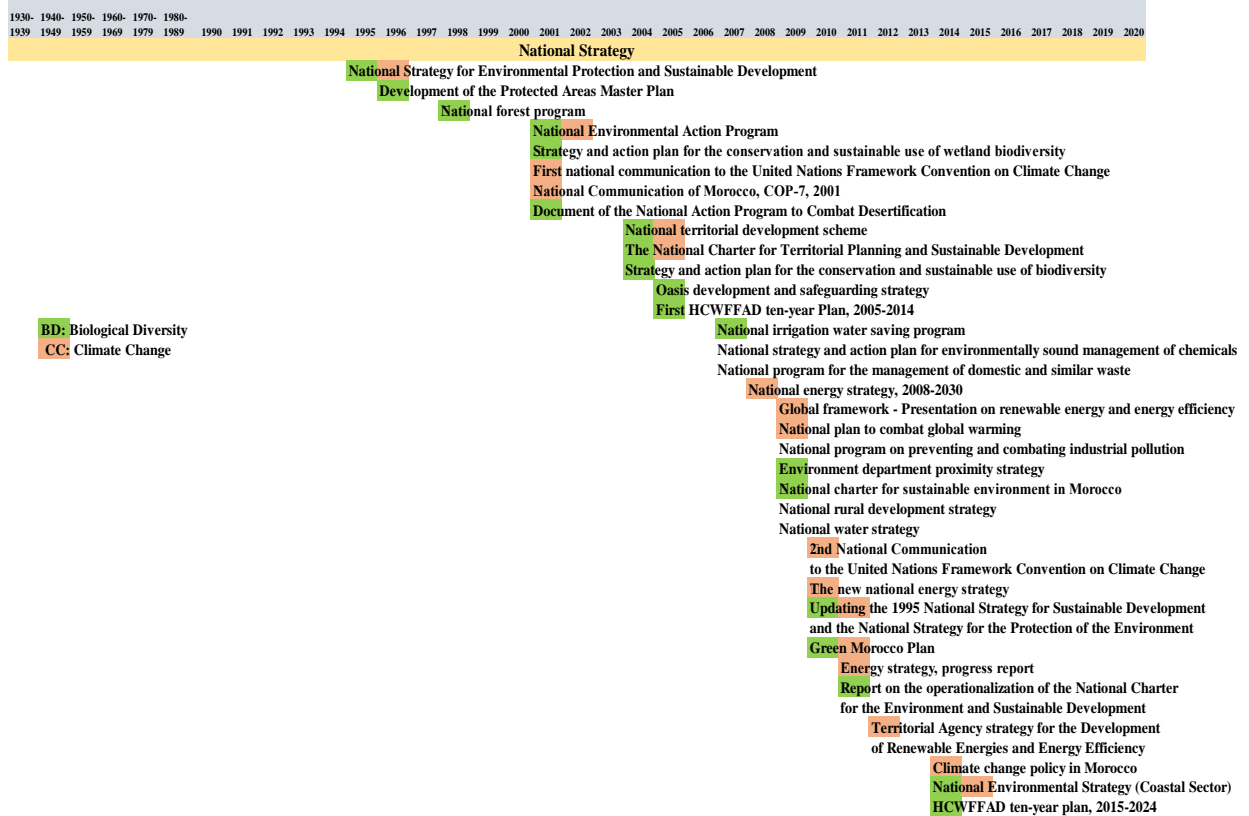


Fig. 1. Presentation of the evolution of national environmental and sustainable development strategies in Morocco

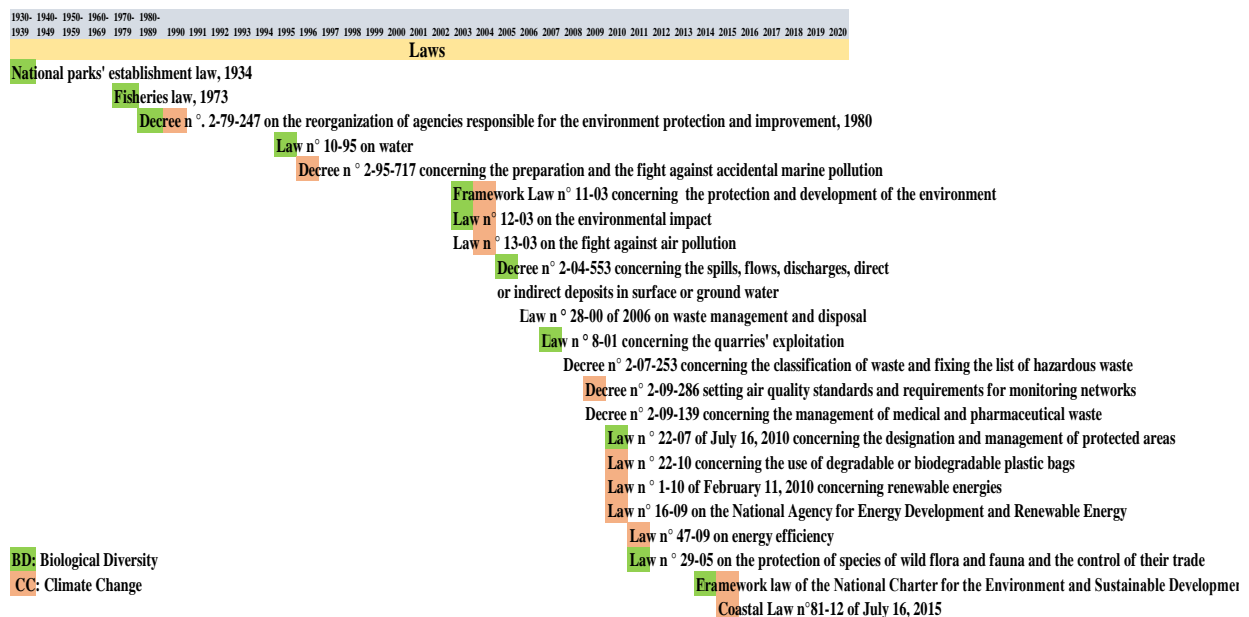


Fig. 2. Presentation of the evolution of national environmental and sustainable development laws in Morocco

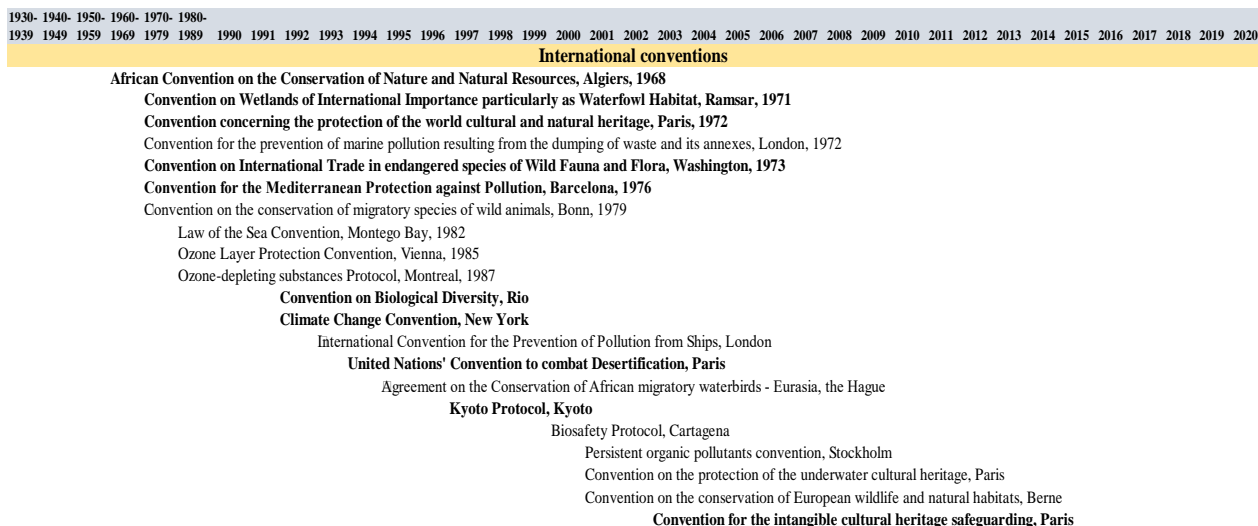


Fig. 3. Presentation of the evolution of international conventions on the environment and sustainable development in Morocco

• Between 2002-2010: This phase characterized by accelerated development and institutional and legal reforms starting in 2003. Three first major laws were adopted, namely Law 11-03 concerning protection and enhancement of the environment, Law 12-03 on environmental impact studies, and Law 13-03 on air pollution.

Also, a Law n°78-00 on the municipal charter was elaborated in 2002 for more proximity, and management efficiency, and to entrust to local authorities the collection, transport, public landfill, treatment of rubbish household and similar waste, and liquid sanitation management.

• From 2011 to Date: This stage was marked by constitutional reform and the operationalization of sustainable development. The National Charter for the Environment and Sustainable Development was created, and the new Moroccan Constitution adopted in 2011 boosted the establishment of sustainable development, and considered the right to a healthy environment for each citizen (article 31, 35, 88) (DOP, 2011). The period also recognized the movement of advanced regionalization which aims at integrating sustainable development through the development of the region's own resources and potential. Framework Law n°99-12 on the National Charter for the Environment and Sustainable Development was promulgated in 2014. It consolidates commitments of Morocco to international agreements in terms of environmental protection in a perspective of sustainable development (SSDE, 2017, 2019).

Despite commitments of Morocco and the progress noted in strengthening its national legal and legislative framework, several regulations and implementing texts are to be completed. Some laws are outdated and others have no secondary legislation to be applied, and environmental laws do not confer explicit powers in favour of the main environmental authorities responsible for inspection and legislative enforcement. There is a difficulty of convergence of the different policies and programs (GEF, 2016;

UNECE and UNECA, 2014; Zeino-Mahmalat and Bennis, 2012).

4. Protected areas strategy in Morocco

The protected area is a space subject to several pressures from different actors, some with a conservation objective and others with a vital need. This creates problems between conserving nature and the need to use space in a protected area. The crucial role of protected areas for sustainable development was highlighted in the 5th IUCN World Parks' Congress in 2003. Also the importance of involvement of local communities, and their support so that the protected areas achieve their conservation objectives (Fournier, 2004). Nevertheless, the legal complexity of creating a protected area did not prevent Morocco from adopting a National Strategy for the Conservation and Sustainable use of Biological Diversity and an associated action plan in 2004. The main objective of the adoption was the identification of ways to protect the biological heritage and its diversity, while respecting social practices and economic conditions of the populations deriving their resources from the environment (SSDE, 2017).

In Morocco, the first law governing the creation of protected areas was the "Dahir" of 1934 on national parks, which provided for the prohibition of actions susceptible to cause changes in the environment. Other laws were subsequently created to strengthen this law, namely:

- Vizier's decree of 1934 which fixing the procedure to follow for the creation of a natural park.
- A presidential decree in 1946 related to the creation of an advisory committee on national parks.
- The forestry law of 1917.
- The Agricultural Investments Code of 1969.
- The Dahir of 1976 related to the organization of participation of the populations in the development of the forest economy (hunting Code, historical monument protection, and the water law).

Thus, ten parks were created so far with an area of around 750,000 ha. Four national parks were created between 1942 and 1994 (Toubkal, Tazekka, Souss Massa and Iriki), and six national parks between 2004 and 2008; including AHNP. Also, 154 Sites of Biological and Ecological Interest were identified representing approximately all natural ecosystems of the Kingdom.

The master vision was the creation of a national network of protected areas, managed in an integrated and sustainable manner, for the conservation of biodiversity and sustainable development (Aghnaj et al., 2012). In this context, current legislation (Dahir of 1934) remains old, and no longer meets the international principles applied to protected areas.

In 2010, a new law n° 22-07 related to protected areas management was adopted. It provides that the creation of protected areas should follow specific predefined objectives, corresponding to the protection of natural ecosystems, the safeguarding of fauna or flora species, or the conservation of particular sites of biological, ecological, scientific, cultural, educational or recreational interest, or of sites with natural landscapes of great aesthetic value (Aghnaj et al., 2012).

This previous law also offers a reclassification of protected areas, the possibility of delegating management to other actors in the territory, and the involvement of local communities. However, its implementation decree is still not in force. Today, conservation policy is hindered by an archaic set of laws that ignore local communities and oppose fundamental rights. Moreover, the water and forestry administration responsible for managing protected areas has neither the technical means nor the culture adapted to the requirements of concerted participatory management (Côté, 2009).

5. A multiplicity of institutional players

Environmental management and protection are the responsibility of the Ministry of Energy, Mines, Water and the Environment, which is composed of three components: the Ministry of the Environment, the Ministry of Water, and the Ministry of Energy and Mines.

The environment sector has evolved gradually since 1972, from a division within the Ministry of Housing, National Planning and Development and Tourism to the status of Ministry of the Environment in 1995 (Philifert, 2016).

Environmental protection and sustainable development is not limited to this ministry, but concerns also other institutions and organizations (GEF, 2016). Among them, the following should be mentioned:

- Water Department.
- High Commission for Water and Forests and the Fight Against Desertification (HCWFFAD).
- Ministry of Agriculture and Maritime Fisheries.

- Ministry of Housing, and Urban Development.
- Ministry of Health.
- Ministry of the Interior.
- Ministry of Tourism.
- Economic, social and environmental advice.
- National environment council.
- Superior Council for Water and Climate and National Council for Forests.

Environmental governance is characterized by the multiplicity of institutional actors in the fields of environment and sustainable development. However, concerted action between these different institutional actors is lacking, which results in a poor coordination to converge the various established public policies and programs. Also, this centralized governance gives little space to local authorities (GEF, 2016; SSDE, 2017).

Considering this legal dynamic, Morocco has made very significant progress, but despite these advances and the real conditions, the implementation of these laws and decrees remains a work in progress.

1.5. The concept of local planning and sustainable development in Morocco: what combination?

In Morocco, local planning started in 2007 (HCP, 2007). It implies sufficiently decentralized or devolved governance, participative democracy and effective participation of citizens, and decentralized administrations in the local development process. This process integrates economic, social, cultural, political, and environmental components in order to guarantee long term solutions to the imbalanced problems of the communities.

It is approved at a high level by the Interior Ministry, and goes upwards from the municipalities through the devolved and decentralized administrative line (circles, provinces, regions, and the central level with the General Directorate of Local Authorities (GDLA)). Also, a methodological guide was produced to guide the development of the various Municipal Development Plans (MDP) in Morocco.

In general, the methodological guide for local communities (GDLA, 2008) ensures participatory and bottom-up planning aiming the involvement and decision-making by all the partners present at all levels. Also, there is no precise methodological tool to follow during the process, but there is an explanation of the different steps to follow in order to take into account all the levels.

However, the MDP development goes through four stages which are linked in time, namely:

- 1) The preparation and launch of the MDP development.
- 2) The realization of the inventory and participative diagnosis.
- 3) Planning and alignment.
- 4) Restitution to populations and adoption by the Municipal Council.

In the second stage “realization of the inventory and participative diagnosis”, the environmental dimension is planned at two angles: in the territorial diagnosis in the same way as the other sectors such as the economic, agricultural, tourist and craft sectors, and transversally to all these sectors. The transversal angle essentially concerns territorial planning and access to basic services. The consideration of both aspects gives to the environment a specific sectoral consideration and coordination with the other sectors influencing or impacting on the environment. However, no model or diagnosis related to the explanation of the integration of this dimension has been specified.

6. Case-studies presentation

6.1. Study area: Al Hoceima National Park

AHNP is located on the Mediterranean coast of Morocco. It is the only Park in the country with two facades; terrestrial and marine. It is characterized by its wild rocky coast and cliffs, the highest of which reaches 676 m. Furthermore, It brings together a remarkable biological and landscape richness of great importance in terms of Mediterranean protected areas. It has been recognized as Specially Protected Areas of Mediterranean Importance (SPAMI) since 2009 (IUCN, 2012) (Table 2).

6.2. Methodology

AHNP is subject to the application of two development methods established by the Local Authorities, and management applied by the HCWFFAD. The methodology is based first on an analytical reading of the five Participatory Territorial Diagnostics (PTD), and the five MDP related to the five municipalities linked to the park. These documents are elaborated according to the GDLA methodological guide (GDLA, 2008) and present the reference of the development strategy of the municipality.

The PTD presents the state of the municipality and the participatory diagnosis carried out, specifying the methodology used for this purpose.

The MPD supports a medium-term reflection on local development, and it is structured as follows: the main elements of the diagnosis already established in the municipality is presented in terms of social, economic and environmental aspects. Then, the strategic axes resulting out of the diagnosis are defined and justified. They reflect the common vision of the development priorities. Thus, in each axis, projects are identified and scheduled over a six-year period. A provisional budget program with funding sources is also joined to the document.

Therefore, the analysis of these documents consists in identifying these axes and projects in order to see what the degree of consideration of the environment is in the common vision elaborated, and then in the projects suggested.

This approach helps to specify the different ways of considering the environment in MPD. The strategic axes were classified into five sectors: economic, social, environmental, transversal and governance. The total number of projects under each of these sectors was then quantified.

Afterwards, the different projects listed under each sector were grouped by area of intervention (roads, drinking water, electrification, land projects, education, health, sociocultural, associations, agriculture, fisheries, trade and services, tourism, cooperatives, arts and crafts, natural disasters, forest protection action, sanitation, capacity-building) and then quantified. The graphical representation in the form of a radar and stick is the tool used to visualize the results.

The choice of this analysis is based on previous studies carried out by the Observatory of Mediterranean Wetlands, since 2010 in certain Mediterranean countries including Morocco (Chazée et al., 2017; Ghouat, 2013). It identified local planning as a potential monitoring indicator for decelerating natural resource degradation. All the works done showed that local development planning could be effective for taking the environment into account, because through its participative and bottom-up approach, theoretically allows through the use of appropriate methods, to bring out the most urgent environmental issues for the territory and the local populations.

Table 2. Presentation of AHNP

Creation	2004 (decree n°2.04.781)
Location	The Mediterranean coast, Al Hoceima Province
Area	48460 ha of which 19600 ha at sea
Administrative division	Tangier-Tetouan-Al Hoceima Region, Al Hoceima Province, Beni Boufrah and Beni Ouriaghel Circle. It extends over the territories of 5 Rural municipalities, namely: Izemouren, Ait Kamra, Rouadi, Snada and Beni Boufrah
Population	38798 inhabitants (Morocco Population and Housing Census 2014)
Specificities	Richness, and landscape and cultural diversity Forest ecosystem representative of the coastal Rif: Tetraclinaie de Bakkoya (2500 ha) 2 Forests occupy 60% of the land area: Boukkoya and Béni Boufrah Avifauna of a great ecological value (Osprey, Audouin's gull, other raptors) Typical Mediterranean marine life (Presence of three species of dolphin)
Main activities	Traditional agriculture, artisanal fishery and handicrafts (basketry)

In the second step, an analysis of the management mode exercised by the supervisory ministry within the park was determined. Based on semi-structured interviews with the personnel of services in charge of the management of the site (the manager and Director of the park, the Provincial Director of HCWFFAD, the Chief of the Center for Conservation and Development of Forest Resources and the Delegate for Maritime Fishing) and the analysis of the literature reviews related to the park and presented previously in the introduction section, two points were developed: the management mode within the park and the realization of a SWOT matrix on governance in the park (see Table 4 and 5 in the results section).

The questions requested for the personnel were based on the following elements: the creation history of the park, its conception, its delimitation, the activities undertaken, role of stakeholders and contribution to the management of the site, threats and constraints, human resources, the equipments and installations, financial resources, the regulations and control mechanism, work plan, evaluation system, natural resource management, infractions, awareness program, the role of local authorities and population in decision-making and management in the park.

The SWOT (Strengths - Weaknesses - Opportunities - Threats) matrix is a tool for qualitative analysis, interdisciplinary (Rauch et al., 2015), strategic (Worboys and Trzyna, 2020), decision support and territorial development and also evaluation (Coblentz et al., 2019, Girard et al., 2015). Thus, it allows to target the deficient zones of the governance system in the protected area and to propose the reinforcement actions required.

Results drawn from all these analyses allow a comparison of the two modes of development and management and highlight inconsistencies hindering good governance and impacting on the future of biodiversity and natural resources.

7. Results and discussion

7.1. The environment is a minor dimension in the strategic choices of local development at the level of AHNP

Figures 4 - 5 illustrate the results, which clearly show a weak representation of environmental projects. Only 6 environmental projects from a total of 81 projects for the Izemmouren municipality, 7 of 74 for Rouadi municipality, 6 of 104 for Ait Kamra municipality, 13 of 83 for Snada municipality and 17 of 103 for Bni boufrah municipality.

Therefore, the priorities of local development are oriented towards social development related to improving standard of living of the population, basic structures (education, health, transport, socio-cultural activities, infrastructure), and economic development, namely the improvement of the agricultural and tourism sectors, and the creation of income-generating

activities. Then the environment comes last with projects that mainly solve the problems of solid and liquid waste management, floods, fires, and landslides. Although these projects do not directly target natural resources, they could have a positive impact on the protected area.

In fact, the rural municipalities of the Kingdom suffer from poverty, lack of basic infrastructure, and poor water management. Therefore, it is obvious that these aspects come out first in the diagnosis, and are well studied. However, this is not the main cause that might justify the results of the environment which is viewed primarily in relation with health, welfare and living conditions of the population.

The analysis of PTD and MDP demonstrated an incomplete treatment of the natural resources part, and it was more oriented to improve the environment for human life. The method used in the diagnosis was the problem tree, solution tree and SWOT. These methods are inadequate to take into account environmental and natural resource issues. However, they had a strong influence on the solutions and strategic orientations selected and the projects developed. Also, MDP do not consider the presence of the Park and do not provide for actions with the Directorate of Management. There is no networking among the two entities to schedule actions. All these elements could explain the underestimate of the environmental dimension in the process, which impacted the choices and the options for development.

Furthermore, DTPs and MDP were developed by the same operators in all Moroccan regions, and previous studies (Chazée et al., 2017) noted a skills gap and absence of environmental specialists within teams diagnosing and elaborating MDP. Also, biodiversity, ecosystems and natural habitats concepts are poorly known and ecosystem services concept, environmental methodologies adopted internationally as DPSIR and PER (Pressure-State-Response) are unknown. This confirms the underestimation of the environmental dimension with partial diagnoses and consequently not very inclusive solutions.

7.2. A weak legal arsenal and institutional framework

Management within AHNP in its current state can be summarized as follows in Table 3.

The AHNP was created under the 1934 decree on national parks, whose primary objective no longer corresponds to the current situation of a heavily populated park. Also, the absence of an implementing decree for the new law 22-07, blocks the implementation of good governance within the park. Indeed, the territory experiences an absence of specific regulations for its marine part, an insufficient institutional system, very limited human resources (1 person responsible for the park management), a difficult coordination between actors (municipalities' elected officials and authorities, HCWFFAD, maritime fishing, and Royal Marine Gendarmerie), and an absence of laws in this sense. All these factors

impact the management and use of existing natural resources and, consequently, on the biodiversity and ecosystems present in general.

In principle, governance promotes participation of all stakeholders involved in the territory, in the decision-making and management

process. A SWOT matrix on decision-making process related to governance is presented in Table 4.

The SWOT matrix is used to examine the strengths and weaknesses of the current governance state within the park and the external opportunities and threats to its efficiency.

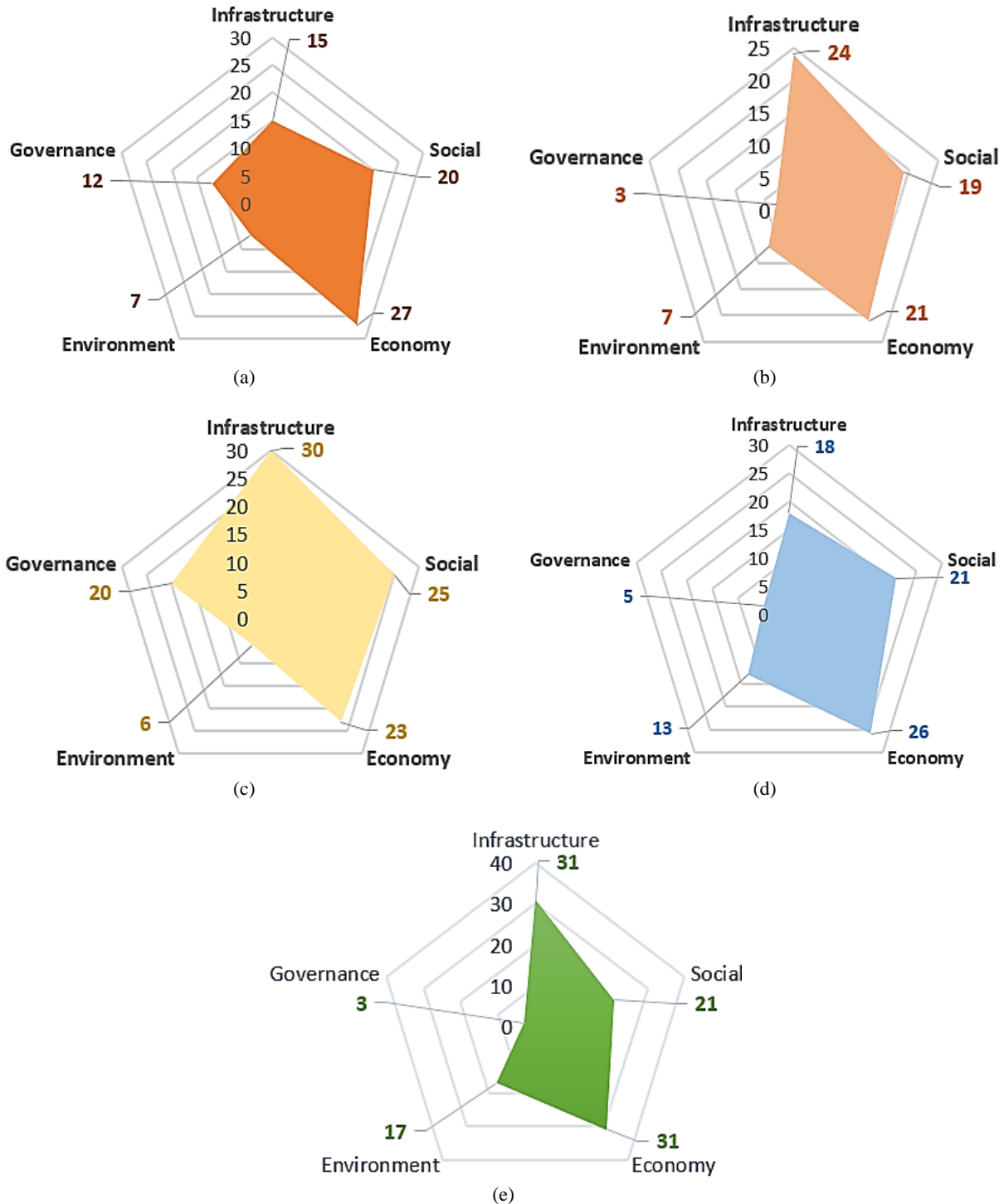
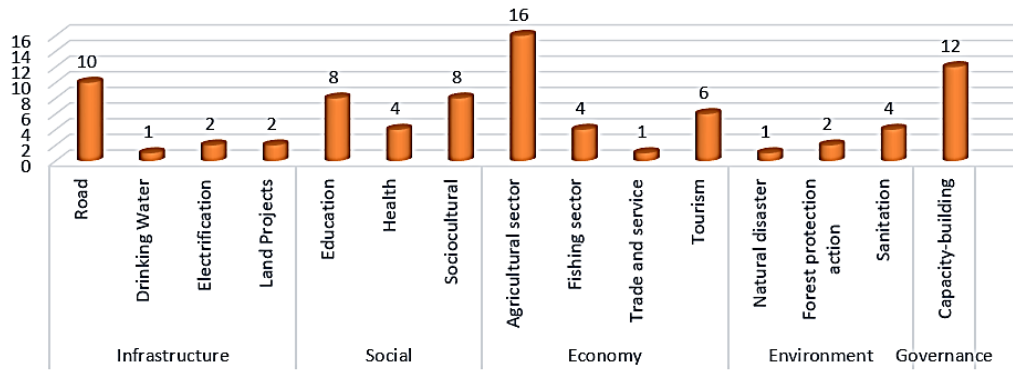
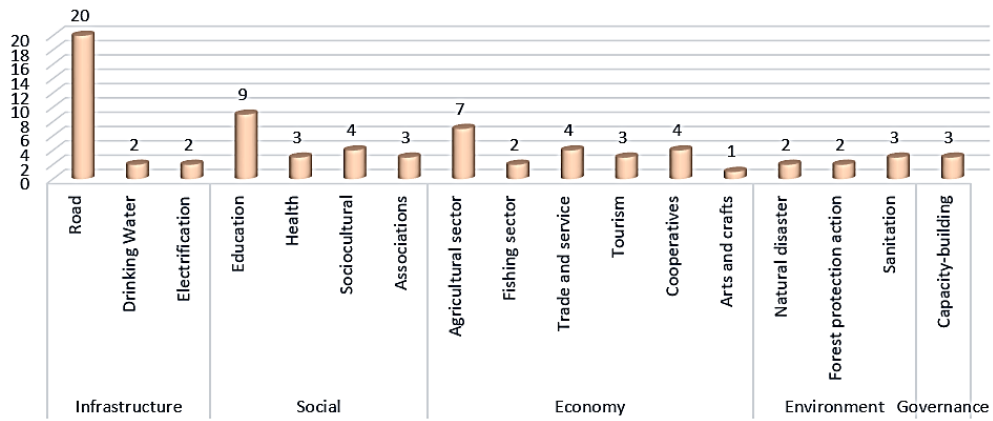


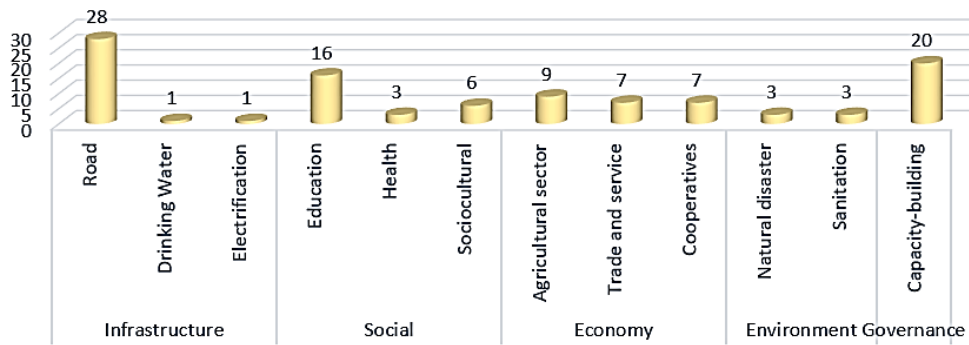
Fig. 4. Presentation of the number of development projects by sector: (a) represents rural commune Izemouren, (b) represents rural commune Rouadi, (c) represents rural commune Ait Kamra, (d) represents rural commune Snada, (e) represents rural commune Bni Boufrah



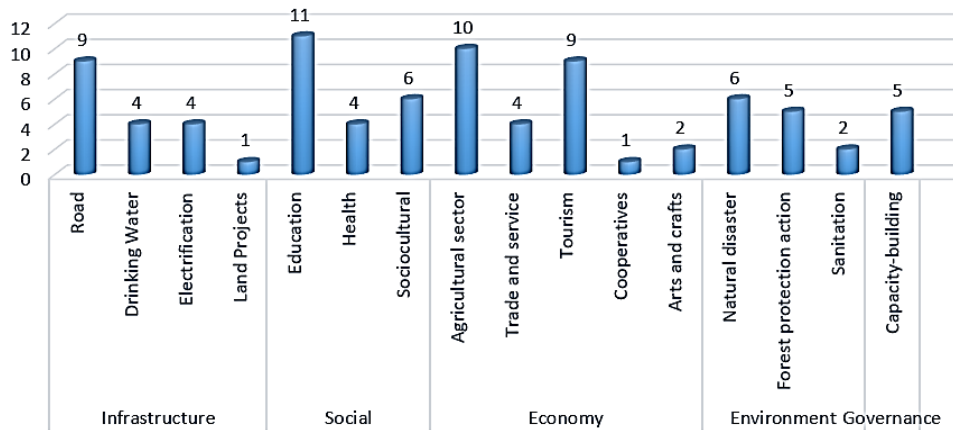
(a)



(b)



(c)



(d)

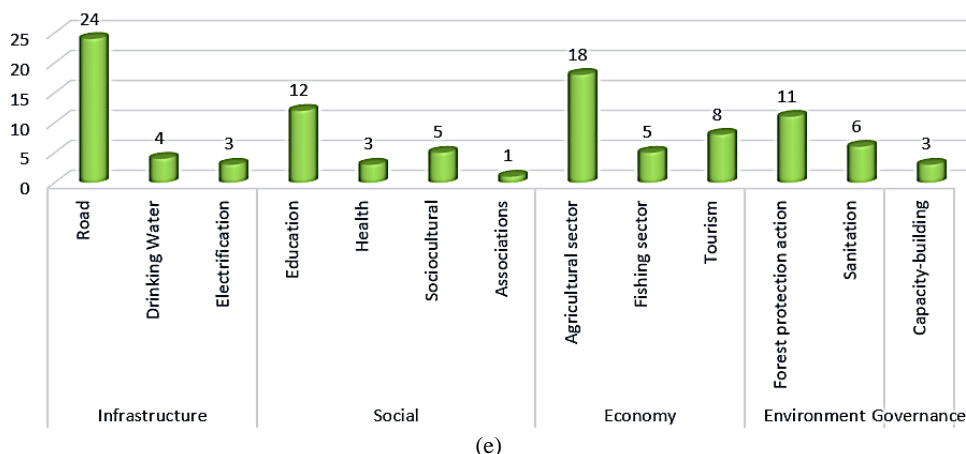


Fig. 5. Presentation of the number of development projects by focus area: (a) represents rural commune Izemmouren, (b) represents rural commune Rouadi, (c) represents rural commune Ait Kamra, (d) represents rural commune Snada, (e) represents rural commune Bni Boufrah

Table 3. Management mode in AHNP

Legislative framework:		
<i>Decree n°2.04.781 (1934)</i>		
Institutional frame:		
Management of the land part	AHNP Direction	1 responsible for the AHNP management (occupies the post of head of the Studies, Development and Planning Service) since the creation of the park. 1 Director has just been recruited in early 2019
	HCWFFAD	Forest management under the direction of: Regional Directorate of HCWFFAD in the North East; Provincial Directorate of HCWFFAD of Al Hoceima; Center for Conservation and Development of Forest Resources; Forest sectors: Imzourene, Rouadi and BeniBoufrah.
Management of the marine part	Provincial Delegation for Maritime Fisheries	Fish storage mission
	Royal Marine Gendarmerie	Monitoring mission
Development and management plan:		
2 References: Proposals for the Master Plan for the Development and Management (PDM) of AHNP, realized by Mediterranean Environmental Technical Assistance Programme and Plan bleu-SECA in 1993; Management plan for the AHNP marine part (Franzolini and Limam, 2004).		

Table 4. SWOT matrix on governance for decision-making and management in the AHNP

Strengths	Weaknesses
<ul style="list-style-type: none"> • Exceptional park (landscapes, cliffs, fauna, flora, culture) • SPAMI • Mixed terrestrial and marine park • Specific technical agreements of the AHNP (National Fisheries Research Institute, Northern Development Agency, Ministry of tourism, etc.) 	<ul style="list-style-type: none"> • A complex management to realize from its nature and zoning points of view • Insufficient human resources • Insufficient to almost absent communication between stakeholders in relation to conservation and development actions carried out at the park level • Lack of concerted action / Delegation • Quite conservative population that requires support efforts
Opportunities	Threats
<ul style="list-style-type: none"> • Multitude of potential funding (national and international) • Multitude of stakeholders favorable to the park • Differences among stakeholders can prevent the carrying out of actions that are harmful to the park • Contribution of several technical services • Organization of integrated and inter-sectoral projects • Partnerships and collaboration (Civil Society-State and between State structures) • Participation body under the Governor’s aegis • Legislative and regulatory provisions • Regionalization process 	<ul style="list-style-type: none"> • Conservative social context • Absence of a real DMP and an old DMP proposal • Lack of concerted management between the land and marine parts • Non-concerted sectoral approach and planning • Lack of participatory decision-making mechanisms • Presence of multiple national and international stakeholders in the territory requires coordination and consistency of programs • Diverging interests and conflicts among stakeholders • Municipal electoral issues • Precarious population closely linked to the exploitation of natural resources with management difficulties

Many negative elements appear in the results. However, the strengths and opportunities are not negligible assets. Strengths are presented through the park's natural potential, its international recognition (SPAMI) and its technical partnerships. Indeed, they are remarkable assets for the conservation of biodiversity and natural habitats and tools to implement some actions according to the conservation and sustainable development needs.

Weaknesses are mainly related to organization and communication. However, the threats are multiple and are associated with the intervention of several stakeholders within the absence of a participatory and concerted decision-making mechanism. Thus, all these negative elements bear on the balance of the park's decision-making power and strongly impact the decisions and conservation objectives already defined.

For the opportunities, there is elements in favour of the park managers that should be exploited to develop the park and to conserve its natural resources. It concerns the presence of donors, partners, multiple actors but also the recent process of advanced regionalization which favours an endogenous and balanced territorial development.

The confrontation of these results allowed the following considerations for improving park governance:

- Foster action synergies between different actors.
- Foster a cross-sectoral approach between technical services and other actors.
- Develop diverse visibility and communication strategies.
- Strengthen the establishment and communication of the management and governance process.

7.3. Issues that hinder good sustainable environmental governance

The comparison between the development and management mode in the park reveals a set of segmentations and deficiencies failing in its governance and therefore its management:

- **On the legal and regulatory side:**

The absence and/or slowdown of the legislative process complicate its management on both terrestrial and marine environments. The Dahir of 1934 is no longer adapted to current contexts. In 2010, a new law 22-07 on protected areas was passed. Nevertheless, its implementing decree is still outstanding, hindering its effective implementation and the abrogation of the former decree. This causes a legal vacuum in management actions, elaboration and adoption of the DMP.

The absence of institutional mechanisms for concertation and cooperation during the creation of the protected area has affected incorporation of the territorial dimension in its regulations. In addition, the legislative framework of the territorial authorities does not provide for responsibilities and regulations for the

management of protected areas. This explains the lack of concertation mechanisms between HCWFFAD and local authorities.

However, the new Constitution of 2011 has included environmental rights as a fundamental right of the population and has encouraged public institutions to facilitate citizens' access to a healthy environment and sustainable development (Articles 19 and 31). Likewise, in the context of advanced regionalization, the organic laws of the municipalities (n°113.14) and the regions (n°111.14) provide for the creation of other categories of parks and to grant the power of creation to the authorities. To avoid any contradiction and overlapping of missions, the harmonization of those laws with the law 22-07 is required.

On the marine side, the Dahir of 1934 does not clearly define the marine protected area concept and is only restricted to the land area. In 2003, Law 11-03 relating to environmental protection and development has defined two concepts of protected areas referring to marine zones (Article 3).

- **On an operational side:**

The DMP is an essential document for good governance and optimum management. The absence of a real DMP explains the lack of an administrative structure dedicated to management with adequate human resources and the absence of a specific intervention program for the park. Also, the generation of the DMP depends on the implementation of Law 22-07.

At the territorial planning level, the integration of the park is very limited. The lack of human and material resources and the lack of environmental expertise are the main reasons behind this. Additionally, development actions are not mentioned in the Dahir of 1934, nor in Law 22-07. That means development actions without orientation or precise regulation at the park.

- **Multiple actors on the territory:**

The presence of multiple actors and stakeholders (sectoral and central strategies) in absence of a coordination framework leads to conflicts of administrative interests. These conflicts result from the superimposition of various laws and measures considered. Therefore, a synergy between biodiversity strategies and the different sectoral programs is necessary.

8. Conclusions

Environmental governance is deficient at the park. An inadequate legislation in the current context and the long legislation process, are mostly at the origin of all other revealed problems. Indeed, it is a regulatory force supporting MDP and any action involving consultation with local authorities and intersectoral collaboration.

The complexity of the management of its marine environment is linked to the absence of specific regulations. Also, the presence of several

actors and stakeholders within the lack of a coordination framework generates segmentation at every operational or methodological level, and favours administrative conflicts of interest.

Moreover, local development strategies underestimate the environmental dimension. Indeed, the majority of "environmental" projects respond to human-related environmental problems (waste, sanitation, erosion, floods, fire). This observation is connected with insufficient competence and the inadequate methodologies used for ecological diagnosis during the elaboration of the MDP. There is also an absence of responsibilities and regulations for the management of the protected areas within the legislative framework of the local authorities.

The current study focuses on issues that hinder good governance for management efficiency in the AHNP. The findings can also be projected to the other 9 national parks of the Kingdom since they are governed by the same legal and institutional framework, whether for management or development.

Finally, to ensure good management within the AHNP in particular and protected areas in general, good governance is necessary to identify appropriate limits to human interventions on the environment and how to enforce them.

It is also necessary to educate and sensitize local planning actors on the methodological standards for environmental diagnosis, concepts related to biodiversity, ecosystems and ecological services used in the conservation science and encourage to integrate them into their planning. And similarly for conservation actors, to involve them in the development process.

Also, in the absence of a coherent and cross-cutting regulatory and legislative framework, it is a priority to popularize existing laws and strategies, particularly with the private sector and associations, in order to concretize the right of access to environmental information and also to consolidate awareness on the importance of preserving the environment for present and future generations.

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