



# DRIVING SUBNATIONAL CLIMATE ACTION IN MOROCCO: THE INNOVATIVE EXAMPLE OF SOUSS MASSA'S TERRITORIAL PLAN

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**ACTION AREA:** ——— Adaptation

**FOCUS AREA:** ——— Preparing

**COUNTRY:** ——— Morocco

## SECTORS

**INVOLVED:** ——— Cross-sectoral

**TIMEFRAME:** ——— 2016- 2025

**CASE SUMMARY:** ——— The Territorial Plan to address Global Warming of Souss Massa (PTRC-SM) was established to better coordinate inter-sectoral climate actions to address global warming in the Souss Massa region and capitalise on past experiences and lessons learned on adaptation and mitigation. The PTRC is currently being implemented and incorporates two components. The Regional Environment Directorate leads the first component related to adaptation with support from the German Development Cooperation Agency (GIZ)'s Environmental and Climate Governance Project (ProGEC-GIZ). The Regional Council manages the second component on mitigation.

The PTRC 'adaptation component' is presented in three parts:

- A territorial strategy (STRC) which describes the current state of vulnerability in the Souss Massa region while addressing the resilience of the territory and good practices recorded at the territorial level;
- The Souss Massa Priority Adaptation Plan (PAP) which capitalises on priority project proposals established by a variety of stakeholders and partnerships including local community groups, research institutions, regional councils and committees, sectoral associations, national ministry representatives, etc. to better adapt to climate change;
- A synthesis developed for decision-makers that summarises the key results of the first two products;

The plan will serve as a tool for territorial governance, the implementation of a climate monitoring system and the evaluation of inter-sectoral efforts in the field of adaptation through 2025. A construction site will be allocated exclusively to structural flood protection structures. Furthermore, other projects have been identified for implementation, covering various topics from biodiversity to tourism.





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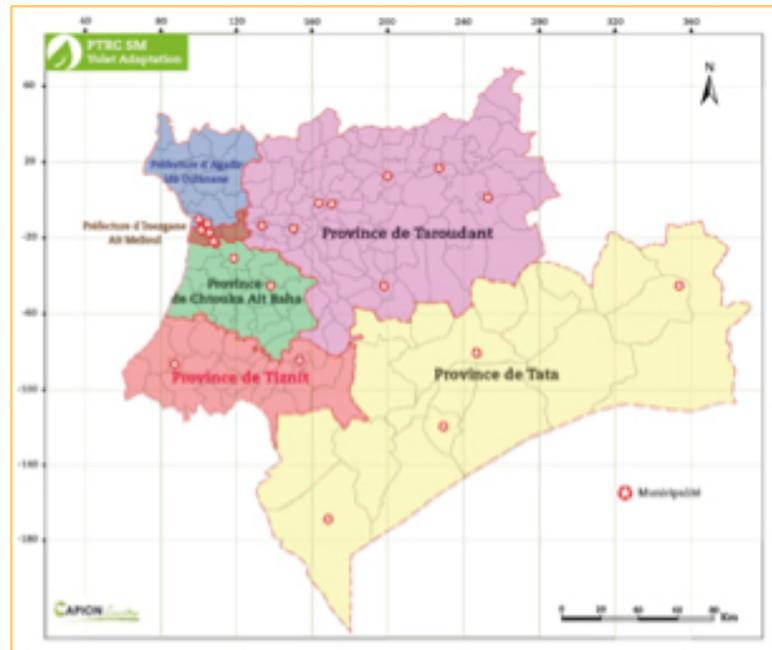


Figure 1: The Souss Massa Region (Fanzi and Jaouhari, 2018)

The fact that the PTRC is able to operationalise national climate planning and priorities by driving the formulation and coordination of local climate adaptation projects is a key innovation that can be leveraged in other jurisdictions both in Morocco – PTRCs are being planned for the regions of Marrakech-Safi and Drâa-Tafilalet– as well as in other countries. Besides the innovative character of its actions, the PTRC-SM qualifies as a good practice due to strong stakeholder engagement and technical feasibility.

### BACKGROUND:

The effects of climate change are already having a serious impact on the Kingdom of Morocco. This is evidenced by the prolonged drought at the end of the last century, which had an impact on the national economy, particularly the agricultural sector. Overall, climate change is expected to lead to a 10% decline in normal cereal yields and a 50-75% decline in drought years, a 7-12% increase in water demand for irrigation and a water shortage by 2020, mainly due to declining reservoir resources and overloading of groundwater systems (Royaume du Maroc, 2016). Further, the risks of sea-level rise and water scarcity threaten Morocco's 3,500 km of coastline, on which 80% of the country's industrial and energy infrastructure is located (Royaume du Maroc, 2009).

To address the challenges faced by climate change, the Moroccan Government has established the Moroccan Climate Change Policy to combat climate change by 2030. This policy is intended to be a flexible and dynamic instrument with a monitoring and evaluation mechanism based on four key pillars: combining competitiveness and sustainability; ensuring human development and social cohesion; systematising the consideration of environmental issues in national and sectoral planning; and creating effective governance for sustainable development (Kingdom of Morocco, 2014). It builds off the initial National Plan to Address Climate Change (PNRC) from 2009.

Morocco developed its Intended Nationally Determined Contribution (INDC) in 2015. The INDC committed to a 32% reduction in greenhouse gases (GHGs) by 2030. It also envisioned 2020 and 2030 goals for adaptation centred on: protecting populations in the most vulnerable areas through a risk prevention approach; utilising ecosystem-based adaptation to protect natural heritage, biodiversity, and forestry resources; leveraging integrated water resource management and other strategies to protect climate-sensitive production systems particularly in agriculture; and building awareness of

climate change across the country. Given the vulnerability of the water sector, most of the targets focus on improving water supplies through water efficiency, desalination, construction of new infrastructure, and expanding irrigation systems (Kingdom of Morocco, 2015).

The National Strategy for Sustainable Development (SNDD) adopted in 2017 strengthens the country's efforts for combatting climate change. It reflects the implementation of the 2014 Moroccan Climate Change Policy, while including an expansion of its focus on adaptation, particularly in the water sector. The SNDD is structured around seven levers, aiming to address global warming and consolidate sustainable development governance. It takes the sensitivity of territories and other factors into account (Royaume du Maroc, 2017).

The Territorial Plan to address Global warming (PTRC) of Souss Massa (SM) is part of this dynamic and aims to implement a climate change strategy specific to the territory of Souss Massa (Fanzi and Jaouhari, 2018). The PTRC SM reflects Morocco's commitment to the implementation of the SNDD and the operationalisation of the Nationally Determined Contribution (NDC). In addition, the territorial plan is consistent with the National Plan to Address Climate Change (PNRC).

Located in the South of the Kingdom, the territory of Souss Massa is particularly vulnerable and sensitive to climate change. In recent decades, various ministerial departments have undertaken actions to combat global warming, mainly in the field of adaptation. Although these efforts were made in a fragmented and unilateral manner, they have nevertheless strengthened the capacity of the territory and laid the foundations for good practices and measures. Ultimately, the 'adaptation' component of the PTRC is based on important achievements resulting from climate change adaptation experiences initiated at the regional level, in particular the Adaptation Climate change Nagoya/GIZ programme (ACCN/GIZ), running from 2012 to 2016. The programme aimed to provide the region with methods and instruments to ensure the rational and sustainable use of ecosystem services, taking into account climate risks. For the adaptation component, the PTRC SM therefore seeks to perpetuate and capitalise on these achievements, ultimately aiming at the appropriation of environmental governance by stakeholders.

The PTRC-SM presents a holistic approach to climate-resilient development at several levels of governance. It leverages the foundations and priorities established by national climate change policies, particularly SNDD, the INDC, and the National Climate Change Policy, as well as other plans like the National Initiative for Human Development and various sectoral and regional development plans.

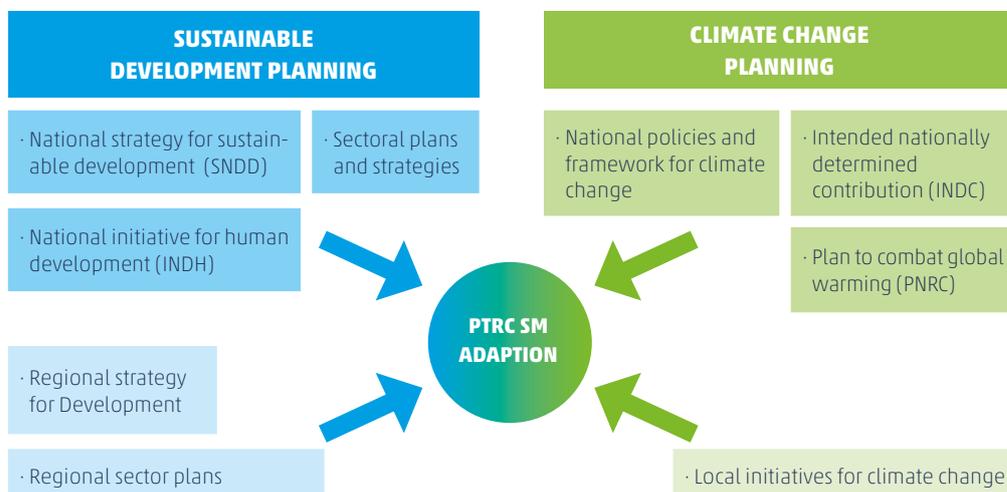


Figure 1: The PTRC at the centre of the different planning levels (Fanzi and Jaouhari, 2018)



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**ACTIVITIES:** ————— The PTRC is structured in three phases, as shown in the figure below.

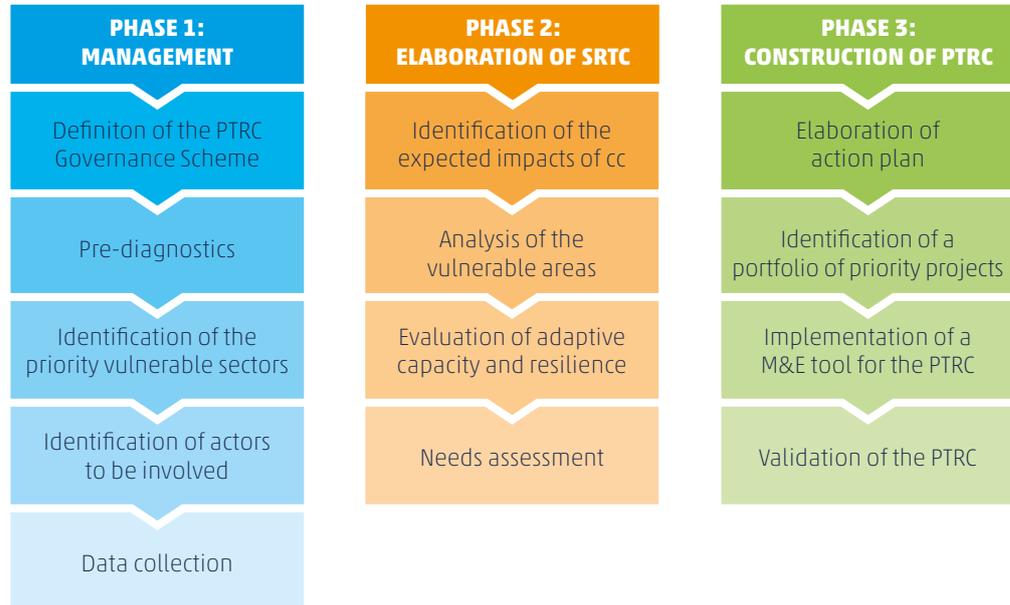


Figure 2: The different steps of the process (Fanzi and Jaouhari, 2018)

### PROCESS STRUCTURE

The PTRC has gradually evolved into a continuous process. An agreement was signed between the Ministry of the Environment and the Souss Massa Regional Council in April 2016, formalising the commitments of both parties to the implementation of the PTRC and the timing of its development. Terms of Reference (TORs) were drafted indicating the overall methodology and expected objectives. A period of 1.5 months is planned for the implementation of the territorial strategy (STRC) development phase and the Souss Massa Priority Adaptation Plan (PAP) implementation phase.

At the end of the STRC phase, priority action plans for adaptation projects were designed. The PTRC has now moved on to the research phase of financial mechanisms, the agreement development, and proposal of eligible partners to co-finance projects, thus to Phase 3 of the process (identification of a portfolio of priority projects).

### MANAGEMENT AND METHODOLOGY

In practice, the PTRC was planned according to a concerted and participatory approach. To this end, the PTRC has set up a steering framework (COFIL-PTRC) that has accompanied all phases and facilitated data collection, the management of interviews with stakeholders and the organisation of local consultation workshops. Two steering bodies have been formed. A strategic steering body ensures the monitoring of the PTRC's progress and the smooth implementation of strategic objectives. An operational steering body ensures coordination between the two components (adaptation and mitigation) as well as the regular monitoring of the PTRC's progress and supervision with partners. In an advisory capacity, a third body was formed by the members of the Regional Council's thematic commission on climate change.

The PTRC's methodological approach was inspired by several references and tools developed by GIZ such as Capacity WORKS (CW), Climate Proofing for Development (CP4Dev) and SNAP (Stocktaking for National Adaptation Planning) Tool.

The following activities were carried out with the support of the Ministry of Environment:

- Development of the SM PTRC adaptation component
- Implementation of a monitoring and evaluation system to strengthen the governance of the process and promote synergies between sectoral programmes
- Creation of a regional pool of expertise in the fields of climate change adaptation (and mitigation). The PTRC's participatory approach required the mobilisation of several actors from different spheres: institutional, private economic structures, and civil society. These actors were involved throughout the process (launch of the PTRC; focused interviews; local workshops, validation of deliverables).
- Work to build capacity and raise awareness among local actors
- Realisation of pilot projects in the field of adaptation to climate change

Besides developing the SM PTRC mitigation component, the Regional Environment Directorate is responsible for managing the following ongoing actions related to adaptation:

- Sub-project identification and inventory of successful adaptation actions
- Capacity building of local actors, particularly civil society



Figure 3: PTRC Workshops (Fanzi and Jaouhari, 2018)

### **FINANCIAL FRAMEWORK**

The proposed financial framework from the PTRC partnership (mainly the Souss Massa Regional Climate Committee and the Regional Environment Directorate) is estimated at DH 1.22 billion (around USD 126 million). This amount is divided among 36 priority projects (DH 507.41 million; around USD 52.5 million), and also includes nine structural projects for flood protection works, which were considered urgent by stakeholders (DH 710 million; around USD 73.5 million). The priority projects include technical and engineering studies, institutional, legislative and financial actions, capacity building, research and development, communication and awareness raising.



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The fund raising for the implementation of the PTRC is based on international and national funding channels that can finance projects according to the eligibility criteria recommended by various donors. The region is also considering encouraging sectors to prioritise projects defined by the PTRC and include them in the investments to be budgeted. In addition, the provision of a Regional Climate Change Adaptation Fund at the regional level seems to be an appropriate formula for inserting local NGO initiatives that are deemed relevant. Furthermore, calls for projects will be launched.

SECTORS	AMOUNT (MILLIONS OF DIRHAMS)	PERCENTAGE OF TOTAL INVESTMENT (%)
Water resources	219.05	43.17
Industry	65	12.81
Agriculture	44.5	8.77
Coastal areas and fisheries	44.5	8.77
Habitat	42.5	8.38
Forests and biodiversity	32.56	6.42
Tourism	31.6	6.23
Cross-cutting projects	19.2	3.78
Health	8.5	1.68
<b>Total Priority Investments</b>	<b>507,41</b>	<b>100</b>

Table 1: Estimated costs of priority projects by sector (CAPION CONSULTING, 2016c, compiled by CSE)

### INSTITUTIONS

#### INVOLVED:

- **GOVERNMENT AGENCIES:** Ministry of Energy, Mines, Water and the Environment, Ministry of the Interior, Souss Massa Regional Climate Committee
- **IMPLEMENTATION PARTNERS:** Regional Environment Directorate (DRE)
- **INTERNATIONAL PARTNERS:** German Development Cooperation Agency (GIZ), United Nations Development Programme (UNDP)
- **OTHER INSTITUTIONS:** University Ibn Zohr (UIZ), the Danish Technical University (DTU Partnership), Regional Centre for Agricultural Research in Agadir (CRRA), Regional Research Policy Advisory Council, Regional Fisheries Research Centre, Souss-Massa national Park, AGROTECH

#### COOPERATION WITH:

Provinces and prefectures, private sector, civil society, local communities, research institutes, universities

#### FINANCE:

GIZ and UNDP are the main donors to the PTRC. The PTRC proposes a portfolio of priority programmes and projects with an overall cost of 31.6 billion Dirhams (DH) (around USD 3.3 billion) including the two components mitigation and adaptation. For the adaptation component, 36 projects were designed for a budget of DH 507 million (around USD 52.5 million) (CAPION CONSULTING (2016a)).

- IMPACT OF ACTIVITIES:** —
- **THE DECLINATION OF THE NDC / IMPLEMENTATION OF THE NDC'S ADAPTATION OBJECTIVES IN PARTICULAR FOR BUILDING RESILIENCE TO FLOODS:** The Souss-Massa region has translated the goals of the Nationally Determined Contribution (NDC) into its territorial plan through ambitious actions. This includes several adaptation measures related in particular to flood protection. The Souss-Massa region received funding to carry out structural flood protection projects within the framework of the National Flood Control Fund financed by the World Bank. Thus, the PTRC presents a way of finance mobilisation through its coordination and prioritisation mechanism. The PTRC was further used as an advocacy tool at COP22 held in Marrakech in November 2016 (including through side-events, posters, and brochures).
  - **LAUNCH OF A REGIONAL PILOT SYSTEM FOR THE DETECTION AND MEASUREMENT OF POLLUTING EMISSIONS:** This is a first at the national level. The pilot for the Monitoring, Reporting & Verification System (MRV) was launched in 2018 in Agadir and is part of the implementation of the PTRC. The system follows the signing of the Memorandum of Understanding (MoU) between the Secretary of State for Sustainable Development (SEDD), the United Nations Environment Programme (UNEP) and the Danish Technical University (DTU Partnership). The MoU will provide an institutional and legal framework for MRV and a platform and quality assurance system for data collection at the regional level. It will primarily focus on tracking results in the energy and agriculture sectors both for GHGs as well as other key performance indicators related to resilience and adaptation of communities. This tracking will be incorporated into a roadmap for resilience and community adaptation developed by a partnership between the Ministry of the Environment, SEDD, and the Regional Council for Souss Massa. The MRV system is an essential tool for decision-making and for monitoring policies and objectives.

#### WHY IS IT

- GOOD PRACTICE:** —
- **STAKEHOLDER ENGAGEMENT AND INTER-SECTORAL COOPERATION:** The PTRC has been developed and implemented with extensive stakeholder engagement, involving government actors, civil society, the private sector and the scientific community. This has led to widespread acceptance and awareness for the implementation of the approach. The PTRC is a good practice as the level of knowledge on adaptation has improved considerably thanks to the capacity building programmes and plans that have been implemented for the benefit of regional actors. Several research and development departments have been able to implement pilot projects and actions in the field of adaptation. It is important to note that the whole process of establishing the PTRC is fundamentally based on sectoral institutional consultation and citizen participation. To this end, it reflected the willingness of stakeholders to take into account climate change considerations in their territorial planning.
  - **INNOVATION:** The PTRC is a first at the national level and reflects the commitment of local actors to absorb the impacts of climate change through adaptation and mitigation projects. The establishment of the PTRC has allowed the region to stand out and develop a local perception on climate change and sustainable solutions. The achievements in terms of adaptation to climate change have existed before but never been formalised and consolidated in an analytical document as they are dealt with in the PTRC, which presents an innovation at the national level.



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- **TECHNICAL FEASIBILITY:** The PTRC partnership including the Ministry of the Environment and the Souss Massa Regional Council with consultation from various stakeholders across industry, communities, and research institutions also developed a project formulation training with modules on the resilience of various sectors to support the different stakeholders involved in project development. The intention is for these modules to be dynamically updated and strengthened over the long term. Training on the Capacity WORKS model developed by GIZ made it possible to determine the action profile of territorial actors and develop stakeholder mapping. As part of the PTRC process, a SNAP tool training allowed for the development of an online questionnaire in the form of an easy-to-use digital form to compile and process the results obtained.

### SUCCESS FACTORS:

- **STAKEHOLDER CONSULTATIONS** around specific projects and activities under the PTRC created better uptake and more sustained engagement. The scope of the process and its participatory nature required the mobilisation of several actors from different spheres: Institutions, private economic structures, and civil society. These actors, who represent all sectoral and transversal themes, were called upon throughout the process (launch, oriented interviews, local workshops, validation of deliverables, etc.).
- **DESIGNATION OF A FOCAL POINT:** The formulation and implementation of the PTRC is hosted by the Regional Environment Directorate (DRE in French acronym), under the Ministry of Environment. The DRE as central focal point plays a unifying role in the communication process. Moreover, it contributes to enhancing the visibility of the project.
- **UTILISATION OF PAST PROJECTS, FRAMEWORKS AND LESSONS LEARNED TO INFORM MORE COORDINATED ACTION:** The methodology of the plan is based on regional initiatives, including the regional development strategy, regional sectoral projects and existing M&E systems, which allowed it to more effectively consider the specific context of the Souss Massa Region.
- **COMMITTED LEADERSHIP AND A DEDICATED FRAMEWORK FOR EFFECTIVE MANAGEMENT AND STRATEGY DEVELOPMENT:** Faced with a multitude of expected outputs, a management framework was defined from the start of the project. This accompanies all phases, and facilitates data collection, contacts with partners and stakeholders, the organisation of consultation workshops and the orientation of the project's various objectives. This management framework currently ensures the sustainability of the process.

**OVERCOMING BARRIERS / CHALLENGES:****WHAT WERE THE MAIN BARRIERS / CHALLENGES TO DELIVERY?****INFORMATIONAL:**

Faced with a plethora of international studies and projections made at local levels and to a lesser degree at national levels, the stakeholders interviewed believe that the region suffers from a lack of accessible climate information with a grid appropriate to its territory. Similarly, the availability of studies on territorial vulnerability to climate change effects and data on adaptation remains low.

**FINANCIAL:**

Despite the considerable efforts made by the various stakeholders through their own financial resources (financial resources from local authorities, decentralised services, etc.) for the implementation of the PTRC, it must be noted that the use of additional and innovative financing is essential to give new impetus to the concretisation of certain projects within the framework of the PTRC.

**HOW WERE THESE BARRIERS / CHALLENGES OVERCOME?**

PTRC activities have made it possible to:

- Support the implementation of studies and climate projections by consultants at an appropriate scale for municipalities and provinces by focusing on the impacts of climate trends on base sectors and people's livelihoods
- Provide an open forum dedicated to climate information in a format accessible and useful to decision-makers and actors at the territorial level

In the spirit of forging lasting partnerships with international donors and with the support of the Souss Massa Regional Climate Committee, financing requests have been developed and adapted to the formats required under climate finance. The Souss Massa Regional Climate Committee is a key actor able to significantly influence the PTRC process through its power. The committee is responsible for monitoring projects undertaken within the framework of sectoral public strategies. It ensures capacity building, the promotion of pilot projects and the mobilisation of partners. Furthermore, a regional fund dedicated to studies and projections for climate vulnerability and adaptation to climate change is planned.

**LESSONS LEARNED:**

- **WORK CLOSELY WITH STAKEHOLDERS TO INCREASE THE EFFECTIVENESS OF THE PLAN:** The success of the territorial plan model depends largely on the close collaboration between the various stakeholders involved. The differences in experience and level of expertise between the different actors involved were well taken into account, which stimulated learning and facilitated the implementation of the process.
- **ADVANCE NOVEL MODELS FOR TERRITORIAL DEVELOPMENT:** The PTRC represents a new instrument for economic, social and territorial development, and is in line with Morocco's advanced regionalisation process, which gives special importance to local actors and citizen participation in the regional decision-making process.



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### HOW TO REPLICATE

#### THIS PRACTICE:

- **DEVELOP AN INVENTORY OF KEY ONGOING AND COMPLETED CLIMATE CHANGE ACTIONS** in the target region or country, paying particular attention to the actors involved and their governing responsibilities. Such an inventory allows for level setting amongst country stakeholders on climate progress, helping the dissemination of results and avoiding duplication. The inventory also allows for sharing lessons learned and best practices that can be leveraged for developing additional projects or scaling up existing results.
- **UTILISE BEST AVAILABLE SCIENCE AND DATA** for identifying specific vulnerabilities and opportunities for climate action. By leveraging this foundational data, and particularly downscaled data tailored to individual communities, projects can be structured so they are supporting communities in addressing specific vulnerabilities rather than just taking general action. This can ultimately improve short and long-term adaptation results and outcomes envisioned by projects.
- **DEVELOP AN EFFECTIVE COORDINATION MECHANISM** to weave together disparate actors and initiatives into a more cohesive framework. Particularly when addressing adaptation across multiple sectors and regions, it is critical to effectively coordinate action so that synergies amongst projects can be identified. Ultimately, strong coordination can ensure that the results of the projects are supporting each other to create a truly holistic response to climate change rather than a patchwork effort.
- **PROVIDE CLEAR FINANCING AND REGULATION** as part of the development of the framework to ensure ongoing effectiveness. Clarity in access to finance and regulation particularly improves operations for both administration and project beneficiaries. Thereby, transparency, trust and buy-in in the process can be enhanced, which provides stability over both short and long time horizons.
- **ALLOW FOR FLEXIBILITY AND SELF-DETERMINATION IN KEY ACTIONS AND ACTIVITIES** for responding to climate change to ensure greater stakeholder buy-in and participation. Further, by allowing a measure of autonomy in formulating climate action, the long-term sustainability of outcomes can be improved. An innovative project design is less incentivised and the process risks losing its social mandate if stakeholders don't buy into it.

### CONTACT FOR

#### ENQUIRIES:

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- Abdelhamid Fanzi, Managing Director, Capion Consulting Maroc, abdfanzi@gmail.com

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## CASE STUDY

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## CASE STUDY

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