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**Simplified Peer Review Mechanism (SIMPEER) - Report of the Peer Review Meeting, Nice, France, 27 April 2017
(including National Reports as Annexes)**

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I. Context

The [Simplified Peer Review Mechanism \(SIMPEER\)](#) was decided by the Contracting Parties to the [Barcelona Convention for the Protection of the Marine Environment and the Coastal Region of the Mediterranean](#) during their 19th Ordinary Meeting (Barcelona Convention, COP 19, Athens, Greece, February 2016) as a framework for mutual learning and improvement, promoting dialogue between Mediterranean countries for the development and implementation of National Strategies for Sustainable Development (NSSD).

SIMPEER is based on the voluntary and equal participation of the Parties, and seeks to use an agreed methodology for sharing experiences, policies and best practices for the implementation of sustainable development at national level. This peer review mechanism is also an important incentive for reviewing NSSDs, using the Mediterranean Strategy for Sustainable Development 2016-2025 ([MSSD 2016-2025](#)) as a reference framework and a regional variation of the [2030 Agenda and Sustainable Development Goals](#) (SDGs).

The [SIMPEER methodology](#) draws on Annex II of the COP 19 [Decision IG.22/17](#) and analysis of existing peer review mechanisms, to include the following three main phases:

- 1) **A preparatory phase** with a literature review of the relevant strategic, regulatory, legislative, institutional, etc. documents provided by volunteer countries. During this phase, a questionnaire is completed by the national contact points and a country fact sheet is produced by the project team (three independent experts).
- 2) **A consultation phase:** the project team carries out a mission in the volunteer country to consult national policymakers and stakeholders (private sector, civil society, local authorities, academics and media) involved in implementation of the NSSD. Based on face-to-face interviews and plenary meetings, this phase uses the mission report to establish a national report for submission to peer countries for consideration at the Peer Review Meeting.
- 3) **A review phase** at the heart of the process: the national reports produced during the previous phase are shared among the countries involved. These reports are the background documents for the Peer Review Meeting. This phase must lead to the finalisation of the national reports, including the recommendations of the Peer Review Meeting, with a view to preparing a final report of the SIMPEER pilot test.

The three phases presented above are followed by an **outputs dissemination phase**, both at national and regional levels, so that all Contracting Parties, national stakeholders and other partners can benefit from the results and lessons learned.

During the 2016-2017 session, SIMPEER involves three Contracting Parties which have expressed their interest and willingness to take part in the pilot test: France, Morocco and Montenegro.

II. Organisation of the Peer Review Meeting

The two first phases of the process presented above were performed between July 2016 and March 2017. Draft national reports were elaborated for the three countries by the project team and reviewed by national contact points. The three draft national reports have been then shared among the three volunteer Contracting Parties national contact points.

Taking advantage of the Meeting of the Plan Bleu National Focal Points (25-26 April 2017, Nice, France), the MAP Coordinating Unit and Plan Bleu decided to organize, back-to-back, the SIMPEER face-to-face meeting on 27 April 2017. The Peer Review Meeting was crucial within the SIMPEER process since it aimed at reviewing draft national reports by peers. Peer countries were expected to share their respective experiences, comment on the success stories and good practices identified during the consultation phase, and provide recommendations for addressing remaining challenges that countries are still facing in the implementation of their NSSD. At the same time they were expected to benefit from the experience and best practices of peer countries.

The overall objective of the Peer Review Meeting was to discuss the draft national reports and formulate key recommendations towards the final report of the SIMPEER pilot test. During this meeting, each Contracting

Party was invited to present its own draft national report, while the peers were invited to make recommendations. The project team maintained a neutral position, facilitating discussions, providing additional information, and taking note of debates and recommendations.

The expected results of the face-to-face meeting are listed below:

- 1) Volunteer Contracting Parties present their draft national reports for discussion towards comments and recommendations by peer countries;
- 2) Peers provide their recommendations for addressing challenges and the way forward;
- 3) Project team collects meeting outputs to finalize national reports and draft the final report of the SIMPEER pilot test.

The agenda of meeting and the list of participants are provided in Annexes 1 and 2.

III. Unfolding of the Peer Review Meeting

3.1. Introduction of the meeting

Mr Julien Le Tellier, Plan Bleu programme officer, briefly introduced the background of the meeting. Mr Rachid Firadi, President of the Mediterranean Commission on Sustainable Development (MCSD), chaired the meeting. He welcomed the participants and recalled the importance of the SIMPEER process for implementation of the MSSD 2016-2025 and as the flagship product of the MCSD's 2016-2017 session. He thanked the Secretariat and Plan Bleu for their efforts regarding the outcome of the process and the success of the 2016-2017 pilot exercise. He underlined the importance of SIMPEER in the current context, following adoption of the SDGs, in parallel with the High Level Political Forum (HLPF) where several Mediterranean countries are invited to present their Voluntary National Review and demonstrate their commitments to ensuring the sustainability of their development. He congratulated the volunteer Contracting Parties, i.e. France, Morocco and Montenegro, which took part in the pilot SIMPEER exercise, thereby demonstrating their leadership in and commitment to sustainable development. He restated the general objective of the meeting which was to gather recommendations from peer countries on each of the draft national reports presented and discussed.

Mr Julien Le Tellier was invited to review the background that led to the Simplified Peer Review Mechanism (SIMPEER) for National Strategies for Sustainable Development (NSSDs), in particular:

- Adoption, in February 2016, of the MSSD 2016-2025 as the integrating and inclusive policy framework, drawn up following a wide consultation process, to ensure a sustainable future for the Mediterranean Region in line with the SDGs. The purpose of the MSSD 2016-2025 is to harmonise the interactions between socio-economic and environmental objectives, adapt international commitments to regional conditions, guide the NSSDs, and promote regional cooperation between stakeholders for implementation of sustainable development. As shown by its subtitle (*Investing in environmental sustainability to achieve social and economic development*), the Strategy is based on the conviction that investment in the environment is the best way to ensure the creation of sustainable employment and long-term socio-economic development;
- The COP 18 recommendations for reform of the MCSD and the innovative peer review mechanism;
- Meetings of the MCSD and its Steering Committee, which led to the adoption of terms of reference for the peer review mechanism, as found in Annex II of Decision IG.22/17 of COP 19.

Mr Julien Le Tellier summarised the outline of the methodology adopted and the steps performed to arrive at this crucial point in the process, which consists of review by peer countries of the draft national reports.

The agenda of the meeting was then adopted.

The draft national reports were presented in the order of expression of interest by countries to be candidates for the SIMPEER 2016-2017 pilot test, which also corresponds to the order in which the project team performed country missions: Ms. Marija Mijuskovic for Montenegro; Ms. Rajae Chafil for Morocco, and Mr François Guerber for France. This is also the order in which the national reports are presented in Annexes 3, 4 and 5 of this report.

The discussions that followed the presentations covered the main points reported below for each country, with regard to the five aspects of the SIMPEER methodological framework: (i) Leadership and ownership; (ii) Integration and links between the three dimensions of sustainable development; (iii) Governance and stakeholder participation; (iv) Resources and means for implementation; (v) Monitoring and assessment.

3.2. Summary and discussion of the draft national report of Montenegro

i. Leadership and ownership

The mechanism implemented to ensure the consistency of sector-based strategies with the NSSD includes the National Council for Sustainable Development, Climate Change, and Integrated Coastal Zone Management (ICZM) and its four Working Groups. Six ministries are represented in the National Council and the Working Groups. The Working Groups can call on outside skills from the public and private sector and academia for the themes and sectors that they assess. The sector-based strategies are assessed by the Working Groups with regard to their areas of expertise. On the basis of the reports provided by the Working Groups, the National Council issues conclusions and recommendations to the Government, which in turn calls on the relevant ministries to take the necessary measures to implement the recommendations. The Secretariat of the National Council provides monitoring of the implementation of recommendations by the various relevant ministries and includes review of the results of this monitoring in the agenda of National Council meetings.

Although leadership is ensured at the highest level of the State (President of the Republic), the operational framework of the National Council deserves to be strengthened. It must also be ensured that delegation of leadership to a lower level does not dilute the responsibility of the relevant ministry with regard to implementation of its obligations concerning application of the NSSD in its sector-based strategy. Changes in government structures are also a significant challenge with regard to re-specifying the scope of each ministry and ensuring continuity in commitments to implement National Council recommendations.

The leadership of the Head of State means that the whole population of Montenegro can be reached. The Secretariat of the National Council is part of the Ministry of Sustainable Development and Tourism (MSDT): this ministry provides monitoring for implementation of National Council recommendations. The rank of the MSDT in the government hierarchy is not defined; however it has significant political weight due to its visibility in the media and the place it occupies at the heart of central power. However, the Secretariat of the National Council should have a stronger position in the government structure, so that it can instruct other ministries with more power on the measures to take to apply the NSSD in sector-based strategies – and not only from the point of one line ministry to another. For this reason, the NSSD recommends that the Secretariat of the National Council be provided by the Prime Minister's Office or by the Deputy Prime Minister.

The NSSD provides a framework for integration of the concept of sustainable development into national policies. By bringing together all stakeholders, in particular the main sectors of the economy (agriculture, energy, tourism, etc.), the National Council ensures that sustainable development is taken into account in sector-based strategies. However, the concept of sustainable development must also be applied in the implementation of these policies (regulations, economic instruments, information strategies, and operation of public and private organisations). The National Council ensures the consistency of sector-based strategies with the NSSD, and the Government applies its recommendations to various ministries, which are themselves members of the National Council. This mechanism is thus circular, where a ministry must give account of its actions to the Government which imposes them and to the National Council to which it belongs.

ii. Integration and links between the three dimensions of sustainable development

The horizontal approach is imposed by the Government on the various ministries, on the basis of National Council recommendations (see above). Vertical integration (from central to local) is on a voluntary basis; the NSSD recommends that municipalities to apply the Strategy in their strategies and development plans.

Municipalities have an obligation to develop strategies and development plans; according to law they are not obliged to develop local sustainable development strategies per se, but they are obliged in line with measures of NSSD Action plan. The MSDT provides municipalities with support to help them integrate sustainability concepts and principles in their strategies and development plans. This support includes providing missing expertise, and the MSDT seeks to mobilise funding so that municipalities can use outside consultancy. MSDT participation in the process of producing strategies and development plans at the municipal level is informal, via participation of MSDT officials in local meetings. However, the MSDT would like to include these actions in a formal framework. The process is very slow, but is tending to improve. One of the activities in that area is a project with Global Footprint Network (GFN) regarding the development of Action plan for sustainable development for capital Podgorica.

Assessment of the consistency of municipal strategies and development plans with the NSSD is provided by the National Council and its Working Groups. Three municipalities are Council members and represent the three regions of the country (interior, centre and coastal); municipalities rotate annually.

Two stakeholders are very significant in the vertical integration process:

- 1) The Union of Municipalities (UoM) is not very powerful, but has significant potential that could be mobilised to ensure greater integration of the NSSD in municipal development strategies.
- 2) The Ministry of Economy is responsible for applying the law on regional development and could have amendments to this law adopted to integrate sustainability of development into municipalities.

Sharing experience, information on good practices, and promoting success-stories between various municipalities are to be encouraged so that municipalities can learn from each other's experience. Develop peer review at a local level could be encouraged/recommended.

On the one hand, integration of the three dimensions of sustainable development assumes a balance between the short time-frames of electoral mandates and the market and the long time-frames of sustainability of actions. On the other hand, the SDGs emphasise reducing all inequalities (income, age, gender, territorial, etc.). The Montenegro NSSD covers these two concerns via:

- 1) Annual prioritisation of the measures and actions to be implemented to ensure integration of sustainability into sector-based development strategies and regular (biannual, mid-term and final) assessment of the implementation of these measures and actions;
- 2) Analysis of social resources and characterisation of existing inequalities (North/South, demographic, gender, etc.) have enabled definition of the measures required to reduce these inequalities (for example, transfer of a university from the south of the country to the north).

iii. Governance and stakeholder participation

The MSDT estimates that 12% of the population of Montenegro has been directly involved in production of the NSSD, via participation in the various consultation meetings organised. To involve stakeholders, different approaches are used for different types of players: for instance, academia via conferences, Internet and social networks; public sector via questionnaires; young people via social networks, etc. The media plays a major role and its contribution must be sought. Partnerships must be developed to reach different audiences – e.g. ambassador role of NGOs and for organisation of round tables, etc.

Communication on high-impact themes (health, food, climate change, etc.) is more mobilising than a general discourse on the concept and principles of sustainable development. In this respect, the experience of citizen

forums in France is interesting with regard to awareness-raising/training and dialogue with the population on crucial development issues.

Consumers must also be mobilised to change lifestyle and consumption and thereby production. Other instruments exist such as taxation and fines. Legal actions brought by NGOs mobilise public attention and oblige large companies to adopt sustainable development policies, which SMEs then follow. Mechanisms exist to control the sustainability of private investments, but they were not implemented during the economic boom which led to heavy pressures on the coastline.

Inclusion of various actors is relatively easy in the strategy production process, but it is harder in the implementation phase. Movement from a very good strategy document to good political measures and actions requires public education, awareness-raising, and involvement, and training and awareness-raising among journalists to ensure their participation in each event and media coverage of events. Media training is important so that they can communicate public policies in language accessible to the general public (for example, for the EU Water Framework Directive). Training and capacity building for civil society are also essential to make it a true bridge to the general public.

iv. Resources and means for implementation

The State budget covers the measures identified by ministries with regard to National Council recommendations to ensure integration of the NSSD into sector-based strategies. The private sector has no obligation to reserve part of its budget for the sustainability actions of its activities. However, incentives (taxation, specific funding channels, pricing, etc.) are instruments for mobilising it in the funding of sustainable development. The national banking system, in partnership with international multilateral funding institutions, is also a useful instrument for funding sustainable development. These instruments are identified in the NSSD, but their implementation is complex and needs to be improved.

v. Monitoring and assessment

The willingness of a country to integrate all the indicators specified at international, regional and national levels into the NSSD monitoring system requires:

- Building the monitoring system on the existing architecture and solid partnerships with all the structures that hold the information and data needed for the definition and production of these indicators;
- Ensuring the communication of indicators and use of all information collected to demonstrate its usefulness and added value, and thereby ensuring mobilisation of actors to fund the NSSD monitoring system;
- Coordinating all stakeholders to avoid duplication of effort, share reference documents, and harmonise data.

Implementation of the information system can only be funded by international and bilateral organisations if it is part of an infrastructure project.

3.2. Summary and discussion of the draft national report of Morocco

i. Leadership and ownership

The NSSD was not adopted before 20 March 2015, as planned by Framework Law 99-12. The text required amendments following recommendations from some stakeholders, in particular to revise the budget assessment for implementation of the Strategy, and the time-frame for this Strategy, which has now been set at 2030 for consistency with Agenda 2030 adopted by the International Community. Adoption of the NSSD is one of the first priorities of the new government. This formal adoption should shortly come into effect, enabling launch of the implementation procedure and formation of the planned Steering Committee and sector-based

monitoring Committees. It is proposed that the NSSD Steering Committee should be presided by the Head of the Government, which should strengthen its political backing.

All of Morocco's commitments in favour of sustainable development have been taken into account in the NSSD, but a study was launched in 2017 to bring it into line with the SDGs, which were adopted after the NSSD was finalised.

A coordination mechanism has been put in place for implementation of the NSSD: the Climate Change and Green Economy Department provides this coordination via a Project Management Office (PMO), whose operation is funded by the budget of the Office of the Secretary of State responsible for Sustainable Development, while the Observation Studies and Planning Department is responsible for the process of assessing implementation of the NSSD.

ii. Integration and links between the three dimensions of sustainable development

The NSSD covers all sectors of social and economic development, but does not substitute sector-based plans and strategies, most of which already include the principles of development sustainability. The Strategy is thus considered a significant process which strengthens sector-based strategies, providing them with stronger political backing and consistency with a common, shared sustainability objective. However, the multitude of sector-based plans and strategies, which also have different time-frames, is one of the difficulties in implementation of the NSSD. The Office of the Secretary of State responsible for Sustainable Development provides the expertise required for this coordination via the NSSD Steering Committee and Monitoring Committees, which will be implemented once it has been adopted by the new government.

The inclusion goals promoted by the SDGs, in particular the two most relevant SDGs regarding social issues (SDG 10 – Reduced Inequalities and SDG 12 – Responsible Consumption) are taken into account in sector-based strategies: reduction of inequalities between men and women, law to combat any form of discrimination against women, and combating poverty with the National Initiative for Human Development (INDH). Furthermore, the NSSD gives a special place to reduction of inequalities.

In terms of vertical integration, the Ministry of Environment produced terms of reference for the drawing up of regional strategies for sustainable development (SRDD) that incorporate the SDGs and constitute application of the NSSD at the territorial and local levels. SRDDs are an initiative of the Office of the Secretary of State responsible for Sustainable Development, which undertakes the process in partnership with Regional Councils and municipalities via regional workshops. Regional Councils for Sustainable Development are planned, and the National Council for the Environment (CNE) is set to be made into the National Council for Sustainable Development (CNDD).

iii. Governance and stakeholder participation

The NSSD promotes “State exemplarity” as a lever for implementation of sustainable development. This strategy has 6 objectives and 14 indicators so that the State can implement the approach recommended for all economic and social stakeholders within its own institutions, particularly through an exemplary approach to sustainable public procurement, environmental responsibility and corporate social responsibility.

To enhance private sector involvement in implementation of the NSSD, a communication plan to promote the experiences of large national companies which have adopted high-performance sustainable development measures will be useful for ensuring a snowball effect in the economic fabric. Special attention should be paid to SMEs whose modest means could be perceived as an insurmountable barrier.

Morocco is an observer to the Aarhus Convention and the process for improving and enhancing public access to environmental information is well advanced. There are several consultation processes open to citizens and civil society, which is considered an important bridge that the ministry relies on to mobilise the public. Every year, the Office of the Secretary of State responsible for Sustainable Development awards funding (of up to 300,000 Dirhams, around €30,000) to environmental projects led by civil society. It also organises training

sessions on the environment, sustainable development, and project management. Subsidies are also awarded to researchers (5 million Dirhams annually) on the basis of a call for projects to promote R&D in priority areas for the environment and sustainable development.

iv. Resources and means for implementation

Funding of the NSSD is mostly (estimated at 95%) via ministry budgets in the context of funding their sector-based strategies which include sustainable development principles. The action of the Office of the Secretary of State responsible for Sustainable Development has mainly supported production of sector-based strategies, in particular via international funding. From enactment of the SNDD (to occur with the new government in May or June 2017), an action plan will be defined and the remaining 5% distributed based on the actions to be implemented.

Discussion is underway within the Office of the Secretary of State responsible for Sustainable Development to consider inclusion of a specific budget for implementation of the NSSD, apart from actions already planned by sector-based strategies and budgeted in this context. The NSSD also serves to highlight what is already done in various sectors (good practices); this is not so much about seeking new funding for actions that are already included and budgeted for but rather about integrating sustainability into these actions.

The National Fund for the Environment will become the National Fund for Sustainable Development and serve as an instrument for funding implementation of the NSSD. The operational implementation and effectiveness of a National Fund for Sustainable Development is an issue shared by all countries and is worthy of greater joint discussions.

Implementation of mechanisms for the mobilisation of funding (taxes, funds, etc.) is a significant action for implementation of the NSSD and requires much effort: consultation, debates, laws, etc. However, implementation alone is not enough, the amounts available must be equal to the needs and the actions must be effective: e.g. the issue of taxes that are too expensive to collect compared to the revenue collected.

The mobilisation of environmental funding and taxation are two important subjects for all countries, which deserve exchanges and discussions to be pursued beyond the SIMPEER exercise (analyses of the experience of the most advanced countries made available to other countries: documentation, capacity building workshops, etc.).

v. Monitoring and assessment

The NSSD includes a detailed monitoring and assessment plan which should start from 2017.

A mechanism for informing the media and general public regarding implementation of the NSSD is planned; it will be put in place once implementation of the NSSD is launched. Several sessions for informing and raising awareness of journalists, and training them, have been organised by the Office of the Secretary of State responsible for Sustainable Development to provide a bridge to the general public.

Consistency between the various sets of indicators (NSSD, SDGs) will be assessed by the study launched in 2017 on NSSD/SDGs consistency. Analysis of three sets of indicators (NSSD, MSSD and SDGs) should identify the indicators common to the three scales. This is significant work given the number of indicators to be analysed which should be shared if a country has already done it or plans to do it.

Collection and processing of data is managed via 12 regional observatories and the National Observatory for the Environment and Sustainable Development (ONEDD). A model of the information system has been produced by the Office of the Secretary of State responsible for Sustainable Development to serve as an example for regional observatories for developing regional systems that interoperate with each other and the national system. This model includes both the NSSD monitoring indicators and those of the SDGs. The National Observatory for the Environment and Sustainable Development is responsible for summarising data and information at the regional level and its integration in the national system for monitoring implementation

of the NSSD. On the other hand, official communication of this information is the responsibility of the High Commission for Planning which is the national reference for statistical information in Morocco.

Public access to information on the environment and sustainable development is governed by Law 31-13 regarding the right of access to information adopted on 31 July 2014.

3.3. Summary and discussion of the draft national report of France

i. Leadership and ownership

The process of drawing up the National Strategy of Environmental Transition Towards Sustainable Development (SNTEDD) was led by the General Commission for Sustainable Development (CGDD) under the Ministry of the Environment, Energy and the Sea (MEEM), in association with the National Council for Ecological Transition (CNTE) and the Senior Officials for Sustainable Development (HFDDs). An Inter-Ministerial Delegation for Sustainable Development (DIDD), placed under the responsibility of the Ministry of the Environment by the Prime Minister, manages the Committee of Senior Officials for Sustainable Development (HFDDs) and serves as its permanent Secretary. The HFDDs in each ministry are responsible for applying the National Strategy within their ministry and for promoting sustainable development actions in their field of expertise, through ministerial (sector-based) strategies for sustainable development drawn up using the common principles defined or throughout flagship programmes or projects.

Inter-Ministerial coordination and coordination of the process as a whole, with all its stakeholders, is provided by the same person (because the General Commission for Sustainable Development and the Inter-Ministerial Delegation are coordinated by the same person). The network of HFDDs meets 4 to 5 times annually; it publishes an information letter accessible on the Ministry of the Environment website.

ii. Integration and links between the three dimensions of sustainable development

The SNTEDD focuses on environmental issues, although some recommendations address socioeconomic issues – while the Montenegrin NSSD is structured based on diagnostics and analysis of all resources, and the Moroccan NSSD also covers social and economic components. The vision of the SNTEDD is that of a transition period, 2016-2020, of behavioural change. Production of a new strategy after 2020 could be a separate NSSD, depending on the results obtained during implementation of the SNTEDD.

A matrix has been drawn up to show how and in what proportion each issue in the SNTEDD covers the SDGs: this matrix shows an overall consistency which does, however, need to be supplemented.

The Millennium Development Goals (MDGs) were never well known in the governments of developed countries, except in Foreign Ministries or organisations responsible for development aid. On the other hand, the SDGs adopted in 2015 concern all countries, whether developed or developing; developed countries thus perceive that they must make significant efforts to meet all the SDG targets (reducing inequalities for example).

The French Development Agency (AFD) has taken up the SDG regarding development aid: this is the only SDG that is the subject of an action plan. For the other SDGs, the General Commission for Sustainable Development (CGDD) has been commissioned to perform a gap analysis between what is already underway (action plan or strategy) and the SDG targets to be attained, thereby identifying the actions to be implemented to fill the gaps.

iii. Governance and stakeholder participation

The Environment Week is a good example of promoting sustainable development to the general public. The number of labelled initiatives is an indicator of the level of integration of sustainable development in practice: 4,000 in France, thanks to the age of the approach and the size of the country.

Implementation of a network of “Ambassadors” for sustainable development (or the SNTEDD) represents a good practice, even if it is difficult to find willing candidates and requires significant investments of time for training Ambassadors and coordinating the network.

It is difficult to make meetings of the National Council for Ecological Transition (CNTE) into true workshops given the number of members gathered (58) and the variety of subjects considered; the approach is above all informative (communication, capitalising on good practices). Nevertheless, it is a place for meeting and discussion that has its importance in terms of meeting representatives of all stakeholders. The specialist commissions implemented by the CNTE are the real places for debate and discussion.

The CNTE has a consultative role in the design and monitoring of the national strategy, but it also plays a central role in organizing the annual environmental conference (except the year of COP 21-UNFCCC). The recommendations of this conference, chaired by the President of the Republic, are passed on to government via a road map addressed by the Prime Minister to all the other ministries after each annual conference. The CNTE ensures regular monitoring of the implementation of this roadmap. On the other hand, the report on the SNTEDD implementation of the drawn up each year for Parliament makes it possible to inform MEPs by supplying the indicators and information needed to discuss budgets and options adopted.

iv. Resources and means for implementation

The aim of environmental taxation is not to collect more revenue, but to balance revenue and make it more equitable and “greener”. Some taxes may not be “profitable” to the extent that their collection may cost more than they bring to the State. The current trend in environmental taxation is to use what already exists by increasing the rate (for example: water bills, fuel prices, etc.). Tax collection thereby uses the market and consumption; the State does not need to implement new inspection or collection systems.

The major actions of the private sector with regard to sustainable development are technical and organisational innovation. The private sector exports its knowledge and know-how via innovation. The private sector thereby self-funds its ecological transition: for example, the transition to organic farming, the measures of the Veolia group to transform waste into goods, etc. The State puts in place an enabling environment to encourage innovation, development of new sectors, promotion of innovative resources and creation of added value and wealth.

v. Monitoring and assessment

France has robust statistics systems: the National Institute of Statistics and Economic Studies (INSEE) is supplemented by statistics departments of ministries (including the Observatory and Statistics Service of the Ministry of the Environment), with various powerful web portals.

With regard to the SNTEDD, a specialist commission of the CNTE is chaired by the MEEM Observation and Statistics Service, which coordinated the development of monitoring indicators (and, recently, identical work for the monitoring of SDGs). The annual report on SNTEDD implementation submitted to Parliament includes a first section analysing sustainable development indicators and a second section for presenting experiences and sustainable development actions performed by non-public players. This report is a legal requirement.

The indicators are important as they enable policies to be produced on the basis of facts and lend credibility to strategies. A good basis exists already, although it is needed to create the information and the indicator for some specific areas. However, it must always be borne in mind that a strategy is not an end in itself, it must be an instrument to induce change.

IV. Conclusions and perspectives

Participants were invited to give their assessments of the SIMPEER 2016-2017 pilot test and their recommendations for the next exercises. An overview gives the following main points:

4.1. Main benefits drawn from the SIMPEER exercise

In the three countries reviewed, the environment and sustainable development are written into the Constitution and National Strategies are supported by the highest levels of State (Prime Minister in France, King of Morocco, and President of Montenegro).

Another characteristic common to the three countries is the integrating aspect of the NSSDs, which are “umbrella strategies” that strengthen or influence sector-based strategies to ensure integration of sustainable development into public policies and give a common and shared vision of the sustainability of development.

The missions of the project team in the countries have enabled national correspondents to have discussions and direct contact with several national and local stakeholders, providing an opportunity to promote both the NSSD and the MSSD 2016-2025 and implementation of SDGs.

Discussions both within countries (with national and local stakeholders) and between countries have enabled achievement of the objective of dialogue, discussion and learning about practices. The highlighting of these practices and experiences represents a source of inspiration for promoting new actions at the national level in the context of implementing NSSDs.

4.2. Recommendations for improving the SIMPEER process

- During the next SIMPEER exercise, it would be interesting to invite a country that has already been reviewed as an observer to ensure continuity in the learning and transmission process.
- The team of experts would have benefitted from inclusion of a representative of each country reviewed, notably during missions in countries. However, the process has to remain as simple as possible.
- The SIMPEER exercise should place more emphasis on the support provided by the regional/Mediterranean level (MSSD 2016-2025) for implementation of the NSSD and SDGs, and vice-versa.
- The selection of Contracting Parties should be pursued with this view to covering the various Mediterranean sub-regions and various levels of development.
- Preparatory work, which consisted of comparing the strategic objectives and orientations of the MSSD 2016-2025 with the objectives, issues and strategic orientations of the NSSDs, demonstrated overall consistency. However, this work should be taken further by a more detailed analysis of actions, targets and indicators. In other words, there should be more detailed comparison of the NSSDs with the MSSD 2016-2025. In this respect, the importance of numerical data and indicators is highlighted, as these lend credibility to the NSSDs.
- National reports should identify the successful experiments, lessons learned and good practices of the countries reviewed, in addition to challenges.
- This initial experience of SIMPEER should be taken and used to make the results available to all Contracting Parties, via a dedicated Internet platform with systematic and interactive archiving of the main documents collected and produced. Use of the results of this initial exercise should also mobilise other countries for the next exercise.
- The following challenges are shared by all countries:
 - How can short-term actions be reconciled with long-term sustainable development goals?

- How can a balance be ensured between the international competitiveness of economies and national efforts for sustainable development? How to estimate the resulting benefits and how can additional costs generated be funded?
- Better use should be made of good practices already identified in national reports; countries could document them (for example via a fact sheet) and spread this information and other results from the SIMPEER exercise to the various stakeholders at the national level. These include the convergence between NSSDs and SDGs, the local implementation of national actions, environmental taxation, monitoring indicators and the periodic review process, allowing for continuous learning and improvement.
- Do not make a distinction between MSSD 2016-2025 and the SDGs: the Mediterranean Strategy is a tool for implementing the SDGs. It is the same process. But there may be an editing effort to make this more obvious.

Annex 1: Agenda of the Peer Review Meeting

8h45 – 9h00	Registration of participants
9h00 – 9h15	Agenda Item 1. Opening of the meeting Remarks of organizers Presentation of participants
9h15 – 9h30	Agenda Item 2. Adoption of the agenda and organization of work
9h30 – 10h00	Agenda Item 3. Introduction: SIMPEER approach, methodology, and performed phases
10h00 – 10h30	Coffee break
10h30 – 12h00	Agenda Item 4. Presentation of the draft national report of Montenegro and discussion towards recommendations by the peer countries Discussion and recommendations
12h00 – 14h00	Lunch break
14h00 – 15h30	Agenda Item 5. Presentation of the draft national report of Morocco and discussion towards recommendations by the peer countries Discussion and recommendations
15h30 – 16h00	Coffee break
16h00 – 17h30	Agenda Item 6. Presentation of the draft national report of France and discussion towards recommendations by the peer countries Discussion and recommendations
17h30 – 18h00	Agenda Item 7. Wrap up and way forward

Annex 2: List of participants

Name	Surname	Organisation	Email
Christian	AVEROUS	Plan Bleu	christian@averous.net
Rajae	CHAFIL	Ministry of the Environment, Morocco	chafil@environnement.gov.ma
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François	GUERBER	Ministry of the Environment, France	francois.guerber@developpement- durable.gouv.fr
Spyridon (Spyros)	KOUVELIS	Consultant, Plan Bleu	skouvelis@hol.gr; s.kouvelis@verture.eu
Julien	LE TELLIER	Plan Bleu	jletellier@planbleu.org
Marija	MIJUSKOVIC	Ministry of the Sustainable Development and Tourism, Montenegro	marija.mijuskovic@mrt.gov.me
Ouafa	SAHLI	Consultant, Plan Bleu	wafa@essahli.com

Annex 3: National Report – Montenegro***Preface***

Following an official letter from the UN Environment/MAP-Barcelona Convention Coordinator in June 2016, Montenegro was the first country to confirm its interest and willingness to take part in the pilot test of the Simplified Peer Review Mechanism (SIMPEER) of National Strategies for Sustainable Development (NSSD).

[The Ministry of Sustainable Development and Tourism of Montenegro](#) appointed Ms Jelena Knezevic, Head of Department for Sustainable Development and Integrated Coastal Zone Management (ICZM), as National Focal Point for the SIMPEER process, with the support of Ms Marija Mijuskovic, Advisor in the Department for Sustainable Development and ICZM.

Ms Jelena Knezevic is Secretary of the National Council for Sustainable Development, Climate Change and ICZM, which is the advisory body to the Government of Montenegro on sustainable development issues. She coordinated the process of development of the National Strategy for Sustainable Development (NSSD) until 2030, which was adopted by the Government in July 2016. She is also MAP and Plan Bleu National Focal Point, and a member of the Mediterranean Commission on Sustainable Development.

Ms Marija Mijuskovic participated in the [SIMPEER First Technical Meeting](#), held in Barcelona, Spain, on 18 October 2016, when the volunteer Contracting Parties and the MCSDD Steering Committee were invited to discuss and approve the SIMPEER draft methodological report. She also provided the necessary support in collecting the national documents for preparing their analysis and synthesis, and completing the questionnaire, reviewing the country fact-sheet and, finally, preparing and organising the mission of the project team (three independent experts) in Montenegro.

Ms Jelena Knezevic and Ms Marija Mijuskovic are hereby gratefully acknowledged for their cooperation, determination, availability and support in acting as an interface with the SIMPEER project team in 2016-2017.

The preliminary results of the literature review were presented to national policymakers and stakeholders during [the mission carried out by the project team in Podgorica, Montenegro, on 11-13 January 2017](#). On 11 January, the experts attended the 31st session of the National Council for Sustainable Development, Climate Change and ICZM as observers. This National Council is exemplary in terms of governance and presided over by the President of Montenegro. It brings together various ministers or their representatives, as well as key stakeholders (local authorities, universities, the private sector, the banking sector, the health sector, civil society, etc.) and qualified experts. On 12 January, the experts performed a consultation exercise with various national stakeholders and members of the Natural Resources, Climate Change Mitigation and Adaptation, NSSD Assessment and Monitoring, and ICZM Working Groups. On 13 January, the experts attended a meeting with representatives of the municipalities of Montenegro. The purpose of this meeting was to better understand sectoral and integrated local plans (at the municipality level) with the aim of adding specific measures to bring them into line with the NSSD until 2030, the 2030 Agenda and its SDGs. Discussions with national decision-makers and stakeholders during this 3-day mission focused on lessons learned, best practices and success stories, as well as the challenges encountered both during the NSSD development process and implementation phase.

All results of this work are presented in this national report, which was discussed during the Peer Review Meeting in Nice, France, on 27 April 2017. This national report includes the outputs and recommendations of this meeting.

This report presents the results of the review of the Montenegrin NSSD (NSSD until 2030). It covers the five key dimensions presented in the methodological report: (i) leadership and ownership; (ii) integration and links between the three dimensions of sustainable development (economic, social and environmental); (iii) governance and stakeholder participation; (iv) resources and means for implementation, and; (v) monitoring and assessment.

Plan Bleu would like to take this opportunity to thank the Ministry of Sustainable Development and Tourism of Montenegro and, in particular, the Department for Sustainable Development and ICZM, for their availability and valuable contribution to performing the SIMPEER activity, along with all the Montenegrin stakeholders met during the country mission.

General presentation of Montenegro

Montenegro is located in Southeast Europe, with borders with Bosnia and Herzegovina in the West and in the North, Serbia and Kosovo in the North and in the Northeast, Albania in the Southeast, and Croatia in the Southwest. It has also a long sea border of 293.5 km with the Adriatic Sea.

The population of Montenegro is 620,029 inhabitants (2011) distributed on a largely mountainous territory of 13,812 square kilometres. The distribution of both population and income reflects regional disparities between a more populated and richer south (coastal areas and capital) compared to the less developed northern municipalities. Furthermore, high unemployment is a significant problem for Montenegro, with an average unemployment rate reaching 17.6% (2015). As a small, open economy, with a high level of trade and investment integration with the European Union (EU) and countries in the Western Balkans, Montenegro has been affected by the global financial crisis and financial turbulences of the EU.

The country benefits from rich mineral resources, a significant potential for renewable energy and impressive natural landscapes. Montenegro is reliant on income from the tourism sector, but only on a small industrial base. Although the share of the manufacturing sector in the GDP has diminished in recent years, it remains dominated by two main industrial producers, the Aluminium Plant Podgorica (KAP) and the Steelworks in Nikšić. Despite recent improvements, the external trade imbalances of Montenegro are still substantial¹.

Montenegro is a service-based economy. Its GDP is \$3.987 billion (2015) with an annual growth of 3.2 per cent in 2016². Its tertiary sector accounted for 69.9% of the total domestic product (GDP) in 2015. The industrial sector produced 20.3% of total GDP in the same year, while primary production (agriculture, forestry and fishing) accounted for 10.2%³, which is around 60% below the EU-28 average⁴. The role of tourism is increasing, and it is set to be increasingly important in the future.

Despite the relatively low contribution of agriculture to the GDP, it is one of the top priorities for economic development. This sector employs approximately 30% of the active workforce and represents the basic or additional source of income for 49,000 people⁵. Farmland covers 518,000 ha, and land ownership is characterised by small-scale holdings (4.6 ha on average). However, Montenegrin agriculture is highly diverse. The long-term comparative advantage lies in the fact that the land has not been yet overexploited and the use of fertilisers and plant protection agents is still quite low⁶.

Forests cover more than 60% of the total territory. Montenegro is considered a biodiversity hotspot in the Mediterranean region. By the end of 2013, the total protected area had expanded to 12.3% of the country territory. The increase was largely due to the creation of the National Park Prokletije (16,038 ha) in 2009. Most of the total protected area (81.34%) is covered by the five national parks⁷.

Montenegro is a water-rich country with an average annual flow rate of 624 m³/s and high-quality groundwater. The share of solid fuels in the total energy mix represents around 70%. 20% of energy use comes from renewable energy, mainly from hydropower. Renewable energy represented around 52% of the total electricity output in 2012⁸.

In December 2010, the EU granted Montenegro the official status of candidate country. In June 2012, the accession negotiations were opened. In the latest European Commission (EC) Progress Report on Montenegro, issued in December 2016, the EC noted:

“[Montenegro is at] *an early stage of preparation regarding fisheries and budgetary and financial provisions and at some level of preparation in the area of environment and climate change. Good progress has been made in the areas of free movement of goods, agriculture and rural development, food safety, veterinary and phytosanitary policy, energy, customs union, external relations and financial control.*

Looking ahead, Montenegro should focus in particular on competition policy and economic and monetary policy. Strengthening the administrative capacity for ensuring the application of the acquis remains a substantial challenge for Montenegro”⁹.

This shows that Montenegro has made considerable efforts to improve the management of natural resources and the environment in general, as well as in legislative, institutional, technical and financial terms, essentially driven by the process of accession to the EU. However, several challenges remain:

- Degradation and pollution of surface and groundwater, soil, air, valuable natural assets and forests, and the irrational use of resources (e.g. drinking water, farmland);
- Industrial waste disposal sites;
- Waste and municipal sewage and outdated polluting technologies that were used in industry represent the main causes of negative pollution impacts;
- Valid data on the monitoring of environmental pollution effects on population health are lacking;
- Insufficiently rational and efficient use of water (great losses in water supply systems, non-purposeful water consumption, lack of recycling, or to a more significant extent, reuse of water);
- System for effective prevention and control of risks from torrents and erosion is not in place;
- Insufficiently controlled logging;
- Low level of processing and product finalisation in the wood processing industry;
- Inter-sectoral collaboration and cooperation between different value chains is insufficient, more efficient production and consumption models are potentially not well accepted by producers and consumers;
- Unsustainable spatial planning that is not in accordance with real needs in terms of the quantity and quality of constructed areas;
- Irrational urban expansion characterises a set of singular weaknesses and disadvantages;
- Implementation of legislation lags behind the intensive effort to improve the legal and policy framework¹⁰.

Montenegro’s rank in global indicators of sustainable development¹¹

HDI (2014):	48 of 188
Subjective wellbeing (2015):	74.5 of 149
GDP per capita (PPP):	65 of 149
Global competitiveness index:	70 of 140
Environmental Performance Index:	74 of 180
Total ecological footprint:	147 (2,300,000 global hectares)
SDG Index:	60 of 149 (62.5)

Strengths	Weaknesses
<ul style="list-style-type: none"> ▪ 1992: Constitutional commitment to be an Ecological State ▪ April 2007: First NSSD adopted, Action plan 2007-2012, five annual progress reports on its implementation ▪ 2002: National Council for Sustainable Development, now named National Council for Sustainable Development, Climate Change and ICZM, chaired by the President of Montenegro, 4 working groups ▪ Sustainable development model at local level (municipalities), role of public agencies, subnational policies ▪ 57.6% of 236 measures from 2007 NSSD Action Plan completed by the end of 2012 ▪ NSSD until 2030 is based on numerous studies and analyses, and integrates all SDGs <ul style="list-style-type: none"> ▪ Experience transposing a recently proposed list of 241 indicators defined by the United Nations Statistics Division (UNSD) ▪ Pioneer in creation of the national self-standing process that links national implementation of the UN 2030 Agenda for Sustainable Development ▪ 19.44% of the country is under national or international protection (28,000 ha of national parks, virtually untouched highlands and mountain ranges, two UNESCO world heritage sites, one RAMSAR wetland on the European Greenbelt, one UNESCO World biosphere reserve) ▪ 2008: Environmental Protection Agency (operational in 2009) in charge of issuing permits and monitoring the environmental status ▪ A range of sectoral strategies 	<ul style="list-style-type: none"> ▪ Limited financing for sustainable development (external and internal funds), lack of innovative resources ▪ Need for improved statistical data production capacities to draw up the 241 indicators to effectively monitor the sustainable development indicators, develop the integrated environmental information system, and establish protocols for data and information flows ▪ Report developed in 2012 on the “potential of Montenegro’s economy to be green” has still not been implemented, and no strategy has been developed to promote a greener Montenegrin economy ▪ Implementation of international environmental agreements: no progress on increasing the proportion of protected marine ecosystems, on the anthropogenic impact on the quality of surface water, or on reducing losses in the water supply network ▪ Performance and efficiency of environmental monitoring activities need to be increased
Opportunities	Challenges
<ul style="list-style-type: none"> ▪ Status of EU accession country: strategies and recent regulatory framework in the main economic sectors are closely aligned to EU policies ▪ Focus on sustainability to increase tourism quality and income ▪ Country’s interest in MSSD 2016-2025 and the SIMPEER process ▪ UN Agenda 2030 and Paris Agreement present a strong platform for progress 	<ul style="list-style-type: none"> ▪ Economic downturn in Europe ▪ Reduced investment opportunities to support sustainable development ▪ Migration flows in the Mediterranean region ▪ One of the fastest rates of tourism growth in the world (1.5 M tourists annually, 21% of GDP, expected to increase to 28% by 2020) with possible significant pressures on resources and ecosystems

Figure 1: Brief SWOT analysis of the sustainable development context in Montenegro

Sustainable development context in Montenegro

The Declaration of Ecological State of Montenegro, adopted by the Montenegrin Assembly on 20 September 1991, was confirmed by the Constitution of Montenegro in 1992 and, again, by the Constitution of 2007, which both define Montenegro as an ecological State. Guided by this decision taken at the highest State level to establish an ecological state and by its position as an EU accessing country, Montenegro is one of the first states from South-Eastern Europe to have established a strategic and institutional framework for sustainable development in accordance with the standards of EU developed countries. Montenegro made a significant step forward in defining the national policy for sustainable development and establishing the accompanying institutional framework.

A National Council for Sustainable Development was formed in 2002 as an advisory body to the Government of Montenegro with the aim of strengthening the capacities for the implementation of sustainable development policies. The Council was presided over by the Prime Minister until 2013 and is now presided over by the President of Montenegro.

The first NSSD was adopted in 2007. It was drawn up in cooperation with the MCSDD and the UN Environment/MAP-Barcelona Convention Secretariat. The five-year action plan for the 2007-2012 period was defined with measures for achieving sustainable development goals in 24 priority areas. After five years of implementation regularly monitored by an annual report, strong results were achieved: 57.6% of the 236 measures from the 2007 NSSD Action Plan were completed by the end of 2012. To a certain extent, the field of the environment is lagging behind compared to the results obtained in the field of economics, and somewhat less behind the results obtained in social development¹².

With the new national strategy (NSSD until 2030), Montenegro has improved its policy by establishing a comprehensive framework to meet national challenges. At the same time, the NSSD until 2030 takes in consideration the results of assessment of the previous NSSD and requirements for the Montenegro EU accession process. In addition, the new NSSD creates a platform for transposing global goals and tasks into national frameworks. Drafting the process of the NSSD until 2030 used positive experiences from global and European processes, as well as those from the Mediterranean region.

NSSD until 2030 is also based on the principles and recommendations at the global level, since the first Rio Summit in 2002: Declaration and Agenda 21 (1992), Johannesburg Declaration and Implementation Plan (2002), the United Nations Millennium Declaration and results of implementation of the Millennium Development Goals (MDGs 2000-2015). Montenegro therefore became one of the first UN member states to conduct a national review of its sustainable development planning process for implementation of the global Agenda 2030 within the national development policy context¹³, and was a frontrunner at the HLPF meeting on 11-15 July 2016¹⁴.

The National Strategy for Sustainable Development until 2030 (NSSD until 2030)

On 7 July 2016, the Government of Montenegro adopted the NSSD until 2030, which is the result of a 4-year multi-stakeholder dialogue process initiated after the Rio+20 Conference (2012). It was led by the Ministry of Sustainable Development and Tourism under the supervision of the National Council for Sustainable Development, Climate Change and ICZM.

The development of NSSD until 2030 is a national process; the UN 2030 Agenda shaped the process and the content of the NSSD until 2030, while MSSD 2016-2025 was taken into account as the relevant regional strategic framework. The new NSSD until 2030 was developed based on the assessment of implementation of the 2007-NSSD and in the context of Montenegrin contribution to global debate on the Post-2015 Sustainable Development Agenda. It transposes the list of 241 indicators identified by UNSD for global monitoring of sustainable development.

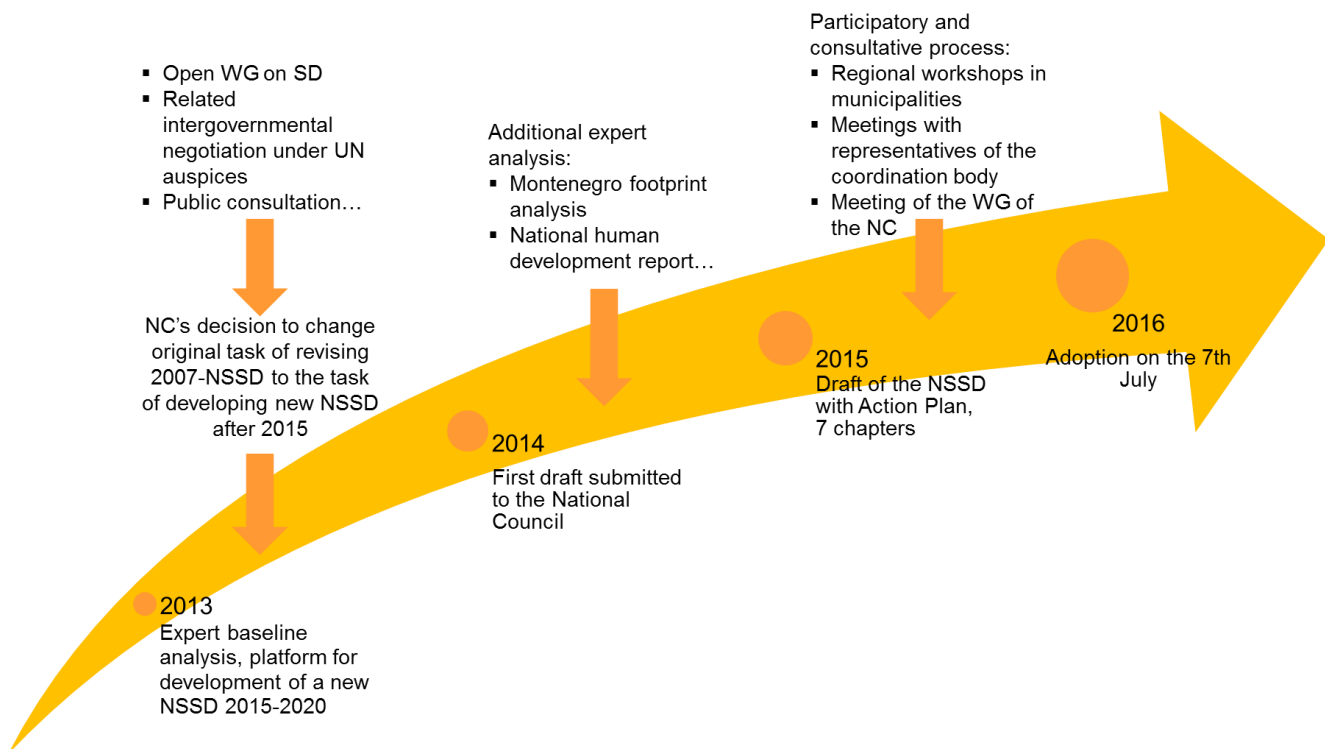


Figure 2: Place of the NSSD in the country's sustainable development policy (Adapted from Ms Jelena Knesevic's PowerPoint presentation, UNFCCC-COP22 Marrakech, November 2016)

The founding principle of the NSSD until 2030 is that the production of goods and provision of services, which are key to improving the material, mental and spiritual well-being of each generation, require four basic, essential resources: **human, social, natural and economic** resources, while **governance and financing** are horizontal dimensions to improve the sustainable management of these resources. DPSI (Driver-Pressure-State-Impact) analysis was applied in assessing the status of sustainable development in the society. It is based on the recommendations of all available relevant documentation, such as the annual reports on implementation of the NSSD 2007 Action Plan during the 2007-2012 period, and relevant expert analyses: background expert analysis on the potentials for making the Montenegrin economy greener, which was prepared for participation at Rio+20, assessment of ecosystem services, requirements for resource efficiency, etc.

Based on DPSI analysis results and assessment outputs, the strategic objectives of the NSSD until 2030 focus on the key problems of the unsustainable development trends identified, and the NSSD Action Plan defines goals and measures for improving the condition of human resources and strengthening social inclusion; improving demographic trends and reducing the demographic deficit; supporting values, norms and behaviour patterns, which are important for the sustainability of society; preserving natural capital and introducing a green economy, as answers to problems identified for achieving the sustainable development of Montenegro.

The vision of the NSSD until 2030 corresponds with the MSSD 2016-2025 vision¹⁵, and consists of ten aspects, including the continuous improvement of the quality of life and economic development, in harmony with nature and protection of cultural diversity, etc.

The NSSD until 2030 is therefore considered to be “**an umbrella, horizontal and long-term development strategy of Montenegro**” which defines principles, strategic goals and measures in selected thematic areas that have to be implemented through sectorial policies that are relevant for the sustainable development of Montenegro.



Figure 3: Vision, priority themes and strategic goals of the NSSD until 2030 (adapted from Ms Jelena Knesevic’s PowerPoint presentation, UNFCCC-COP22 Marrakech, November 2016)

1. Leadership and ownership

Development of the NSSD until 2030 is a national process guided by the 1992 and 2007 Constitution. The first NSSD (2007) was developed in the context of the MSSD 2005-2015, with support of the Mediterranean Commission on Sustainable Development (MCSD) and UN Environment/MAP. The second strategy, the NSSD until 2030, was developed in line with the MSSD 2016-2025, based on the assessment of implementation of the 2007-NSSD, and in the context of the Montenegrin contribution to global debate on the Post-2015 sustainable development Agenda.

They said...

... “We are aware of the MSSD, but the key document for us is the NSSD”, Viktor Subotic, UNDP Office in Podgorica

...“The NSSD is aligned with global and regional instruments. I rely more on the NSSD than on any other instrument such as the MSSD 2016-2025.

(...) “Human resources are the big challenge in the Strategy’s implementation process”, Ms Milena Batakovic, Environmental Protection Agency.

Plenary meeting in Podgorica, Montenegro,
12 January 2017

Box 1: Composition and operation of the National Council for sustainable development, climate changes and integrated coastal zone management

- President of Montenegro
- 5 Ministers, including the Minister of Sustainable Development and Tourism
- Representative of the Ministry of Finance
- 2 Representatives of the Ministry of Sustainable Development and Tourism:
 - Head of the Division for Sustainable Development and ICZM
 - Director General of the Directorate for Climate Change
- Director of the Hydro-meteorological Institute
- Director of the Public Enterprise for Coastal Zones
- 3 Mayors (from three different regions of Montenegro)
- 1 academic representative
- 3 members of the business sector
- 1 trade union representative
- 1 representative of investors
- 1 representative of banks
- 2 representatives of civil sector
- 3 independent experts (for sustainable development, climate change and integrated coastal zone management).

The National Council has 4 working groups (WGs):

- WG for revision and monitoring the implementation of the NSSD until 2030
- WG for sustainable resource management
- WG for mitigation and adaptation to climate change
- WG on integrated coastal zone management

The NC secretariat is provided by the Department of Sustainable Development and ICZM of the Ministry of Sustainable Development and Tourism. The NC meets at least twice a year to deliberate on reports, projects, programmes and strategies, to provide guidance for their implementation, and submit final recommendations to the Government for their adoption.

The NC instructs the WGs, each in its field of interest, to review reports, projects, programmes and strategies submitted for its deliberations.

The development process of the NSSD until 2030 was led by the Department for Sustainable Development and ICZM in the Ministry of Sustainable Development and Tourism, under the supervision of the National Council for Sustainable Development, Climate Change and ICZM.

The National Council is the advisory body to the Government of Montenegro on sustainable development issues. It is chaired by the President of Montenegro, and it has 27 members, representing main stakeholders at the national and local level (Box 1).

The National Council and its four working groups constitute the forum of dialogue and ensure ministerial coordination on sustainable development.

The NSSD until 2030 defines the obligation to strengthen the governance system for sustainable development, which means that the National Council will be transformed into a State Council. The Secretariat unit in the Ministry of Sustainable Development and Tourism, responsible for sustainable development policy implementation will be given increased capacity, and horizontal institutional capacity will be strengthened. Each ministry with a responsibility for implementing measures for the NSSD until 2030 have to appoint someone who will be responsible for implementing sustainable development policy under the umbrella of its sector. The Ministry of Finance must appoint someone who will seek to adjust the state budget in line with the requirements of the NSSD until 2030.

The process for implementing the NSSD until 2030 will also be led by the Department for Sustainable Development and ICZM under the supervision of the National Council.

Furthermore, the Action Plan of the NSSD until 2030 has defined additional ministries¹⁶ responsible for the implementation of specific goals and measures linked to the SDGs. In addition, some competences also belong to several other institutions and organisations at national and local levels¹⁷.

The NSSD until 2030 is an overarching, horizontal and long-term strategy of Montenegro adopted by the Government of Montenegro. Implementation of the measures defined by the Action Plan of the NSSD until 2030 is obligatory for all relevant Government authorities, along with municipalities, academia, the business community, international development partners, healthcare institutions, local centres for culture, international development partners, civil society organisations, and informal cultural actors. The Ministry of Finance is responsible for a certain number of sustainable development tasks, but its responsibilities are broader in order to enable sustainable financing of

implementation of the 2030 Agenda at the national level. As a part of consultation process organised for preparation of the NSSD until 2030 for adoption by the Government of Montenegro, institutions recognised as relevant for implementation of the measures defined in the Action Plan confirmed the proposed division of duties.

Recommendations:

The NSSD until 2030 is an integrative strategic framework; although leadership is ensured at the highest level of the State (President of the Republic), the operational framework of the National Council deserves to be strengthened. In this sense, the transmission of National Council recommendations to the sectoral ministries via the Government need to be more formalized, for example in a way to upgrade the responsibilities of the Ministry of Sustainable Development and Tourism as the Secretariat of the National Council. As advocated by the NSSD, the Secretariat of the National Council needs to be strengthened and to have a more effective “intervention ability”. To this end, the NSSD provision to move it from Ministry of Sustainable Development and Tourism to a higher-rank, such as the Cabinet of First Minister or Vice-Prime Minister should be carried out as soon as possible.

The role of the Ministry of Sustainable Development and Tourism initiating the dynamic process for implementing the NSSD continues, however, to be important. In order to strengthen this process, it should develop an advocacy communication plan focusing in responsibilities of the line ministries and other stakeholders as they are defined in the NSSD (health, productivity of land, etc.) rather than sustainable development concepts.

Stakeholders participating in the National Council are committed, but their active role has to be strengthened to support a successful implementation process. Leadership provided by the highest state authority (the President of the Republic) does not exempt the need to ensure that other stakeholders, including the public sector, are involved at the highest level of governance. It is also necessary to ensure that the delegation of leadership to a lower-level governance does not imply a dilution of the ministry’ responsibilities and commitments on NSSD implementation.

It is important to ensure continuing commitment of all ministries and departments in charge for the implementation of the National Council’s recommendations regardless of any change in governance structures of different line ministries. In this sense, the appointment of a senior official in each ministry who would be the focal point in charge of sustainable development should be ensured as soon as possible, as advocated by the NSSD. This will help ensuring the continuity of commitments beyond institutional and / or political changes.

The NSSD demonstrates successful strategic planning capacities in Montenegro, it is important to move now towards implementation through real ownership of the Strategy by all stakeholders. To ensure that the NSSD does not remain a theoretical exercise, the concept of sustainable development and NSSD provisions and recommendations must be translated into the implementation of sectorial policies (regulations, economic instruments, information strategies, operation of public and private bodies, etc.). The harmonisation of sectoral strategies and action plans with NSSD and need to be defined through integrative and participative processes.

2. *Integration and links between the three dimensions of sustainable development*

The NSSD until 2030 provides solutions to unsustainable development trends, such as sectoral policies that are incompatible with other policies and with the Strategy. In this regard, the NSSD until 2030 defines measures and requirements for good governance to address incompatibility of the system of public finance with the need for the horizontal and vertical positioning of sustainable development priorities within national strategy policies, plans and programmes, the respective incompatibility of actual actions with the political support expressed and official decisions regarding the sustainable development of Montenegro.

The NSSD until 2030 is considered to be an umbrella document, which covers a number of sectoral aspects and the main sectors of socio-economic development. It focuses on energy, agriculture, tourism, and urban development, which have been identified as sectors with a great potential for the transition towards a green economy¹⁸. However, the integration of the Strategy into the sectoral strategies has not yet been achieved; these sectors have to be assessed by the National Council and its Working Groups in order to make recommendations to bring them into line and to incorporate sustainable development principles and focuses.

They said...

...“Process related to sustainable development tends to be marginalised. It is difficult to work on sustainable development and to involve all sectors. An important step forward is to set up the State Council and to force its members to deal with its recommendations”, Ms Lazarela Kalezic, Municipality of the Capital Podgorica, Plenary meeting in Podgorica, Montenegro, 12 January 2017.

All the SDGs are reflected in the NSSD until 2030. Out of 169 targets, structured into 17 SDGs, 167 have been transposed into the measures defined in the Action Plan, in accordance with national circumstances and future needs. Although no specific reference is made to the objectives and strategic directions of the MSSD 2016-2025, the NSSD until 2030 covers a number of the Regional Strategy objectives, such as transition towards a green economy, climate change adaptation and mitigation, ICZM, etc.

In terms of vertical integration, the Ministry of Sustainable Development and Tourism, with the technical support of the Global Footprint Network, has launched an initiative aiming to link SDGs and the NSSD until 2030 with local policy processes and to effectively transpose the NSSD until 2030 at the local level of Municipalities. A first meeting with Municipality representatives was called on 13 January 2017 in Podgorica, in order to initiate dialogue between national and local policymakers, and to identify processes related to the SDGs and the NSSD until 2030 in the municipalities, in order to build on them for Strategy transposition at the local level.

In this respect, the experience of the municipality of Danilovgrad is interesting (Box 2), and may serve as example for other municipalities. Moreover, sharing experience, lessons learned and best practice is one of the needs expressed by municipalities, along with the need for capacity building in sustainable development, and human resources dedicated to sustainable development at local level, the need for guidelines to transpose the NSSD until 2030 at the local level of municipalities.

Box 2: Local strategy for sustainable development of the Municipality of Danilovgrad

The Municipality of Danilovgrad has several assets that make it one of the country’s most developed municipalities, including a population increase within the last ten years, which is quite unusual in Montenegro where there is no growth at the national level. This municipality has dynamic economic development (industrial business zone), and is close to an international airport and sea ports, etc.

Since 2007, the municipality has initiated the development of spatial plans to define a scope of various zones, including the demand for “brown” activities. In 2014, the municipality adopted spatial and development plans after a participatory process which gathered feedback from all stakeholders. .

In 2010, the Municipality of Danilovgrad committed to be a sustainable development centered municipality. This is a long-term process which requires a change of mindset and continuous support from the Ministry and other national and sub-national stakeholders and international organisations. In 2010, the Local Council for Sustainable Development was set up, with 24 representatives from all stakeholder groups. The Local Strategy for Sustainable Development and its Action Plan were developed, and a Working Group for strategy implementation was set up. Since then, this local strategy serves as a guidance document for other local strategies and policies, and as incentives to find funding, particularly from the EU (IPA funds for energy efficiency projects).

Remaining challenges are related to funding Strategy and Action Plan implementation, and the involvement of the private sector which remains absent despite the participation of one company.

From: Darko Mrvaljevic, Meeting on 13th January 2017. Podgorica, Montenegro.

Recommendations:

Beyond the involvement of sectoral ministries in the national council, the nomination of a senior civil servant in charge of sustainable development will be useful in ensuring the implementation of the recommendations of the National Council in the sectoral strategies. The Ministry of Sustainable Development and Tourism will be responsible for moderating and coordinating this network of senior officials. Furthermore, the implementation of a network of Sustainable Development Ambassadors who, on the basis of a voluntary principle, would promote the NSSD and its implementation requires an investment of time and means of their training and supervision, but remains an interesting way to mainstream NSSD issues in national policies, and to promote sustainable development transition beyond pilot and demonstration projects funded by bi- and multilateral institutions. This would also allow wide public to be informed about the importance of sustainable development implementation.

The NSSD until 2030 is the document of reference against which the implementation of Montenegro commitments at global level should be monitored. What is now needed is to establish the best procedures and practices in order to build this as a common platform for all the stakeholders involved.

The promotion of sustainable development options at local level is key to NSDD successful implementation. In this sense, experience, information on good practices and promotion of successes between the various municipalities should be encouraged in order to enable municipalities to enrich each other's experiences. A possible peer review at local scale could be considered, as well as establishment of coordinating mechanism which will enable implementation and monitoring of the implementation of sustainable development policy on the local level; it is evident that there is a good base which can be built upon.

3. Governance and stakeholder participation

Stakeholder participation was planned in each phase of the development of the NSSD until 2030, starting from the definition of the vision of the Strategy, strategic goals and measures, as well as in the final phase when the public negotiation process was organised in order to make sure that the NSSD until 2030 reflects the previously defined inputs and commitments.

Box 3: Participatory approach during the NSSD until 2030 development phase (2013-2015)

The NSSD until 2030 development process involved wide participatory and consultative meetings:

- Analysis of the impact of the previous NSSD 2007-2012 on sectoral policies and development projects;
- National consultations on the post-millennium development goals;
- Development of the basis for drafting the NSSD until 2030;
- 7 one-day regional workshops in 7 municipalities of Montenegro on discussion of the vision of NSSD until 2030;
- Meeting with the representatives of the Coordination body (35 representatives of all relevant ministries in the Government of Montenegro in charge of monitoring the 2007-NSSD) for sustainable development in the context of development of the Draft NSSD Action Plan;
- Meetings of the National Council working groups on the Draft as well as Proposal of the NSSD until 2030
- Six consultative meetings were organised in February 2016 with representatives of all relevant authorities for each group of resources identified by the NSSD until 2030 in order to make sure that all sectoral priorities were included in the Proposal of the NSSD until 2030.

Within the process of public consultations, five round tables were organised with different stakeholder groups in all regions of Montenegro. All meetings were organised in cooperation with local NGOs that have helped to promote the NSSD until 2030 and to ensure a wide response of stakeholders in the context of the public consultations.

Finally, the Proposal of the NSSD until 2030 was discussed by all National council WGs. The National Council approved the Proposal of the NSSD in June 2016 and the Government of Montenegro adopted the NSSD until 2030 in July 2016.

Non-government stakeholders were included in the process of developing the NSSD until 2030, not only through consultative meetings and a public hearing (Box 3), but also through the National Council for Sustainable Development, Climate Changes and ICZM and its working groups. Representatives of 2 NGO's, 5 business organisations, 3 universities and 3 independent experts are members of the National Council and its working groups.

Challenges remain at the implementation stage to involve all stakeholders and to make them active and fully involved in implementation of the NSSD until 2030, particularly the private sector.

The private sector, despite some recent positive efforts, still remains under-involved in achieving the goals of sustainability. Its participation is still low and limited for making the economy greener by carrying out projects and programmes as part of green business, sustainable consumption and production, corporate social responsibility, and through new public-private partnerships.

Civil society was involved in the NSSD until 2030 development process through the National Council expert working groups and the consultation process organised for all phases of the Strategy development, presenting views and proposals. The role of civil society could be strengthened by providing substantial participation in the process of policy-making and decision-making.

Recommendations:

Partnerships with civil society need to be strengthened. The civil society' capacities must be improved through specific training and mentoring programs promoted by the Ministry of Sustainable Development and Tourism to ensure its participation in the implementation of the NSSD until 2030. The National Council and its working groups provide a forum for dialogue, debate and exchange that integrates civil society.

The media have an important role to play in mobilizing the public at all levels. Their mobilization must continue and their training reinforced on the specific issues of the NSSD until 2030.

Citizens' forums need to be pursued and strengthened (example of citizen forums in France) in order to raise awareness, train people and initiate dialogue on critical issues for sustainable development.

The private sector is driven by market and profit considerations. Its ownership of the NSSD until 2030 and its participation in its implementation will be ensured in the light of considerations of profitability and improvement of production conditions. In addition to the tools to be developed, incentives on the one hand, and penalizing on the other, a communication plan to promote the experiences of national companies that have adopted the principles of sustainable development and effective measures would be useful to boost the momentum. The Environment Week organized every year on the occasion of the International Environment Day (June 5) should be strengthened and efforts to increase participants have to be made.

The aim of developing regional sustainable development strategies is to ensure that the principles promoted and actions advocated by the NSSD until 2030 are appropriated by the regional municipal level and local actors. Information, awareness and training of local actors is a necessary prerequisite for NSSD until 2030 to become the reference document for local development planning and to ensure citizen engagement in actions aimed at the sustainability of development and the greening of the economy. Guidelines need to be developed by the Ministry of Sustainable Development and Tourism in order to adjust local authorities' actions on SD integration and to ensure the interoperability of the regional systems that they will put in place, between them and with the national information system.

4. Resources and means for implementation

Depending on the budget availability, financial means are allocated at annual level through the State budget. Due to the comprehensiveness of the NSSD until 2030 Action Plan, the State budget cannot generate sufficient resources, therefore the NSSD until 2030 defines all other relevant funding sources, including UN funds that need to be mobilised. Budgeting is subject to planning at annual level, taking into account the progress in Strategy implementation that will be achieved, which will be identified through regular monitoring of implementation of the NSSD until 2030.

The strategic goal of the NSSD until 2030 “to establish a system of sustainable financing of environmental protection as a component of financing for sustainable development” recognises the following priority measures which incorporate the need to build partnerships at different levels:

- 6.1.4 Finding funding for improving the quality of infrastructure in the field of the environment by combining economic instruments, incentives for foreign investment, loans and mechanisms for development partnerships with domestic and international partners (public and private sector), SDG 12 (12.2, 12c), 17 (17.3, 17.14)
- 6.1.2.4 Further development of forms of allocated use of funds for environmental protection from the public sector and through partnerships with local and international private and public sources, SDG 17 (17.3, 17.14), SDG 12 (12.2).

The Ministry of Sustainable Development and Tourism has informed all ministries and relevant institutions, identified through the Action plan of the NSSD until 2030, of their obligations regarding the implementation of the NSSD until 2030 so that they can include those activities in their annual budgets. The obligations of all ministries and relevant institutions has been recognised within the Action Plan and the Monitoring and Evaluation of the NSSD until 2030. Numerous ministries and institutions have already applied for additional funding or are in the process of applying for funding.

The contribution of the private sector and financial institutions is planned through foreign investments intended for environmental protection; investments in the green economy; private-public partnerships and other forms of cooperation between the public and private sector.

The NSSD until 2030 implementation budget will be included, on an annual basis, in the budget of the Ministry of Sustainable Development and Tourism and other sectoral ministries.

They said...

... “Banker Union needs guidelines to develop a specific credit line for sustainable development or green projects. However, it is the responsibility of investors to design attractive projects. There is always money available for good projects”,

Mr Goran Radonjic, Association of Montenegrin Banks, 12 January 2017, Montenegro, Podgorica.

Recommendations:

The NSSD until 2030 joins the MSSD 2016-2025 in advocating identification and improved access to innovative sources of funding to strengthen the implementation of the Strategy. The implementation of these innovative mechanisms for resource mobilization should be accelerated. A joint regional action at the level of the Mediterranean countries should be considered to support countries in identifying these kinds of resources and to launch the necessary actions to achieve this objective. It should, however, be stressed that the Strategy also serves to highlight what is already being done in the different sectors (good practice); It is not so much to seek new funding for actions that are already listed and budgeted but to integrate sustainability into these actions.

In addition, with the support of bilateral or multilateral financial institutions, the banking sector has an important role to play in facilitating "multiplier effects" and becoming a genuine promoter of the principles of sustainable development with the private sector through economic incentives (loans, etc.). It is a role that needs to be carefully planned through tripartite collaboration that mobilizes national authorities to put in place regulations and funds, international development and financing agencies, and national financial institutions that have technical and financial incentives to provide real support to the private sector in the form of loans or grants. Thus, the action plans will be implemented without the need for the State to develop and manage new mechanisms.

Funding mobilization and environmental taxation are two important issues to finance the implementation of the SNSD 2016-2030. The mobilization of non-financial resources, through activities supported by civil society, and the inclusion of citizens as consumers or producers of goods and services, are important resources not to be overlooked.

5. *Monitoring and assessment*

The NSSD until 2030 specified that the first progress report will be prepared during 2018 and published in 2019, following which reports will be prepared and published on a biannual basis. Revision of the Action Plan is planned for 2020 and 2025, and revision/preparation of new NSSD is planned for 2030.

To ensure the successful measurement of progress, the NSSD until 2030 plans for the development of an information system and the use of the existing IRIS (Indicator Reporting Information System) online reporting system. This system is co-developed by UN Environment and AGEDI (Abu Dhabi Global Environmental Data Initiative) and, in general, enables data sharing between the different authorised users. In this case, Montenegrin institutions and official and administrative producers of statistics, can simultaneously collect, analyse and publish quality-assured information through this system.

Through the IRIS system, monitoring of the NSSD until 2030 will function as follows:

- In collaboration with the Department for Sustainable Development and ICZM, the IRIS structure will be customised by UN Environment in a way that it is consistent with the structure of the integrated monitoring of the NSSD until 2030.
- Access and log-in credentials should be given to all institutions responsible for relevant data reporting for the NSSD until 2030 and administrative and official producers of statistics.
- Each responsible user will upload relevant data concerning the NSSD until 2030 to the IRIS system.
- Once uploaded, data and indicators are reviewed by relevant institutional representatives, who need to prepare appropriate analytical reports, which will serve as input for developing a report on monitoring the progress of NSSD until 2030 implementation by the Ministry of Sustainable Development and Tourism.

After implementation of all the above-mentioned steps, data would be published. Published data can be charted and maps can be created to facilitate national and international reporting. Published indicators can be used to report to various national and international institutions. The institution in charge of implementation reporting for the NSSD until 2030 nationally will be the Ministry of Sustainable Development and Tourism. If IRIS is introduced, it will be necessary to carry out pilot tests in collaboration with UN Environment. The testing phase started in the first half of 2017; conclusions and recommendations are currently drafted.

The NSSD until 2030 monitoring and evaluation plan is very comprehensive. The list of 525 selected indicators¹⁹ contains both the national indicators of sustainable development and the indicators defined by the UN for monitoring the SDGs. It contains a composite set of indicators defined at global level by international organisations and institutions. All of these indicators were ranked against the priority themes of the strategy (human, social, natural, and economic resources, and governance and financing for sustainable development) to ensure that they are well covered. They also have been classified according to their feasibility with the identification of national and/or international institutions in charge of their development.

Analysis of the current situation in Montenegro shows that, out of 241 indicators of sustainable development, 49 are fully monitored (20.3% of the total number), and an additional 34 are partially monitored (which makes an additional 14.1% of the total). It is necessary for official and administrative producers of statistics to incorporate an additional 54 indicators of sustainable development from the UN list in their work programmes by 2018, which would mean that reporting in Montenegro covers 56.8% of the total number of indicators. In the period from 2018 to 2020, it is necessary to introduce an additional 32 indicators of sustainable development from the UN list, to ensure monitoring of 70.1% of the total number of indicators in Montenegro. In the period from 2020 to 2022, it is necessary to introduce an additional 24 indicators, to ensure monitoring of 80.1% of the total number of indicators from the UN list. The adoption of an additional 27 indicators in the 2020-2024 period would ensure that 91.2% of the indicators from the UN list are monitored.

Ministry for Sustainable Development and Tourism, MONSTAT (National Statistical Office), and 24 other relevant national institutions²⁰ are the entities which are recognised in the NSSD until 2030 as relevant for compiling national statistics to report on progress based on sustainable development indicators. It is supposed to ensure data collection and processing in order to develop most of these indicators. This activity is funded in the annual budget allocated by the government for each ministry. However, its budget has not been increased in line with the increase in the number of indicators to be developed.

They said...

... “There are four groups of NSSD indicators to monitor sustainable development. A third of the set of the indicators from the UN list will be developed by MONSTAT. There is a gap between the approved plan of MONSTAT activities and the annual budget allocation. Other challenges are related to capacity building for human resources and the need for training and the implementation of the big data system”, Director of MONSTAT, National Council Meeting (31st Session), 11 January 2017, Podgorica, Montenegro.

Recommendations:

The country’s willingness to integrate all internationally, regionally and nationally defined indicators into the NSSD monitoring system requires to:

- Build the monitoring system on the existing architecture and strong partnerships with all the structures that hold the information and data needed to define and inform these indicators;
- Ensure the dissemination of the indicators and the use of all the information collected to demonstrate their usefulness and added value and thus ensure the mobilization of actors to finance the NSSD monitoring system;
- Coordinate all actors to avoid duplication of effort, share references and harmonize information.

The establishment of an information system can only be financed by international and bilateral organizations if it is part of an infrastructure project.

Indicators are important to provide an evidence baseline to policy development and credibility to strategies. It should be borne in mind, however, that a strategy is not an end in itself, it must be an instrument for bringing about change.

Conclusions

The SIMPEER analysis in Montenegro shows that the NSSD is part of a national process of sustainable development, in line with the 1992 Constitution principles confirmed by the 2007 Constitution. The Strategy is an umbrella, horizontal and long-term development strategy for Montenegro, relating not only to the environment and economics, but also to human resources and high social capital that should ensure prosperous development. The NSSD until 2030 opens the way to transposing the 2030 Agenda and its SDGs into the national context. It is also connected to the MSSD 2016-2025 Vision and Objectives. The NSSD until 2030 will contribute to achieving a number of obligations arising from Multilateral Environmental Agreements (MEAs) thanks to the platform of exchange, consultation and discussion that it constitutes for sustainable development issues.

All stakeholders were duly involved in the NSSD until 2030 development process through their representatives on the National Council for Sustainable Development, Climate Change and ICZM and wide consultative process. Their role and their obligations are clearly defined in the NSSD until 2030, however their effective participation in the implementation phase should be consolidated, through training, information awareness action plan. The media must be involved and journalists trained on the specific issues of the strategy so that they play their role of relay and mobilization of the populations. Partnerships with civil society must be consolidated so that they can be a force for proposition, action, and mobilization.

The private sector seems to be the least involved stakeholder. Beyond incentives and sanctions, along with policies, an enabling environment has to be created to encourage the market to become more environmentally responsible, and to make the private sector being innovative, active in the environmental transition.

The NSSD until 2030 tends to show “virtuous aspects” on the formal plan, in documents (success stories, best practices, etc.), but a lot of challenges still remain in terms of implementation. Harmonisation of sectoral strategies and action plans with NSSD has to be finalized through participative and inclusive processes, in order to precisely define actions and reliable measures to effectively bring sustainable development into the mainstream of socio-economic development, especially into the national five-year socio-economic development plan.

The NSSD until 2030 is comprehensive, covering all sectors, with a focus on sectors with great potential for the transition towards a green economy. However, the integration of sustainable development principals and measures into sectorial strategies is expected in the first years of implementation of the NSSD until 2030. The challenge is to move from the integrative strategic framework to harmonisation of concrete sectoral policy directions with the NSSD until 2030.

Financing for implementing the NSSD until 2030 has to be modified so that the Ministry of Finance can take the leading role in restructuring the State budget with the aim of enforcing the Strategy implementation. For the time being there is only limited budgetary allocations to the Ministry of Sustainable Development and Tourism for some of the activities related to governance for sustainable development. There is a big gap between the approved NSSD Action plan and real budget allocations. The NSSD until 2030 recognised all other relevant funding sources, including innovative sources of funding and UN funds.

Monitoring and assessment is an important part of implementing a strategy to ensure its effectiveness. The NSSD until 2030 has a monitoring and assessment plan in which milestones for annual reporting and the interim and final assessment can fit with the medium and long-term visions. The list of 525 indicators identified raises issues concerning coordination between the different institutions and organisations in charge of data collection and processing and the platform for information dissemination and targeted budget allocations.

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- Voluntary National Review at the 2016 High Level Political Forum

Annex 3: National Report – Morocco

المملكة المغربية
ROYAUME DU MAROC



كتابة الدولة لدى وزير الطاقة والمعادن والتنمية المستدامة بالتممية المستدامة
SECRETARIAT D'ETAT AUPRES DU MINISTRE DE L'ENERGIE, DES MINES
ET DU DEVELOPPEMENT DURABLE, CHARGE DU DEVELOPPEMENT DURABLE

Preface

Following an official letter from the UNEP/MAP-Barcelona Convention Coordinator in June 2016, the [Moroccan Ministry Delegate in Charge of Environment](#) confirmed the country's interest and willingness to take part in the pilot test for the Simplified Peer Review Mechanism (SIMPEER) of National Strategies for Sustainable Development (NSSD). Mrs Rajae Chafil, Director of Observation, Studies and Planning, and Mr Mohammed Maktit, Head of the Planning and Studies Department, were appointed to act as interfaces with the project team led by Plan Bleu. Special thanks go to Mrs Chafil and Mr Maktit for all of their cooperation, determination, time and support in completing this project.

Mr Mohammed Maktit took part in the [First technical meeting on SIMPEER](#) on 18 October 2016 in Barcelona, Spain, when the volunteer Contracting Parties and Mediterranean Commission on Sustainable Development (MCSDD) Steering Committee were invited to discuss and approve the proposed methodology for the simplified peer review of NSSD.

Mr Mohammed Maktit gave valuable help in collecting national reference documents for a literature review, completing the questionnaire, revising the Morocco fact sheet and finally, preparing and organising the project team's mission to Morocco.

The preliminary results of the literature review and questionnaire were presented to the stakeholders during the [project team's mission in Rabat, Morocco, from 7 to 8 February, 2017](#). This mission consisted of a plenary session with a large number of stakeholders, and individual interviews with national policymakers and key players in sustainable development. The interactive session of 7 February was chaired by Mrs Rajae Chafil with around fifty participants, including representatives of the Moroccan government's various ministerial departments and national environment and sustainable development stakeholders. The large number of participants at this session demonstrates the interest of national policymakers and stakeholders in the NSSD 2016-2030 and regional cooperation issues through the SIMPEER process. This plenary session was followed by bilateral interviews with the General Secretaries of various ministries and representatives of the Economic, Social and Environmental Council (ESEC). These interviews provided the opportunity to analyse and summarise the processes and organisations associated with sustainable development in Morocco in greater depth, while comparing sectoral strategies and action plans with the NSSD 2016-2030. Discussions and interactions with stakeholders during the plenary session and bilateral interviews helped identify the lessons learned, best practices and success stories, along with the challenges encountered during the development process and the implementation phase now in its beginning stages.

All results of this work are presented in this national report, which was discussed during the Peer Review Meeting in Nice, France, on 27 April 2017. This national report includes the outputs and recommendations of this meeting.

This report presents the results of the review of the Moroccan NSSD (NSSD 2016-2030). It covers the five fundamental dimensions outlined in the methodology document: (i) leadership and ownership (ii) integration and links between the three dimensions of sustainable development (economic, social and environmental), (iii) governance and stakeholder participation, and (iv) resources and means for implementation, and (v) monitoring and assessment.

Plan Bleu would like to take this opportunity to thank the Ministry Delegate in Charge of Environment (State of Secretariat, Sustainable Development), and particularly the Observation, Studies and Planning Department, for their time, support and valuable contribution to the SIMPEER project, and all Moroccan stakeholders who were involved and supported the project team's mission in Morocco and helped draw up this report.

Special thanks also go to Mr Rachid Firadi, UNEP/MAP National Focal Point and President of the MCSD, Mrs Nassira Rheyati, Mr Hamid Rhiouani, Plan Bleu National Focal Point and Dalal Afa (Head of the Planning Department).

General presentation of Morocco

Morocco is located on the Northwest tip of Africa. It has borders with the Mediterranean Sea and Strait of Gibraltar to the North, the Atlantic Ocean to the West, Algeria to the East and Mauritania to the South. The total population of 34.4 million inhabitants is unevenly distributed across a total area of 710,850 km², making it the 18th largest African country of 53 in terms of area. It is a mountainous country with altitudes varying from 4,165 metres (Jbel Toubkal, highest peak in the High Atlas) to 55 metres below sea level (Sebkha Tah near the city of Tarfaya in the Laâyoune-Boujdour-Sakia El Hamra Region in the South of the country). The country's location between the Mediterranean Sea, Atlantic Ocean and Sahara Desert has given it especially rich biodiversity, with extremely heterogeneous and complex ecosystems and habitats. Morocco has invested in the protection of this biodiversity with the creation of ten national parks, representing a total area of 771,849 ha, three biosphere reserves, and by classifying 21% of the national territory as protected land, coastal and marine areas.

Water resources in Morocco are scarce, estimated at 29²¹ billion m³, 10.43 billion of which is already used (36%), with significant annual fluctuations due to the country's climate variation. Farmland accounts for 68.5% of the country's surface area (305,915 km²), of which only 18.2% is arable land and 4.6% is irrigated, 2.8% with perennial crops, and 47.1% rangeland.

Despite this, the agricultural sector remains dominant in the country's economy, employing almost 40% of the active population and representing 14.5% of the GDP. This traditional dependence on the primary sector and vulnerability to fluctuations from year to year due to climate variation is decreasing. The structure of the Moroccan economy has begun to diversify and the economic results are encouraging²². For the 2004-2011 period, Morocco recorded an average growth of 4.9%, almost twice the average rate of the 1990s (2.5%). This performance reflects structural changes with a gradual shift of the productive fabric towards the tertiary sector. In 2015, tertiary activities represented 56.2% of the GDP, whereas secondary activities represented 29.2%.

Morocco has few mineral resources and phosphates are its main mineral endowment. Industry primarily includes the textile, tanning and leather goods, agri-food, oil refining and electronic goods manufacturing sectors. However, new sectors such as the chemistry, automotive equipment, IT, electronics and aeronautical industries are thriving and working to reduce the country's dependency on its agricultural sector.²³

The tertiary sector is largely dependent on tourism, which remains strong despite the slowdown in the growth of tourism due to the security crisis in other North African and Middle Eastern countries. The country has granted a number of public service concessions in major cities and has recently liberalised operating rules in the oil and gas sector.

Morocco's rank in global indicators of sustainable development²⁴

Human development index:	126 of 188
Subjective well-being:	83 of 149
GDP per capita (PPP):	94 of 149
Global competitiveness index:	72 of 140
Environmental performance index:	64 of 180
Total ecological footprint:	46 (55 million global ha)
Sustainable development goal index:	64 of 149 (61.6)

Strengths	Weaknesses
<ul style="list-style-type: none"> ▪ Political commitment to sustainable development expressed by H.M. King Mohammed VI ▪ First National Strategy for Protection of the Environment adopted in 1995 ▪ National Council of the Environment created in 1980 and restructured in 1995 ▪ National Charter for Environment and Sustainable Development, 2010 ▪ Framework law no. 99-12 on the National Charter for Environment and Sustainable Development, 2014 ▪ National Strategy for Sustainable Development 2016-2030 (NSSD 2016-2030) ▪ Twenty years' experience in incorporating sustainable development into its sectoral strategies and programmes ▪ Party to Multilateral Environmental Agreements (MEA) ▪ Strong potential for renewable energies (solar, wind and hydroelectric power) ▪ Importance of environmental priorities confirmed by the country's highest authorities, despite changes in the national administrative hierarchy (ministry between 1995 and 1997 vs. ministry delegate now) ▪ Creation of the National Environment Observatory of Morocco and Regional Observatories of the Environment and Sustainable Development (OREDD), local mechanisms for the inclusion of environmental considerations in economic activities at local level ▪ Implementation of economic and financial instruments for sustainable development: National Fund for the Environment and Sustainable Development, Industrial Pollution Control Fund - FODEP, Liquid Sanitation and Waste Water Treatment Fund, Energy Development Fund, etc. ▪ Significant involvement of Morocco in the fight against global warming: third national communication on climate change, presentation of its INDC, organisation of the COP22-CCNUCC, etc. 	<ul style="list-style-type: none"> ▪ Governance of natural resources: loss of biodiversity and depletion of natural resources (impact of erosion and soil degradation, waste, impacts of tourism activities, invasive species, degradation of habitats and ecosystems, etc.) ▪ Social inequalities, despite the emergence of a middle class ▪ Legislative framework and implementation: outdated laws and laws not widely implemented, with a lack of secondary legislation to make them efficient and applicable (applicability and application) ▪ Monitoring and assessment, information and education system ▪ Need of environmental data and data broken down by environment, region, gender, age range, etc. ▪ Multidimensional analysis (2014) shows that the country has recorded increased sustainable development thanks to the social sphere, rather than the economic sphere, where it is behind²⁵. For indicators associated with the social sphere, there is considerable progress. ▪ Institutional reforms have had an impact on the institutional and operational capacity of the national environmental authority in a variety of ways, as they have generated institutional discontinuity on various levels and particularly at regional level. The government authority responsible for the environment has changed direction over time depending on the government in power: sometimes it is under the supervision of the Ministry of Housing and Urban Development, and sometimes under the supervision of the Ministry of Energy, Mines, Water and the Environment, etc. ▪ Delay by the government to adopt the NSSD 2016-2030
Opportunities	Threats
<ul style="list-style-type: none"> ▪ Partnerships, bilateral and multilateral agreements, free-trade area²⁶ ▪ Follow-up of the COP22-UNFCCC which provides the opportunity to introduce policies that support sustainable development ▪ Interest from the Ministry of Civil Service in introducing the principles of sustainable development into public administration (State exemplarity) 	<ul style="list-style-type: none"> ▪ Energy and food dependency, despite achievements in renewable energy and agriculture ▪ Continuous increase in energy and food prices ▪ Negative impacts of climate change ▪ Economic importance of sectors which have long operated on relatively unsustainable models (mass tourism, marine fisheries, etc.) ▪ Delay in adopting the NSSD 2016-2030 (on-going)

Figure 4: Brief analysis of the context of sustainable development in Morocco

Introduction

On 1 July 2011, the Moroccan people adopted a new Constitution by referendum, laying the foundations for a democratic society with a modern State, open institutions, greater separation between the ruling powers and a new form of decentralisation. Article 31 of this new Constitution lists sustainable development as one of “the fundamental freedoms and rights”²⁷ of all Moroccan citizens, and Articles 35, 136 and 152 emphasise the need to ensure the sustainability of human development and management of natural resources. The new 2011 Constitution has given new momentum to the commitment to sustainable development made by Morocco during the Rio de Janeiro Earth Summit in 1992. Since then, its commitment has taken the form of various initiatives, including the adoption of the Framework Law on the National Charter for Environment and Sustainable Development, which is a *bona fide* reference on the topic for the country’s public policies²⁸.

Development of the National Strategy for Sustainable Development 2016-2030 (NSSD 2016-2030) draws on two these two major references: the new 2011 Constitution, which lists sustainable development as one of the fundamental rights of Moroccan citizens, and Framework Law no. 99-12 that requires the government to have an NSSD within two years of its adoption.

The NSSD 2016-2030 seeks to “*lay the foundations for a green and inclusive economy in Morocco by 2020.*” It is the result of an in-depth diagnostic assessment which “*revealed that the ingredients for sustainability are present in most policies, but their application remains insufficient.*”²⁹ It includes the four fundamental pillars of sustainable development: economic, social, environmental and cultural development. In order to achieve these goals, the NSSD has defined seven development issues (Figure 2), broken down into thirty-one strategies and one hundred and thirty-two objectives for implementation.



Figure 5: Moroccan National Strategy for Sustainable Development Issues (Source: NSSD 2016-2030)

Translation: Issue 1: Governance - Consolidate Sustainable Development Governance; Issue 2: Green economy - Achieve the successful transition to a green economy; Issue 3: Biodiversity - Improve the management and re-use of natural resources and strengthen the conservation of biodiversity; Issue 4: Climate change - Speed up the implementation of national policy on climate change; Issue 5 - Sensitive territories - Pay special attention to sensitive territories; Issue 6: Social cohesion - Promote human development and reduce social and territorial inequalities; Issue 7: Culture - Promote a culture of sustainable development

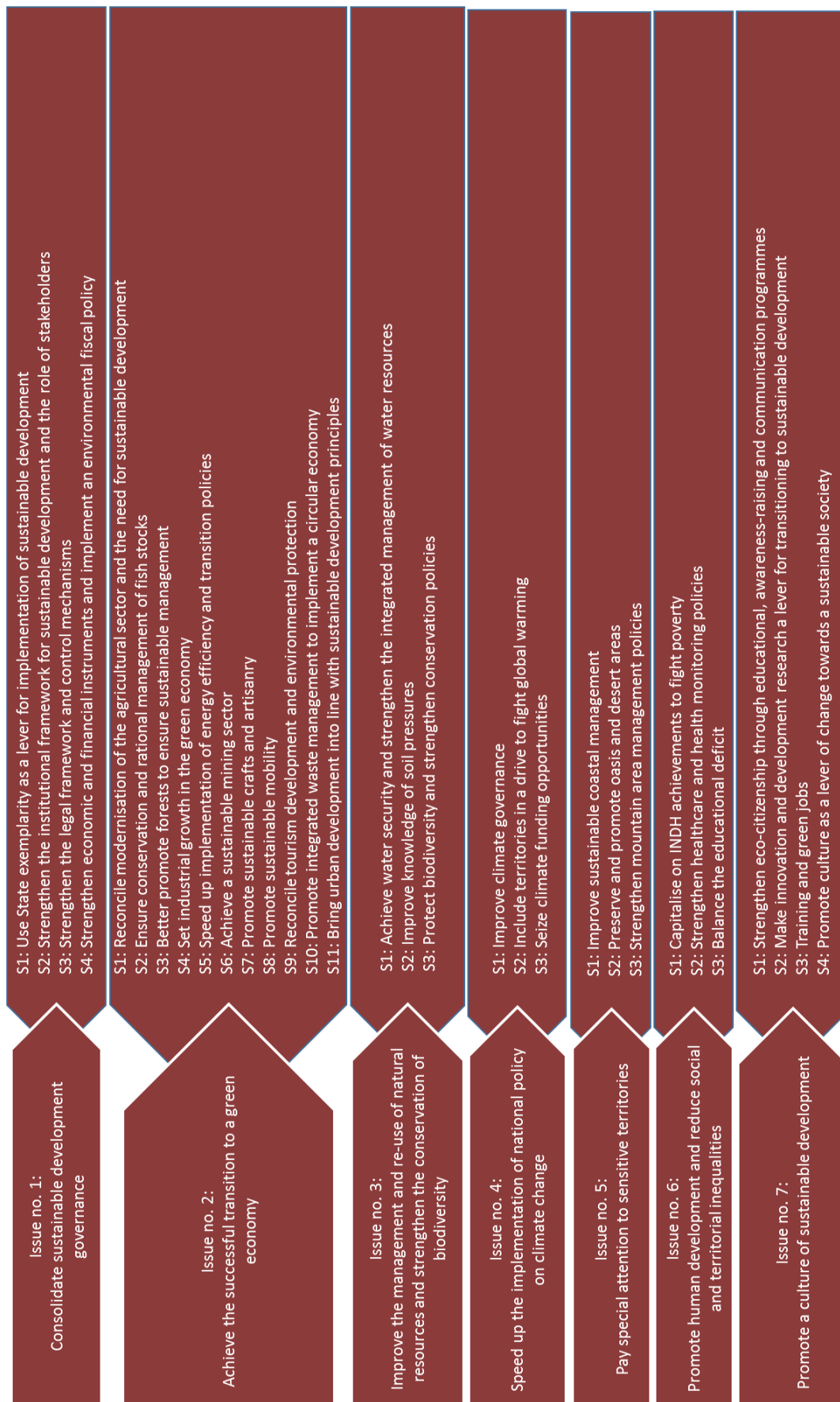


Figure 6: NSSD issues and strategies (Source: adapted from the NSSD 2016-2030)

The Moroccan NSSD was reviewed as part of SIMPEER for each of the five dimensions adopted in the methodological report. The main results are presented in the following sections according to this analysis framework.

1. Leadership and ownership

The NSSD 2016-2030 is part of a proactive national policy framework, with clear institutional references that place sustainable development as one of the country's objectives for development policy: the new 2011 Constitution and Framework Law no. 99-12. It was developed by the Ministry Delegate in Charge of Environment, following significant consultation with all of Morocco's sustainable development stakeholders, including the public sector, private operators and civil society.

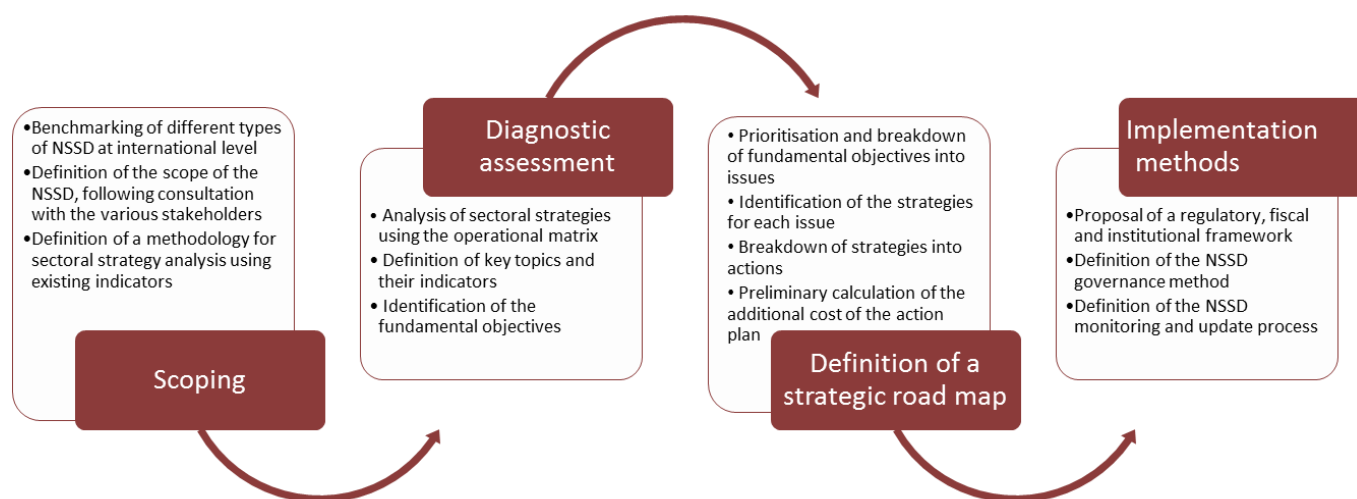


Figure 7: Main steps in the NSSD 2016-2030 development process

The NSSD 2016-2030 was developed via a four-step process (Figure 4), taking into account all existing sectoral strategies, plans and programmes and analysing them from a sustainable development perspective. Around thirty of these programmes and strategies were analysed, including:

- The Green Morocco Plan and its goal to significantly increase agricultural production and productivity and preserve its social impact by supporting rural populations through aggregation projects,³⁰ while also playing a role in the protection and conservation of natural resources, particularly by saving and reusing agricultural water, reducing soil pollution and promoting clean energy in agriculture;
- The energy strategy and its goals to reduce greenhouse gas emissions and protect natural resources, particularly by developing renewable energy sources;
- The Halieutis Plan for marine fisheries and its goals to protect marine biodiversity and regenerate fish stocks;
- Vision 2020 for Tourism and its environmental goals, particularly for

They said...

... the NSSD consolidates the sectoral visions of sustainable development...

... “It supports and strengthens them, including them in a national dynamic based on the common and shared goal of environmental sustainability and preservation of natural resources,” Mrs Zakia Driouich Sebbata, General Secretary of the Department of Marine Fisheries, Ministry of Agriculture and Fisheries, interview on Tuesday 7 February 2017, 3 pm – 4:30 pm.

... The NSSD 2016-2030 gives sectoral strategies “an overall collaborative and shared vision,” Mr Abderrahim Houmy, General Secretary of the High Commission of Water and Forests and Desertification Control, interview on Wednesday 8 February, 11:30 am – 1 pm.

... The NSSD 2016-2030 “increases visibility and is an advantage for finding new funding sources,” Mrs Nada Roudies, General Secretary of the Ministry of Tourism, interview on Wednesday 8 February 2017, 10 am – 11 am.

the design of tourism complexes, roll-out of the Moroccan Charter for Sustainable Tourism and promotion of tourism ecolabels, etc.;

- The Emergence Plan for industry and its environmental contributions such as the creation of “green business” zones and the promotion of ISO 14001 environmental certification for businesses;
- The Rawaj Plan for the development of local trade, which gives local commerce special recognition and protection, and limits the environmental impacts of modern retail outlets by optimising water and energy use and waste management.
- The National Human Development Initiative (INDH, 2005) and its goals to reduce poverty and improve living standards, to limit pressure on natural resources.

Most of these sectoral development strategies and plans already include the principles of sustainable development. The NSSD 2016-2030 is considered to be an important process that solidifies the effective and collective recognition of sustainable development issues, offering a vision for the future. It supports sectoral strategies, giving them greater political backing and increased consistency in working towards the common and shared goal of sustainability. It is a framework for consultation, discussion and partnerships between the various sectoral departments.

However, for the NSSD 2016-2030 to become a true reference document, it needs to be quickly adopted by the government. In view of Framework Law no. 99-12, the NSSD should have been approved by the government before 20 March 2015. Two years later, the NSSD 2016-2030 has yet to be officially adopted, although the Ministry Delegate in Charge of Environment has taken the necessary measures to make adoption of the Strategy one of the priorities of the new government. Implementation of the NSSD 2016-2030 could then begin under the coordination of the Ministry Delegate in Charge of Environment, with the involvement of all stakeholders, particularly through the Steering Committee and the sectoral commissions and committees that will be established.

They said...

... “Its adoption is a vital first step for implementation and this delay is compromising the momentum in place since 2013 when the diagnostic assessment was carried out and priorities identified,” Mr Hassan Agouzoul, Senior Expert on the Economic, Social and Environmental Council, interview on Wednesday 8 February 2017, 9 am – 10 am.

... “We are lucky to have a department that formalises a national strategy with this kind of political backing and the NSSD now deserves to exist. The NSSD document is necessary but not enough. There are still grey areas in terms of sharing responsibilities,” Mr Abderrahmen Houmy, General Secretary of the High Commission for Water, Forests and Desertification Control, interview on Wednesday 8 February 2017, 11:30 am – 1 pm.

Recommendations:

To launch the implementation of the NSSD 2016-2030 and strengthen institutional decompartmentalisation, the National Council for the Environment was convened in June 2015 after 6 years of absence, to approve the NSSD. Its activities should be continued with the organization of periodic meetings to provide a forum for discussion and exchange and to fulfil its advisory role, with proposals, guidelines and recommendations to support the implementation of the NSSD with the commitment of all stakeholders.

The establishment of specialized committees of the National Environment Committee will allow for a more in-depth analysis of the sector strategies and the measures taken to align them with the NSSD.

The work of the National Council for the Environment, the setting up of the Steering Committee and the Sectoral Monitoring Committees, depending on the adoption of the NSSD 2016-2030 constitute forums for exchanges and concerted action to promote real ownership of the Strategy by all actors. They should be put in place and operational quickly.

The adoption by the government of the NSSD 2016-2030 will provide the legal basis and mandate required to find the necessary funding for implementation. The definition of annual action plans will specify priorities and actions to be undertaken, and budgets. The establishment of specialized committees of the National Environment Committee will allow for a more in-depth analysis of the sector strategies and the measures taken to align them with the NSSD.

2. Integration and links between the three dimensions of sustainable development

To ensure cross-sector integration, the NSSD 2016-2030 is based on a diagnostic assessment that analysed the strategies and programmes of all sectors (economic, social and/or environmental sectors), using an operational matrix based on various criteria, including the environmental impact of the sectoral programme or strategy, its contribution to improving social conditions and its potential for making the transition towards a green economy.

Sectors with the greatest potential for transition towards a green economy were highlighted in the NSSD 2016-2030, which lists fishing, agriculture, industry, tourism, crafts, transport, energy, mines, forests, urban development and waste. Sustainable development is an internal requirement for these sectors, which have already achieved certain levels of sustainability for their actions and have made progress in making their sectors greener (Box 1).

They said...

... “The NSSD is now part of a more constructive approach, where departments are working together to find integrated solutions to priority development issues, such as the relationship between water and tourism, or between the management of protected areas and improving the living conditions of local populations, and eco-tourism...” Mr Abderrahmen Houmy, General Secretary of the High Commission for Water, Forests and Desertification Control, interview on Wednesday 8 February, 11:30 am – 1 pm.

... “The environment and sustainable production processes can be used to promote hand-crafted products, that are expressed through processes for labels, certifications and the launch of new brands,” Mr Ahmed Laamouri, General Secretary of the Ministry of Craft and Social Economy, interview on Wednesday 8 February 2017, 3 pm – 4 pm.

... “The SDGs were adopted after the sectoral Halieutis strategy, which already incorporates environmental and resource sustainability dimensions. (...) The social dimension cannot be considered before resource sustainability, but incentives and support measures are systematically planned to involve stakeholders in actions to preserve fish stocks. If necessary, Halieutis will be reviewed to incorporate the targets of SDGs currently not included,” Mrs Zakia Driouich Sebbata, General Secretary of the Department of Marine Fisheries, interview on Tuesday 7 February, 3 pm – 4:30 pm.

Surveillance of fish stocks for the modification of fishing quotas:³¹

By implementing an effective surveillance system to combat illegal fishing and improve the traceability of fishery products, Morocco has created development plans and landing points as part of its international commitments, in accordance with the provisions of the International Commission for the Conservation of Atlantic Tunas (ICCAT), for example. These plans strengthen the system for monitoring application of national and international management measures (ICCAT) and gives Morocco greater weight in international negotiations concerning fishing quotas.

The Department of Marine Fisheries’ main prerogative is to preserve resources through sustainable and integrated management. Many actions have been initiated to this end, including the implementation of fishing quotas, construction of landing point infrastructure and facilities, scientific and technical monitoring of fishing and actions to combat illegal fishing, promulgation of Act 81-12 on the coast, the creation of protected marine areas, improving the living conditions of small-scale fishermen and promoting income-generating activities, the traceability of fishing products in accordance with European regulatory requirements, social and financial compensation for fishermen, and support of the National Coastal Development Plan that provides for the creation of Planned Landing Points (PDA) and Fishing Villages (VDP).

Economic and social importance of the craft and artisanal sector and its role in sustainable development³²:

The craft and artisanal sector employs 2.3 million craftsmen and women, split between services (1.1 million) and products, with a turnover of 21.85 billion dirhams (2014). Historically, activities were focused on three product/customer pairings:

- Consumer crafts and artisanry for national customers. This includes everyday products, such as djellaba robes, kitchen pots and utensils, or services such as local hairdressers or mechanics;
- Cultural artisan products sold to nationals and foreign tourists (83% for the national market and 17% for foreign tourists);
- Highly cultural artisan products and services for export.

The 2015 Strategy sought to promote highly cultural artisan products and services, with a major environmental component seeking to improve the energy efficiency of the sector and limit sources of disturbance. The sector’s new

strategy is being drawn up with the aim of extending this approach to service-based artisanship and the social economy, which plays a major role in achieving sustainable development due to its environmental and social dimensions.

Role of Morocco in placing sustainable tourism on the global agenda for climate change:

Tourism was one of the first industries to have a sectoral strategy for both the public and private sectors. The sector's sustainability is promoted on a national scale with Vision2020, which lists sustainable development as one of the founding pillars, and on an international and regional scale where Morocco has been (pro)actively including the principles of sustainable tourism in global agendas.

- Morocco was a founding member of the Global Sustainable Tourism Council, and was President from 2013 to 2015,
- A new Moroccan Sustainable Tourism Charter was signed on 25 January 2016 during celebrations of the first Moroccan Sustainable and Responsible Tourism Day as a reference framework and tool to bring all of industry stakeholders together around the principles and values of sustainable tourism. It is based on 4 principles: protection of the environment and biodiversity, sustainability of culture and heritage; prioritisation of local development and respect for host communities; adoption of the principles of fairness, ethics and social responsibility;
- In terms of coordination and strategic planning, Vision 2020 for tourism planned to implement a sustainability monitoring system based on a set of indicators that consider compliance with tourism density thresholds, the impact of tourism development on the environment at territorial level, the socio-economic impact and the tourists' perception of sustainability throughout their tourism experience.
- Morocco also encouraged tourism to be included in the agendas of climate change talks in Marrakech in November 2016 (COP22-UNFCCC),
- Morocco facilitated ratification of the African Charter on Sustainable Tourism

Box 1: Examples of sectoral sustainable development achievements

The NSSD 2016-2030 has a medium- and long-term vision, entitled "*Lay the foundations for transition towards the green economy by 2020*" and "*Consolidate sustainable development in Morocco by 2030*" respectively. It defines a four-stage implementation process:

- 2013-2014: Development of the strategy
- 2014-2015: Contractualisation (adoption, treaties, framework agreements and special agreements)
- 2015-2020: Action plan and implementation (Strategy and monitoring/assessment plan)
- 2020-2030: Long-term strategies

Pursuant to Framework Law no. 99-12 on the National Charter for Environment and Sustainable Development, the NSSD 2016-2030 was developed in accordance with the following fundamental principles: integration, territorial impact, solidarity, precaution, prevention, responsibility and participation. It is designed as a continuous process for involving stakeholders to meet common objectives that help address key issues concerning sustainable development.

In terms of national and international integration, the NSSD 2016-2030 is a framework for implementing the country's commitments to sustainable development. It complies with international best practice and iterates the sustainable development challenges to which Morocco is committed, including combating climate change and desertification, and protecting biodiversity.

Without making explicit reference to the MSSD 2016-2025, the NSSD 2016-2030 includes its six thematic areas. It also covers several SDGs (see below).

To better link the SDGs with the NSSD 2016-2030, the Ministry Delegate in Charge of Environment launched a study in 2017 to identify the actions that need to be taken for the country to achieve the SDGs within the time limits imposed and assess the financial resources required.

As the NSSD 2016-2030 has not been officially adopted, there are not yet any coordination mechanisms between the different sectors and institutions/ministries responsible for implementing sectoral strategies, nor any detailed plan for implementation and financial (and other) instruments.

In 2016, Morocco presented a “Report of the Kingdom of Morocco concerning the initial measures for implementation of Agenda 2030 for Sustainable Development” as part of the voluntary national reviews of the United Nations High-Level Political Forum. For this purpose, it developed the following six priorities for implementation of the SDGs:

- Extension of the SDG ownership and appropriation process;
- Consistency of SDGs with national priorities;
- Proper coordination of public policies;
- Statistics information system;
- SDG implementation monitoring and assessment;
- Funding.

Morocco is also very involved in South-South cooperation, particularly with Sub-Saharan African countries with whom it shares its successful experiences and best practices for sustainable development, in sectors such as marine fisheries and tourism.

SDGs included in the NSSD 2016-2030:

- SDG 2: Zero Hunger. End hunger and famine, achieve food security, improve nutrition and promote sustainable agriculture;
- SDG 3: Good Health and Well-Being. Give individuals the means to lead healthy lives and promote well-being for all at all ages;
- SDG 6: Clean Water and Sanitation. Ensure availability and sustainable management of water and sanitation for all;
- SDG 7: Affordable and Clean Energy. Ensure access to affordable, reliable, sustainable and modern energy for all;
- SDG 11: Sustainable Cities and Communities. Make cities and human settlements inclusive, safe, resilient and sustainable;
- SDG 13: Climate Action. Take urgent action to combat climate change and its impacts;
- SDG 14: Life Below Water. Conserve and sustainably use the oceans, seas and marine resources for sustainable development;
- SDG 15: Life on Land. Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification and halt and reverse land degradation and halt biodiversity loss.

Recommendations:

After the development phase involving all sectoral departments, the State Secretariat for Sustainable Development is planning to set up a mechanism to ensure coordination and mobilization of other departments around the implementation of the Strategy. This mechanism will be managed by the Directorate of Climate Change and the Green Economy, with a Project Management Office (PMO) funded by the Ministry and Directorate for Observation, Studies and Planning, which is responsible for the process of monitoring the implementation of the NSSD 2016-2030. This mechanism should be provided with adequate resources in order to achieve the expected outputs.

The study launched in 2017 by the Ministry Delegate in charge of the Environment to assess the coherence between the NSSD and the SDGs should be finalized as soon as possible so that the NSSD 2016-2030 can serve as a reference framework for implementation of the SDGs and the country’s other environment and sustainable development commitments (Multilateral Environmental Agreements).

The various sectoral ministries and departments include the principles of sustainable development in their strategies, programmes and plans. However, they are faced with the requirements of the market economy and employment, which are sometimes difficult to reconcile with these principles of sustainability. To avoid becoming stuck in the consumer-driven industrial and social development of carbon-reliant economies, and to directly shift towards a green and inclusive economy, without the non-sustainable use of resources and natural capital, Morocco should put in place the necessary and favourable conditions (enabling environment) to encourage innovation, the development of sectors, the valorisation of innovative resources and the creation of added value and wealth. The private sector should then be encouraged to seize these opportunities to develop its knowledge and know-how and ensure the ecological transition of its production and marketing processes.

Civil society, for its part, will have to participate in this dynamic by working on consumption patterns through information, awareness-raising and training of consumers on one hand, and vigilance to denounce unsustainable practices on the other hand. The media can play a significant role in informing and sensitizing

consumers and the general public; the training program for media implemented by the State Secretariat for Sustainable Development should be maintained and strengthened, targeting the issues of the NSSD 2016-2030, in accordance with the priorities set out in the annual action plans.

Indeed, beyond the development of strategies for the different sectors, a detailed implementation plan is necessary, with the participation of stakeholders from the government, private sector, civil society and financial institutions. This implementation plan should be developed in a coordinated and efficient manner; the National Council for the Environment could be the forum for debate and adoption of this plan.

3. Governance and stakeholder participation

The NSSD 2016-2030 development process involved all stakeholders through bodies such as the Mohammed VI Foundation for Environmental Protection and the Economic, Social and Environmental Council, whose prerogatives were extended to sustainable development in 2011. This process included three main stages, each with workshops for consultation with stakeholders concerning: (i) definition of the scope of the NSSD 2016-2030; (ii) diagnostic assessment; (iii) identification of the seven sustainable development issues for Morocco and the 31 strategies. Consultation with civil society and the private sector remains limited to their representatives within these institutional bodies.

The research sector is included through a proactive policy of the Ministry Delegate in Charge of the Environment, which dedicates five million dirhams a year to funding research projects on priority topics associated with sustainable development and the environment. Funding is allocated via calls for proposals with universities and research bodies.

State exemplarity for implementation of the NSSD

Analysis of sectoral strategies during the diagnostic assessment phase of the NSSD development process identified obstacles to the implementation of sustainable development, in particular planning setbacks and the lack of coordination between administrative bodies, with each body tending to interpret sustainable development in light of the specific characteristics of their sector. The first strategy of the first issue in the NSSD is therefore to “Use State exemplarity as a lever for implementation of sustainable development.” This strategy has 6 objectives and 14 indicators so that the State can implement the approach recommended for all economic and social stakeholders within its own institutions, particularly through an exemplary approach to sustainable public procurement, environmental responsibility and corporate social responsibility.

Source: NSSD and interview with Mr Ahmed Laamouri, General Secretary of the Ministry of Civil Service and Administrative Reforms, Wednesday 8 February 2017, 4 pm - 5 pm.

The NSSD 2016-2030 will be implemented according to a three-tier contractualisation process, as follows:

- Firstly, adoption of the NSSD 2016-2030 by the government;
- Secondly, the Pact on State exemplarity (Issue 1 - Strategy 1, see below), which will be signed by the Head of Government or between the Ministry of Environment and the Ministry of Finance following adoption of the NSSD 2016-2030, in order to set out the State’s sustainable development commitments;
- Thirdly, ratification of agreements between various stakeholders to implement the actions set out under the NSSD 2016-2030, for each of the eleven sectors that need to make the transition towards a green economy (see below).

The NSSD 2016-2030 is implemented at local level (administrative region) via the development of Regional Strategies for Sustainable Development (RSSD). Four RSSDs will be developed in 2017, and actions are already underway to involve regional and local elected officials via decentralised organisations under the Ministry Delegate in Charge of Environment (Regional Environment Departments). The RSSDs need to be included in discussion of the focuses of regional, territorial and local development from the start. The delay in adopting the NSSD 2016-2030 may jeopardise this process of decentralisation into regional strategies.

The NSSD 2016-2030 lists no specific measures for involving civil society and the private sector - outside of their participation via the institutional bodies, the Mohammed VI Foundation for Environmental Protection and the Economic, Social and Environmental Council. However, the key principles it promotes, such as joint

development, a bottom-up approach, monitoring and assessment, and regular updates, require the involvement of a strong and well-organised civil society with significant powers of proposal and action.

Example of a cross-sector agreement for implementation of the NSSD 2016-2030

One example is a special agreement concerning the olive waste re-use programme, signed by the Ministries of Environment, Agriculture, Economy and Finance.

This agreement seeks to support sustainable development in the olive sector in order to compensate for a substantial increase in waste products and residue from olive crushing, brought about by the Green Morocco Plan, which intends to increase national olive production from 1.25 million tonnes of olives in 2014 to 2.5 million tonnes by 2020.

The agreement seeks to create the conditions to ensure a competitive, profitable and sustainable olive sector through integrated and rational management of crushing residue. Work must focus on the regulatory aspect of waste management and also the technological aspect of the choice of crushing process and the support given to farmers for handling, storage and product re-use.

The private sector will be involved in implementing the NSSD through the implementation of certain sectoral strategies, such as the tourism, craft, water or fisheries strategies, and in some initiatives launched by the Ministry Delegate in Charge of Environment (e.g. Pollution Control Fund, Environmental Improvement Fund).

The role of non-governmental stakeholders is not explicitly outlined in the NSSD 2016-2030, but Objective 11 seeks to “*Strengthen the action of environmental and sustainable development NGOs and increase their involvement in implementation, monitoring and assessment processes for NSSD projects,*” with five indicators. There is no specific plan to involve the private sector and financial or development institutions in implementation of the NSSD 2016-2030. However, five of the 132 Strategy objectives refer to funding and bi- or multilateral cooperation mechanisms (Objectives 12, 21, 48, 71 and 93). Furthermore, the NSSD 2016-2030 recommends the creation of a national fund for sustainable development to centralise all funds for sustainable development in order to rationalise budget allocation to the various projects.

Recommendations:

Capacity building for civil society through specific training programmes should be promoted by the State Secretariat for Sustainable Development to ensure its participation in implementation of the NSSD 2016-2030. The National Council for the Environment and its specialized commissions constitute a forum for dialogue, debates and exchanges that integrate civil society. An Internet platform should be set up to promote the exchange of best practices, successes, and all relevant information on the implementation of the NSSD 2016-2030, and to encourage the effective and efficient participation of the civil society.

The private sector is driven by market and profit considerations. Its ownership of the NSSD 2016-2030 and its participation in implementation will be ensured through considerations of profitability and improvement of production conditions. In addition to the tools to be developed, incentives on the one hand and sanctions/penalties on the other, a communication plan to promote the experiences of large national companies that have adopted the principles of sustainable development and effective measures, would be useful to encourage the market to become environmentally responsible. Particular attention should be paid to SMEs who might consider the modesty of their means as an insurmountable barrier.

Developing regional sustainable development strategies aims to ensure that the principles promoted and actions recommended by the NSSD 2016-2030 are undertaken by the regional administrations and local stakeholders. Information, awareness and training programmes for local stakeholders is a necessary prerequisite for NSSD 2016-2030 to become the reference document for local development planning and to ensure the involvement of citizens in actions for sustainable development and a greener economy. The workshops organized by the State Secretariat for Sustainable Development in partnership with the regional/local authorities and under the leadership of the Walis (prefects) represent interesting opportunities for engaging in this process and support. The information system models and guides developed by the Ministry to serve as a basis for the work of the Regions are important elements of the regional integration system, from national to local. The media have an also important role to play at the local level in the process of ownership and implementation of the NSSD 2016-2030; training programmes for media is required in this regard.

4. Resources and means for implementation

The NSSD 2016-2030 was developed taking into account existing sectoral strategies, and an estimated 95% of the actions proposed in the Strategy already have funding through sectoral strategies and plans. The remaining 5% should be funded through the budget of the Ministry Delegate in Charge of Environment. However, funding cannot be sought from financial institutions and technical and financial partners before official adoption of the NSSD 2016-2030 by the government.

Morocco has adopted a new organic law 130-13 on the Finance Act which was promulgated by Dahir no. 1-15-62 of 2 June 2015 and Decree no. 2-15-426 of 15 July 2015 pertaining to the drafting and performance of these finance laws. This new organic finance law will speed up achievement of the NSSD 2016-2030 objectives as it targets public spending performance by implementing an administrative coordination mechanism, which seeks to:

- Increase transparency to better inform Parliament of the intended objectives and results obtained;
- Improve the efficiency and effectiveness of public spending and the quality of the service provided to citizens while guaranteeing a quality yet affordable public service;
- Make managers more accountable in terms of their obligations to report on their performance and results.

Recommendations:

The NSSD 2016-2030 joins the MSSD 2016-2025 in recommending improved access to “climate funding” to finance the implementation of the NSSD: joint regional actions at the Mediterranean level should be considered to support countries in finding these resources and to launch the necessary actions to achieve this objective.

The NSSD 2016-2030 is also considering other innovative funding sources to strengthen implementation of the Strategy. The implementation of these innovative funding mechanisms should be accelerated. However, it should be stressed that the Strategy also serves to highlight what is already being done in the different sectors (good practices); it is not so much to seek new funding for actions that are already budgeted and implemented but to integrate sustainability into these actions.

The NSSD 2016-2025 plans to transform the National Fund for the Environment into a National Fund for Sustainable Development, which represents a funding source for implementing the Strategy. The operationalization and effectiveness of such a national fund for sustainable development is a concern shared by all countries and deserves greater common reflection at the Mediterranean.

In addition, with the support of bi- or multilateral financial institutions, the banking sector has an important role to play in creating a “multiplier effect” and becoming a promoter of sustainable development principles to the private sector through economic incentives (loans, etc.). This role needs to be carefully planned through tripartite collaboration that mobilizes national authorities to put in place regulations and funds, international development and financial institutions, and national financial institutions that will use financial and technical incentives to provide real support to the private sector in the form of loans or grants. In doing that, the action plans will be implemented, but the administration will not have to develop and manage new mechanisms.

However, important as it may be, the establishment of financing mechanisms (taxes, funds, loans, grants, etc.) is necessary but not sufficient: it is needed to guarantee that the amounts available meet the needs and that actions are effective.

Funding mobilization and environmental taxation are two important challenges to finance the implementation of the NSSD 2016-2030. The access to “unconventional” funding, through activities supported by the civil society, and the inclusion of citizens as consumers or producers of goods and services, are also important resources not to be overlooked.

5. Monitoring and assessment

Many of the NSSD 2016-2030 objectives refer to the need to regularly monitor implementation of the Strategy and the transparency of information on the topic, particularly Objective 4 to “*incorporate a participatory approach and improve transparency*” and Objective 8 to “*improve the environmental reporting framework.*” All of the NSSD 2016-2030 objectives include a number of indicators. The State Secretariat for Sustainable Development takes advantage of the Regional Observatories of the Environment and Sustainable Development (OREDD), whose mission is to collect and process environmental data. An information system model was developed by the Ministry to ensure the interoperability of the regional systems between themselves and with the national system managed by the National Observatory of the Environment. The latter provides a synthesis of all regional data and the development of indicators for monitoring the implementation of the NSSD. However, the publication of these indicators is the responsibility of the Office of the High Commissioner, which is the benchmark for statistical information in Morocco.

The system for monitoring and assessing implementation of the NSSD 2016-2030 has been clearly defined, with two assessments during implementation, one in 2020 for top-priority projects and another in 2025 for secondary projects, and a final assessment between 2028 and 2030.

The NSSD 2016-2030 results will be shared with ministerial departments on the basis of the Finance Act described above. The ministries will be asked to present their actions to be carried out and provide Parliament with an annual implementation report during the annual budget sessions. However, the NSSD 2016-2030 fails to define a system for informing the media and general public of the progress of implementation.

The 2011 Constitution states that citizens have the right to access information held by the public administration, elected bodies and public service bodies. In order to implement this provision, a law on public data access has been prepared and is currently in the process of being adopted. It should be noted that for the last several years, the Department of Environment has been making draft bills available to the public for their feedback.³³

As part of implementation of the NSSD 2016-2030, a special agreement was signed between the Minister Delegate in Charge of Environment (MDE), the Ministers of Agriculture and Marine Fisheries (MAPM) and Economy and Finance (MEF) to specify the terms and conditions of collaboration for implementation of the olive waste re-use programme.

Inter-ministerial collaboration between the Minister Delegate in Charge of Environment, the Minister of Agriculture and Marine Fisheries and the Minister of Economy and Finance to reduce the environmental damage of olive crushing

This special agreement seeks to reduce the cost of damage to the environment due to olive crushing, which represents approximately 12% of the sector’s added value, an estimated MAD 66.4 million each year.

Amurca is responsible for over 85% of damage caused by olive crushing, primarily in the water sector, and this damage is set to rise by 2020. In 2014, national olive production was estimated at an average of 1.25 million tonnes and will be increased to 2.5 million tonnes of olives by 2020 under the Green Morocco Plan.

This special agreement specified two areas for partnership between the three ministries (MDE, MAPM and MEF), the spraying of amurca on farmland and the re-use of orujo.

Recommendations:

To ensure consistency between the different sets of monitoring indicators (NSSD 2016-2030, MSSD 2016-2025, SDGs) a detailed analysis of actions, targets and indicators should be finalized.

Law 31-13, adopted on 31 July 2014, governs the right of public access to information on the environment and sustainable development. Training programs for media should be promoted by the administration to ensure public access to comprehensible and relevant information on the NSSD 2016-2030, its issues and its implementation.

Conclusions

The SIMPEER review is based on sustainable development processes and organisations, particularly the process for development and implementation of the NSSD 2016-2030. It focuses more on the socio-economic dimensions of sustainable development and promoting a greener economy than on issues directly linked to degradation of the environment and natural resources and improved management of these issues, even though the two are intrinsically linked.

From this perspective, the SIMPEER review in Morocco shows that the NSSD 2016-2030 is part of a national process promoted by the highest State Authority, H.M. King Mohammed VI, and the 2011-National Constitution. The Strategy was not adopted before 20 March 2015, as requested by the Law No. 99-12. The text required modifications following the recommendations from some stakeholders, notably to review the budgetary assessment and the NSSD horizon – which was thus set at 2030 to be in line with the global 2030 Agenda. The adoption of the NSSD 2016-2030 is one of the new government's top priorities. This formal adoption should be effective in the near future, which will enable the implementation and the setting-up of the Steering Committee and the planned Sectoral Monitoring Committees. It is proposed that the Steering Committee of the Strategy be chaired by the Head of Government, which should strengthen the political leadership supporting the NSSD 2016-2030.

After the Strategy is officially adopted by the government, it is set to become the national reference in terms of sustainable development for all economic sectors and national stakeholders. Moving from a Ministry Delegate in Charge of the Environment to a State Secretariat for Sustainable Development and providing for the establishment of a Management Unit, administrative capacity is strengthened to ensure the proper coordination and facilitating the implementation of the NSSD 2016-2030, and consolidating the momentum for consultation and discussion with and among other state departments.

The NSSD 2016-2030 was developed after a large number of sectoral strategies which already take into account sustainable development in their principles and strategies. It strengthens sectoral achievements, including them in a shared framework to increase their profile and efficiency, creating consistency to better meet the common goal of sustainable development. Nevertheless, the challenge remains for the Ministry Delegate in Charge of the Environment to assume the role of coordinator and facilitator for implementation of the NSSD 2016-2030 and to consolidate relationships based on trust and consultation with and between the other State departments.

During the development phase, the NSSD 2016-2030 brought together all sustainable development stakeholders, but the participation of civil society and private sector stakeholders in implementation remains a challenge. Implementing a consultation mechanism for the effective participation of civil society in this implementation phase and capacity building for civil society are important first steps to ensuring that NGOs are able to make proposals, drive forward action and get involved. This is necessary so that all Moroccan citizens can claim proper ownership and acceptance of the NSSD 2016-2030 in order to bring about real change in consumer behaviour and production methods and in relationships with natural resources and the environment in general.

Regarding the involvement of the private sector, specific mechanisms and legal, regulatory and financial instruments should be used so it can become a stakeholder in sustainable development, leading to win-win solutions. In this context, the specific role of the national authorities in each sector (ministries, agencies, etc.), working together and under the State Secretariat for Sustainable Development, remains crucial in their policies to involve the private sector.

Transformation of the public sector by introducing sustainable operational practices (principle of State exemplarity) is another key aspect. Intensive training for human resources, modernisation of existing facilities (buildings and furnishings) and introducing sustainable practices, such as environmentally-friendly procurement procedures and sustainability audits, could be a powerful example for the private sector and influence stakeholders both up (suppliers) and down (service beneficiaries) the economic and social supply chain.

Funding for the NSSD 2016-2030 is primarily sourced from the budgets of other ministerial departments and sectoral strategies. Technical and financial development partners and financial institutions are especially active in Morocco. Their strategy or scope of action include some measures for sustainable development and/or promoting the green economy in the priority sectors identified by the NSSD. Adoption of the NSSD 2016-2030 by the government should make the NSSD 2016-2030 a framework for consultation and negotiation with development partners. Innovative funding mechanisms, such as the National Fund for Sustainable Development, should also be implemented more quickly. Furthermore, the role of financial institutions (banks, etc.) in facilitating the “multiplier effects” and “passing on the message” to the private sector through economic incentives (loans, etc.) should support the transition to sustainable practices, though this aspect requires careful planning. This can best be achieved via three-way collaboration between the national authorities (which provide regulations and funds), international development and funding bodies, and national financial institutions (banks) which have mechanisms to provide real support in the form of loans or subsidies. This would mean that the implementation and use of plans could be monitored without the State needing to develop and manage new mechanisms.

Monitoring and assessment is an important aspect in implementing a strategy to ensure efficiency. The NSSD 2016-2030 monitoring plan has timelines for annual monitoring reports and intermediary and final assessments that are consistent with medium- and long-term visions. The indicators defined for all 132 NSSD 2016-2030 objectives should consolidate the monitoring mechanisms and the succession of learning and action cycles for the continuous improvement of development projects targeted by the Strategy. The challenge to harmonise NSSD 2016-2030 indicators and those specified for monitoring regional and international instruments, especially the SDGs and the MSSD 2016-2025, is taken into account in discussions between the Ministry Delegate in Charge of Environment and other stakeholders in order to make data collection and processing operational in order to develop indicators. At the national level, the National Observatory of the Environment is responsible for the synthesis of all national data and their integration into the national system. The dissemination of information on the environment is part of the mission of the High Commission for Planning, which is the benchmark institution in statistics for the Kingdom of Morocco.

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Annex 4: National Report – France***Preface***

Following an official letter from the UN Environment/MAP-Barcelona Convention Coordinator in June 2016, and various discussions between the Plan Bleu and MAP National Focal Point, Mr Charles-Henri de Barsac, and the MSCD Representative for France, Mr François Guerber, the [French Ministry of the Environment, Energy and the Sea \(MEEM\)](#) confirmed the country's interest and willingness to take part in the pilot test for the Simplified Peer Review Mechanism (SIMPEER) of National Strategies for Sustainable Development (NSSD).

Mr Charles-Henri de Barsac took part in the [First technical meeting on SIMPEER](#) on 18 October 2016 in Barcelona, Spain, when the volunteer Contracting Parties and Mediterranean Commission on Sustainable Development (MCSD) Steering Committee were invited to discuss and approve the proposed methodology for the simplified peer review of NSSDs.

Following this, Mr François Guerber was appointed National Contact Point for the SIMPEER activity. As the project team's point of contact, he gave valuable help in collecting national reference documents for a literature review, completing the questionnaire, and finally, preparing and organising the project team's mission in France.

The preliminary results of the literature review and questionnaire were presented to the stakeholders during the project team's mission in Paris, France, from 27 - 28 March 2017. This mission consisted of various meetings and interviews with national policymakers and key players in sustainable development, including representatives of the Ministry of the Environment, Energy and the Sea (MEEM), Senior Officials for Sustainable Development (HFDDs), members of the French National Council for Ecological Transition (CNTE) and experts from the Institute for Sustainable Development and International Relations (IDDRI). Discussions and interactions with stakeholders during the expert mission in Paris helped identify the lessons learned, best practices and success stories, along with the challenges encountered during development, and now implementation, of the National Strategy of Ecological Transition Towards Sustainable Development (SNTEDD).

All results of this work are presented in this national report, which was discussed during the Peer Review Meeting in Nice, France, on 27 April 2017. This national report includes the outputs and recommendations of this meeting.

This report presents the results of the review of the French National Strategy of Ecological Transition Towards Sustainable Development (SNTEDD 2015-2020). It covers the five fundamental dimensions outlined in the methodology document: (i) leadership and ownership (ii) integration and links between the three dimensions of sustainable development (economic, social and environmental), (iii) governance and stakeholder participation, (iv) resources and means for implementation, and (v) monitoring and assessment.

Plan Bleu would like to take this opportunity to thank all MEEM contact points, particularly the General Council for the Environment and Sustainable Development (CGEDD) and General Commission for Sustainable Development (CGDD), along with the Delegation for Sustainable Development (DDD), the Office for the National Strategy for Sustainable Development, and the Environmental Observation and Statistics

Department (SOeS) for their time and valuable contribution to the SIMPEER project, and all French stakeholders who were involved in the project team's mission in Paris and helped draw up this report. Special thanks also go to Mr Charles-Henri de Barsac, Plan Bleu and MAP National Focal Point.

General presentation of France

France is a Western European country that shares borders with Belgium and Luxembourg to the north, Germany, Switzerland, Italy and Monaco to the east and south-east, and Spain and Andorra to the south-west. It also shares a border with the United Kingdom through the Channel Tunnel. France has 1,694 km of Mediterranean coastline (including 802 for Corsica Island), 2,400 km of coastline with the Atlantic Ocean and 1,759 km of coastline along the English Channel³⁴.

France has a population of 66.99 million³⁵, including its overseas regions and territories (approximately 65 million inhabitants in mainland France). For the past thirty years, the West and South of the country has seen a much faster population increase than the North and the East, with the notable exception of Paris and its urban area, which has a population of around 12.5 million.

In recent years, France has lost its place as the fifth largest economic power in the world. The country is struggling to recover from the financial crisis, despite slight growth in 2015. In 2016, growth was at 0.4%, the unemployment rate stagnated at 10%, and inflation was at 1.2%.

Although the agricultural sector only represents 1.7% of the country's GDP and employs just 3% of the active population, France is the largest agricultural producer in the European Union (EU). French agriculture receives significant subsidies, particularly from the EU. France's main agricultural products are wheat, corn, meat and wine³⁶.

The manufacturing industry in France is diverse, but the country is in the process of deindustrialisation, with a number of businesses being offshored. Key industrial sectors include telecommunications, electronics, the automobile and aerospace industries and weaponry³⁷.

The tertiary sector accounts for 78.7% of France's GDP and employs over three quarters of the active population. Despite a decline in tourism in 2016 following the terrorist attacks that shook the country, France remains the number one tourist destination in the world with 83 million tourists in 2016 (compared to 85 million in 2015)³⁸.

France was one of the first countries to tackle the environmental challenges impeding its sustainable development, with an energy transition thanks to lower emissions of greenhouse gases and major air pollutants, better water conservation and the stabilisation of household waste production. It is one of the European leaders for eco-innovation, particularly in the water and waste sectors and for technologies designed to combat climate change. In recent years, the employment rate in the environmental sector has increased much more quickly than in the economy as a whole, and economic instruments are increasingly used in the country's environmental policy.

However, there are still significant challenges and many pressures, especially on water resources due to nitrate and pesticide pollution, in addition to increasing urbanisation around major cities, the loss of biodiversity, and the recycling and compost rate for municipal waste³⁹.

France's rank in global indicators of sustainable development⁴⁰

Human development index:	22 of 188
Subjective well-being:	29 of 149
GDP per capita (PPP):	21 of 149
Global competitiveness index:	22 of 140
Environmental performance index:	10 of 180
Total ecological footprint:	10 (330 million global ha)
Sustainable development goal index:	11 of 149 (77.9)

Strengths	Weaknesses
<ul style="list-style-type: none"> ▪ Three generations of sustainable development strategies since 1997 ▪ Strong political commitment to the ecological transition ▪ Potential of green jobs and decoupling economic growth and energy use ▪ Institutional and legislative framework for sustainable development governance ▪ Decentralisation ▪ Success of the COP21 (UNFCCC), historic Paris Agreement ▪ One of the European leaders for environmental research and eco-innovation for water, waste and climate change mitigation technologies ▪ Subsidies and funding for research and development ▪ Rich and vast natural heritage, with one of the first maritime domains worldwide 	<ul style="list-style-type: none"> ▪ Significant environmental challenges due to the practices and policies of different economic sectors: urban air quality, water pollution due to pesticide use, urbanisation and loss of biodiversity (habitats and species), energy efficiency, etc. ▪ The SNTEDD is more focused on environmental issues rather than on integrating the three pillars of sustainable development in national sectoral strategies ▪ “France’s nuclear power stations are ageing and it is not on track to hit renewable energy targets” (OECD, 2016) ▪ Economic efficiency of biodiversity policies
Opportunities	Threats
<ul style="list-style-type: none"> ▪ European regional integration ▪ France’s leading role for climate change during and after the COP21 (UNFCCC), the Paris Agreement being a point of reference in the international political agenda for climate change ▪ France’s leadership in sustainable development and climate actions and policies 	<ul style="list-style-type: none"> ▪ The European and French economic crisis, making it difficult to introduce and apply environmentally-friendly economic measures (green tax, etc.), with some not efficient systems to be reformed⁴¹ ▪ High unemployment rate, resulting in a lack of enthusiasm to introduce new, more sustainable production practices

Figure 1: Brief analysis of the context of sustainable development in France. Various points from this analysis have been taken from the Environmental Performance Review of France (OECD, 2016)

Introduction

Since 1997, France has developed four strategies for sustainable development and the ecological transition. The first was not officially approved and was followed by the NSSD 2003-2008, adopted on 3 June 2003 and updated in 2006 in order to bring it into line with the European Union Sustainable Development Strategy (EU SDS).

In 2007, the *Grenelle de l’Environnement*⁴² launched a major consultation process, leading to a reform of the country’s environmental policy, with the passing of two laws to institutionalise participatory governance of the environment and to strengthen and extend the legislative framework. The *Grenelle de l’Environnement* also marked France’s commitment to choosing a new project for a society founded on a fair, green economy, with the National Strategy for Sustainable Development 2010-2013, approved on 27 July 2010 by the Inter-Ministerial Committee on Sustainable Development, which brings together all members of government. The NSSD 2010-2013 included the same seven challenges⁴³ as the EU SDS, plus two cross-cutting challenges (knowledge and governance). It was monitored using 54 indicators, including 11 flagship indicators from the EU Statistical Office.

- Three “generations” of strategy**
- A first NSSD project in 1997
 - NSSD 2003-2008, adopted in 2003 and updated in 2006 to bring it into line with the European Union Sustainable Development Strategy (EU SDS)
 - NSSD 2010-2013 “Towards a green and fair economy”, broadly inspired by the European Strategy, approved on 27 July 2010 by the Inter-Ministerial Committee on Sustainable Development with all members of government, with the same 7 challenges and two additional cross-cutting challenges (knowledge and governance) – 54 indicators
 - SNTEDD 2015-2020, adopted by the Council of Ministers on 4 February 2015

Review of the implementation of the NSSD 2010-2013 uncovered a sectoral approach that diluted the priorities and recommended that the replacement strategy should have “a cross-cutting and long-term vision to meet the interdependent challenges of ecological transition and sustainable development.”⁴⁴ The National Strategy of Ecological Transition Towards Sustainable Development 2015-2020 (SNTEDD), adopted by the Council of Ministers on 4 February 2015, was designed to ensure that economic growth is decoupled from environmental impacts and that there is a shift towards a new economic and social model. The SNTEDD continues the momentum generated by the previous strategy in terms of stakeholder involvement in a society project. It is based on two key, inseparable components: social and societal innovation, and technological innovation and research / development into industrial processes and organisation. The National Strategy addresses four major environmental issues: climate change, accelerated loss of biodiversity, depletion of resources and increase of health risks, all of which were identified by the *Grenelle de l’Environnement*.

The SNTEDD has nine cross-cutting objectives (Figure 2), broken down into priorities, organised around a “shared vision to become a more moderate society by 2020 (Objectives 1 - 3) by proposing suitable levers to boost and support transformation of the economic and social model (Objectives 4 - 6) and improving learning and governance to promote widespread ownership and action (Objectives 7 - 9)”.⁴⁵

9 Objectives of the SNTEDD 2015-2020		
<p>A more moderate society by 2020</p> <p>Objective 1: develop sustainable and resilient territories</p> <p>Objective 2: commit to a circular and low-carbon economy</p> <p>Objective 3: prevent and reduce environmental, social and territorial inequalities</p>	<p>Levers to boost and support societal change</p> <p>Objective 4: invent new economic and financial models</p> <p>Objective 5: support the ecological transition of economic activities</p> <p>Objective 6: guide the production of knowledge, research and innovation towards ecological transition</p>	<p>Learning and governance to promote widespread ownership and action</p> <p>Objective 7: educate, train and raise awareness concerning the ecological transition and sustainable development</p> <p>Objective 8: involve stakeholders at all levels</p> <p>Objective 9: promote sustainable development at the European and international levels</p>

Figure 2: SNTEDD Objectives

The French SNTEDD was reviewed as part of SIMPEER for each of the five dimensions adopted in the methodological report. The main results are presented in the following sections according to this analysis framework.

1. Leadership and ownership

The SNTEDD is part of the country's environmental policy, which is governed by Article 1 of Act 2009-967 of 03/08/2009 pertaining to programmes for implementation of the *Grenelle de l'Environnement*, and Article 254 of the Act of 12 July 2010 pertaining to the national commitment to the environment. The SNTEDD is also part of the national political process marked by the Annual Environmental Conference with all members of the National Council for Ecological Transition (CNTE) and most ministers, chaired by the President of the French Republic.

These annual environmental conferences produce a road map specifying governmental commitments for ecological transition, and an annual report submitted to Parliament after review by the National Council for Ecological Transition.

The annual environmental conferences have strengthened environmental dialogue and helped jointly build measures, which have led to various political achievements, such as:

- laws, in particular the acts on energy transition for green growth and on reclaiming biodiversity, nature and landscapes;
- ban on the aerial spraying of phytosanitary products;
- plans, in particular the “pollinators” plan and the “health and environment 3” national plan;
- certifications, in particular the “ecological and energy transition” label;
- organisation of COP21 (UNFCCC) and monitoring of France's commitments;
- financial support for converting diesel vehicles over 13 years old;
- national strategies, particularly for sea and coastal zone or for endocrine disruptors;
- implementation of green technology (Green Tech).

The Annual Environmental Conference

This annual event was launched in 2012 and is the opportunity to assess the progress of the measures taken the previous year and to set new government priorities concerning ecological transition in the coming year.

After this work, the Government defines a road map for ecological transition and guidelines for each ministry, specifying the orientations adopted.

A progress report of the Road Map for Ecological Transition (FRTE) is presented to members of the CNTE for discussion several times a year.

A total of four conferences have been held (2012, 2013, 2014 and 2016) in order to support, further develop and implement the orientations of the SNTEDD.

List of themes:

- 2012:
 - Preparation of national discussion on the energy transition
 - Biodiversity
 - Environmental health risks
 - Environmental taxation
- 2013:
 - Circular economy
 - Employment, training and ecological transition
 - Water policy
 - Marine biodiversity, the sea and oceans
 - Education on the environment and sustainable development
- 2014:
 - National drive to prepare the COP21 on climate and biodiversity
 - Sustainable transport and mobility
 - Environment and health
- 2016:
 - Honour the commitments made by France at the COP21 (UNFCCC)
 - Encourage all of society's stakeholders to commit to the ecological transition, particularly at territorial level
 - Preserve environments in order to improve the well-being and health of all

The principles promoted by the SNTEDD are based on the definitions of sustainable development in the French Environmental Code⁴⁶, which places environmental protection at the same level as the Declaration of the Rights of Man and of the Citizen (1789) and the economic and social rights listed in the recitals of the Constitution of the 5th Republic (1946)⁴⁷. Furthermore, in this same article, the Environmental Code recommends the following nine principles for achieving sustainable development: precaution; preventive action; the polluter pays; access to information on the environment; participation; ecological solidarity, sustainable use; complementarity between the environment and agricultural, aquacultural and forest activities; non-regression, and the following five commitments: combatting climate change; preservation of biodiversity, environments, resources and protection of the services which they provide and the associated uses; social cohesion and solidarity between territories and generations; well-being for all people; transition towards a circular economy.

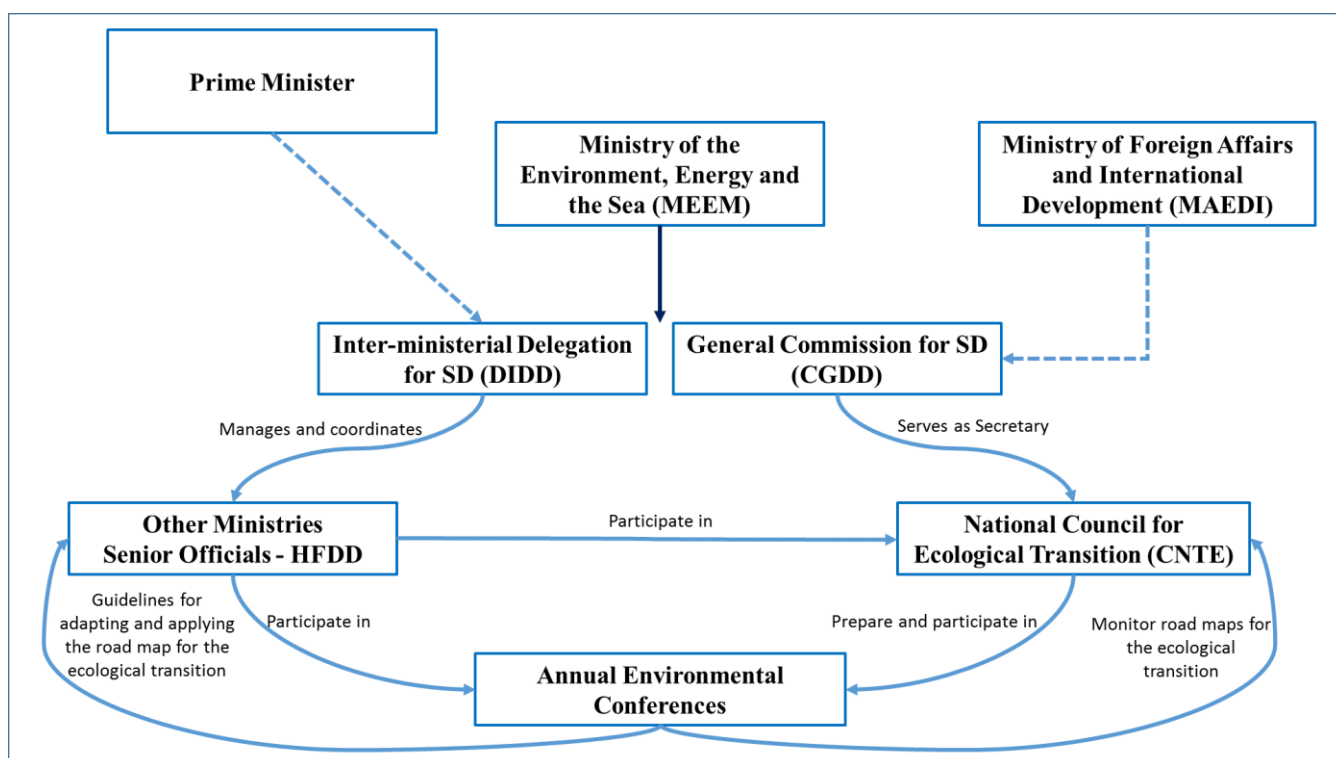


Figure 3: Diagram of sustainable development governance in France

The SNTEDD development process was coordinated by the General Commission for Sustainable Development (CGDD) under the Ministry of the Environment, Energy and the Sea (MEEM), in cooperation with the National Council for Ecological Transition (CNTE) and the Senior Officials for Sustainable Development (HFDDs). The HFDDs in each ministry are responsible for applying the National Strategy within their ministry and for promoting sustainable development actions in their field of expertise⁴⁸, through ministerial strategies for sustainable development, drawn up using the common principles defined or flagship programmes and projects. An Inter-Ministerial Delegation for Sustainable Development, placed by the Prime Minister under the responsibility of the Ministry of the Environment, manages the Committee of Senior Officials for Sustainable Development (HFDDs)⁴⁹ and serves as permanent Secretary.

The SNTEDD development process was launched in 2013 and did not take into account the Mediterranean regional framework of the MSSD. However, analytical reading shows that the National Strategy covers most of the objectives of the MSSD 2016-2025, particularly the most cross-cutting objectives and those relating to the green economy, climate change and governance.

Neither does the SNTEDD incorporate the 2030 Agenda and the Sustainable Development Goals (SDGs). It could, however, be considered the strategic environmental component for their future implementation.

The SNTEDD focuses on the environmental challenges presented by the *Grenelle de l'environnement*⁵⁰ for which it provides sustainable solutions that incorporate socio-economic aspects and governance, not just the environment. Other governance frameworks exist for discussing social and economic issues, such as the Annual Social Conference, launched by the current Presidency in 2012, along with the Annual Environmental Conference. Furthermore, implementation of the SDGs is currently under discussion in order to identify sufficient political support and draw up an action plan to cover all sustainable development issues.

They said...

... sustainable development is a societal issue that is inevitably at the mercy of the political agenda. Priorities are established by Government. In 2012, there was a major drive for ecological transition, especially for the energy transition and addressing the climate emergency...

... Transition is an interesting term that shows that we are working on social projects that require profound changes in behaviour...

... Sustainable development is an objective touted by all candidates (in the current presidential elections), but the priority given to the different themes has yet to be seen...

Vanessa Lorioux, Head of the Delegation for Sustainable Development, Meeting with MEEM representatives. 27 March 2017, Paris, France

Recommendations:

The involvement of all actors and stakeholders in the development and implementation of the SNTEDD prevents from uncertainties of policy agendas. The definition of annual action plans that specify achievable targets and the pace of transition following a participatory and inclusive process is another way to make the Strategy a policy document that transcends electoral agendas and durations of political mandates.

To ensure the transposition of the SDGs at national level, the SNTEDD should be complemented by the economic and social components. This requires greater inter-ministerial collaboration and coherence between the various bodies responsible for coordination and dialogue (National Council for Ecological Transition, Economic, Social and Environmental Council, etc.). Dialogue among stakeholders must therefore be strengthened to identify the balances between the three pillars of sustainable development and the options needed to achieve a new model of society.

This multi-stakeholder dialogue requires awareness-raising, information and training of other stakeholders (trade unions, civil society, the general public, etc.) on the main issues of the SDGs and the SNTEDD in France. There is also a need to invest in knowledge and human resources to strengthen environmental education and sustainable development.

2. Integration and links between the three dimensions of sustainable development

The SNTEDD provides a cross-cutting view, promoted by the involvement of all stakeholders (local authorities, employers, trade unions, citizens, members of parliament, etc.) in its development process.

The Senior Officers for Sustainable Development (HFDDs) are responsible for integrating the SNTEDD into sectoral policies and applying the National Strategy within their ministerial department.

The HFDDs also monitor implementation through the annual report submitted to Parliament, following discussion in the CNTE.

To date, four ministries have officially applied the SNTEDD (Sports, Interior, Culture, Defence). Furthermore, the Strategy's inter-ministerial development process has ensured its consistency with the policies coordinated by the different ministries.

*"Each ministry, with its knowledge of its sector, resources, policy frameworks and stakeholders, applies the SNTEDD differently, by identifying the most suitable levers"*⁵¹.

They said...

... *The Annual Environmental Conference is an opportunity to refocus at national level, to appropriate the planned measures, apply them to other sectors and specify the tools required for implementation in order to support a sector's stakeholders and find solutions together...*

Francis Labreuche, Department of Sport, Sport and Sustainable Development Mission, Ministry of Cities, Youth and Sport

... *The Ministry of Culture and Communication's new strategy for societal, social and environmental responsibility (CSR Strategy – Corporate Social Responsibility) encourages stakeholders to move in the same direction (towards sustainability). They can identify with it as they helped develop it...*

Olivier Lerude, General Secretariat, Ministry of Culture and Communication

... *The Ministry of Foreign Affairs and International Development (MAEDI) implements the recommendations of the Inter-Ministerial Committee through two operators: Agence française de développement (French Development Agency - AFD) and Expertise France. The AFD expresses France's international commitment to promoting sustainable development in these projects...*

Hatem Chakroun, Department of Sustainable Development, MAEDI

Meeting with the Senior Officials for Sustainable Development (HFDDs), 27 March 2017, Paris, France

Adaptation of the SNTEDD 2015-2020 in the sports sector

With 16 million licences, 34 million players and athletes, 260,000 clubs, 175,000 of which are affiliated with a sports federation, and 60,000 sports and physical activity centres, French sport has enormous potential for changing behaviours and promoting the ecological transition towards sustainable development.

The new National Strategy of Ecological Transition Towards Sustainable Development in Sports (SNTEDDS), launched on 20 January 2016 during the *Assises du Sport et du Développement Durable* meetings, is an update to the National Strategy for Sustainable Development in Sports 2010-2013 (SNDDS), incorporating changes associated with the ecological transition. It was developed together with all sports stakeholders (government departments, the sports movement, local authorities, businesses and, generally, all civil society) to continue the engagement of sports stakeholders, which began with the SNDDS 2010-2013, and to consider the strategic choices of the SNDDS in light of the three cross-cutting ambitions of the SNTEDD:

- Develop a shared approach to sustainable sport;
- Transform the social and business model of sport for the ecological transition towards sustainable development;
- Strengthen widespread appropriation of sustainable development.

The SNTEDDS helps stakeholders identify necessary measures and find new solutions to the challenges hindering the sustainability of practices, facilities and equipment. Actions are aimed at the organisers of major sporting events, federations and businesses that manufacture sporting equipment and clothing. They seek to promote best practice and success stories instead of stigmatising failures, in order to encourage emulation and generate a snowball effect.

An online exchange and information platform entitled “sport and sustainable development” was created with the aim of encouraging all sports stakeholders to implement sustainable development initiatives, through four key aspects:

- Providing information (tools, studies, links to resource centres);
- Providing a forum for dialogue and data exchange;
- Promoting stakeholder experiences;
- Promoting actions by the ministry for the sustainable development of sport.

Source: <http://developpement-durable.sports.gouv.fr/la-strategie-nationale/presentation/article/presentation-de-la-strategie> and Francis Labreuche, Department of Sport, Sport and Sustainable Development Mission, Ministry of Cities, Youth and Sport, 27 March 2017, Paris, France

In terms of vertical integration, the SNTEEDD is not designed for local application. However, there are many local political instruments for incorporating sustainable development, such as 2015-2020 State-Region contracts that incorporate the energy transition, regional schemes of ecological coherence (SRCE), regional schemes for planning, sustainable development and territorial equality, etc. Depending on their size and resources, the Regions either have units dedicated to sustainable development or use consulting firms.

Finally, at the international level, the SNTEDD expresses the commitments made by France at the Rio Earth Summit in 1992, while also introducing innovative aspects driven by its goal to promote a new low-carbon society model by 2020. The first report submitted to Parliament on implementation of the SNTEDD in 2016 describes the relationships between the Objectives of the SNTEDD and the SDGs that are affected by its implementation.

The SNTEDD 2015-2020 should be extended for a second six-year period, with updated actions or goals depending on the review and diagnostic assessment in 2020. It lays the foundations for cross-generational long-term sustainable development by establishing the principle of sustainable use of resources (particularly Priority 1 of Objective 1 or Priorities 2 and 3 of Objective 2 (see Figure 2), the principle of anticipating climate change (particularly Priority 2 of Objective 3), the principle of preparing the future for coming generations through research, education or training (particularly Objectives 4 and 7).

Recommendations:

The Exemplary Administration Plan (PAE) applies to central administrations and decentralised departments. Regional schemes for spatial planning, sustainable development and territorial equality are being set up and provide an opportunity to transpose the principles and recommendations of the SNTEDD to the territorial/local level. Training of local actors, in particular local elected representatives and civil society stakeholders, accompanied by technical guides, is necessary to demystify the complexity of the evolutions in progress and to avoid that the lack of readability increases the distance between the institutions and the citizens. The exchange of information on good practices and the challenges encountered between different administrative regions would be useful in strengthening training programs and fostering a “snowball effect” between the territories.

Analysis of France’s social and economic achievements shows that implementing the SDGs will require other complementary efforts in addition to current policies. The study launched by the Ministry of the Environment on the transposition of SDGs in France aims at identifying additional and complementary efforts to the current policies to achieve the SDGs. It will be necessary to identify the political portfolios for each of the SDGs and to strengthen the interministerial partnerships in this direction, in order to extend implementation of the SNTEDD to the other sustainable development issues (not only the environment).

In France, media attention has especially focused on the issues associated with climate change (COP21 (UNFCCC)). It would be a useful process to align the implementation of the SDGs with the engagements and strong political support for the implementation of Paris Agreement on Climate Change, thus making France a leading country (champion) in Europe and the world towards a twin stake. By integrating the other SDGs in the discussion about Paris Agreement follow-up, the SNTEDD becomes a model of sustainable development implementation.

It is also important to include in the themes and planning of the Annual Environmental Conferences the issues of green/circular economy, and economic practices that integrate to the maximum the SDGs implementation, so as to effectively connect the work of the SNTEDD with the SDGs and the real economy.

3. Governance and stakeholder participation

The *Grenelle de l’Environnement* (2009-2010) founded the “five-entity governance” model that includes all stakeholders in the development of environmental policies. This model became an institutional reality in 2012 with the National Council for Ecological Transition (CNTE), which replaced the National Committee for Sustainable Development and the *Grenelle de l’Environnement*.

Act 2009-967 of 3 August 2009 requires consultation with the five types of non-state representatives (local authorities, employers, trade unions, citizens and members of parliament), and consultation with qualified individuals (expert seminars) and the general public (online consultation) to draw up the National Strategy.

There is also an SNTEDD ambassador network, formed of representatives from the public sector who support the strategy in their field, administration or geographical sector. Reflection is underway to also focus this network on the SDGs.

The CNTE's work and annual report to Parliament and the Annual Environmental Conference ensure monitoring by the same types of stakeholders involved in the development of the SNTEDD and the media.

For local authorities, Article 254 of the Act of 12 July 2010 provides the possibility for territorial agreements. France's decentralised structure means that a certain number of SNTEDD actions are carried out locally. In the administrative regions, the Regional Prefect, assisted by the chief justices and Academy rectors, work with regional councillors to create a Regional Council for Ecological Transition (CRTE), in order to discuss and develop a shared culture between regional stakeholders via the Regional Economic, Social and Environmental Council (CESER), and to plan or finance actions to be carried out by local stakeholders via State-Region planning contracts managed by the Regional Departments for the Environment (DREALs).

They said...

... Transitions that need to be made quickly cannot be forced. They need to be built with all stakeholders. We are happy to be involved in this process within the CNTE...

Gérald Dumas, CFDT member responsible for sustainable development, permanent member of the CNTE

... France is an interesting example. Five colleges are represented in the CNTE in order to develop action plans that are not only environmentally-driven but also economic and social, and that's not easy...

... Lots of levers exist to promote the principles of sustainable development and achieve better economic and social equality in the private sector, such as social and environmental risk prevention plans (Article 225 of the Act on Energy Transition for implementing a climate change plan) ...

Armand Quentel, Environmental Delegate, CFDT

... We need to check that the standards introduced are genuinely there to promote sustainable development everywhere and not to build insurmountable barriers for some products... they need to communicate a vision of sharing rather than barriers.

Edgar Stremer, Secretary General of FGTE Transport and Environment

Meeting with members of the CNTE, 28 March 2017, Paris, France

Note: The CFDT is a social partner (trade union).

The *Agence Française pour le Développement* (French Development Agency - AFD) plays an important role in promoting sustainable development in France's cooperation policies through the determining factors and conditions introduced for reviewing projects requiring funding and for monitoring their implementation.

The SNTEDD is an obligation for the operation of ministries, but for other stakeholders in the public and private sectors and civil society, it is a framework that includes and supports them in order to establish sustainable development at the national and local levels. A set of mechanisms has been defined for each type of stakeholder in order to ensure the participatory and inclusive implementation of the SNTEDD, in particular:

- Mechanisms proposed for national-level government departments: ministerial strategies and the Exemplary Administration Plan;
- Mechanisms proposed for local/territorial-level government departments: State-Region Planning Contract 2015-2020 including the energy transition and the formation of Regional Committees for Ecological Transition
- Mechanisms for stakeholders from civil society and the private sector: three-year voluntary commitments open to all.

A call for the voluntary commitment of stakeholders so that the CGDD and then the CNTE specialised committee could select model three-year projects and monitor them using indicators was abandoned so as not to add another instrument to existing frameworks for action (commitment of businesses to corporate social responsibility/CSR processes, Agenda 21 for local authorities, etc.). Stakeholders were encouraged to pursue to other processes to support the ministry, particularly industry agreements or green growth commitments.

French Environment Week was introduced in 2003 to highlight a specific topic concerning sustainable development each year and stakeholders are invited to promote their actions. Since 2014, this event has merged with EU Green Week, held on the United Nation's World Environment Day, celebrated each year on 5 June.

Recommendations:

Citizen forums organized in the framework of the implementation of the EU Water Framework Directive represent a good practice and should be extended to the implementation of the SNTEDD. The organization of annual training sessions on the priority issues of the SNTEDD would improve the environmental dialogue and strengthen the participation of citizens beyond the participation of civil society in the two environmental governance bodies (CNTE and Annual Environmental Conference)⁵². At local level, the “territorial animation function” must be strengthened and/or put in place for a concerted anticipation of the desired transitions in a prospective and multisector approach.

Furthermore, better co-construction of sustainable development policies will have to be ensured, by strengthening the participation of civil society and citizens in the specialized committees of the CNTE so that they are forces of proposals, without limiting it to the review of initial directions given by the administration; this will make it possible not to limit the exercise to of the initial orientations formulated by the administration.

The science-policy interface needs to be strengthened so that independent scientific expertise can become a real lever for implementation of the SNTEDD and SDGs. Fundamental and applied research should be encouraged for facilitating the implementation of the SNTEDD and the decision of measures and actions, integrating SDGs into national research planning and community programs (e.g. Horizon 2020).

4. Resources and means for implementation

The SNTEDD is an “umbrella strategy” for which the State does not allocate a specific budget. The actions decided at the Annual Environmental Conference are assigned to the different ministries, but the budgets allotted for their implementation are not specified. Implementation of the SNTEDD is therefore split between the different ministerial budgets.

For the implementation of measures in the private sector, financial and fiscal incentives via environmental taxes or fees are introduced (credit for housing insulation, guaranteed purchase of renewable energies, etc.).

The market itself also provides a significant incentive for greener production processes. Consumer awareness is driving the promotion of organic farming and controlled water consumption, etc. These actions are carried out by non-state stakeholders, such as farmers, manufacturers, energy providers, builders, cities or local authorities, etc., involving their own human and financial resources. The State supports these stakeholders in various ways (research, training, promotion, etc.), with regulatory and fiscal incentives and sometimes funding.

They said...

... Ecological transition towards sustainable development is a societal project that can only be achieved through economic and financial incentives. Awareness-raising, information and communication are also important for changing consumption and production practices...

Vanessa Lorioux, Head of the Delegation for Sustainable Development,

... The market becomes an incentive for sustainable development through instruments such as labels and packaging standards for informing consumers, or the Sustainable Development Week held at the same dates in several European countries – including France...

Stéphane Bernaudon, International Project Manager, NSSD Office, CGDD

... Behaviour changes when there are economic arguments for doing so; regulations are not the only drivers for change...

François Guerber, Joint Co-ordinator of the Water and Biodiversity College, CGEDD

Meeting with MEEM representatives, 27 March 2017, Paris, France

... France is behind in terms of environmental taxation. The carbon tax is lost in a sea of taxes on petroleum products, making it difficult to understand. Banks have a role to play, but transparency is very important. For example, the French sustainable development savings account has the same base than a traditional savings account...

Gérald Dumas, CFDT member responsible for sustainable development, permanent member of the CNTE, Meeting with members of the CNTE, 28 March 2017, Paris, France

Objective 4 of the SNTEDD states the need to “*Invent new economic and financial models*” such as environmental taxation or participatory finance, etc. to overhaul existing funds and guide “*the behaviour of businesses and individuals via energy transition mechanisms, such as tax reliefs and 0% eco-loans, or by implementing third-party lending mechanisms for home improvements.*”

Furthermore, the option of developing new models for performance-based service fees needs to be considered. This type of initiative already exists for drinking water services (public service concessions where the concessionary’s remuneration is partially dependent on service performance)”.⁵³

State-Region Planning Contracts may include SNTEDD actions and cover six-year periods. Current contracts, like the SNTEDD, run from 2015 to 2020.

Recommendations :

It is necessary to have in place a method for evaluating the efficiency of resource use towards the implementation of sustainable development strategy and practices. A structure including ex ante, mid-term and ex-post analysis of all activities drawing on sustainable development implementation resources will allow to better focus efforts and resources before and during the implementation.

The private sector is sometimes “naturally” motivated by sustainable development, notably when it builds capacity to expand its business or exports. However, it is useful to encourage transitions in two directions:

- The banking and finance sector can be a key player in the process, acting as an interface and multiplier between the state and private sector, developing focused tools and financial incentives (reduced interest rates, targeted loans, sustainable lending policies, etc.); they can provide a strong push towards the involvement of citizens and the private sector in the turn towards a sustainable economy and society.
- Public policies that lead to win-win solutions, that lead to more sustainable solutions while benefiting citizens and companies in the economic sense (such as incentives and regulation for sustainable buildings or sustainable mobility) play a crucial role in re-directing resources from non-sustainable practices to sustainable ones. Such policies, leading towards a circular economy model need to be further strengthened and included in all sectoral policies.

5. Monitoring and assessment

France has a strong statistical apparatus, with the National Institute of Statistics and Economic Studies (INSEE) and the statistics departments of ministries which have reliable online portals. For the SNTEDD, the annual report coordinated by the Inter-Ministerial Delegation for Sustainable Development (DIDD) is sent to members of parliament and submitted to the CNTE. A CNTE specialised committee, created by the Decree of 16 August 2013, is chaired by the MEEM Observation and Statistics Department to coordinate this work.

The dashboard⁵⁴ for monitoring SNTEDD implementation includes 39 monitoring indicators, including:

- 22 indicators for monitoring the four major issues identified in the strategy (climate change, loss of biodiversity, depletion of resources and increase of health risks);
- 17 primary indicators for the 9 Objectives;

They said...

... Coordinating implementation is important and we need the right indicators that incorporate the social dimension...

Gérald Dumas, CFDT member responsible for sustainable development, permanent member of the CNTE, Meeting with members of the CNTE, 28 March 2017, Paris, France

... Having reliable statistics departments that have been in place for many years can also be a disadvantage. Statistics departments need to adapt to new types of data and new information requirements, and it’s not always easy to bring about change...

Sylvain Moreau, Head of the Observation and Statistics Department, CGDD, MEEM, Meeting of 28 March 2017, Paris, France

In addition to this dashboard, secondary indicators are defined for monitoring the nine SNTEDD Objectives.

INSEE has just published over 110 statistical indicators for monitoring implementation of the SDGs in France. Other indicators will gradually be added to these initial indicators in order to cover all issues in the SDGs. Publishing these indicators meets an obligation for transparency and data availability in order to measure future issues or levers for action that need to be boosted.⁵⁵

Access to environmental data is required under French law, as amended in accordance with the European directives and conventions that govern it⁵⁶. This right is subject to the conditions set out in Act 78-753 of 17 July 1978 on access to administrative documents and in Decree 2005-1755 of 30 December 2005 pursuant to Article 7 of the 2004 Charter for the Environment, which confirms the universal right to access environmental data held by the public authorities and to participate in developing public decisions that impact the environment.

Access to environmental data is therefore provided by publishing annual reports on the MEEM, Parliament and CNTE websites. The indicators adopted are also accessible via the MEEM Observation and Statistics Department⁵⁷ website and on various online data portals created in recent years. The media communicates information concerning the environment and sustainable development and informs the public about issues and challenges. However, French people consider themselves to be less well informed about environmental issues than their European neighbours.⁵⁸

Environmental Observation and Statistics Department (SOeS) of the General Commission for Sustainable Development, MEEM

In France, the SOeS is one of the largest ministry statistics departments, which work with INSEE to produce socio-economic and environmental indicators. INSEE is responsible for coordinating ministry statistics departments at the national level and for communicating indicators, the National Council for Statistical Information (CNIS) ensures that data requirements are met, and the Official Statistical Authority (ASP) ensures the quality and independence of public statistics through periodical audits.

The SOeS produces all indicators for the transport, energy and environmental sectors. It employs 250 people and chairs the CNTE Permanent Indicators Commission.

General data administration and indicator development processes have been adapted in line with the monitoring requirements of the SNTEDD by identifying existing indicators to keep and new indicators to adopt in order to perform European and international comparisons and create a set of indicators that provides a consensus between all the colleges represented in the CNTE.

Additional GDP indicators were adopted under the Eva Sas Act to support parliamentary debate and ensure that the three pillars of sustainable development and governance are taken into account. Two of these indicators were developed by the SOeS/MEEM: the carbon footprint and rate of urbanisation (“artificialisation” of land). Methodologies were developed so that every June, Parliament is presented with data from the previous year.

An annual report is drawn up and submitted to Parliament following validation by the CNTE via its Permanent Indicators Commission.

France has made progress in education on the environment and sustainable development thanks to an ambitious initiative conducted between 2004 and 2015, which led to the certification of many schools and universities. All teaching levels were involved, from primary to higher education. However, this effort is hindered by the French system’s tradition of separating out specific disciplines, which prevents the establishment of intrinsically cross-discipline teaching.⁵⁹ In addition, the “learn to produce alternatively” plan helped incorporate an agro-ecological approach in the foundations of agricultural learning.

Recommendations:

It is necessary to further strengthen the collection of information and data not only in the environmental sector, but to connect it to the social and economic dimensions of the SDGs, therefore creating a matrix of sustainability indexes.

Furthermore, through the elaboration of a synergy between the Paris Agreement follow-up and the introduction of SDG components therein, the existing monitoring scheme may be critically reinforced and propose a new model effectively combining the two without redoubling the cost and effort.

A strong communication component, based on effective monitoring and allowing all five types of stakeholders to contribute and see their work brought to the public and to the other stakeholders, is necessary.

Conclusions

The SIMPEER review is based on sustainable development processes and organisations, particularly the development and implementation of NSSDs. It focuses more on the socio-economic dimensions of sustainable development and on promoting a greener economy than on issues directly linked to degradation of the environment and natural resources and the improved management of these issues, even though the two are intrinsically connected.

From this perspective, review of the French Strategy of Ecological Transition Towards Sustainable Development shows that it is part of a positive national political process launched in 2009 by the *Grenelle de l'Environnement*. The *Grenelle de l'Environnement* resulted in two key acts⁶⁰ in French environmental legislation, placing ecological transition at the heart of government policies. On the other hand, the importance of the SNTEDD, and consequently its implementation, depend on the government's political agenda and the priorities of the French President. The incorporation of sustainable development in the sectoral policies of the various ministries and ownership by non-state stakeholders is strongly dependent on political leadership and the ministerial organisation put in place by the government. This situation is a challenge to the continuity of government policies on sustainable development. In order to sustain the country's commitment to sustainable development, to prevent from uncertainties of policy agendas, and to make the SNTEDD a structural framework for public policies, sustainable development policies should be co-built with the involvement of all stakeholders. This requires improving the functioning of the CNTE and strengthening its specialized committees, as well as raising awareness and information campaigns and training programmes for citizens and civil society.

The SNTEDD was adopted just a few months before the SDGs in November 2015 and the MSSD 2016-2025 in 2016. It therefore does not refer to these supranational strategic frameworks. Nevertheless, as the SNTEDD seeks to provide sustainable solutions to specific environmental issues (climate change, accelerated loss of biodiversity, depletion of resources and increase of health risks), it can be considered the environmental component of national implementation of the SDGs. However, the incorporation of social, economic and governance issues as part of an integrated vision of sustainable development, resonates strongly with different stakeholders. Political backing of the SDGs is a pre-requisite for their appropriation by civil society, local authorities and the private sector.

The “five-entity governance” of the environment promoted by the *Grenelle de l'environnement* was institutionalised by a strong structure including a National Council for Ecological Transition and an Annual Environmental Conference to jointly build annual action plans for implementation of the SNTEDD. Although this complex structure ensures the participation of various categories of stakeholders and different ministries (multi-stakeholder dialogue), and cross-sector ownership of the process thanks to the network of Senior Officials for Sustainable Development (horizontal integration), involvement of the public is a key issue. Review of how these bodies have operated over the past five years should address this.

The State has not allocated a specific budget to fund the ecological transition towards sustainable development. The measures assigned to the different ministries each year must be covered by their own budgets. French legislation has many fiscal and financial incentives to support and promote the ecological transition, but two questions remain: What specific activities can be promoted in the central administration to ensure the ecological transition towards sustainable development? At the local level, how can the efforts of local authorities and stakeholders be guided in the same direction? Procedures and tools also need to be proposed to include the private sector, particularly for the transition towards a green and circular economy, and to mobilise human and financial resources through the voluntary sector, civil society and the general public. In this context, the role of banks can be key for generating “multiplier effects” and influencing the transition towards new green economic activities.

Implementation of the SNTEDD is monitored via a dashboard of 39 indicators covering its four ecological issues, with additional, secondary indicators for monitoring its objectives. The MEEM Environmental Observation and Statistics Department is responsible for developing this dashboard and the associated report submitted to Parliament each year after validation by the CNTE. However, monitoring tools need to be developed further in order to create a “toolbox” capable of ensuring the balanced monitoring of the social and economic dimensions along with the environmental dimension. Monitoring results must be able to be easily communicated to the general public in order to excite interest and encourage participation.

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Notes

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⁴ http://ec.europa.eu/eurostat/statistics-explained/index.php/GDP_per_capita_consumption_per_capita_and_price_level_indices

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⁶ Ibid.

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⁹ Key findings of the 2016 Report on Montenegro, Brussels, 9 November 2016, https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/pdf/key_documents/2016/20161109_report_montenegro.pdf

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¹¹ www.sdgindex.org

¹² NSSD until 2030

¹³ Ibid.

¹⁴ Alessandro Galli, Global Footprint Network, 13 January 2017, Podgorica, Montenegro

¹⁵ The vision of the MSSD 2016-2025 underlines a “prosperous and peaceful Mediterranean region in which people enjoy a high quality of life and where sustainable development takes place within the carrying capacity of healthy ecosystems”

¹⁶ Foreign Affairs, European Integrations, Labour and Social Welfare, Interior Affairs, Human and Minority Rights, Agriculture and Rural Development, Economy, Health, Finance, Transport and Maritime Affairs, Education, Science, Justice, Information Society and Telecommunication, and Culture.

¹⁷ Local self-governments, Association of Municipalities, Commission for Securities, Environmental Protection Agency, Customs Administration, Administration for Inspection Affairs, Statistical Office of Montenegro, Institute for Hydrometeorology and Seismology, Directorate for the development, etc.

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¹⁹ 241 UN indicators; 243 national indicators; 31 relevant international indicators; 10 composite/complex indicators

²⁰ 8 institutions are official producers of statistics and 18 institutions are administrative producers of statistics.

²¹ All data mentioned here is taken from World Bank data:

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²⁷ Full text of the new Moroccan constitution – Title II “Fundamental Freedoms and Rights” <http://www.bladi.net/texte-integral-nouvelle-constitution-marocaine.html>

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²⁹ NSSD 2016-2030, Final Report.

³⁰ The aggregation system is one of the founding principles of the Green Morocco Plan and an innovative model for organising farmers around private stakeholders or trade organisations with major managerial capacities. It is a win-win partnership between farmers at the top of the supply chain and retailers and manufacturers at the bottom, in order to overcome the constraints associated with fragmented land ownership, while ensuring that these aggregated farms can use modern production techniques and funding, with access to domestic and international markets. <http://www.agriculture.gov.ma/pages/le-modele-de-lagregation>

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³⁵ Figures taken from INSEE (www.insee.fr)

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³⁹ OECD Environmental Performance Review of France, 2016

⁴⁰ www.sdgindex.org

⁴¹ Sainteny (G) Plaidoyer pour l'écofiscalité. Paris, Buchet Chastel, 2012 ; <https://www.ccomptes.fr/Actualites/A-la-une/L-efficiency-des-dependances-fiscales-relatives-au-developpement-durable>

⁴² Concertation process between 5 stakeholders categories: national government (state), local authorities, private sector, trade unions, associations

⁴³ Climate change and clean energy – Sustainable transport – Sustainable consumption and production – Conservation and management of natural resources – Public health – Social inclusion, demographics and migration – Poverty in the world

⁴⁴ SNTEDD 2015-2020

⁴⁵ Ibidem.

⁴⁶ Article L110-1 “*Natural areas, resources and habitats, sites and landscapes, air quality, animal and plant species, and the biological diversity and balance to which they contribute are part of the common heritage of the nation. Their protection, enhancement, restoration, rehabilitation and management are of general interest and contribute to the objective of sustainable development which aims to satisfy the development needs and protect the health of current generations without compromising the ability of future generations to meet their own needs*”.

⁴⁷ “*The safeguarding of the environment is a goal to be pursued in the same way as the other fundamental interests of the Nation, (...) in order to ensure sustainable development, choices designed to meet the needs of the present generation should not jeopardise the ability of future generations and other peoples to meet their own needs*”.

⁴⁸ Circular of 27 September 2010 on mechanisms for implementation of the Strategy 2010 - 2013

⁴⁹ Article D134-11 of the Environmental Code

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environment that respects human health, preserving and promoting landscapes. These issues are included in the SNTEDD as: climate change, accelerated loss of biodiversity, depletion of resources and increase of health risks.

⁵¹ Léa Boissonade, Head of Inter-Ministerial Coordination for Sustainable Development and the Ecological Transition, MEEM, meeting with the HFDD, 27 March 2017, Paris, France.

⁵² Meeting with members of the CNTE, Paris, 28 March 2017 and subsequent written communication.

⁵³ SNTEDD, pages 10-18

⁵⁴ <http://www.statistiques.developpement-durable.gouv.fr/developpement-durable/i/indicateurs-sntedd-2015-2020.html>

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⁵⁸ OECD, 2016

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⁶⁰ *Grenelle* Law I (Act 2009-967) of 3 August 2009 on programmes for implementation of the *Grenelle de l'Environnement* is a French act on programmes, formalising the 268 commitments of the *Grenelle de l'Environnement*. *Grenelle* Law II (Act 2010-788) of 12 July 2010 pertaining to the national commitment to the environment and expresses the focuses of *Grenelle* Law I as technical measures.