

ADVANCED REVIEW



WILEY

Immunity through technification? A critical review of water governance discourses in Tunisia

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Funding information

Fondation Louvain/Louvain4water;
UCLouvain (Fonds FSR-COVID);
Wallonie-Bruxelles International
(Bilateral cooperation 2019–2023,
Belgium-Tunisia)

Edited by: Kelly Alley, Associate Editor,
Wendy Jepson and Jan Seibert, Co-
Editors-in-Chief

Abstract

After Tunisia's independence from France in 1956, the country was engaged in what has been termed the “supply management policy”, that is, a maximum mobilization of water resources through large-scale modern hydraulic infrastructure. Towards the beginning of the 1980s, the country entered a crisis and had to adopt in 1986, under pressure from the International Monetary Fund and the World Bank, a “Structural Adjustment Program” (SAP) that prioritized measures to improve economic efficiency and liberalize the economy. Since then, Tunisian water policy has progressively shifted towards “Integrated Water Resources Management” (IWRM). This review critically analyzes the water governance discourses that have framed these policy interventions. I will draw on academic research and official and civil society reports to suggest that these discourses have been “rendered technical”, stripping issues of any political (and therefore conflicting) character. When rendered technical discourses raise development projects and policies above the terrain of political contestation, the possibilities of action available to those opposed to them become limited. This depoliticization of development interventions through technical discourses narrows the public space of democratic debate. I will also argue that the “technification” (rendering technical) process is reversible. Opposition groups can challenge technical discourses with a critical approach that can reconfigure and alter the trajectory of governmental programs. However, critical discourses can, in turn, be rendered technical.

This article is categorized under:

Human Water > Water Governance

Human Water > Rights to Water

KEYWORDS

rendering technical, water discourses, water governance, water politics, water policy

1 | INTRODUCTION

Pursuing the hydraulic projects initiated during the French colonization, Tunisia engaged after its independence in 1956 in a maximum mobilization of water through large-scale hydraulic infrastructure (Besbes et al., 2014, pp. 79–80; Cherif, 1994; Elloumi, 2016, p. 42; Mouri, 2012; Pérennès, 1988; Treyer, 2001). Towards the beginning of the 1980s, the

decline in the main rents from which Tunisia benefited, particularly oil rents, set the limits for state-regulated extra-verted accumulation (Dimassi, 1984; Jouili, 2008, p. 175). The country entered a financial crisis and adopted in 1986, under pressure from the International Monetary Fund and the World Bank, a “Structural Adjustment Program” (SAP) that prioritized measures to improve economic efficiency and liberalize the economy (Besbes et al., 2014, p. 101; Jouili, 2008, p. 175; Khiari, 2003). Since then, Tunisian water policy has progressively shifted towards “Integrated Water Resources Management” (IWRM; Besbes et al., 2014, p. 84; DG-EGTH, 1995; DGRE, 1998; Hamdane, 2019, p. 24; Mamou & Kassah, 2000; Mouri, 2012; Treyer, 2001, 2002, p. 12). In this context, the ministry in charge of agriculture started drafting a new Water Code in 2009 to provide a legal framework for this orientation.

Since 2011, “thirst protests” have multiplied, and new movements and campaigns claiming water rights have emerged (Ben Amor et al., 2019, p. 9; Elloumi, 2016, p. 83; Pacific Institute, 2024). The new draft Code, and water policies in general, have been criticized, notably for being too technical (e.g., Ghazouani & Rhili, 2019, pp. 58, 59, 69). Therefore, a literature review is essential to understand the foundation of these criticisms and the implications of the technical approach to water policies in Tunisia. It is also essential to understand how actors opposed to these policies resist (or not) this technical approach.

This article takes “language seriously” (White, 1992) regarding its role in political life. Whereas the positivist tradition in the social sciences viewed language as a neutral system of signs representing the world, language has lost its presumed neutrality with the advent of approaches rooted in postpositivist ontology (Cienki & Yanow, 2013; Hajer, 1993). In these approaches, any description or characterization of an object “is tied to a perspective on it” (Cienki & Yanow, 2013). This is significant because how an object is thought about and discussed “has important implications for how it is governed” (Coffey, 2016, p. 203). Framing political problems is a crucial part of the political process as actors attempt to impose their vision of reality on others (Hajer, 1993).

This review critically analyzes the water governance discourses that have framed different policy interventions in Tunisia. I will draw on academic research, and official and civil society reports to suggest that these discourses have been “rendered technical”, stripping issues of any political (and therefore conflicting) character (Li, 2007, 2011). However, this process is reversible (Atkins, 2019; Li, 2007, 2011). Opposition groups can challenge technical discourses with a critical approach that can reconfigure and alter the trajectory of development interventions (Li, 2007; Atkins, 2019, p. 102). Nonetheless, critical scrutiny of development programs can, in turn, be rendered technical (Li, 2007).

This article is structured as follows. First, I will present the concept of “rendering technical” (Li, 2007, 2011) or “technification” (Joy et al., 2014), the lens through which water governance discourses in Tunisia will be analyzed. Second, I will critically examine the discourses that have framed different water policies in Tunisia. I will also see how the technification process has been reversed and how critical discourses can be rerendered technical. Based on Elloumi (2016), water governance discourses in post-independent Tunisia will be divided into three main categories: supply management (SM), demand management (DM), and IWRM, with the elaboration of the new Water Code.

2 | RENDERING TECHNICAL

As Mosse (2004) demonstrates, program documents regularly obscure the debates, doubts, and dilemmas of development practitioners. This does not preclude the fact that vast sums of money are spent, and large numbers of people might bear the consequences of these interventions based on experts’ narratives to connect a specific problem to a proposed solution (Li, 2011). These narratives are central to what Michel Foucault termed “government”, conceived of not as an institution but as an activity regulating people’s conduct through calculated means (Ferguson & Gupta, 2002, p. 989; Foucault, 2008[1978], p. 318).

Central to “government” is what Tania Murray Li (2007, 2011) calls “rendering technical”. This “shorthand” (Li, 2011) refers to a set of practices that represent “the domain to be governed as an intelligible field with specifiable limits and particular characteristics [...] defining boundaries, rendering that within them visible, assembling information about that which is included and devising techniques to mobilize the forces and entities thus revealed” (Rose, 1999, p. 33). According to Li (2007, p. 11), technically rendered discourses tend to avoid questions that experts cannot address or that might call into question the completeness of their diagnoses and/or the relevance and feasibility of their solutions. For the author, “questions that are rendered technical are simultaneously rendered nonpolitical. For the most part, experts tasked with improvement exclude the structure of political-economic relations from their diagnoses and prescriptions” (Li, 2007, p. 7). The orientations of international water expertise favor such an approach

reproduced institutionally within water bureaucracies, or “hydrocracies” (Molle et al., 2009). This leads to ignoring the political character of water allocation (Allan, 2003; Joy et al., 2014).

However, as Mouffe (2005, p. 10) argued, “political questions are not merely technical issues to be solved by experts. Proper political questions always involve decisions that require making a choice between conflicting alternatives”. The technification process removes development interventions from the terrain of political contestation (Atkins, 2019). Thus, it allows them to acquire a kind of “immunity” to criticism. This depoliticization of water governance and related issues through technification implies “forming necessities, permanence, immobility, closure and fatalism and concealing/negating or removing contingency” (Jenkins, 2011, p. 160). Nonetheless, this process is reversible (Atkins, 2019; Li, 2007).

Li (2007, p. 10) argues that this “operation should be seen as a project, not a secure accomplishment”. While experts tend to “exclude”, “misrecognize”, or “contain” some questions, these questions “do not go away” (Ibid.). From the perspective proposed by Foucault (1976, pp. 125–127), power is relational and, therefore, inseparable from resistance. For Foucault (1982, pp. 225–226): “[B]etween a relationship of power and a strategy of struggle there is a reciprocal appeal, a perpetual linking, and a perpetual reversal”. To better understand the relation of “perpetual reversal” that Foucault describes and to make it subject to empirical inquiry, I draw on the distinction made by Li (2007, pp. 11–12) between “the practice of government” in which water discourses become technical as they are linked to calculated means for their realization and “the practice of politics” which refers to “the expression, in word or deed, of a critical challenge”.

Li (2007, p. 11) argues that there are “moments” when opposition groups “reveal, in word or deed, their own critical analysis of the problems that confront them”. These criticisms can reconfigure and alter the trajectory of development interventions (Atkins, 2019; Li, 2007). I call this process “repoliticization”, that is, the reversal of a process of depoliticization by adopting discourses that reveal the competing interests underpinning water management and articulating these with an alternative vision of society (Atkins, 2019; Kenis & Mathijs, 2014; Pepermans & Maesele, 2014).¹ These discourses render “audible” the political character of water resources management muted by technification. However, critical scrutiny of governmental programs can be “absorbed back into the realm of expertise” as newly identified problems are, in turn, rendered technical (Li, 2007, pp. 11–12). Rose (1999, p. 192) states that at these “switch points [...] an opening turns into closure”. In this context, “turning into closure” means a relocation of an object from political arenas, characterized by debate, deliberation, and contingency, where action is possible, to nonpolitical arenas, characterized by the negation of contingency and the formation of necessities, where action is no longer possible (Bates et al., 2014; Beveridge & Naumann, 2014; Gamble, 2000; Hay, 2007; Jenkins, 2011; Wolf & van Dooren, 2018; Wood & Flinders, 2014).

3 | THE EXISTING DISCOURSES OF WATER GOVERNANCE IN TUNISIA

3.1 | Contextual information on Tunisian water policy

Till the 1980s, Tunisian water policy had focused on supply-side management through the construction of dams, transfer works, and deep tube wells (Abdelhedi, 1998; Atiri, 2006; Bachta & Zaïbet, 2006; Baduel, 1987; Besbes et al., 2013; Besbes et al., 2014; Cherif, 1994; Elloumi, 2016; Hamdane, 2019; Hassaïnya, 1991; Laajimi, 2007; Mouri, 2012; Treyer, 2001, 2002). According to official figures, this policy enabled Tunisia to achieve an overall drinking water supply rate of 98.3% in 2020, with a rate of 100% in urban areas and 94.7% in rural areas (MARHP, 2020, p. 113). Irrigated land (420,000 ha, 8% of arable land) accounts for almost a third of the value of agricultural production (Besbes et al., 2019a). In addition to drinking water and irrigation, water facilities are involved in flood control and energy production (Besbes et al., 2014, p. 80; Hassaïnya, 1991, p. 14). Sanitation has also developed considerably, especially in large urban areas, but unevenly in rural areas (Besbes et al., 2019a).

After the SAP's adoption in 1986, the state introduced water-demand management instruments while continuing water resources mobilization (Besbes et al., 2014, pp. 87–88, 101; DGRE, 1990; Elloumi, 2016, pp. 48–49, 91–95; Mekki, 2009). These reforms resulted in a reduction in state intervention in favor of private actors, the liberalization of agriculture, a reduction in state subsidies, the implementation of a water-saving program, a transfer of irrigation water and drinking water in rural areas management to users' associations, and a readjustment of water prices (Besbes et al., 2014, p. 88; Elloumi, 2011, 2016, p. 49; Gana, 2013, 2018, p. 60; Jouili, 2008, p. 175; Jouili et al., 2013; Laajimi, 2007; Mouri & Marlet, 2006). The “transition to demand management” (MARHP, 2019, p. 41) targeted the agricultural water sub-sector, given that the latter is the largest water consumer, with 82% of the quantity of water exploited

in 1990 (Atiri, 2006; Besbes et al., 2014, p. 84). The state intended to decrease its consumption share to 70% of the total quantity exploited by 2030 (Atiri, 2006).

The introduction of demand management instruments in the 1990s was the first step in the gradual “transition” to IWRM (MARHP, 2019, p. 41). The latter was introduced to meet the needs of different sectors, and reforms are being implemented to protect conventional water resources, further develop nonconventional resources (e.g., desalination of seawater or reuse of treated wastewater), manage risks, anticipate conflicts, and adapt the regulatory and planning framework (Besbes et al., 2019a). In this context, the ministry in charge of agriculture started drafting a new Water Code in 2009 to formalize this orientation legally.

The “Tunisian revolution” of 2010–2011 gave rise to various forms of protest that expressed marginalized populations’ urgent demands for social justice (Ben Gadha, 2017; Gana, 2018, p. 61; Zemni, 2021). Different scholars (Gana, 2018; Gana & Fouillen, 2014; Zemni, 2021), organizations (Pacific Institute, 2024), and civil society reports (Ben Amor et al., 2019; Ben Gadha, 2017; FTDES, 2012; OTE, 2021, pp. 15–16) highlighted the recent rise in conflict and tension over water, due to repeated cut-offs, pollution, water grabbing, and other water-related problems (Chikhaoui, 2019; OTE, 2021, pp. 15–16), in a context of repeated droughts since 2015 (Ben Hammouda & Sebei, 2022; MARHP, 2020, p. 222). The protests formed the nucleus of new movements and campaigns claiming water rights and contesting the Draft Law on the new Code (Ben Amor et al., 2019, p. 9; Elloumi, 2016, p. 83).

In what follows, I will delve into the various water governance discourses in Tunisia and demonstrate how these have been rendered technical. Through the example of the Draft Law on the promulgation of the new Water Code, I will show how actors opposed to it have reversed this trend and how alternative discourses could be brought back into the realm of expertise.

3.2 | The “supply management” policy

A large body of literature on water management in Tunisia (e.g., Abdelhedi, 1998; Atiri, 2006; Bachta & Zaïbet, 2006; Baduel, 1987; Besbes et al., 2013, 2014; Cherif, 1994; Elloumi, 2016; Hamdane, 2019; Hassaïnya, 1991; Laajimi, 2007; Mouri, 2012; Treyer, 2001, 2002) showed how the Tunisian approach to water resources development after the independence was focused on the supply-side management through the construction of dams, transfer works, and deep tube wells. This orientation was part of a broader global trend, that of “industrial modernity” or “hydraulic mission” (Allan, 1999; Reisner, 1993; Swyngedouw, 1999a; Swyngedouw, 1999b) that went hand in hand with the emergence of “modern water” (Linton, 2010): an entity that is “deterritorialized, objective, homogeneous, ahistorical, and disembedded from social interaction” (Trottier, 2012, p. 181, my translation). It can be accounted for only through science and measurement methods (Ibid.). In this sense, water is “rendered technical”: It must be “investigated, mapped, classified, documented, [and] interpreted” (Rose, 1999, p. 175).

In the early 1960s, the Secretariat of State for Planning and Finance stated that “the scarcity and irregularity of rainfall forced Tunisia to use every possible means to maximize its capacities to store surface water and exploit groundwater” (quoted in Hamdane, 2019, p. 20). Consequently, from the 1960s onwards, hydraulics took up between 30% and 44% of the budgetary appropriations allocated to the agricultural sector (Besbes et al., 2014, p. 83; Elloumi, 2016, p. 23) and benefited from international aid (Min. Agriculture, 1972).

In the early 1970s, the state set itself the objective of “food self-sufficiency” via agricultural intensification (Besbes et al., 2014, p. 80). Large-scale water infrastructure programs were put in place to achieve this goal. The *Plans Directeurs des Eaux* (Master Plans of Water), established during the 1970s (HYDRATEC–CEDRAT, 1977; ITALCONSULT, 1975, 1976; SOGREAH–SOTUTEC, 1975), identified available resources and programmed their mobilization and allocation between different uses and regions (Elloumi, 2016, p. 45). In addition to groundwater exploitation and dam construction, the state has built transfer networks of pipes and canals to “correct” regional inequalities both in terms of quantity and quality for drinking and agricultural water (Besbes et al., 2014, pp. 81–82; Mamou & Kassah, 2000; Treyer, 2001). Water transfers were legitimized with the rhetoric of *solidarité nationale* (national solidarity), which was supposed to be achieved through maximum technical control (Touzi et al., 2010; Treyer, 2001).

In addition, the SM policy was legally formalized by promulgating the 1975 Water Code (Law No. 75-16, of March 31, 1975). The latter established the principle of “maximum valuation of the cubic meter of water” nationally, constituting the legal basis for the interregional transfer and intersectoral allocation (Besbes et al., 2014, p. 83). It also established the public ownership of water resources, administered by the ministry in charge of agriculture and the institutions under its supervision (Abdelhedi, 1998, p. 4; Elloumi, 2016, p. 82; Pérennès, 1993), and provided for the application of

concessions or annual authorizations for the use of the Public Hydraulic Domain (PHD; Loi no. 75–16, du 31 mars 1975, portant promulgation du code des eaux, 1975, Art. 52–53). The Code has been criticized for placing too much emphasis on agricultural water at the expense of other uses and for its technical character that was not in harmony with social needs (Ghazouani & Rhili, 2019, pp. 44–45).

Another body of literature (e.g., Ajl, 2021; Attia, 1983; El Amami, 1983; El Amami et al., 1979; Gachet, 1987; Kilani, 1986; Pérennès, 1988, 1992, 1993; Sethom, 1992) has vehemently criticized the supply-side approach to water in Tunisia. The authors argued that this policy translated the “modernizing ideology” of the Tunisian authoritarian post-colonial state. They have shown how the SM policy has (re)produced regional inequalities and strengthened the administration's technocratic power to the detriment of social actors' involvement in decision-making and the recognition of traditional knowledge and management techniques.

For instance, Gachet (1987, p. 155) argued that the “modernizing ideology” concerned all the aspects of the Tunisian society after the independence and constituted “the leitmotiv and the argument legitimizing the administration's interventions and the technocratic power in the different economic sectors” (my translation). For him, agricultural modernization adopted an industrial model that aimed to enhance efficiency, productivity, and profitability while mastering climate hazards and changing rural mentality, considered “crude”, “brutal”, “somewhat undisciplined”, and “anarchic” (Gachet, 1987, pp. 152–157, my translation). According to Pérennès (1988, 1992), the power that engineers and other technical executives acquired led to centralized water management while crowding out the main social actors, especially the peasants.

Moreover, as Sethom (1992) showed, the SM policy has (re)produced regional inequalities. For him, the domination of coastal urban areas has historically been built up and perpetuated since the independence in different forms, notably through agricultural policies and the model of extroverted economic development, at the expense of the rural world and the interior regions (Ibid.).

The agronomist Slaheddine El-Amami was also critical of the neo-colonial pattern of state agricultural planning (Pérennès, 1993, p. 18), while being able to fit into the state logic and to adapt to political constraints by adopting a “superficially technicist” approach (Ajl, 2021, pp. 10–11). Together with J.P. Gachet and T. Gallali, he demonstrated how the state invaded the countryside with colossal dams and other massive hydraulic projects (El Amami et al., 1979). At the same time, the agronomist valued the ancestral, democratic, and local polytechnics of water retention and distribution, which, in addition to their ecological advantages and technological expertise, allowed for relative independence from central authorities (El Amami, 1983). These polytechnics were based on the close relationship between groundwater and surface water and responded to a climatic logic (Ibid.). They include the storage of excess rainfall in hill lakes or mountain reservoirs in sub-humid zones, the development of sloping land to prevent water run-off in semi-arid zones, and the harvesting of run-off water by impluviums in arid zones (Ibid.).

Official discourses of the time illustrate how the “imperative” of “modernizing” agriculture and the rural world have legitimized water technification as well as state intervention to discipline the “deviants” (cf. Foucault, 1975, 1976), that is, the “undisciplined” and “anarchic” rural society.

3.3 | The “demand management” policy

After the SAP's adoption, and within an international context recognizing the economic value of water (see ICWE, 1992, Principle No. 4), official reports (e.g., Abdelhedi, 1998; Besbes et al., 2002; DG-EGTH, 1995; DGRE, 1998; Hamdane, 1993; ITES, 2014; M. E.-H. Louati et al., 1998) and scholars (e.g., Mamou & Kassah, 2000; Treyer, 2001, p. 472) highlighted the need to move towards DM in Tunisia. For example, the *Eau 2000* (Water 2000) strategy (DG-EGTH, 1995) reaffirmed the need to continue mobilizing water resources but took into account a certain “saturation” of potentialities (Mamou & Kassah, 2000; Treyer, 2002, p. 12) and the reaching of a *pénurie structurelle* (structural shortage; Treyer, 2001). While it was perceived necessary to avoid wastage before mobilizing more costly non-conventional resources (Ibid.), water reallocations could only be done at the expense of agriculture, the primary water consumer (Besbes et al., 2014, p. 84).

Although it reflects a new orientation, the DM approach has also been translated into technical solutions (Mamou & Kassah, 2000; Treyer, 2001, 2002, p. 12). In reality, irrigation will continue to grow (in terms of surface area and crop intensity), but its efficiency is to be improved (Treyer, 2001). This was made possible through the Investment Code (Law No. 93-120 of December 27, 1993) and the amendment of the Water Code in 2001 (Law No. 2001-116 of November 26, 2001) promoting water-saving and describing water as a *richesse nationale* (national wealth; Besbes

et al., 2014, p. 103; Ghazouani & Rhili, 2019, p. 19). A “National Program for Irrigation Water-Saving” was also set up in 1995 to “rationalize agricultural water use with a view to economic benefit and to maintain demand for irrigation water at a level compatible with available long-term water resources” (MARHP, 2015, p. 14, my translation). The program subsidized water-saving equipment at the plot level (Atiri, 2006; Elloumi, 2016, p. 49). In 2004, 77% of irrigated areas (300,000 out of 385,000 hectares) were equipped with water-saving techniques (Elloumi, 2016, p. 78). This new orientation will also result in the gradual transfer of irrigation and drinking water in rural areas management to users’ associations after 1989, as well as the increase in agricultural water prices to cover the management costs of irrigated areas (Elloumi, 2016, p. 49). In this capital-intensive sector, external participation was estimated at an average of 60% of public water investments between 1997 and 2011 (Besbes et al., 2014, p. 100).

Following the implementation of DM instruments, a body of research focused on how to improve allocation efficiency (Albouchi et al., 2003; Mellah, 2018), the economic impact of different irrigation water pricing formulas (Abbes et al., 2005; Thabet et al., 2005), and how to improve the performance of users’ associations and set-up effective collective action mechanisms (Azizi et al., 2016; Ben Mustapha et al., 2015; Ben Mustapha & Faysse, 2017; Ben Nasr & Bachta, 2016).

Another body of literature (Canesse, 2010, 2011; Elloumi, 2011, 2016; Gana & El-Amrani, 2006; Gana & Fouillen, 2014; Jouili et al., 2013; Romagny & Riaux, 2007; Touzi et al., 2010) was critical towards the implementation of the DM instruments. For instance, Romagny and Riaux (2007) argued that the participatory management model has encountered difficulties of appropriation by users while being instrumentalized by local elites. Similarly, Canesse (2010, pp. 83–84) argued that what has been called “rural participation” is, in reality, “a territorial state redeployment and population control”. The same author stressed the necessity to go beyond technical and quantitative issues to take politics into account (Ibid.). Gana and El-Amrani (2006) noted the advent of a *crise hydraulique* (hydraulic crisis) linked to the institutional (re)arrangements associated with the economic liberalization process. For the authors (see also Elloumi, 2011), instead of strengthening collective action, one can observe individual autonomization strategies (e.g., illicit deep tube wells) that generate more social differentiation and environmental degradation. For Elloumi (2011) and Gana and Fouillen (2014), the implementation of participatory management did not achieve the expected results. On the contrary, it has given rise to different conflicts (Ibid.). Similarly, Ayeb (2019) and Jouili et al. (2013) demonstrated how water has been both an object of dispossession and a means of exclusion.

As Elloumi (2016, pp. 91–95) noted, while the DM policy emphasized the role of actors at the local level, it was dominated by technical executives. According to the same author, this orientation has not changed the power balances (Ibid., p. 100).

3.4 | Integrated water resources management and the elaboration of a new water code

3.4.1 | The move towards IWRM

In the late 20th century, integrated water resources management (IWRM) was advocated by the inter-governmental organization “Global Water Partnership” (GWP), and then appropriated as a tool for “good governance” by most international organizations (Sehring, 2009, p. 26). IWRM promotes the integration of multiple aspects of management (e.g., multisectoral uses) and levels of governance, the promotion of watersheds as management units, and greater stakeholder participation in water management and decision-making (Mukhtarov, 2008). It also promotes demand management, as water is defined as “scarce”, and thus should be considered an economic good (Woodhouse & Muller, 2017).

In Tunisia, IWRM has been recommended by different reports and strategic studies (e.g., DGRE, 1998; ITES, 2014; Louati et al., 1998; MARHP, 2017, 2019, 2020). The *Etude du Secteur de l'Eau* (DGRE, 1998) formalized the will to move towards IWRM through (i) strengthening measures for monitoring, control, and protection of resources, (ii) developing efficient uses, (iii) promoting decentralization by strengthening the role of users and the intervention of private operators, (iv) taking into account the economic, social and environmental aspects of water, and (v) controlling risks (Besbes et al., 2014, p. 84; Hamdane, 2019, p. 24). While stressing the need to move towards IWRM, the *Eau XXI* strategic study (Louati et al., 1998, p. 70) argues that socio-economic development and water scarcity will lead to competition between different users and the emergence of a water market. The state's role would be to adopt specific legislation for this market (Ibid.). The desire to move towards IWRM was accompanied by the adoption of a law setting up the concessions regime (Law No. 2008-23 of April 1, 2008), a new law on public–private partnerships (Law No. 2015-49 of November

27, 2015), a new Investment Code (Law No. 2016-71 of September 30, 2016), a law on the improvement of the investment climate (Law No. 2019-47 of May 29, 2019), and the elaboration of a new Water Code (Draft Law No. 66/2019; Elloumi, 2016, p. 50; I. Louati & Balcou, 2019, p. 9).

Critics argue that IWRM was introduced to liberalize access to the resource (Elloumi, 2016, p. 50) and promote public–private partnerships (Louati & Balcou, 2019, pp. 8–9). Elloumi (2016, pp. 50, 70, 84, 91) notes that IWRM was introduced following solid lobbying by donors and international organizations. One example is the report drawn up by OCED jointly with the GWP-Mediterranean (the Mediterranean branch of the GWP), promoting greater private-sector involvement in water management (OECD, 2014). For Elloumi (2016, pp. 94–97), the association of administrative officials and donors with some researchers skews the national debate and makes any defense of an alternative project difficult, if not impossible.

The dominant water discourses in Tunisia are “rendered technical”. On the one hand, the first discourse intends to respond to water scarcity with approaches that emphasize increasing water supply within which water is seen as a product that can be exploited by technical means (Iyer, 2007; Joy et al., 2014; Menga, 2015). On the other hand, DM/IWRM, focusing on consensus, efficiency, and productivity, steer water management toward neoliberal approaches to management that promote an increased role for the private sector, pricing mechanisms, and monetary valuation of ecosystems and obscure the political and conflictual character of water allocation (Allan, 2003; Biswas, 2004; Conca, 2006; Molle, 2008, 2011; Mollinga et al., 2006; Sehring, 2009, p. 26; Trottier, 2012; Vos & Boelens, 2018; Wester & Warner, 2002).

As Boelens et al. (2016, p. 2) note, water problems often appear as techno-managerial and politically neutral issues that can be “objectively” solved with “technical knowledge”, “rational water use”, and “good governance”. Water governance appears to be an uncontested, neutral, and natural process, insulated from societal or political biases, priorities, and choices (Joy et al., 2014; see also Boelens, 2015; Boelens et al., 2018; Roth et al., 2018; Vos et al., 2018; Zwarteveen et al., 2017). However, as we will see in the following section, the technification process is reversible (Atkins, 2019; Li, 2007). We will also see how alternative discourses can, in turn, be rendered technical.

3.4.2 | The draft law No 66/2019 on the promulgation of the new water code

After a lengthy drafting process (see Bouazzi, 2024, pp. 212–216), an official version of the new draft Water Code (Draft Law No. 66/2019) was submitted to the parliamentary “Committee on Agriculture, Food Security, Trade and Related Services” on October 03, 2019, and approved by the latter on June 17, 2021 (ARP, 2021, pp. 1, 8). At the time of writing, a new Water Code has not yet been enacted.

As the project carrier, the ministry in charge of agriculture presented the promulgation of the new Water Code as “necessary” and “urgent”. The overhaul of the 1975 Code was deemed “necessary” to account for “new challenges and threats” (e.g., climate hazards, illicit uses) that were not addressed under the previous Code and “urgent” given that these “new challenges and threats endanger water resources” (MARHP, 2020, pp. 44, 51, my translation).

As its primary orientation, the Draft Law, as approved by the Committee, includes the objective of “integrated planning and management” based on “the unity of water resources” and “the best valuation of the cubic meter” at the national level (ARP, 2021, p. 81, my translation). It establishes other principles such as “good governance”, “participatory democracy”, “open governance”, “subsidiarity”, and “the separation of functions”: planning, management, and regulation (Ibid., pp. 14–15, 50, my translation). About the latter, the Draft Law provides for the establishment of a regulatory body whose role would be “mainly technical”: (i) setting up standards for water services management, administration, and efficiency, (ii) evaluating the quality and efficiency of water services, (iii) revising and regulating water tariffs, and (iv) resolving conflicts (Ibid., pp. 68–70). In addition, the draft law emphasizes the need for repressive measures and provides for an increase in sanctions and penalties (Ibid., p. 6), particularly regarding infringements of the PHD and the creation of a new agency to control it (ARP, 2021, p. 6). As we will see below, this technical approach to managing the PHD and, more generally, of the Code has been challenged and reversed by actors opposed to the project.

Within a tense “post-revolutionary” context, new movements and campaigns claiming water rights emerged (Ben Amor et al., 2019, p. 9; Elloumi, 2016, p. 83; OTE, n.d.). These claims were accompanied by the publication of civil society critical assessment reports on agricultural (Helali, 2020) and water (OTE, 2021; Rhili, 2018; Vernin, 2020) policies, critical assessment reports (FTDES, 2021; Ghazouani & Rhili, 2019; Louati & Balcou, 2019) and articles in collective blogs and online journals (Abdelmoula, 2021; Derbali, 2021) on the new Water Code, and a charter for the “right to water” (OTE, 2019a). Instead of merely challenging the assertions of “necessity” and “urgency” through other technical

discourses, opposition actors were engaged in a repoliticization process. As I will explain in the following paragraphs, actors sought to delegitimize the new Code and alter the project with an alternative vision of society (cf. Atkins, 2019; Kenis & Mathijs, 2014; Pepermans & Maesele, 2014).

Opposition actors explicitly criticized the new Code's technical character as well as the nonparticipatory and unilateral approach to its elaboration (e.g., Ghazouani & Rhili, 2019, pp. 58, 59, 69). Many civil society actors decided to work jointly on elaborating a *Code Citoyen de l'Eau* (Citizen's Water Code; Abdelmoula, 2021), a parallel and competing Code to the official one. Through the latter, they call, for example, for the provision of a free minimum quantity of water (50 L/day) for every resident, the establishment of an independent and sovereign body for water management, and the transformation of the Citizen's Code into a matter of public opinion (GnetNews, 2019; OTE, 2019a).

Moreover, the opposition illuminated the political background of the Draft Law while denouncing foreign interference in its elaboration. For example, experts and activists argue that the reflection on the new Water Code began as a prelude to the sector's privatization following the World Bank's recommendation (Derbali, 2021; Ghazouani & Rhili, 2019, pp. 58, 68). Other examples of donor interference in the new Code's adoption and decision-making in general were reported by journalists and Members of Parliament (MPs; see Abdelmoula, 2021; WMC & TAP, 2020).

In addition, opposition actors forwarded an alternative reading about the drivers behind water "illicit" uses and delegitimized the technical approach proposed by the new Code, that is, repressive measures and the PHD control agency. A report drawn up by civil society associations (Vernin, 2020) argues that, although the 1975 Code established (technical) measures to protect the PHD (e.g., authorization and concession regimes), groundwater illicit uses—estimated at around 19,000 in 2020 (MARHP, 2020, p. 20)—paradoxically correspond to the state's objectives: users' autonomization and responsabilization (pp. 9–13). The same report places these "illicit" practices within the neoliberal context of state withdrawal since the 1990s, which has led to this form of privatization and water grabbing driven by profitability (Ibid.). These actors repoliticized the issue by regrounding their opposition with the criticism of neoliberalism.

On the same topic, the Code has also been criticized for expanding the powers of the minister in charge of agriculture while at the same time drowning out responsibilities by creating a myriad of new institutions, such as a new agency in charge of controlling the PHD or the regulatory body presented above (Ghazouani & Rhili, 2019, pp. 63–64). Regarding the latter, some MPs have indicated that such bodies operate in competitive sectors and not in sectors monopolized by the state, which could be a gateway to the privatization of the sector (ARP, 2021, p. 68). Similarly, civil society actors accused the Code of "understanding the water issue from the point of view of economic logic, relegating the human rights component to the background" (Derbali, 2021, my translation). In this regard, while rejecting the commodification of water, the non-governmental organization "Tunisian Forum for Economic and Social Rights" (FTDES, 2021, p. 2) calls for the exemption of the water sector from public–private partnerships and the abrogation of concession contracts.

More than rendering visible a broader context, controversy, and political interests surrounding the project, the criticism put forward by the opposition was articulated with an alternative vision of society (cf. Atkins, 2019; Kenis & Mathijs, 2014; Pepermans & Maesele, 2014). As an example, Rhili (2018, p. 209) places the current policies of the Tunisian water sector within a broader neoliberal context/ideology and water problems within a narrative of "social justice" and "a battle for existence" for populations in marginalized regions, such as the Gafsa mining basin (my translation). Others (e.g., Ghazouani & Rhili, 2019, p. 69; Helali, 2020, pp. 6–7; OTE, 2019a; Vernin, 2020) propose as an alternative, a policy of "Food Sovereignty" that breaks with the country's dependence on the international food market and the overexploitation of resources by exporting virtual water. One can note the examples of dates and olives cultivation, processing, and packaging (Ben Alaya et al., 2015; Ouertani et al., 2016; Vernin, 2020). These two crops are water-intensive, consuming 7 and 3.08 m³/kg of product, respectively (Ben Alaya et al., 2015). In Tunisia, olive oil and date exports alone accounted for around 36% of agri-food exports between 2011 and 2014 in value and 88% of the virtual water implicitly exported (Ouertani et al., 2016, p. 199).

It is worth recalling here that *Food Sovereignty* is a principle promoted in 1996 by the anti-globalization peasant movement "Via Campesina" in opposition to the establishment of a global, free, and competitive market for agricultural products (Décarsin, 2012; Hrabanski, 2011). This principle refers to "the peoples", Countries' or State Unions' right to define their agricultural and food policy, without any dumping vis-à-vis third countries' (Via Campesina, 2003). Thus, "Food Sovereignty" repoliticizes the political debate on the food issue, which has long been depoliticized by the neoliberal trend (Hrabanski, 2011).

As argued in this article, the technification process removes development interventions from the terrain of political contestation and limits the possibilities of action available to those opposed to them (Atkins, 2019). As I have shown

through the case of Tunisia, rendered technical discourses tend to present governmental measures as “necessary” and “urgent” while allowing the projects to acquire a kind of “immunity” to criticism. This obscures other discourses, such as those promoting traditional water management techniques (e.g., El Amami, 1983; El Amami et al., 1979) or those supporting the right of inland regions to development (e.g., Rhili, 2018; Sethom, 1992).

However, this process is reversible (Atkins, 2019; Li, 2007). As I have shown in the case of the new Water Code, the discourses forwarded by the opposition reconfigured the Draft Law by revealing the link between the project and the political interests and actors and articulated these discourses with an alternative vision of society (cf. Atkins, 2019; Kenis & Mathijs, 2014; Pepermans & Maesele, 2014). On the one hand, rather than being a mere technical project, the Code is presented as an undemocratic effort to commoditize water under foreign influence. On the other hand, by mobilizing discourses on “food sovereignty” and “social justice”, actors altered the project's trajectory with an alternative vision of society. One would say that this opposition generates debate over alternative futures and, thus, renders audible the political character of water muted by a process of technification. The opposition succeeded not only in pushing the ministry's officials to listen to alternative visions (Ghazouani & Rhili, 2019, p. 60) but also in blocking the policy process several times, as in 2017 (Derbali, 2021) and in 2021 (TAP, 2021).

I argued in Section 2 that critical scrutiny of governmental programs could be “absorbed back into the realm of expertise” (Li, 2007, pp. 11–12). An example comes from a recent document (STUDI & GKW, 2022) published by the ministry in charge of agriculture as part of the new strategy for Tunisia's water sector, “Water 2050”.

The document stresses the need to link the water vision for 2050 to a strategy of “Food Sovereignty”. The explanation mentions that ensuring “Food Security” in Tunisia means both “*reducing imports and maximizing exports of agri-food products*”, particularly with regard to olives and dates (STUDI & GKW, 2022, p. 5, my translation, italics added), which, as mentioned above, are water-intensive. Over and above the connection between “Food Sovereignty” and “Food Security” that the document establishes, one can note that a strategy of “Food Sovereignty/Security” as defined by the authorities does not involve a break with the over-exploitation of resources through the export of “bad” virtual water (Greco, 2012),² as suggested by civil society actors and explained above. On the contrary, it involves maximizing the export (and reducing the import) of agri-food products. According to the same document (p. 5), this could be achieved by “combining conventional and non-conventional” water resources, leading to a “significant enhancement of efficiency” and an “increase in production” (my translation). In addition to the shift in meaning, one can note here that the problem and its solution are once again rendered technical: developing conventional and nonconventional water resources to increase production and efficiency. This question has been addressed by Swyngedouw (2013b) in his study of Spain's use of desalination. The author argues that while desalination has been presented as a solution (or a “techno-fix”, in Swyngedouw's terms) to the uneven distribution of water in the country, this has obscured the fact that the state continued to expand overall water usage. This example invites us to be attentive and critical of the conditions and relationships producing this kind of “solutions” (Meehan et al., 2023, p. 220).

4 | CONCLUSION

In this review of the existing literature on water governance discourses in Tunisia, I have argued that the official discourses that have framed different water policies have been rendered technical. As I have shown, rendered technical discourses tend to present governmental measures as “necessary” and “urgent” while allowing the projects to acquire a kind of “immunity” to criticism. When rendered technical discourses raise development projects and policies above the terrain of political contestation, the scope of action of those opposed to them becomes limited (Atkins, 2019).

However, this process is reversible (Atkins, 2019; Li, 2007). Through the example of Draft Law 66/2019 on the promulgation of the new water Code, I have shown that rather than merely challenging the assertions of “necessity” and “urgency” through other technical discourses, opposition actors sought to delegitimize the new Code and alter the project's trajectory with an alternative vision of society (cf. Atkins, 2019; Kenis & Mathijs, 2014; Pepermans & Maesele, 2014). As Atkins (2019) argues, repoliticization remains a possibility for groups seeking to contest contemporary projects.

As others (Joy et al., 2014; Lahiri-Dutt & Wasson, 2009; Molden, 2007; Roth et al., 2018; Venot & Clement, 2013) argued, much of the literature on water and water-related issues is intervention-oriented, prioritizing issues of efficiency over equity, rights, and justice. This lack of attention is also due to a belief in market forces and technical “expertise” (Joy et al., 2014; Li, 2007, 2011; Roth et al., 2018). This can be explained by the fact that the positivist epistemic tradition, to which much water resource expertise belongs, denies the links between power and knowledge and evacuates

the conscious decisions, agentivity, positionality, and accountability of professionals (Boelens & Vos, 2012; Joy et al., 2014; Roth et al., 2018). The positivist tradition is echoed by neoliberal discourses decontextualizing water problems from their specific socio-political context and rendering political questions technical (Joy et al., 2014). Assuming a certain (technical) understanding of water governance leads to simplifying, overlooking, or even erasing the diverse understandings, constituencies, and interests surrounding water (Zwarteveen et al., 2017). Therefore, to address water rights, equity, and justice issues, it is necessary to repoliticize the water domain (Joy et al., 2014).

While more and more international academics are calling for the repoliticization of the water sector (e.g., Santa Cruz Declaration, 2014), in Tunisia, the debate is still dominated by technical discourses. As shown in this article, even when the debate is repoliticized, notably through civil society's mobilization, critical discourses can, in turn, be rendered technical.

In asserting the necessity of repoliticization of the water domain, I am far from advocating that water should become an object and instrument of political calculations, which is already the case in several contexts (Joy et al., 2014). On the contrary, the aim is to re-emphasize the fundamentally political character of water control and management, a proposition I share with other water specialists (e.g., Boelens, 2015; Boelens et al., 1998, 2018; Joy et al., 2014; Meehan et al., 2023; Roth et al., 2018; Zwarteveen & Boelens, 2014), many political ecologists (e.g., Loftus, 2009; Mollinga, 1998; Mosse, 2003), and, more generally, with political theorists in broader discussions on justice and democracy (e.g., Mouffe, 1993, 2005).

AUTHOR CONTRIBUTIONS

Kais Bouazzi: Conceptualization (lead); data curation (lead); formal analysis (lead); funding acquisition (lead); investigation (lead); methodology (lead); project administration (lead); resources (lead); software (lead); supervision (lead); validation (lead); visualization (lead); writing – original draft (lead); writing – review and editing (lead).

ACKNOWLEDGMENTS

The author would like to thank Prof. Dr Naho Mirumachi (King's College London) for her constructive comments. Thanks also to Prof. Dr Kelly Alley (Auburn University), Prof. Dr Wendy Jepson (Texas A&M University), and Prof. Dr Jan Seibert (University of Zurich) for editing this article.

FUNDING INFORMATION

This article was written as part of a doctoral research project for which the author has been awarded three research grants. He has benefited from the financial support of Fondation Louvain/Louvain4water (Belgium), UCLouvain/FSR-COVID (Belgium), and Wallonie-Bruxelles International (Bilateral cooperation 2019–2023, Belgium-Tunisia).

CONFLICT OF INTEREST STATEMENT

The author has declared no conflicts of interest for this article.

DATA AVAILABILITY STATEMENT

Data sharing is not applicable to this article as no new data were created or analyzed in this study.

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ENDNOTES

¹ I label this process “repoliticization” rather than “politicization” since the latter is “understood as the activation of a political element of a project or policy that has not been previously denied” (Atkins, 2019, p. 93).

² Greco (2012) uses the term “bad virtual water” to describe the situation in which virtual water is exported from water-scarce regions to benefit consumers in other countries.

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How to cite this article: Bouazzi, K. (2024). Immunity through technification? A critical review of water governance discourses in Tunisia. *WIREs Water*, e1757. <https://doi.org/10.1002/wat2.1757>