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Consideration of the draft indicative work programme of the African Ministerial Conference on the Environment for the biennium 2009–2010

Draft indicative work programme of the African Ministerial Conference on the Environment for the biennium 2009–2010

I. Proposals for the indicative work programme for the biennium 2009–2010

A. Introduction

1. The African region offers significant potential for human, social and economic development. At the same time, however, it continues to face enormous challenges. Rising levels of poverty and inappropriate development practices are some of the main factors influencing the state of the environment in Africa. Other factors that have led to continued environmental degradation include the impact of climate change and variability, drought and other natural disasters, disease, ineffective development policies, unfavourable terms of trade and the debt burden.

2. The preparation of the work programme of the African Ministerial Conference on the Environment (AMCEN) for the biennium 2009–2010 takes into account the commitments made by heads of State, among other contexts in the United Nations Millennium Declaration, adopted in New York in September 2000; in the action plan for the environment initiative of the New Partnership for Africa's Development (NEPAD); in chapter VIII of the Plan of Implementation of the World Summit on Sustainable Development, held in Johannesburg from 26 August to 4 September 2002; in the Millennium Development Goals; and in decisions made by AMCEN at its eleventh regular session held in Brazzaville in May 2006.

B. Action plan for the environment initiative of NEPAD

3. A coherent, strategic and long-term programme of action has been prepared to promote Africa's sustainable development. This is consistent with the emphasis placed by NEPAD on measures that will ensure that the continent is able to confront its short-term economic growth challenges without losing

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sight of the long-term environmental, poverty-eradication and social-development imperatives. Sustainable development is a long-term undertaking and can only be achieved through investments in the future. Thus, the action plan for the NEPAD environment initiative takes a long-term approach. It involves processes, projects and related activities that are aimed at enlarging Africa's economic prospects through sustainable environmental management.

4. The action plan is comprehensive in the sense that it takes full account of economic growth, income distribution, poverty eradication, social equity and better governance as integral parts of Africa's environmental sustainability agenda. It cannot be implemented in isolation from the overall objectives of NEPAD and will therefore be implemented in harmony with the Partnership's other components.

5. The action plan is organized in clusters of programme areas and project activities to be implemented over an initial period of ten years. The programme areas cover the following priority sectors and cross-cutting issues as identified in the initiative: combating land degradation, drought and desertification; conserving Africa's wetlands; prevention, control and management of invasive alien species; conservation and sustainable use of marine, coastal and freshwater resources; combating climate change; transboundary conservation or management of natural resources; and cross-cutting issues as health and environment, transfer of environmentally sound technologies, assessment of and early warning on natural disasters and the environment directory of NEPAD.

6. The overall objective of the action plan is to complement the relevant African processes, including the work programme of the revitalized AMCEN, with a view to improving environmental conditions in Africa in order to contribute to the achievement of economic growth and poverty eradication. The specific objectives of the action plan are provided below (see paragraph 12).

7. A report on the status of implementation of the action plan for the NEPAD environment initiative for the period June 2006–May 2008, contained in UNEP/AMCEN/12/4, gives an account, among others, of the implementation of the work programme of AMCEN for the biennium 2006–2008. It illustrates the fact that the implementation of the action plan remains a great challenge, requiring the support and active participation of all African countries and their development partners.

8. It is anticipated that various aspects of the action plan will be implemented by different actors, in accordance with the comparative advantage, the added value and the synergies that can be derived. Due account has been taken of these concepts in preparing the work programme of AMCEN for the biennium 2009–2010.

9. The main objective of the twelfth session of AMCEN is to provide a platform for environment ministers to review the progress made in the implementation of the action plan for the NEPAD environment initiative, with a view to enhancing its implementation. The twelfth session will also provide a forum to consider emerging environmental challenges in Africa, particularly those related to climate change. The ministers will deliberate on substantive issues of importance to Africa which must be addressed in the context of the implementation of the action plan for the NEPAD environment initiative and the AMCEN work programme for 2009–2010.

II. Proposed programme elements of the AMCEN work programme

10. The proposed programme elements of the AMCEN work programme for the biennium 2009–2010 are: role of AMCEN in terms of policy, environmental law, advocacy and cooperative arrangements; capacity-building programme; land degradation and desertification; coastal and marine environment; forests and biodiversity; climate change; sound management and sustainable use of chemicals; environmental assessment and early warning; environmental education; environmental impact assessment; sustainable consumption and production; integrated environmental management; poverty and environment; invasive alien species; and small island developing States.

A. Role of AMCEN in terms of policy, environmental law, advocacy and cooperative arrangements

11. The role of the Bureau of AMCEN is to guide and oversee the implementation of the work programme of the ministerial conference, among other things. The work programme of AMCEN is an integral part of the action plan for the NEPAD environment initiative. As stated above, the overall objective of the action plan is to complement the relevant African processes, including the work programme of the revitalized AMCEN, with a view to improving environmental conditions in Africa in order to contribute to the achievement of economic growth and poverty eradication. It will also build

Africa's capacity to implement, comply with and enforce regional and international environmental agreements and tackle African environmental challenges effectively within the overall context of the implementation of NEPAD.

12. The specific objectives of the action plan for the environment initiative are:

- (a) To contribute to the implementation of NEPAD goals;
- (b) To promote the sustainable use of Africa's natural resources and strengthen public and political support to subregional and regional environmental initiatives;
- (c) To support the implementation by African countries of their commitments under global and regional environmental conventions and other legal instruments to which they are party;
- (d) To enhance the human and institutional capacities of African countries to meet the environmental challenges facing the continent effectively;
- (e) To promote the integration of environmental issues into poverty reduction strategies;
- (f) To foster regional and subregional cooperation to address environmental challenges;
- (g) To build a network of regional centres of excellence in environmental science and management;
- (h) To mobilize and direct African and international scientific and technical communities towards solving Africa's pressing environmental problems;
- (i) To enhance the effective participation of major African groups and their important contribution to informing intergovernmental decision-making;
- (j) To improve the institutional framework for regional environmental governance;
- (k) To mobilize international resources for its implementation;
- (l) To provide a framework for the establishment of a solid partnership among African countries themselves and between them and their bilateral and multilateral partners, including multilateral financial institutions such as the Global Environment Facility, in accordance with the spirit and the letter of the United Nations Millennium Declaration.

13. In view of above, the work programme's contribution to the implementation of the action plan should continue to be harmonized with environmental agenda to be addressed by other environmental initiatives in Africa and the evolving African Union institutions dealing with environmental issues. This will ensure that the resources available to African member States and intergovernmental subregional organizations, for the implementation of the action plan in particular, are not over-stretched.

B. Capacity-building programme

14. A major capacity-building programme is embedded in the action plan for the NEPAD environment initiative. The need to develop institutional and human capacity was unanimously recognized as key to achieving the successful implementation of the action plan by the second ordinary assembly of the African Union, held in Maputo in July 2003; by the special session of AMCEN in Maputo in June 2003; by the Partners' Conference on the environment initiative of NEPAD, which considered the implementation of the action plan, held in Algiers in December 2003; by the tenth regular session of AMCEN held in Sirte in June 2004; and the eleventh regular session of AMCEN held in Brazzaville in May 2006. Participants at all those meetings had called for the implementation of a programme on capacity-building for the implementation of the action plan as a high priority. Towards that end, a number of activities have been undertaken since the tenth session of AMCEN. The ministerial segment will deliberate on the programme on the basis of information provided by the secretariat and contained in the subregional environmental action plans for eastern, central, north, southern, and west African countries. The ministerial segment will deliberate on the programme on the basis of information contained in the report of the expert group segment (document UNEP/AMCEN/12/3).

C. Land degradation and desertification

15. The impact of desertification in Africa is particularly serious and pervasive. It threatens the lives of millions of people and seriously affects more than 39 per cent of the continent's total area. The implementation of the United Nations Convention to Combat Desertification in Those Countries

Experiencing Serious Drought and/or Desertification, Particularly in Africa is aimed at addressing the challenges of desertification from a perspective of sustainable development. Implementation of the objectives of the Convention remains one of the top environmental priorities for Africa. In this regard, the action plan's principal objective for combating land degradation, drought and desertification (programme area 1) – to enhance support for the implementation of the Convention's objective of combating desertification in Africa while improving livelihoods and contributing to the enhancement of food security – will be reviewed in the context of the increase in land degradation and desertification caused by climate variability and change. The ministerial segment will discuss emerging initiatives including the TerrAfrica partnership.

16. The World Bank initiated the TerrAfrica programme in 2004. TerrAfrica is a global partnership designed as a multi-partner platform organized around three programmatic outcomes to enable African Governments and their partners to scale up the mainstreaming and financing of effective and efficient country-driven sustainable land management approaches. It serves to focus attention, facilitate sharing of knowledge and best practices, galvanize advocacy and make the case for increased investment in support of sustainable land management interventions. TerrAfrica has a strategic investment programme which serves as a financing instrument for action to tackle land degradation in sub-Saharan Africa. The strategic investment programme is being developed collectively in support of efforts by TerrAfrica partners to upscale sustainable land management.

D. Coastal and marine environment

17. The coastal States covered by the Convention for Cooperation in the Protection and Development of the Marine and Coastal Environment of the West and Central African Region (Abidjan Convention) and the Convention for the Protection, Management and Development of the Marine and Coastal Environment of the Eastern African Region (Nairobi Convention) have a combined coastline that exceeds 12,000 km, extending from Mauritania through South Africa to Somalia. The countries bordering the Canary and Benguela current large marine ecosystems in the northern and southern parts of the Abidjan Convention countries (extending from Mauritania to South Africa) are dominated by desert conditions with an intermediate zone of humid tropical conditions centred on the Gulf of Guinea in the West. The Nairobi Convention countries (extending from Somalia to South Africa, including the island States) share the Agulhas ridge, the Mascarene plateau (for the islands) and the Somalia current large marine ecosystems that are influenced by the southern and northern monsoon seasons.

18. The coastal ecosystems covered by the Nairobi and Abidjan conventions include barriers, lagoons, deltas, wetlands, mangroves, coral reefs and seagrass meadows. The most important resources from an economic standpoint are fisheries, oil and gas and other minerals, including sand, limestone and diamonds. Tourism also makes an important contribution to the economy of the region. Coastal areas are the most densely inhabited and industrialized parts of most coastal States within the area covered by the conventions, with approximately 50 per cent of the population residing within 100 kilometres of the coastline. The coastal areas are also the location of the main import and export centres and provide food supplies for the landlocked countries of Africa.

19. Tourism is a growing industry. Coastal tourism is an important foreign exchange earner for such countries as the Gambia, Kenya, Mauritius, Namibia, Senegal and the United Republic of Tanzania. In the Seychelles, tourism accounts for 18.5 per cent of gross domestic product (GDP) and more than 70 per cent of foreign exchange earnings. In South Africa, tourism generates more than \$1.2 billion annually, with over 20 million international and domestic visitors to coastal areas each year.

20. The region is facing numerous problems threatening natural resources, some stemming from existing resource exploitation practices. Poor regulation, inappropriate quotas, selective harvesting of preferred species, use of inappropriate gear and harvesting of small size classes and reproductive females are primarily responsible for the over-exploitation of fishery stocks. High rates of mineral exploitation in the region are causing widespread degradation of coastal areas with associated effects on living resources. The main problems and threats to coastal, marine and freshwater resources in Africa include pollution, coastal change and modification, stress on ecosystems, threats to the availability of water, invasive aquatic species, fisheries and biodiversity degradation, water quality degradation, urbanization and population growth and global issues of climate change and sea-level rise. The situation in some of Africa's small island States, which largely depend on development and use of coastal zones, is of particular concern.

E. Forests and biodiversity

1. Forests

21. The forests of Africa cover 520 million hectares and account for more than 17 per cent of the world's total. Forests play an important economic role in many African countries. Africa's forests are threatened by a combination of factors, including unsustainable agricultural practices, commercial harvesting, increased fuelwood collection, inadequate land and tree tenure regimes, inappropriate agricultural systems and increasing urbanization and industrialization. Droughts and armed conflicts also contribute significantly to forest degradation.

22. During the 1980s, Africa lost an estimated 47 million hectares of forests. By 1995, another 19 million hectares had been lost. In most African countries, there has been an increasing demand for wood products, especially fuelwood and charcoal. As a result, the consumption of forest products nearly doubled during the period 1970–1994. At least 90 per cent of Africans depend on fuelwood and other biomass for their energy needs. More recently, new economic reform measures have removed subsidies on energy alternatives, which has further increased the demand for fuelwood and other biomass. Recent projections estimate that the consumption of fuelwood and charcoal will rise by 5 per cent by 2010.

23. In adopting the framework of an action plan for the NEPAD environment initiative, the ministers at the ninth session of AMCEN decided to include forests as a separate transboundary issue to be examined in greater detail. It is generally agreed that Africa's forests are in a state of decline. Urgent measures should therefore be taken to enable the forest sector to continue playing its important role in sustaining forest-dependent communities and contributing to national economies and thereby alleviate poverty.

24. The development of sustainable forest management in Africa requires that the long-term environmental health and ecological function of Africa's forests be maintained in order to provide vital ecosystem services upon which millions of Africans depend. The value of these ecosystem services must be fully incorporated into African forest policy development and decision-making alongside timber resource values.

25. Protected areas have been an effective means of conserving Africa's biodiversity. The creation of protected areas in Africa began in the colonial era and continued after independence. Today, Africa has more than 1,200 national parks, wildlife reserves and other categories of protected area covering more than 2 million square kilometres or 9 per cent of Africa's total land area. The disparity between Africa's biodiversity and the resources to manage it, however, is greater than anywhere else in the world, as are the threats to biodiversity. Providing long-term finance to protected areas is hard to justify for most African Governments, which are struggling to deal with the immediate problems of health, education, poverty and sometimes with intense security concerns. In July 2003, African heads of State met in Maputo and adopted the African Protected Area Initiative as part of the action plan for the NEPAD environment initiative. Although African political leaders today are becoming increasingly aware that, in order to achieve their development goals, it is fundamental to link biodiversity conservation and poverty reduction, still the region is faced with declining budgets and staff allocations. The result is that today many protected areas are poorly funded and managed and the biodiversity they contain is under increasing threat.

26. The biodiversity of Africa, including its genetic resources, is a valuable asset, albeit largely unrealized, that could contribute substantially to local and national economies and sustainable development if properly managed. NEPAD, for example, refers to the role that genetic resources have played and will continue to play in the lives of African people in terms of their food and medicinal value. Africa's communities and developing economies could benefit significantly in the global search for new sources of food stock, medicine, fibre and other resources. Most African countries, however, lack adequate legal and regulatory frameworks to govern genetic resources and consequently the interests of African countries are left open to the possibility of inequitable exploitation.

27. To meet these challenges, there is an urgent need for human, institutional and financial capacity to improve the management of protected areas in Africa, rationalize protected area systems and develop regulatory and institutional capacity for managing access to biodiversity and genetic resources in particular.

2. Biodiversity

28. Africa has a large heritage of biodiversity, forming the region's natural wealth on which its social and economic systems are based. The continent currently holds six of the world's 25 biodiversity hot spots, including the Guinean hot spot, which ranks first in mammalian diversity and is home to half of Africa's known mammalian species. These resources are also of global importance for the world's climate and for the development of agriculture or industrial activities. The region has more than 50,000 known plant species, 1,500 species of birds and 1,000 mammals. The biological diversity found in any one area or country varies depending on physical size, local climatic conditions, topography and vegetation and soil types. For example, South Africa has an estimated 20,000 plant species, Kenya has at least 8,000 and Cameroon more than 15,000. Other African countries, such as Madagascar and the Democratic Republic of Congo, are known for their rare and internationally recognized plant and animal species.

29. A significant proportion of these biodiversity resources is either endangered or under threat of extinction. The major threats to Africa's biodiversity reserves are natural habitat loss, loss of species and subspecies, invasion by alien species, over-harvesting of natural resources and a lack of recognition of indigenous knowledge and property rights. Logging accounts for 79 per cent of forest loss in Africa while agriculture and energy and infrastructure development account for 17 and 12 per cent of biodiversity loss respectively. Loss of species means loss of economic opportunities, both now and in the future.

30. Wetlands cover about 1 per cent of Africa's total surface area and are found in almost every country. African wetlands also have rich biological diversity with many endemic and rare plant species. They are among the most biologically productive ecosystems in Africa and provide important seasonal habitat for migratory bird species. Lake Malawi, Africa's third largest after Lake Victoria and Lake Tanganyika, contains the largest number of fish species for any single lake in the world, with almost 500 species from 10 families. The diversity of the flora and fauna of wetlands in Africa is immense and in many places unknown, with many endemic and rare plant species. Despite their high value and contribution to livelihood support systems, wetlands in Africa are faced with the danger of desiccation emanating from drought as a result of climate change due to natural and human causes.

31. The African coastline is vast and comprises a variety of habitats. Diversity of fish species is high, with more than 4,000 species reported. Marine and coastal ecosystems contribute significantly to the economies of African countries. It is estimated that over 40 per cent of Africa's population derives its livelihood from coastal and marine ecosystems and resources, a percentage that will continue to increase with current migration and demographic patterns. Ecosystems are coming under increasing stress from a wide array of anthropogenic impacts and the fight against poverty often leaves no ready alternatives to continued overexploitation of resources. Biodiversity supports the ecosystem functions essential for life on earth. It plays a critical role in overall sustainable development and poverty eradication, and is essential to our planet, human well-being and to the livelihood and cultural integrity of people. It is therefore crucial that the unprecedented rates of biodiversity loss due to human activities be significantly reduced.

3. Climate change

32. The fourth report in the UNEP Global Environment Outlook series, *GEO-4*, stated categorically that there is evidence of unprecedented environmental change at global and regional levels. The earth's surface is warming. This is now evident from observations of increases in global average air and ocean temperatures, spread of waterborne disease vectors, widespread melting of snow and ice, and rising global average sea level. Other major impacts include changes in water availability, land degradation, food security, and loss of biodiversity. The projected increase in frequency and intensity of heat waves, storms, floods and droughts would dramatically affect many millions of people. Climate change may further exacerbate the loss of biodiversity and degradation of land, soil, forest, freshwater and oceans. *GEO-4* states ominously that biophysical and social systems can reach tipping points, beyond which there are abrupt, accelerating, or potentially irreversible changes.

33. Adaptation to climate change is necessary even if major mitigation measures are rapidly implemented. The array of potential adaptive responses available to human societies is very large, ranging from purely technological (such as sea defences), through behavioural (such as altered food and recreational choices) to managerial (such as modified farm practices) and policy (such as planning regulations). However, there are formidable barriers to adaptation. For developing countries, availability of resources and building adaptive capacity are particularly important. Mitigation and adaptation to

climate change can be integrated into development policies, by pursuing innovative and emerging solutions, which will create new opportunities and jobs. The use of economic policy instruments and public and private sector investments in new technologies, clean and renewable energy, energy efficiency, nuclear energy and carbon sequestration are some of the many options being used (credit *GEO-4* 2007).

34. Africa is faced with three major issues in relation to the atmosphere, climate variability, climate change and air quality. Africa's contribution to the global pool of greenhouse gas emissions remains relatively low. It is estimated that the region contributes only three per cent of the world's total carbon dioxide emissions. Nevertheless, Africa is particularly vulnerable to the impacts of climate change because of factors such as pervasive poverty, recurrent droughts, inequitable land distribution and overdependence on rain-fed agriculture. Although some experience has been acquired in coping with climate variability and disasters in the region, the projected pace of climate change still indicates that the time available for adaptation would be less than the existing social and economic systems would need, particularly in African countries.

35. To address effectively the challenges posed by the adverse impacts of climate change and climate variability on the national development efforts of African Governments, there is increasing need for enhanced human, institutional and system-wide capacity-building initiatives, alongside the provision of adequate and predictable financial and technical assistance to assist countries in effectively implementing adaptation and mitigation projects consistent with national sustainable development priorities.

4. Sound management and sustainable use of chemicals

36. It is generally accepted that, notwithstanding the many benefits derived from the use of chemicals, pollution from chemical sources can be particularly serious in view of the insidious nature of some chemical pollutants. Accordingly, the issue of sound management and sustainable use of chemicals should be given higher priority in Africa. Because of a lack of knowledge of environmentally sustainable alternatives and proper quality control of agricultural products, African farmers have greatly increased their use of chemical-based pesticides.

37. More than 11 million cases of acute pesticide poisoning, including those with only minor effects, occur annually in Africa, representing a major public health problem. Chemicals such as arsenic, cadmium, lead, mercury and sulphuric acid used in various industrial processes, including mining, contaminate water and soil and affect human health. Persistent organic pollutants, widely used in agriculture, disease vector control and industry and generated as by-products in industrial processes and uncontrolled combustions, represent a serious threat to human health due to their endocrine disruption effects on the immune function, the nervous system and certain aspects of reproduction in both humans and wildlife. At least 50,000 tons of obsolete pesticides and tens of thousands of tons of contaminated soils have accumulated in most African countries over long periods. These pesticides continue to pose a serious threat to the health of both rural and urban populations and contribute to land and water degradation.

5. Environmental assessment, early warning and environmental security

38. The first report in the Africa Environment Outlook series (*AEO-1*) was launched during the ninth session of AMCEN, held in Kampala in July 2002. In view of its usefulness, AMCEN requested a follow-up publication. The second Africa Environment Outlook report – *AEO-2* – was launched during the eleventh session of AMCEN, held in Brazzaville in May 2006. At that session, AMCEN requested UNEP to assist it in preparing a third Africa Environment Outlook report. The Africa Environment Outlook process incorporates the Africa Environment Information Network and early-warning activities, particularly in the Great Lakes region.

39. *AEO-1* focused on the opportunities which the environment provides for sustainable development in Africa. It has its main thrust the NEPAD environmental objectives and programme areas. The underlying theme of *AEO-2* is "Environment for development" and it profiles Africa's environmental resources as an asset for the continent's development.

40. The report highlights the opportunities presented by the region's natural resource base to support the NEPAD development agenda and attainment of the Millennium Development Goals. The report also highlights some of the emerging challenges in the region that may require policy innovations on the part of African Governments. Some of the emerging challenges which the report examined were genetically modified crops, chemical stock piles and alien invasive species. It also discussed how the

environment could contribute to regional cooperation. Inputs from Governments and other stakeholders helped in highlighting these issues, and the AMCEN Inter-Agency Technical Committee provided valuable policy advice during the preparation of the report.

41. An important publication devoted to environmental change in every African country – *Africa: Atlas of Our Changing Environment* – with an accompanying report on the country's progress toward achieving Millennium Development Goal 7, has been produced by UNEP in partnership with a number of other organizations. This publication, which gives a visual portrayal of the dramatic changes unfolding on Africa's landscapes will be launched at the twelfth session of AMCEN.

42. At its eleventh session, AMCEN requested the Executive Director of UNEP to continue mobilizing financial support for capacity-building through the Africa Environment Outlook and the Africa Environment Information Network processes and to support the production of the third Africa Environment Outlook report – *AEO-3* – as one of the main components of the programme of work of AMCEN. To that end, an inception meeting for *AEO-3* was held in Cairo on 1 and 2 August 2007. This was a scoping meeting aimed at establishing the principal focus for the report, taking into account the current environment and development debate in the Africa region and other global processes.

6. Environmental education and training

43. African countries generally depend on their natural resource base for social and economic development. Many of these resources, however, continue to be degraded and exploited at unsustainable rates. This has led to environmental problems. Africa has a wealth of natural resources, including minerals, land, biological diversity, wildlife, forests, fisheries and water. It has the largest tropical rain forests and the second largest freshwater lake in the world. The region offers significant potential for human, social and economic development.

44. Africa is, however, facing increasing challenges as briefly discussed in paragraph 1 of the present document. As discussed above, the issues of concern include, but are not limited to, widespread land degradation and desertification, climate variability and change, loss of biodiversity, deforestation and loss of arable and grazing land, declining soil productivity, invasive alien species, pollution and depletion of freshwater resources and deteriorating air quality. These have wider implications on food security, sustainable natural resources management, human health and poverty eradication efforts.

45. It is generally accepted that one of the most effective long-term solutions is environmental education and training. Education and training programmes should develop positive attitudes and stimulate appropriate actions to address the environmental degradation. Various environmental education and training strategies are known and some of the most appropriate ones will continue to be used.

7. Environmental impact assessment

46. The action plan for the NEPAD environment initiative calls for environmental valuation as a component of investment and infrastructure projects for sustainable development, so as to ensure the integration of economic growth, social development and environmental protection. The action plan therefore emphasizes that environmental impact assessments must be carried out for all infrastructure projects.

47. That position is consistent with the appeal made by AMCEN to the donor community in 1995 to

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