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Orientation Course  
Study Tour for African  
Environmental Experts

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REPORT ON UNEP/ECA MISSION ON EVALUATION AND ASSESSMENT  
OF AND ADVICE ON NATIONAL ENVIRONMENTAL MACHINERIES IN  
SELECTED AFRICAN COUNTRIES (PROJECT FP/0302/75/13)

INTRODUCTION

1. Project FP/0302-75-13 mandated the mission to visit two groups of selected countries, namely:-

- a) Countries which have already established their national environmental machineries, and
- b) Countries that wish to set up such machineries and for this purpose seek technical assistance.

2. The countries covered by the mission were :- Uganda, Burundi, Zambia, Mozambique, Swaziland, Botswana, Zaire, Ghana, Ivory Coast, Senegal, Morocco, Tunisia and Egypt. Originally, Gambia was included as one of the countries to be covered; however, this proved to be difficult and the possible replacement of that country with Gabon was only partly successful as brought out in Part II of the report below.

3. The purpose of the mission was defined in the project as :-

- evaluate and assess the working of already established environmental machineries and their efficacy in responding to problems of the countries concerned;
- provide advisory services where these may be required;
- identify country officials who will participate in the project seminar/workshop on the environment;
- identify officials to undertake study tour in some of the countries visited.

4. The mission started on November 18, 1975 and until January 11, 1976, visited Uganda, Burundi, Zambia, Mozambique, Swaziland and Botswana. Between January 24, 1976 and March 1976, the mission visited the rest of the countries in the schedule, namely; Zaire, Gabon, Ghana, Ivory Coast, Senegal, Morocco, Tunisia, Egypt and Ethiopia.

5. The following took part in the mission, covering the countries indicated against their names:-

Dr. Nicholas Otieno  
 Chief, Environment Unit  
 Economic Commission for Africa  
 Addis Ababa

- All countries

Mr. Abdalla Mohamed Ahmed  
Consultant  
Public Administration Expert  
Khartoum Public Administration  
Institute  
Sudan

- Burundi, Zambia,  
Mozambique and  
Swaziland

Mr. Donald Kaniaru  
Deputy Regional Representative  
for Africa

UNEP,  
Nairobi

- Uganda and Burundi

Mr. Albert Mongi  
Regional Adviser on Ecology  
Conservation and Wildlife

UNEP  
Nairobi

- Mozambique, Swaziland,  
Zaire, Gabon, Morocco,  
Tunisia and Egypt

Mr. Mahmoud Jomni  
Regional Adviser on Human  
Settlements and Habitat,

UNEP  
Nairobi

- Zaire, Gabon, Ghana  
Ivory Coast and Senegal

6. This report is drawn from interim reports submitted by UNEP participants, Mr. Abdalla M. Ahmed and reports by Dr. Otieno. The report is in two parts and an annex. Part I is the Summary and follow-up recommendations; Part II, the description of discussions and contacts held with Government and other officials in the various countries in the order visited, and the annex lists the names of individuals met during the mission. An effort to harmonise the report has been made. However, due to diversities encountered, and the broad spectrum represented by the countries covered, the report unavoidably reflects diversity and lack of balance in the details outlined. In order to obtain a complete picture, it is recommended that both Parts I and II be read.

#### ACKNOWLEDGEMENT

7. The organization of the mission, seminar/workshop and study tours invariably involved not only UNEP/ECA but Governments and UNDP Offices without whose co-operation the execution of the mission would have been extremely difficult. The mission wishes to extend its thanks to all concerned for their ready assistance and co-operation.

P A R T 1

SUMMARY AND FOLLOW-UP RECOMMENDATIONS

8. The future of the environment lies in judicious commitment and actions by national governments. Such possible active awareness of policy-makers, administrators and the public of the broad implications of the environmental course and through effective institutional arrangements coupled with relevant statutory provisions which are scrupulously enforced by national authorities is of permanent importance.
9. The project under review was to enable UNEP, together with ECA to establish baselines with regard to the above, establish contacts for advisory services and lay the groundwork for future co-operative activities towards effecting the above goal and thereby promote and enhance the environment in the region.
10. UNEP/ECA joint missions were thus made to 15 African countries and generally resulted in useful contacts and dialogue between the two UN bodies and Government officials of those countries. Where national machineries exist, as shown below, significant differences between the various machineries are apparent. Of those to be advised for example, Uganda, Burundi and Swaziland, the need for creating a national environmental machinery to coordinate national and international environmental concerns and initiate action in that field was realized by the officials contacted. However, some others in the same category, namely Botswana and Mozambique, whether on account of the smallness of the country, or scarcity of resources (Botswana) or on account of serious organizational problems (Mozambique), preference was for utilizing and consolidating existing institutions or departments rather than creating new institutions. In general, the national machineries in the countries visited are relatively young, with many created in the period 1974 to 1976, and as such it would be presumptuous for the mission to pass judgment on them so soon after their establishment, a time they are groping to find their level in their national setting. Some of the machineries are directly Government established and run. Such include Government ministries or departments as in the case of Gabon, Ivory Coast, Morocco and Zaire. Others also directly Government are National Commissions or Councils established by law such as in Senegal and Ghana. Yet some of the other national machineries are only indirectly associated with the Government and might even be regarded as non-governmental organization. This is the case in respect of the Tunisian and Egyptian set-ups. While these machineries differ in their mode of operation and influence, they all seem to experience similar problems in shortage of expert personnel, financial resources and authority and ability to enforce decisions, or monitor implementation of desirable environmental goals.
11. Human Settlements and environmental issues linked with industrialization and major physical development projects receive most emphasis in most of the countries visited although Conservation of Nature and Natural Resources, is in some cases also highly regarded.

12. Characteristic in the different Governmental structures is vertical as opposed to horizontal co-ordination with the different environmental machineries and thus suffer from lack of over-riding authority over other Governmental organs. Consequently it is of cardinal importance that a given national machinery be established with provision for solving conflicts or disputes as they become apparent.

13. On the whole, there is a dynamic awareness for the environment and general acceptance that concern for environmental protection is not a luxury in the 15 countries visited. Since, however, this awareness is sharpest at the higher echelons of technical ministries, there is imperative need and justification for urgent promotion of broad-base environmental education not only in the countries visited but in practically all African countries. Happily this is the determination of the Government officials contacted. Accordingly all possible assistance should be extended to governments to strengthen, and in some cases, initiate environmental education programmes.

14. The missions to the different countries were conducted with an open mind and in the understanding that it is for each Government, in the light of its set-up, social, cultural and economic development and human and financial resources, to determine the type of machinery and the extent of powers and authority to accord such machinery. Owing to the fact that many of the national environment machineries in the countries visited are very young and have still to be fully staffed and define their national programmes within the context of their circumstances, resources, needs, etc., as earlier noted, it is not possible to select models of ideal environmental machinery set-ups in the countries visited but examples of initial action can be drawn from set-ups in Zaire, Egypt, Ghana and Senegal. It should also be noted that a number of African countries not visited have national environmental machineries, for example Kenya (national environmental secretariat in the Office of the President) and the Sudan, national research Council.

15. Considering the varied circumstances in each country, and the different types of national machineries, it is not surprising that the flow of information was uneven, inconsistent and at times contradictory depending on the source and state of preparedness in each country. Nevertheless the mission was able to identify the following ministries, bodies or institutions to varying extent and degrees of emphasis as national environmental machineries in the countries visited:-

- Uganda - Ministry of Provincial Administrations
- Burundi - Ministry of Foreign Affairs
- Zambia - Ministry of National Planning
- Mozambique - Department of Natural Resources in the  
Ministry of Agriculture
- Swaziland - Ministry of Local Government

- Zaire - Département de l'Environnement, Conservation de la Nature et du Tourisme (22 July 1975).
- Gabon - Ministère de la Recherche Scientifique, Chargé de l'Environnement et de la Protection de la Nature (17 April 1975)
- Ghana - Environmental Protection Council (September 1973)
- Ivory Coast - Commission Nationale de l'Environnement (24 January 1973) a new Ministry, ministère de la Protection de la Nature was created in march 1976.
- Senegal - ministère du Développement Industriel et de l'Environnement. (30 June 1975).
- Morocco - ministère de l'Urbanisme, de l'Habitat, du Tourisme et de l'Environnement (April 1975).
- Tunisia - Association Tunisienne pour la Conservation de la Nature et l'Environnement (ATCNE).
- Egypt - Academy of Scientific Research and Technology.

#### FOLLOW-UP RECOMMENDATIONS

16. The mission recommends that UNEP and ECA continue promoting consciousness of the protection and enhancement of the environment and the establishment and development of effective national environmental machineries. Consequently it is recommended that the final report of the mission should be communicated to all African countries which should also be encouraged to keep both UNEP and ECA informed of the nature, type, legal instrument etc., of their national environmental machinery or any changes related thereto.

17. The mission recommends each country establish an autonomous environmental organ (under any appropriate name, such as Ministry, Department, Council or Commission) with, inter alia, the following features:-

- (a) financial autonomy and adequate recurrent budgetary provisions;
- (b) adequate staffing with people of high calibre and confidence to speak on the environment on behalf of the highest authority in the country;
- (c) accord over-riding advisory, policing and monitoring statutory powers over the policies and actions of all other Ministries without implying professional subordination;
- (d) adequate provision for public participation in the formulation of law; policy and implementation of decisions.

18. In the countries with environmental machineries, assistance should be rendered towards their consolidation. This assistance can be in several forms including:-

1. Exposure of representatives to other countries with effective environmental machineries.
2. Provision of examples on environmental statutes.
3. Provision of legal expertise to help towards the streamlining of Government structures in order to achieve lateral co-ordination and consequent integration of country plans.
4. Provision of training for personnel to man the environmental departments.

19. Sub-regional Seminars should be organised to promote environmental education with the aim of strengthening the conviction of policy makers and leaders that environmental problems need to be tackled seriously and that they involve more aspects than pollution and conservation of nature.

20. A workshop of the members of the mission and Government officials from selected African countries not necessarily only those visited should be held with a view to creating greater awareness among:-

- (a) those already with some form of environmental concern and responsibility, and
- (b) those expected to be accorded such responsibility

21. Egypt indicated she would be willing to host such a workshop but the question of the venue could be negotiated at an appropriate time.

22. In addition it is recommended that two sub-regional seminars under the auspices of UNEP/ECA could be organized preferably in 1977 for high level decision makers to highlight the role of effective environmental machineries, in installing ecological principles in the development process and in according sustained stewardship to an environment of quality. The venue and exact timing for these shall be determined by logistics and current circumstances; however the first sub-region should comprise of the countries to the east and south (and including) Cameroun, Central African Empire, Sudan and Ethiopia. The remaining African countries should comprise the second sub-region.

23. It is also recommended that another workshop, attended by the members of the mission and government officials from countries visited and a few others to discuss and exchange information on the working of environmental machineries should be held in 1979, when the countries with machineries would have had operational experience and could usefully

serve as a guide to the countries without national machineries. At that workshop, this report, and the report of the seminar/workshop scheduled for March 1977 and any others on environmental machineries or legislation in Africa could be reviewed and the results thereof be made available to all Governments in the region.

24. In the meantime it is suggested that UNEP/ECA should make available sample Environmental Legislation not only to the countries visited but other African countries as well; that sample legislation could serve as an example to those without national machineries and as food for thought to those with different types of legislation. However, the legislation from Zaire Ordinance No. 75-231 and draft Environmental Protection and Co-ordination Board Order for Swaziland - attached to this report, give some ideas on the scope of environmental legislation. More examples will be made available during the various proposed workshop and sub-regional seminars.

25. Finally the mission recommends to Governments whose role is crucial in the establishment of national machineries; according them necessary resources; defining their programmes; monitoring their implementation and enforcing pertinent legislation to organise national seminars on environment-related activities in order to broaden public education and thus underscore that the earth's resources are mostly finite and need careful management for the benefit of present and future generations.