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ECONOMIC COMMISSION FOR AFRICA

Twenty-eighth session of the Commission/
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Addis Ababa, Ethiopia
3-6 May 1993

**EXECUTIVE SUMMARY ON THE OUTCOME OF
THE EIGHTH MEETING OF THE BUREAU OF THE
AFRICAN MINISTERIAL CONFERENCE ON THE ENVIRONMENT (AMCEN)**

Maputo, Mozambique
31 March to 2 April 1993

I. BACKGROUND AND INTRODUCTION

1. The Bureau meeting, which was chaired by H.E. Mr. Jacques Baudin, President of AMCEN and the Senegalese Minister of Environment and Tourism, was convened on the basis of major findings and conclusions of evaluations/assessments the results of which were initially considered by the extraordinary meeting of the Bureau (Nairobi, December 1992). That meeting pointed to the need for a revitalized Conference to respond effectively to sustainable development challenges brought about by major developments since 1985 culminating in the adoption of the African Common Position on Environment and Development and the UNCED agreements, notably Agenda 21.

2. The Bureau considered proposals on AMCEN's role in the decade of the 1990s which were prepared by UNEP, OAU, ECA, the AMCEN Task Force and selected African experts. The proposals relate to policy, organizational and programmatic arrangements needed for AMCEN. They underscore the fact that the post-UNCED follow-up in Africa necessitated as well a review of the objectives, focus and organization of work of AMCEN and its constituent bodies.

II. MAJOR CONCLUSIONS OF THE MEETING

3. At the close of its work, the Bureau decided to recommend to the Conference of Ministers of Environment, at its fifth session likely to take place in the last quarter of this year or first quarter of next year, a number of functions relating to:

inter-ministerial cooperation for the integration of environment and development; review, monitoring and follow-up on the implementation of intra-African commitments on the environment including subregional and regional programmes; review, monitoring and follow-up on the implementation of Agenda 21; supporting Africa's participation in global negotiations; follow-up on the implementation of global conventions and international agreements on the environment; review of national, subregional, regional and United Nations system programmes for environmental management in Africa with a view to providing necessary support or articulating remedial strategies.

4. With regard to the follow-up essential to Agenda 21, the Bureau decided to recommend to the fifth session of AMCEN carefully selected priority areas relating to social and economic dimensions of environmental management; natural resources management for development; strengthening the role of major groups in environmental management; and means of implementation of environmental programmes in Africa.

III. MAJOR FOLLOW-UP DECISIONS

(a) Seventeenth session of the UNEP Governing Council

5. The Bureau having expressed its profound gratitude to UNEP for its consistent and vital support to the Conference since its inception, decided to request the Executive Director and the Governing Council to maintain the same level of support and also to consider increasing it in the light of the post-UNCED follow-up envisaged. It is expected that the President of AMCEN and the Bureau members will be sponsoring a resolution, in consultation with the African group, to this effect.

(b) ECA Conference of Ministers of Economic, Planning and Development (Addis Ababa, 3-6 May 1993)

6. The Bureau accepted the kind invitation of the African Ministers of Economic Planning and Development for the participation of African Ministers of Environment in the above-mentioned session.

(c) Fifth session of AMCEN and ninth meeting of the Bureau

7. These meetings will be convened on the basis of the outcome of consultations with African countries and AMCEN's cooperation partners on the recommended directions of the Conference in the post-UNCED period. The timing will also be influenced by the progress made in the documentation to be submitted.

(d) Consultations for the preparation of the documentation of the fifth session of AMCEN

8. The Bureau authorized the secretariat to hold the fullest possible consultations with African subregional organizations, United Nations agencies and multilateral institutions concerning the development of proposals of interest to them and relating to the role of AMCEN in the 1990s.

(e) Future role of the AMCEN secretariat

9. The Bureau recommended that the secretariat should articulate clear-cut strategies for the new functions being proposed for the Conference in the post-UNCED follow-up.

IV. THE AFRICAN MINISTERIAL CONFERENCE ON THE ENVIRONMENT (AMCEN):

A. An introductory note on AMCEN

10. At the request of its African members, the UNEP Governing Council (May 1983) invited the Governments of Africa to convene an African Environmental Conference to discuss national environmental priorities to identify common problems worthy of a regional programme of action to deal with serious environmental problems in Africa; and requested UNEP, OAU, and ECA to provide secretariat services for the Conference. UNEP, in cooperation with OAU and ECA and in consultation with a number of United Nations agencies and African Governments, organized six subregional meetings of African experts that surveyed major environmental problems in each subregion. A regional African meeting was held in Lusaka, Zambia in 1984. It considered the reports of the above meetings and identified common African environmental problems.

B. The consultative process in the convening of AMCEN

11. The draft consolidated report was prepared and presented for further review to (a) a meeting of representatives of United Nations bodies and agencies, followed by (b) a meeting of African experts. A report to the African Environmental Conference reflecting this long preparatory process of consultations was presented by UNEP's Executive Director to the Conference (Cairo, 16-18 December 1985). It is suffering from a continual drain on, and degradation of, its natural resources - plant cover, soils, water, animal resources and climate. Analysis of the status of African environment led to the identification of four priorities:

- (a) Halting environmental degradation;
- (b) Enhancing the food-producing capacity of the continent;
- (c) Achieving self-sufficiency in energy;
- (d) Correcting the imbalance between population and resources.

12. These priorities were also recognized by earlier African documents including: the Regional Food Plan for Africa (tenth Conference of African Ministers of Agriculture, 1978, endorsed by the Lagos Summit,

1980, the Lagos Plan of Action, two documents adopted by the ECA Conference of Ministers (May 1984): Africa's economic and social crisis, Regional Plan of Action to combat the impacts of drought in Africa.

C. The distinctive characteristics of the Cairo Programme of Action

13. The first session of the African Ministerial Conference on the Environment (December 1985) adopted the above programme aimed at mobilizing national, subregional and regional cooperation on the earlier mentioned priorities.

(a) Principal components

14. The Programme comprises organizational and operational aspects. The former aim at mobilizing available national and international capabilities towards the effective implementation and follow-up of the programme.

(i) Organizational components

15. These include: institutionalization of the Conference; establishment of a secretariat; establishment or strengthening of eight regional technical cooperation networks on environment and eco-development; setting up of four Conference committees on deserts and arid lands, river and lake basins, forests and woodlands and seas. Subsequently, the Conference established a fifth committee on island ecosystems.

(ii) Operational components

16. A regional programme for the development of 150 pilot projects (three per country); a regional programme for the development of 30 pastoral pilot projects.

(iii) Financial components

17. The Conference resolution (1/1 section F) outlined sources of financial support for the implementation of the Programme which included: UNDP/IPFs; additional funding from the World Bank, other multilateral funding agencies and donor countries.

(b) Initial priorities

18. Priority was to be given to two programmes of 150 pilot projects, 30 pastoral pilot projects as well as the priority subregional activities.

D. Premises, hopes and expectations in 1985

19. There were many advantages expected from the programme:

(a) As the programme is community-based it was expected that it would offer a viable and pragmatic approach to the problems of grass-roots development on which broader sustainable development depends;

(b) Institutionalization of the Conference was meant to ensure that African Governments and participating agencies will effectively keep track on development of the programme;

(c) The Bureau, secretariat, networks and committees were expected to facilitate coordination and cohesion highly necessary in a programme of this magnitude. With the above expected adequate coordination machinery, it was concluded that effective assessment and monitoring would be possible;

(d) The programme was expected to provide a sound approach to development because it coherently links sustainable natural resources utilization, broad environmental protection, and economic development issues with locally available resources;

(e) It was expected that since donor countries have specific areas of interest, their support would be attracted because the programme consists of a variety of components, e.g., pilot villages, pastoral zones, water resources, forestry, arid lands, river and lake basins, etc. Thus, the programme components offer a wide choice to the international community to assist;

(f) The priorities which are included in the programme reinforced the priorities that were recognized by earlier African documents (e.g. the Regional Food Plan for Africa, tenth Conference of African Ministers of Agriculture, 1978 endorsed by the Lagos Summit of 1980; the Lagos Plan of Action, 1980, etc). Thus, the programme was expected to consolidate the above initiatives because it provides a practical formula for achieving the objectives;

(g) The two-tier support which characterizes the programme was supposed to bring about involvement from both below and above which is essential to programmes whose objective is general development and uplifting standards of people.

E. Expected roles (i.e., in 1985)
of various groups in the implementation of the programme

(a) African Governments

20. It was recognized at the end of the first session that Africa's economic salvation will depend primarily on the efforts of African countries. This is why the programme sought to translate this concept into reality by devising means of achieving this goal primarily relying on African countries to shoulder a substantial part of the responsibility.

(b) International community

21. Right from the beginning of the Programme, international financial support was expected. A resolution adopted at the end of the first session in 1985, (resolution 1/1 Section 1 (f) paras. 4 and 5) specifically mandated the Executive Director of UNEP to seek additional funding from other sources such as the World Bank and donor countries to supplement the resources that would be earmarked from the UNDP/IPF sources.

(c) International organizations

22. As clearly demonstrated in the adoption, in 1985, of a resolution calling for the establishment of an Inter-Agency Working Group, the African countries expected the international organizations to play an active supportive role in the implementation of the programme. Subsequent statements by these organizations to the sessions of the Conference constitute their declaration of intent to support the programme.

(d) Non-governmental organizations (NGOs)

23. Self-reliance is one of the principal goals that had been built into the programme. Community participation is accorded particular importance as is evident in the decision of the Conference to enter into close partnership with the African NGOs, in 1985 whose members were required to serve on the committees of the Conference and to take part in the implementation of the programme.

Annex

AMCEN'S ROLE IN THE 1990s

I. INTRODUCTION

1. The major findings and conclusions of the December extraordinary Bureau meeting point to the need for a renewed political commitment in 1993 to the African Ministerial Conference on the Environment (AMCEN). The Fifth Session of AMCEN must bring about a new sense of direction and priorities for its Programme of Action in order to re-engage the interests of all African countries and mobilise the fullest support of key ministries such as those of Economic Planning and Finance and Foreign Affairs. The Session must result in a revitalized conference to respond through a refocused programme to the sustainable development challenges brought about by the Kampala, Bamako, Abidjan (African Common Position on Environment and Development), and Rio Conferences.
2. AMCEN's post-UNCED follow-up will necessitate changes in the approach, focus and organization of work of future AMCEN Ministerial Sessions and consequently its constituent organs, that is, the Bureau, Secretariat, African Technical Regional Environment Group (ATREG)/ Subregional Environment Groups (SREGS), Networks, Committees, Inter-agency Working Group (IAWG) and the Pilot Projects Programme.
3. There is an obvious need to mobilize every effort especially at the country level as the greatest problem being confronted in the implementation of the AMCEN programme relate to low level of involvement and participation by key sectoral ministries. It is therefore proposed to mobilize co-operation on sustainable development around this priority. This common priority objective needs to be pursued at every level, national, sub-regional, regional and global on an integrated multi-sectoral basis.
4. Cooperation in Africa on the post-UNCED follow-up demands a broad-based multi-sectoral inter-governmental machinery. This could be achieved through close cooperation of efforts within the context of agreed upon institutional arrangements between and among key ministries such as Economic Planning and Finance Environment and Foreign affairs. A revitalized Conference could provide a suitable forum for ensuring this much needed cross sectoral cooperation.
5. The attraction of such cooperation lies in:
 - (a) Pooling of experience acquired and the utilization of national skills;
 - (b) Use of the natural complementarities that exist between key sectoral ministries;
 - (c) The effectiveness of this multisectoral approach in natural resources management, and in seeking solutions to problems that by their very nature transcend ministerial mandates;
 - (d) The use of scientific and technical tools and the implementation of development programmes and policies that can be successfully implemented only when key sectoral ministries are involved, and whose costs exceed the means available to the Ministries of Environment.
6. The fifth session should:
 - (a) Review the terms of reference of the Conference with a view to enabling it to provide leadership and guidance in respect of major African environmental programmes, including the initiatives envisaged within the framework of the African Common Position and Agenda 21; and

(b) Refocus the Conference agenda to deal with major policy issues relating to the social and economic dimensions of environmental management, natural resources management as reflected in Agenda 21, participation of major groups in environmental management in the region, Africa's involvement in global negotiations on the environment and means of implementation of sustainable development programmes.

7. The successful implementation of the recommended reforms and re-orientation will require, above all, effectively addressing the implications, the most important of which include:

(a) Full consultations with all parties concerned (African countries and organizations, major groups, United Nations and donor agencies, etc.);

(b) Conclusion, on the basis of the above, of specific agreements, detailing responsibilities and cost-sharing modalities; and

(c) Involvement and participation of the Conference's cooperation partners in all major decision-making processes and mechanisms of the Conference.

8. The Bureau and the Conference secretariat has a major role and responsibility in this.

II. DRAFT RESOLUTIONS

The Bureau of the African Ministerial Conference on the Environment,

Recalling the resolutions of the African Ministerial Conference on the Environment (AMCEN) adopted in December 1985,

Aware of the evolution of global and regional environmental thinking and shifts in emphasis since the institutionalization of AMCEN,

Recognizing the many initiatives taken by African countries in response to the changing environmental conditions such as the Lagos Plan of Action, Africa's Priority Programme for Economic Recovery (APPER), the United Nations Programme of Action for African Economic Recovery and Development (UN-PAAERD); the Agenda for Action for Achieving Sustainable Development in Africa adopted by the Kampala Conference in June 1989; the Bamako Convention on the Ban of Import into Africa and Control of Transboundary Movement of Hazardous Waste within Africa,

Further aware of the important role of economic performance on the state of the environment and appreciative of the existence of African subregional economic groupings, particularly the Treaty establishing the African Economic Community,

Determined to attain the utmost environmental benefits from these economic groupings,

Appreciative of the convening of the United Nations Conference on Environment and Development (UNCED) in Rio de Janeiro, Brazil, in June 1992 and the adoption of Agenda 21,

Further recognizing that this opportunity offered by UNCED calls for a new spirit of international cooperation in tackling jointly this immense challenge of achieving sustainable development through sound environmental management,

Fully aware of the recommendations of the World Commission on Environment and Development which highlighted the notion of environment and sustainable development,

Further appreciative of African activities in preparation for UNCED, including the Pan-African Conference on Sustainable Development (Bamako, January 1991), the first African Preparatory Ministerial Conference held in Cairo (July 1991) and the second African Preparatory Ministerial Conference held in Abidjan (November 1991),

Further determined to fully participate in the implementation of Agenda 21 within the context of the African Common Position on Environment and Development,

Fully recognizing of the recommendations of the African Regional Workshop on Agenda 21 held in Abuja, Nigeria, in January 1993,

Further fully aware of the call in Agenda 21 and the African Common Position for broad-based approach to environmental management,

Realizing that the implementation of Agenda 21, particularly in Africa, requires a revitalization of existing structures at the level of member States and at the regional level, to provide the necessary capacity for implementing Agenda 21,

Further realizing that other regional institutions dealing, as partners with AMCEN, with environmental matters may reform their structures to respond to their mandates in the implementation of Agenda 21 and in order to facilitate inter-institutional cooperation,

Recommends the following:

I. THE CONFERENCE: PROPOSED ORGANIZATIONAL AND OPERATIONAL ARRANGEMENTS AS WELL AS RELATIONSHIP WITH KEY COOPERATION PARTNERS

Key principles on which the premise for change is based, i.e., the need for the Conference to:

- (a) Disengage from operational projects and programmes;
- (b) focus on enhancing capacities for sound environmental policy formulation and implementation at the national, subregional and regional levels (this will mean transferring responsibility for the pilot project programme to the African countries);
- (c) Concentrate on the review, monitoring and coordination of environmental programmes and policies at the national, subregional and regional levels (as opposed to the assessment of the performance of the operational components of the present Cairo Programme of Action);
- (d) Ensure that the Conference becomes the main forum and focal point in Africa for the review and monitoring of environmental policies and programmes;
- (e) Strengthen the capacity of the Conference to guide and lead Africa's participation and involvement in global negotiations as well as international agreements on the environment, including conventions;
- (f) Use the Conference as a forum for identifying and promoting strategies for the mobilization of new and additional funding of environmental programmes;
- (g) Ensure that the Conference provides a framework for marshalling cooperation among African countries, organizations, United Nations and donor agencies active in the field of environmental management in Africa; and
- (h) Make full use of the expertise and resources available in African organizations as well as UN agencies (active in Africa) for environmental management in the region;

Based on these principles, the Bureau's proposals for a re-orientation in the work of the Conference focus on the:

- (a) Modification of the Conference Agenda, workplan and programme to make them supportive of sustainable development initiatives since 1985 when AMCEN was set up (e.g., the African Common Position, African Economic Community, Agenda 21);
- (b) Promotion of the integration of environment and development which will require capacity-building efforts and goals at the national level;
- (c) Formulation of strategies for funding of environmental programmes;

(d) Promotion of sound environmental management policies and practices through the strengthening of national, subregional and regional institutions;

(e) Continuous review and monitoring of environmental management programmes in furtherance of sustainable development objectives;

(f) Participation in initiatives which support Africa's position in global environmental issues.

Functions of the Conference

1. Interministerial and cross-sectoral coordination: Promote the integration of environment and development through interministerial cooperation;

2. Intra-African commitments on the environment:

(a) Monitor progress in the implementation of the above commitments as well as relevant regional programmes relating to the integration of environmental and developmental goals through analysis and evaluation of reports from subregional and regional organizations;

(b) Review, monitor and evaluate the implementation of Agenda 21 at the national, subregional and regional levels through the analysis of reports submitted to the Conference by African Governments and organizations, major groups and United Nations agencies active in the region;

3. Conventions and international agreements

(a) Monitor the implementation of global conventions and international agreements of relevance to the Africa region and in this regard to accord special attention to the implementation of the African Convention on Hazardous Wastes (Bamako);

(b) Facilitate the harmonization of Africa's position and encourage active participation in all major negotiations;

(c) Promote the signing and ratification of relevant protocols and conventions by African countries;

(d) Promote the awareness on the benefits of such international agreements;

4. Subregional environmental programmes: Mobilize support for the environmental programmes of African subregional and regional organizations. In this regard, the Conference shall review the work programmes of the sub-regional economic groupings (of the African Economic Community) and solicit assistance for them with a view to strengthening their activities.

5. National environmental programmes: Consider information provided by Governments, including national reports regarding the activities being carried out to implement major African environment and development programmes.

6. Funding of environmental programmes: Review the adequacy of funding arrangements for environmental programmes at the national, subregional and regional levels in the African region.

7. NGOs and other major groups: Promote actively the participation of NGOs and the independent sector in the implementation of environmental programmes. In this regard, the Conference shall receive and

analyse relevant reports from major African NGOs, particularly on their contribution to the implementation of African initiatives and commitments in the field of environment and development. This implies the development of a mechanism for dialogue between the Conference, NGOs and the private sector;

8. Environmental programmes of the United Nations system: Closely examine at each session the outcome of actions of the United Nations agencies active in Africa on issues related to the environment and other efforts in support of the integration of environment and development at the national, sub-regional and regional levels.

II. UNCED FOLLOW-UP: ADDITIONAL FUNCTIONS OF THE CONFERENCE

Further recommends having taken into account the analysis of Agenda 21, its linkages with the African Common Position and implications for AMCEN, the Conference include the following in its UNCED follow-up agenda:

A. Commission for Sustainable Development (CSD)

- (a) Fully support and promote the activities of the Commission for Sustainable Development;
- (b) Closely cooperate with the CSD to enhance the participation of African countries in UNCED related conventions;
- (c) Promote the integration of (i) the Rio Declaration and (ii) Statement of Principles on the Management, Conservation and Sustainable Development of all types of forests;
- (d) Continuously review the implementation of Agenda 21 in Africa, taking into account its linkages with and implications for the Conference and in this connection submit necessary recommendations to the OAU Council of Ministers as well as the ECA Conference of Ministers of Planning;

B. Financial resources and related mechanisms

- (a) The Conference shall review modalities for encouraging direct financial contributions towards environmental conservation and management programmes, particularly through an increased flow of resources from the North, funding of programmes particularly of relevance to national priorities and speedy disbursement of funds for agreed programmes;
- (b) Provide a suitable forum for discussing and reviewing Africa's priority concerns within the context of the Global Environmental Facility in order to ensure that its scope and coverage takes into account Africa's concerns such as desertification control, drought mitigation and water resources management;
- (c) Provide a suitable forum for examining modalities for holding dialogue with the North on the cancellation of official bilateral debts, export credit debts, allocation of new and additional resources for the implementation of environmental programmes taking into account their potential impact on natural resources management;

C. Institutional arrangements

The Conference shall, at its sessions, review institutional arrangements for environmental management particularly at the national, subregional and regional levels. Particular attention shall be accorded to the mobilisation of support and resources for the activities and programmes of African subregional and regional organizations in the field of the environment;

D. Desertification and drought

(a) The Conference shall continuously review, at all its sessions:

- (i) the status of desertification and drought in Africa;
- (ii) progress in the implementation of desertification control programmes and plans of action at both the national and subregional levels;
- (ii) the adequacy of funding arrangements for desertification control programmes;
- (iv) play an active role in global negotiations within the framework of the International Negotiating Committee (INC) on desertification convention, on financial and institutional mechanisms for desertification control at the national, subregional, regional, international and global levels;

(b) The Conference secretariat shall promote the activities currently entrusted to the Committee on Deserts and Arid Lands in close cooperation with relevant African sub-regional and regional organizations as well as United Nations agencies.

E. Technology transfer

The Conference shall:

(a) Review and examine the important role that technology plays in environmental management;

(b) Continuously review and monitor issues relating to the transfer of adaptive and environmentally-safe and sound technology on concessional and preferential terms, as well as technological cooperation, intellectual property rights, access to technological information and indigenous capacity-building.

F. Energy development and climate change

The Conference shall:

(a) Promote the participation of African countries in the relevant Conventions; facilitating their interactions with the Convention Secretariats; addressing policy issues such as those relating to funding arrangements, etc.;

(b) Strengthen its networks on energy, environmental monitoring and climatology in the light of the recommendations of Agenda 21.

G. Forestry

(a) The Conference shall take an active part in the follow-up to the Rio Declaration of Forestry Principles;

(b) The Conference secretariat shall promote the activities presently entrusted to the Committee on Forests and Woodlands in close cooperation with the relevant African subregional and regional organizations as well as United Nations bodies.

H. Cross-sectoral issues

(a) The integration of environment and development in decision-making becomes the key goal and priority of AMCEN at the national level. The furtherance of this objective shall be accorded utmost priority over the current AMCEN national activities. With such an arrangement, the pilot projects, hitherto representing AMCEN's litmus test to environment actions at the country level, should be seen as a practical expression of the above-mentioned new AMCEN national goal;

(b) The Conference shall discuss and review issues on the integration of environment and development in decision making and accordingly give priorities to:

- (i) capacity-building (institutional strengthening, reinforcing environmental legislation, environmental training, particularly in natural resources accounting, awareness-building research, environmental policy formulation;
- (ii) adoption of policy frameworks that reflect a long-term perspective and cross-sectoral approach as the basis for decisions, taking account of the linkages between and within the various political, economic, social and environmental issues involved in the development process;
- (iii) measures for improving the processes of decision-making so as to achieve the progressive interaction of economic, social and environmental issues in pursuit of development that is economically efficient, socially equitable and responsible, and environmentally sound.

I. Protection of the oceans, all kinds of seas, etc.

(a) The Conference shall:

- (i) accord a higher degree of priority to promoting the ratification of the regional conventions related to the protection and development of the marine environment in order to enhance protection and development of the marine environment in order to enhance the implementation of the four UNEP Regional Seas Programmes for Africa;
- (ii) actively promote Africa's participation in the UNCED Small Island States Conference in 1994 and regularly review the implementation of the decisions of that Conference; and
- (iii) review the progress in the implementation, by African countries of related conventions, protocols and agreements relating to seas, oceans and island ecosystems;

(b) The Conference secretariat shall promote the activities currently entrusted to the Committees on Seas and Island Ecosystems.

**J. Environmentally sound management of toxic chemicals,
environmentally sound management of hazardous waste,
environmentally sound management of solid waste**

The Conference shall focus on the following priorities:

- (a) Promotion of the Bamako Convention; the OAU should examine the possibilities of assigning specific responsibilities to the AMCEN Secretariat in relation to the Bamako Convention;
- (b) Pay greater attention to the work of the AMCEN Networks on Environmental Monitoring and Education and Training, as well as Science and Technology on the training aspects of waste management; and
- (c) Examining needed policies and policy instruments that enhance the management of toxic chemicals, hazardous waste, solid waste that can prevent the illegal traffic in hazardous waste.

K. Conservation of biological diversity

The Conference shall focus on the following priorities:

- (a) Strengthening AMCEN Network on Biodiversity and focusing its limited resources on training, information exchange and country studies;
- (b) Review of issues relating to the ownership, management and use of biological resources and recommend strategies for action; and
- (c) Promotion of the ratification of the Convention.

L. Protection of the quality and supply of fresh water resources

- (a) The Conference shall focus on the following priorities:
 - (i) promotion of intergovernmental agreements on shared water resources;
 - (ii) mobilizing international support for such agreements and their Programmes/Plans of Action;
 - (iii) focus the work of the network on water resources on training, information exchange and awareness building;
- (b) The Conference secretariat shall promote the activities currently entrusted to the Committee on River and Lake Basins.

M. International economic environment

The Conference shall focus on:

- (a) The promotion of sustainable development through trade;
- (b) Making environment and trade mutually supportive and not conditionalities;

- (c) Poverty alleviation; and
- (d) Encouragement of micro-economic policies that are conducive to sustainable development.

III. ORGANIZATIONAL ARRANGEMENTS

The Conference

Membership

Recommends that the Conference shall consist of Ministers of Environment.

Frequency of meetings

The Conference shall meet every two years.

The Bureau (membership and functions)

Membership

Further recommends that the Bureau of the Conference shall consist of:

- (a) Seven Ministers of Environment in line with the existing rules of procedure;
- (b) Representatives of the OAU Secretary-General, Executive Secretary of ECA, Executive Director of UNEP and the President of the African Development Bank;
- (c) Provide for the representation of the major subregional organizations with important environmental programmes;
- (d) Provide for the representation of United Nations bodies active in the Africa region to enable them assist the Conference in the discharge of its tasks in their respective areas of expertise and specialization;

Functions

The Bureau is to be responsible for the implementation of the decisions of the Conference as well as the relations between the Conference, its constituent members and cooperation partners

The Conference secretariat (membership, functions and relationship among members of the secretariat)

Membership

- (a) UNEP, ECA and OAU;
- (b) Provide for the membership of the ADB and UNDP Regional Bureau for Africa.

Functions

- (a) Assist the Conference Bureau in between sessions, including relevant documentation;

- (b) Coordinate the implementation of decisions of the Conference;
- (c) Facilitate the provision of technical and advisory services to member States;
- (d) Subregional and regional intergovernmental organizations dealing with the Conference;
- (e) Assist in the formulation of project proposals and in monitoring project implementation;
- (f) Facilitate the participation of member States in international negotiations - conventions, agreements, etc., at the regional and global levels;
- (g) Coordinate inter-agency participation in the activities of the Conference and the Bureau;
- (h) Undertake the main tasks of the Committees as currently constituted which shall be abolished.

Relationship among members of the Conference secretariat

- (a) In order to facilitate the smooth and efficient running of the Joint Secretariat, there is a need for clear definition of the inter-relationships between the members in terms of what is expected of each member;
- (b) Each member shall contribute to the secretariat an amount to be agreed to cover costs of personnel, administration, official travel and other components of the programme;
- (c) A programme document with detailed budget, workplan and timetable shall be prepared jointly and agreed. The work plan must clearly indicate the responsibilities of each member of the Joint Secretariat, including modalities for follow-up in the implementation of the decisions of the Bureau and the Conference;
- (d) The Joint Secretariat should meet as frequently as possible to review the status of implementation of the programme. Such meetings should be held at least once every three months;
- (e) Communications between the secretariat and the President and Bureau members shall be under the responsibility of the secretariat in line with present arrangements.

Relationship between the Bureau and the Joint Secretariat

- (a) The need for close working relationship between the Bureau, particularly the President of the Bureau, is crucial for the success of AMCEN;
- (b) The President:
 - (i) shall designate from among his/her officials a Focal Point for AMCEN matters who will interact on a continuous basis with the AMCEN secretariat; and
 - (ii) shall review and monitor the implementation by the secretariat of the decisions of the Bureau and report to the Bureau members;

(b) The secretariat:

- (i) shall on quarterly basis brief the President and his designated focal point of the progress and constraints in the implementations of the decisions of the Bureau and the Conference;
- (ii) shall maintain regular contacts with the focal point designated by the President on the activities and work of the secretariat;
- (iii) shall provide, subject to the availability of budgetary resources, administrative support to the office of the President of AMCEN to facilitate communications and contacts with the sSecretariat as well as the Bureau members.

Relationship with the African Subregional Environment Groups (SREGS) (membership and functions)

Membership

As presently constituted, i.e., National Directors of the Environment in the 51 African countries, Western, Eastern, Central, Southern and Northern Africa.

Functions

- (a) Act as scientific and technical advisory groups of experts;
- (b) Play lead roles in the networking of institutions and experts;
- (c) Assist the Conference secretariat in promoting and coordinating the implementation of the Conference decisions.

IV. OPERATIONAL ARRANGEMENTS (NATIONAL, SUBREGIONAL AND REGIONAL PRIORITIES)

A. Introduction

1. The Conference shall make full use of the expertise and resources available in the environmental programmes of African organizations as well as UN agencies in the region. In this regard, the Conference shall encourage the above institutions to take over in phases, all the operational aspects of the present Programme of Action which fall within their respective areas of competence. Consultations will be embarked upon to ascertain whether they are willing and able to discharge the tasks given to them by the Conference.

B. National level

2. In the African Common Position and subsequently at UNCED, African countries called for capacity-building programmes in the areas, inter alia, of environmental institutions, legislation, training and the integration of environment in the decision-making process. UNCED in Chapters 37 and 38 assigned specific responsibilities to the UNDP, UNEP, the regional commissions and other relevant institutions to launch Capacity 21 programmes in response to the needs of developing countries in their formulation and implementation of sustainable development strategies.

3. The Agenda 21 recommendations on capacity-building constitute a significant new responsibility which requires a serious follow-up on the part of the Conference. The execution of this responsibility calls of the pursuit by the Conference of broader policy goals as opposed to the present narrow goals, e.g., as exemplified by the pilot projects programme. To ensure that Africa fully benefits from the Capacity 21 Programmes, the Conference shall serve as a forum for assisting its member countries and organizations to undertake the necessary follow-up at the national level. To this effect, the Conference shall also serve as a focal point for capacity-building activities and their funding.

4. Consequently, the main goal and priority of the Conference at the country level will now be the promotion of the integration of environment and development.

5. In the light of the above, the present pilot programme will, therefore, be phased out by 1995 and full responsibility for project formulation and implementation transferred to the countries concerned while the Conference Secretariat will undertake the monitoring and evaluation responsibilities.

C. Subregional level

6. The Conference shall seek to, gradually transfer in phases, to the sub-regional economic groupings of the African Economic Community, the responsibilities of the AMCEN Networks and Committees within the framework of which they will be required to:

(a) Promote the networking of institutions and experts (i.e., taking over the functions of the present AMCEN Networks and Committees) in their respective subregions;

(b) Support the strengthening and/or establishment of sub-regional centres of excellence, particularly for capacity-building;

(c) Encourage research and policy analysis with regard to fragile eco-systems; and

(d) Promote intergovernmental agreements on shared resources.

7. The Committees, as presently constituted, shall be abolished in line with the recommendations of the AMCEN Task Force and other assessments of the programme carried out and their main functions transferred to the Conference secretariat. Thus, the secretariat will focus its attention on the following priorities in the five main ecosystem areas:

(a) Desert and arid lands (issues relating to the international convention);

(b) River and lake basins (International Agreements on shared water resources);

(c) Forests and woodlands (forestry principles and the tropical forestry action plan);

(d) Seas (Regional Seas Programmes); and

(e) Island ecosystems (UNCED issues relating to small island States, including the planned Conference for 1994).

D. Regional level

(a) The Conference's new strategy is to transfer the operational responsibilities for the networks to the organization's and institutions mentioned above;

(b) The new priorities will require giving priority attention to inter and intra- African commitments or initiatives on the environment particularly those relating to the conventions (e.g., biodiversity, climate change, desertification, etc.);

(c) Furthermore, particular attention will be given to the implementation of the decisions of the Conference in the key areas of social and economic dimensions of environmental management, natural resources management, role of major groups in environmental management and the means of implementing policies and programmes on the environment at the national, sub-regional and regional levels.

V. RELATIONSHIP WITH MAJOR AFRICAN INSTITUTIONS AND KEY UNITED NATIONS BODIES

A. Relationship with the United Nations Environment Programme (UNEP)

Expresses its profound gratitude and appreciation to the Executive Director of UNEP and the Governing Council for the continued firm support to the Conference of African Ministers of Environment and in particular for providing the necessary budgetary resources for the implementation of the programme as well as the running of the secretariat. The Conference notes with full satisfaction the favourable and supportive actions already taken by UNEP in including AMCEN support requirements in its Programme Budget Document for the 1994/1995 biennium,

Further requests the Executive Director of UNEP and the Governing Council to maintain the same level of support and invites them to consider increasing it in accordance with the recommendations of:

(a) UNCED decisions embodied in paragraph 38.22 (k) of Agenda 21, which highlights as one of UNEP's priority areas the "promotion of subregional and regional cooperation and support to relevant initiatives and programmes of environmental protection including playing a major contributing and coordinating role in the regional mechanisms in the field of the environment identified for follow-up to UNCED",

(b) Resolution of the African Common Position on Environment and Development (Submitted by the Chairman of the OAU to UNCED), paragraph 53, which states: "We reaffirm our strong attachment to the location of UNEP Global Headquarters in Africa and request that it be equally strengthened. UNEP's regional presence should further be strengthened so as to enhance its role in supporting the environmental programmes of member States",

(c) Resolution of the OAU Heads of State and Government Summit (Abuja, Nigeria, June 1991) which called for the strengthening of the UNEP Regional Office for Africa to enable it fully support the environmental programmes of African countries;

Also requests the Executive Director to submit to the seventeenth session of the UNEP Governing Council the report of the eighth meeting of Bureau of AMCEN.

Relationship with the United Nations Development Programme (UNDP)

Expresses appreciation to UNDP and its Regional Bureau for Africa for the resources and other forms of support provided to the Conference, particularly in the implementation of its pilot projects;

Requests the Administrator of UNDP and the Governing Council to urgently consider allocating specific funds (earmarked for environmental management in Africa) in support of the Conference activities from:

- (a) Regional UNDP IPF Funds; and
- (b) Capacity-building resources taking into account para. 37.5 of Agenda 21 which states that: "The United Nations Development Programme should use and further improve ... its broad mandate to assist using its experience in the field of technical cooperation for facilitating capacity building at the country and regional levels ...";

Relationship with the United Nations Economic Commission
for Africa (ECA)

Expresses deep appreciation to the Executive Secretary of ECA for the continued support for the Conference and the participation of ECA in the running of the Conference secretariat;

Requests ECA to examine modalities for mobilizing greater support, particularly resources, for the activities of the Conference taking into account the responsibilities given to the Regional Economic Commissions in Chapter 38 of Agenda 21;

Relationship with the Organization of African Unity (OAU)

Expresses deep appreciation to the Secretary-General of OAU for the continued support for the Conference and the participation of OAU in the running of the Conference secretariat;

Requests the OAU Secretary General and the OAU Council of Ministers to examine the modalities needed for entrusting specific responsibilities and tasks to the Conference in the implementation of the Treaty establishing the African Economic Community, particularly with regard to:

- (a) The implementation of the Protocol on the Environment of the Treaty;
- (b) Promotion of the signing, ratification and implementation of the Bamako Convention on Hazardous Wastes;
- (c) Review and monitoring of the progress in the implementation of major inter and intra-African Agreements and Programmes in the field of environment and development;
- (d) Facilitation of Africa's participation in global negotiations as well as conventions in the area of the environment, and the provision thereof of policy advice to OAU;
- (e) Review and monitoring of the implementation of Agenda 21 at the national, sub-regional and regional levels, particularly with regard to Chapters 9-22, which deal with the environment, i.e., natural resources management;

Relationship with the African Development Bank (OAU)

Expresses appreciation to the President and Board of Directors of the African Development Bank for the various forms of support extended to the Conference, particularly its network on environmental education and training;

Notes with satisfaction that matters of interest to the Conference were among the agenda items discussed during the UNEP/ADB Coordination Meeting (Nairobi, September 1992);

Further notes the continued support being provided by ADB to African regional initiatives within the framework of the activities of the Joint Secretariat on Africa/UNCED of which ADB is a key member;

Requests the President, Board of Directors and Governing Board of ADB to urgently consider allocating specific resources in support of the activities of the Conference and the running of its secretariat;

Relationship with other United Nations intergovernmental bodies

Recommends that the Conference secretariat, in carrying out its tasks, submit necessary recommendations for support to the United Nations agencies (e.g., UNDP, UNESCO, UNICEF, WMO, FAO, WHO, UNSO, etc.) through the Inter-Agency Working Group taking into account their respective mandate and responsibilities;

Further recommends that the Conference closely interacts with United Nations bodies dealing with environment and development issues. In this connection, the Conference will receive and analyse reports relevant to their activities;

Requests that the recommendations of the Conference be taken into account in the current revitalization of the United Nations system;

Coordination within the United Nations system

Requests the United Nations specialized agencies and related organizations to provide scientific and technical support as well as financial to the Conference and assist its Bureau and secretariat in the discharge of their functions;

Further requests the above to:

- (a) Designate representatives to serve on the Inter-agency Working Group of the Conference
- (b) Make specific budgetary allocations from the resources earmarked for their environmental management activities in the Africa region;
- (c) Keep the Conference appropriately informed of their respective activities;

VI. MEANS OF IMPLEMENTATION

A. Sources

1. National contributions

(a) Each Government will continue to bear the costs of its own participation in the Conference Sessions and Bureau. The Governments are requested to consider the possibility of bearing the costs of participation of their experts to the sessions;

(b) Contribution to the AMCEN Trust Fund: It is proposed that each country initially contribute US\$10,000 (in 1993/94) in local currency equivalent;