

ORGANIZATION OF AFRICAN UNITY



ORGANISATION DE L'UNITE AFRICAINE

OAU/INC-D/REV.II

*INTERGOVERNMENTAL NEGOTIATING COMMITTEE FOR
THE ELABORATION OF AN INTERNATIONAL CONVENTION
TO COMBAT DESERTIFICATION IN THOSE COUNTRIES
EXPERIENCING SERIOUS DROUGHT AND/OR
DESERTIFICATION, PARTICULARLY IN AFRICA*

**IMPLEMENTATION ANNEX
FOR AFRICA**

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IMPLEMENTATION ANNEX FOR AFRICA

Article 1

Scope of the Annex

Subject to the rights of other States, and except as otherwise expressly provided in this Annex, the provisions of this Annex apply to Africa, in relation to each Contracting Party, and in conformity with *Article 7* and other relevant provisions of the Convention in arid, semi-arid and sub-humid regions affected by drought and/or desertification within the limits of national jurisdiction, and/or beyond where necessary.

Article 2

Basic Approach

The basic approach of this Annex, in accordance with the relevant provisions of the Convention, takes into consideration the following:

- a) the affected countries in Africa are currently among the least developed countries in the world, mostly landlocked without adequate infrastructure. This condition has accelerated their marginalization in global decision-making, especially in the international economic system;
- b) a heavy reliance on the natural resource base by the populations in these affected countries compounded by demographic pressure and stagnate technological base contribute to severe resource degradation and lead to farming and livestock practices detrimental to the sustainability of agricultural production ultimately resulting in serious adverse effects on livelihoods of local communities ;
- c) inadequate policy, institutional and legal frameworks at national, sub-regional and regional levels to promote better access, control and management of resources by land-users and to address the problems of recurrent drought ;
- d) the prevailing socio-economic conditions exacerbated by recurrent droughts, unfavourable and deteriorating terms of trade, massive external indebtedness, conflicts and civil strife, abject poverty and lack of alternatives have triggered internal displacements and long range migrations with severe consequences at all levels, including at the international level.

Article 3

Commitments and obligations of affected African Country Parties.

In addition to the general and specific obligations respectively set out in articles 4 and 5 of the Convention, affected African Country Parties shall :

- a) allocate appropriate percentage of financing from their national budgets consistent with national conditions and capabilities and reflecting the new priorities Africa has accorded to the phenomenon of desertification and/or drought within the context of the Convention;
- b) identify, use, and expand in priority their existing natural capabilities and facilities and establish an inventory of sources for funding that shall be reviewed annually;
- c) encourage sub-regional, regional and international cooperation and partnership in all areas beyond national jurisdiction and on matters of mutual interest.

Article 4

Commitments and Obligations of non Affected African Country Parties

In addition to general obligations set out in *Article 4* of the Convention, non affected African Country Parties undertake to manage their ecosystems in the perspective of sustainable development.

Article 5

Commitments and Obligations at the Sub-Regional and/or Regional Level.

African Country Parties agree to take the following :

- i) develop regional cooperation amongst them in a spirit of solidarity and partnership based on mutual interest in the actions to combat desertification and/or mitigate drought;
- ii) strengthen and rationalize the existing institutions of management in respect of environment with a view to making them more effective;

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- iii) promote the exchange of information on appropriate technologies, technical know-how and experiences between and among the countries of the regions;
- iv) develop emergency plans for the mitigation of prolonged drought and other natural scourges affecting their areas degraded by drought and/or desertification.

Article 6

Commitments and Obligations of Country Parties in a Position to Provide Assistance.

In fulfilling their obligations in accordance with articles 4, 6 and 7 of the Convention, Countries Parties and other Members of the International Community in a position to provide assistance, shall give priority to affected African countries and, in this context;

- a) adopt poverty eradication as a central element of the efforts to combat desertification and/or to mitigate drought;
- b) allocate a higher percentage of the overall assistance to those African countries;
- c) facilitate access to, and provide, financial resources and access to appropriate technology, to ensure that affected country parties of the African region needing assistance are in position to implement their long-term strategies to combat desertification and mitigate the effects of drought.

Article 7

National Action Programmes.

A. GENERAL FEATURES

1) - The National Action Programmes shall be developed and implemented based on past experiences in combatting desertification and/or mitigating effects of drought, taking into account the social, economic and ecological conditions existing in the respective countries.

2) - They shall identify the factors contributing to desertification and/or drought, the resources and capacities available or required, and set up policies and institutional as well as other responses and measures necessary to prevent, combat and/or mitigate those phenomena.

3) - The National Action Programmes shall *inter alia* :

- a) incorporate a long-term approach integrated with national policies for sustainable development;
- b) allow for modifications to be made in response to changing circumstances and be sufficiently flexible at the local level to cope with different socio-economic and bio-physical conditions;
- c) give priority to the implementation of preventive measures for lands that are not yet degraded, or which are only slightly degraded;
- d) create an institutional and legal framework which encourages cooperative action as partnership between governments at all levels, local populations and community groups, including arrangements which provide for secure property rights and give local populations access to appropriate information and technology;
- e) provide for effective participation by grassroots organizations and local populations, both women and men, particularly resource users, including farmers and pastoralists and their representative organizations, in policy planning, decision making and implementation;
- f) give grassroots organizations, and non-governmental organizations, an effective role at national and local levels, in the preparation, implementation and review of the programmes;
- g) comprise implementation indicators, including specific evaluation criteria.

B. KEY AREAS

The minimum priority areas are the following :

1. Combatting land degradation, Development, Management and Conservation of Vegetation Cover and Wildlife Resources

a) - Objective and basis for action

The Parties agree that the objective of the programmes of this area is to ensure sustainable management of natural resources in order to prevent and minimize land degradation and maintain productive potential of the resource base.

b) - Implementation strategies

The Parties and all the other members of the International Community shall:

- i) promote integrated management of natural resource through interdisciplinary and multidisciplinary approaches;
- ii) analyse and evaluate traditional resource management practices and develop and diffuse adapted technologies taking into account social economic, social and cultural conditions;
- iii) encourage and develop actions for the preservation and restoration of biological diversity.

2. Water Resources Development

a) - Objective and basis for action

The Parties agree that the objective of the programmes of this area is to contribute to the alleviation of constraints and removal of obstacles to water resources development, and enhance of water use efficiency for agricultural and productivity, household and industrial use.

b) - Implementation strategies

The Parties and all the other members of the International Community shall:

- i) undertake inventory and measures for the assessment and development of surface and ground water resources and put in place instruments for monitoring and evaluation of climatic factors and water resources, paying attention to healthy and water quality aspects;
- ii) introduce policies and measures that will promote efficient soil and water lands conservation for improving the productivity of crop, and pasture through the utilisation of scarce rainwater resources;
- iii) support research on traditional knowledge and practices on water conservation and utilization;
- iv) support the access and acquisition of water development technologies at affordable costs;
- v) support small scale irrigation schemes;
- vi) establish and/or strengthen measures for monitoring and control of water pollution.

3. Energy Self Sufficiency and Security

a) - Objective and basis for action

The Parties agree that the objective of the programmes of this area is to contribute to the development of energy supply and security and to improve the prospects for economic development, particularly in the rural sector and to ensure sound and sustainable use of resources.

b) - Implementation Strategies

The Parties and all the other members of the International Community shall:

- i) develop innovative policy instruments for the exploitation of energy services/sources in an environmentally sound manner by integrating it into the overall development process, and encouraging local initiatives in development of the sector;
- ii) undertake actions to mobilize financial resources and ensure local participation in the acquisition, dissemination and commercialization of renewable energy resources, particularly solar energy;
- iii) build and strengthen endogenous capacity in all areas of development of energy supplies, services and in energy utilization in all sectors, and in particular in supplies and services based on local renewable and fossil energy resource endowments;
- iv) design and implement decentralized energy supply projects based on local resources to furnish cost-effective energy supplies well-matched to major local energy needs;
- v) develop and support research to improve the efficiency and sustainability of use of existing sources of fuels, including biofuels, and to make solar energy affordable;
- vi) set up support programmes and provide fiscal and other incentives to encourage the development of energy services needed for rural industries.

4. Food Security and Sustainable Agriculture Practice

a) objective and basis for action

The Parties agree that the objective of the programmes of this area is to bring about sustainable agriculture practices and promote enhanced food security at household and national levels while conserving the natural resources base.

b) Implementation Strategies

The Parties and all the other members of the International Community shall:

- i) develop and disseminate to farm households integrated farm management technologies, including strategies to maintain and enhance soil fertility, reduction of post-harvest losses and preservation and processing of food products ;
- ii) promote and improve rural financial networks that utilize investment capital resources locally;
- iii) provide the essential rural infrastructure for access to agricultural inputs services and national and local markets;
- iv) develop and implement programmes for the rehabilitation of land degraded by water-logging and salinity;
- v) collect, analyze and disseminate land-resource planning information for agriculture, including the initiation and maintenance of district and village agricultural land-resource planning; to the management and conservation groups to assist in problem identification, development of technical and management solutions, and project implementation;
- vi) promote programmes for the conservation and sustainable utilization of plant and animal genetic resources for food and promotion sustainable agriculture.

5. Poverty Eradication and Alternative Livelihood Systems

a) - Objective and basis for action

The Parties agree that the objective of the programmes of this area is to provide ways and means to raise the incomes of the poor households, develop alternative livelihoods and improve access of the poor to basic services, in order to reduce their dependence on marginal and fragile natural resource bases and prevent further land degradation.

b) - Implementation strategies

Affected African Country Parties shall:

- i) develop at national level, consultative processes, to identify priorities/actions to alleviate poverty, paying particular attention to the communities in the arid, semi-arid, and dry sub-humid areas;
- ii) improve the access of the poor to productive assets and to institutions, and contribute to their empowerment, especially in the

participation in the design and implementation of local level projects that affect their lives;

- iii) formulate integrated local enterprise development policies which will encourage small scale enterprises in rural and urban areas. Appropriate fiscal and budgetary incentives should be provided to stimulate this development, and adjustments to fiscal, exchange rates and other macro-economic areas should be made ;
- iv) create and/or enhance village associations focussed on economic activities such as market gardening, small-scale/cottage industries and livestock raising;
- v) provide and/or improve access to social services including clean water, health and family planning, and education;
- vi) build rural technical training centres to enable development of alternative skills.

6. Drought Preparedness and Mitigation of its Effects

a) - Objectives and basis for action.

The Parties agree that the objective of the programmes of this area is to develop adequate policies and measures for quick responses and long term economic development strategies and activities with a view to eliminating vulnerability to recurrent droughts and ensure that whenever they occur droughts pass with very limited economic losses and human suffering.

b) - Implementation strategies.

The Parties shall :

- i) promote policy frameworks and management strategies for dealing with drought in a pro-active manner and develop measures addressing emergency relief, food aid, pre-positioning of stocks and early warning and response capacities;
- ii) put in place mechanisms to mobilize domestic and external resources in the event of a drought;
- iii) design in collaboration with neighbouring countries, when necessary management of problems associated with refuges and internally displaced persons, as well as management of livestock movement;
- iv) in collaboration with member states of the appropriate subregional organization, develop effective early warning systems and collaborative coping mechanisms in the areas of food movements, livestock movements, and environmental refugees.

- v) design long term safety net plans to diffuse effects of drought through the development of livestock marketing and transport or routing systems, alternative designated grazing areas, stockpiling of feeds, breeding programmes for better and hardy animal breeds, promotion of appropriate livelihoods other than rainfed agriculture in the vulnerable areas and promotion of appropriate traditional coping mechanisms including food banks, preservation and storage systems.
- vi) design training activities and programmes for disaster preparedness, prevention and response for government officials and local community leaders.

7. Capacity building

a) - Objective and basis for action

The Parties agree that the objectives of the programmes of this area is to build and/or strengthen national capacities to facilitate preparation, implementation and monitoring of national action plans.

b) - Implementation strategies

The Parties shall:

- i) create the legislative and institutional framework to permit better and more effective participation of local populations in the design and implementation of actions;
- ii) identify human resources constraints and develop strategies to improve human capital base of dryland communities through investment in education;
- iii) strengthen and/or build local institutions to facilitate collective investments in land and to effectively regulate the common use of collectively owned resources such as forests, rangelands and fisheries. More particularly develop mechanisms to decentralise financial resource allocations to grant greater autonomy to local organizations and to engage in training actions of local community leaders as a means to improve the functioning and operations of local institutions. Measures shall also be taken to facilitate more effective representation of local institutions at national level through the development of "apex" institutions;
- iv) strengthen and streamline the roles, functions and procedures of national institutions involved in drought and desertification control activities to promote their efficiency and positive impacts;

- v) develop capacities in natural resources management planning and its integration into development concerns at local, national and regional level.

8. Monitoring and Assessment of Ecological Degradation.

a) - Objective and basis for action

The Parties agree that the objective of the programmes of this area is to provide reliable and timely information on the processes and dynamics of resource degradation in order to inform on and facilitate better policy formulation and responses.

b) - Implementation Strategies.

The Parties and all the other members of the International Community shall:

- i) strengthen national centres for receiving and interpretation of satellite data to measure desertification processes such as deforestation, soil erosion, sedimentation, salinization, to analyse and store and disseminate the data for wider use in planning anti-desertification measures ;
- ii) strengthen existing meteorological services in order to improve climatic data collection, analysis and interpretation and weather forecasting for planning of anti-desertification and agricultural activities and data for modelling the impact of climate change on agriculture ;
- iii) strengthen and/or establish hydrological stations to measure river flow, lake level fluctuations, underground water including aquifers, water quantity and quality in order to assist in planning the use of water for domestic and livestock purposes and irrigation, and to provide early warning system for floods, water shortage, drought and pollution ;
- iv) establish and/or strengthen centres for measuring and studying the socio-economic impacts of desertification processes in order to plan and formulate better drought preparedness and relief measures, anti-desertification activities and to establish a network for the coordination and exchange of such information.

C. MEASURES TO FACILITATE THE PREPARATION, IMPLEMENTATION, MONITORING AND EVALUATION OF NATIONAL ACTION PROGRAMMES

Affected Country Parties shall establish measures to facilitate preparation and implementation of National Action Programmes.

- 1). For the preparatory activities the following procedures and steps shall be taken:

Phase 1: On the basis of initial consultations of parties concerned at the national level, a review and identification of actions beginning with locally driven consultation processes involving local communities and organizations, Non-Governmental Organizations and local administrative authorities.

Phase 2: Within the framework of the national consultation process, design and implementation of project/programme activities based on iterative, flexible approaches in order to ensure active participation of populations of affected areas.

Phase 3: The organization of a consultation forum of government and donor Parties to the Convention with the aim of achieving a common understanding and agreement on:

- i) the basic elements of the National Action Programmes, including legal, financial, policy and institutional matters at the national level;
- ii) choices to be made in terms of priorities ;

- 2). To ensure appropriate coordination, the following mechanisms and institutional arrangements are required :

- i) establishment of a single framework for all the activities aimed at combatting desertification and/or mitigating drought ;
- ii) adoption of a standard financial procedure to be followed by the donors for the funding of those activities within the said framework ;
- iii) establishment of distinct and separate institutional frameworks for coordination and policy guidance, operational programme implementation and monitoring and evaluation of the National Action Programmes.

D. IMPLEMENTATION INDICATORS

- 1). National Action Programmes should be divided into short, medium and long-term according to the following indicative timeframe as from the entry into force of the Convention :

- i) short-term measures and programmes up to five years;

- ii) medium-term measures and programmes : a period of between five to ten years ;
 - iii) long-term measures and programmes : a period of over ten years.
- 2). Evaluation indicators of the National Action Programmes shall comprise :
- i) quantifiable indicators such as :
 - rational part of the budget and resources,
 - criteria of human development,
 - inventory of national existing capacities and capabilities;
 - ii) non-quantifiable indicators.

Article 8

Sub-regional Action Programmes,

A. OBJECTIVES AND BASIS OF ACTION

1). State members Parties to Inter-governmental sub-regional institutions concerned with drought and/or desertification issues reaffirm their commitments to collaborate within sub-regional programmes of action. Sub-regional collaborative plans of action should address those issues that are better addressed within sub-regional framework.

2). Sub-regional action programmes shall aim at creating the framework to manage shared resources and to effectively handle transboundary problems associated with drought and/or desertification and provide support for the harmonious implementation of National Action Programmes.

They shall focus on the following :

- i) review of the functioning of institutions established for the management of shared resources like river basins, lakes, with a view to ensure the effectiveness and efficiency ;
- ii) promotion of sub-regional co-operation and partnership, based on the fields related to the key areas identified in *Article 7* above ;
- iii) overall strengthening of the coordinating and technical services functions of sub-regional Intergovernmental organisations and review of the mandate and the structure of these institutions in order to respond to the new challenges of the Convention;

- iv) the strengthening of scientific and technical organisations in the sub-regions with a view of improving capability of sub-regional agricultural research, energy and water resources development and the enhancement of food self-sufficiency and security;
- v) establishment and/or strengthening of capacity for monitoring and assessment of ecological degradation and climate change;
- vi) establishment and/or strengthening of sub-regional capacity of early warning systems.

B. MEASURES TO FACILITATE PREPARATION AND IMPLEMENTATION OF SUB-REGIONAL ACTION PROGRAMMES.

1). Sub-regional action programmes shall be identified, designed and implemented based on Article 12 of the Convention.

2). This can be done by building upon existing programmes, strategies and actions of sub-regional organizations and identifying complementary and new initiatives to implement. The specific steps may include:

Phase 1: Establish a consultation process to oversee preparation. The consultation process should be broadened to encompass both institutions with specific mandates related to desertification as well as existing other sub-regional organizations.

Within each sub-region the principal sub-regional institution established for combatting desertification should be the focal point for the preparatory activities and shall convene the sub-regional forum. The procedures, timing and responsibilities for the preparation of the regional action plans shall be spelt out and agreed upon in the sub-regional forum which shall be held without delay.

Phase 2: an exhaustive inventory and analysis of previous efforts and agreement on how to re-orient existing programmes and propose new actions.

Phase 3: Adoption of sub-regional action programme.

3). The coherence of actions undertaken at sub-regional levels shall be ensured through the following measures:

- i) Sub-regional organisations with mandates for combatting desertification, and as the focal points of the sub-regional consultation process shall:
 - be responsible for policy development and harmonization on

- issues of transnational dimension;
- collect and disseminate information;
- undertake monitoring and evaluation activities.

- (ii) Programme execution shall be the responsibility of competent national and/or specialised sub-regional technical bodies designated during the process of action programme development.

Article 9

Regional Action Programmes

- a) - The Conference of Parties shall ensure provision of support that will enable the Organisation of African Unity and other African Inter-governmental Institutions operating at a regional level, to undertake obligations in implementing continent-wide actions.
- b) - Continent-wide actions will include both policy and technical issues such as :
 - i) implementation of the provisions of the African Charter on Human and Peoples rights;
 - ii) African Charter for Population Participation in Development;
 - iii) policy reforms to ensure that due priority is given to arid, semi-arid, dry sub-humid areas and their communities, particularly women and other population targets;
 - iv) promoting of continent-wide fora to promote consensus building on key policy areas related to environment and natural resources management;
 - v) coordination of actions of existing sub-regional institutions;
 - vi) capacity building activities as appropriate;
 - vii) strengthening and/or establishing regional centres in fields such as biotechnology; monitoring mechanism and energy;
 - viii) broaden the mandate and mobilisation of resources to make the Organization of African Unity drought fund operational;
 - ix) strengthening the capacity of the Organization of African Unity Secretariat to undertake continent-wide coordination and monitoring of the implementation of this Annex.
- c) - The relevant United Nations Institutions and Specialised Agencies shall be strengthened in order to allow them to provide better assistance to African countries for the implementation of the Convention.

Article 10

Financial resources

1). Affected African Country Parties undertake to adopt measures to remove constraints that impede the mobilisation of resources at national, sub-regional, regional and international levels as follows :

i) at the national level

The Country Parties agree to institute at the national level appropriate macro-economic framework and policies to facilitate effective mobilisation of resources which shall include measures to promote high economic growth and ensure equitable distribution of national resources. Parties also agree to ensure more efficient use of existing resources and create the necessary enabling political environment to promote greater popular participation. In addition the parties agree to ensure effective management and utilisation of resources and to allocate substantive resources in the regular and development budgets to combat desertification and mitigate effects of drought;

ii) at sub-regional level

Contracting Parties agree to rationalise and strengthen sub-regional organisations with a view to ensuring efficient use of the resources, and ensure effective coordination in the design and implementation of programmes particularly with respect to shared natural resources. The parties also agree to ensure more efficient use of existing resources; effective management and efficient utilisation of financial assistance; and establish and/or strengthen mechanisms for conflict prevention management and resolution;

iii) at regional level

The Country Parties at the regional level agree to strengthen the coordinating role of the Organisation of African Unity and other relevant regional intergovernmental organisations to mobilize resources to combat desertification and mitigate drought and encourage, support and promote regional integration.

Contracting Parties also agree to establish at regional level strategies to provide adequate regional focus on drought and/or desertification related programmes and activities;

iv) at international level

The Country Parties and other members of the international community in a position to provide assistance undertake to assist the affected African

Country Parties through:

- (i) creation of an enabling international economic environment;
- (ii) establishment as a priority of mechanism to address the excruciating debt burden of the affected African countries;
- (iii) establishment of a mechanism to resolve the declining commodity prices and deteriorating terms of trade;

2). Recognising the centrality of adequate financing for the implementation of the national, sub-regional, and regional Action Programmes under this Annex, the Parties undertake to provide financial resources, consistent with their capabilities, national plans, priorities and programmes." In this regard they agree to establish an inventory of sources of funding at the national, sub-regional, regional and international levels. The inventory which shall be regularly reviewed shall be appended to this Annex.

Article 11

Financial Mechanisms

In order to implement the programmes and activities set out in this Annex, the Parties agree to an established financial scheme covering all the programmes and which shall be appended to this Annex.

Article 12

Technical Assistance

In implementing the provisions of this Annex and the specific provisions related to it in the convention, the Parties undertake the following measures to rationalise and strengthen technical assistance :

- i) ensure that the cost of support measures and backstopping, especially overhead costs, do not adversely reduce the overall amount provided for technical assistance. In any case, such costs shall not exceed 20% of the total cost of the project;
- ii) ensure that priority is given at all times to the utilisation of national experts, or, when necessary, at sub-regional and/or regional level, in project design, formulation and implementation;
- iii) ensure the effective management and coordination as well as the efficient utilisation of technical assistance.

Article 13

Follow-up arrangements.

Follow-up of the provisions of this Annex shall be carried out in accordance with the relevant articles of the Convention as follows :

- a) at national level, by a National Advisory Multidisciplinary Technical Committee of experts where it does not exist which composition should be determined by each State, and that will be the national counterpart of the African Scientific and Technical Advisory Committee.
The Committee shall include representatives of local communities ;
- b) At the sub-regional level, by a Multidisciplinary Scientific and Technical Consultative Committee whose composition and modalities of operation shall be determined by each sub-region;
- c) At the regional level :
 - i) by mechanisms defined in accordance with the relevant provisions of the Treaty establishing the African Economic Community,
 - ii) technically, by an African Scientific and Technical Advisory Committee hereby established and composed of :
 - ten multidisciplinary experts chosen on individual merit on the basis of two per sub-region, and appointed by the Secretary General of the Organisation of African Unity;
 - one representative from each sub-regional institution operating in the field of drought and/or desertification ;
 - one representative per chosen African network non-governmental Organisations, which number should not exceed two.

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