

砂 漠 化 対 処 条 約

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((財)団法人地球・人間環境フォーラム
アジア・アフリカ地域における砂漠化・
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はじめに

「深刻な干ばつ又は砂漠化に直面する国(特にアフリカの国)において砂漠化に対処するための国際連合条約 United Nations Convention to Combat Desertification in Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa」(砂漠化対処条約 United Nations Convention to Combat Desertification: UNCCD)は、1994年6月17日にパリで採択された。1992年にリオデジャネイロで開催された環境と開発に関する国連会議(UNCED)に際して作成交渉の開始が合意され、同年の秋の第47回国連総会決議47/188により全ての国連加盟国が参加できる形で設立された政府間交渉委員会が、決議に従い、5回の会合を経てまとめた結果だった。その後、条約第36条の規定により、50カ国の批准等の手続の90日後の1996年12月26日に発効した。約国数は、2001年3月6日にパプア・ニューギニアについて発効する時点で172となる(EUを含む。)。

「第2回から第4回までの通常会合は、締約国会議が別段の決定を行わない限り、毎年開催するものとし、その後は、通常会合は、2年ごとに開催する。」との条約第22条の規定により、締約国会議の開催頻度は原則として2年に1回である。しかし、「Decides that the fifth ordinary session of the Conference of the Parties shall take place in the year 2001, and that thereafter ordinary sessions shall be held every two years」との第2回国議の決定1により、第5回国会合(2001年)までは毎年開催されることになっている。第1回国議は1997年9月10月にローマで、第2回は1998年11月12月にセネガルのダカールで、第3回は1999年11月にブラジル北東部の干ばつ半乾燥地に近いレシフェで、第4回は2000年12月11-22日にドイツのボン(条約事務局所在地)で開催され、条約体制の円滑な確立のための作業が進んでいる。第5回国会合も、特定国から招請がない限り、2001年9月17-28日に、条約事務局所在地のボンで開催される。

砂漠化問題は、環境分野の条約として扱われることが普通であるが、低開発国の開発問題に深く関わり、対策も、先進国の感覚で言う「環境保全」といった措置の効果は限定的であり、社会、経済の様々な側面での対策が必要である。同時に、これまで条約にはなじまないと言われてきた対途上国援助を柱の一つに据え、また、アフリカに焦点を当てていることで、格別に政治的である。このようにして、この条約は、「環境問題」が政治化した1980年代の終わりから現在に至る時期の国際社会をよく反映している。そのため、この条約に係る国際協力政策を取り扱う場合、様々な側面を見て行う必要がある。

1.砂漠化問題の歴史

砂漠化の問題は、1968年から1973年にかけてのアフリカの大干ばつを直接の契機として、1949年にAubrevilleがその著「熱帯アフリカの気候、森林及び砂漠化(Climats, forêts et désertification d'Afrique tropicale)」において作り出していた(砂漠化対策総合検討会、1996年)「砂漠化」という言葉を当てはめて国連を中心に国際的な取組みが始まったのであり、そもそもはアフリカの問題であった。1973年の第1回UNEP管理理事会におけるプログラム分野としての「砂漠化」の位置づけ、翌1974年暮れの国連総会における「砂漠化対策行動計画作成のため

の国連砂漠化会議」の開催の決定等においては特にアフリカの問題と限定することはしなかった。しかし、1977年に開催された国連砂漠化会議においては、サヘル地域の特に深刻な事態に鑑み、この地域に対する国際社会の支援を訴える決議が採択された(図み 1.1)。また、その後の UNEP 管理理事会及び国連総会で会期毎に繰り返された決議は、「砂漠化」一般に関する決定(UNEP)・決議(国連総会)と「スーダン・サヘル地域における砂漠化」に関するものとの 2 本立であった(図み 1.2)。

1977年の国連砂漠化会議の開催と行動計画の採択及び翌 1978 年の国連総会での砂漠化特別勘定の設立は、アフリカ諸国にとって勝利であるかのごとく映るものであった。更に、UNDP に付属する国連サヘル事務所(UNSO)¹の援助の対象となる「スーダン・サヘル地域」の範囲も徐々に拡大され、また、南部アフリカにおける干ばつ・砂漠化に対して援助が必要であること等、スー ダン・サヘル地域以外にも注意を引くことに成功した。しかしながら、各国からの援助は遅々として進まず、拠出の集まらなかった特別勘定もやがて 1989 年、国連総会決議により廃止されることとなつた。

そのような状況の下に 1989 年に 1992 年開催が決定された UNCED は、干ばつ・砂漠化問題についての世界の注目を再び集めるのに良い機会であったが、情報配布量で先進国が優勢な国際社会の関心は、アフリカの特定地域の関心事である干ばつ・砂漠化問題よりは、全地球的な問題である地球温暖化や生物多様性に向けた動きは鈍かった。また、砂漠化を地球環境ファシリティー(GEF)の対象分野として追加することについても、OECD 諸国の抵抗が強く、また、途上国の中でも格別強い支持は得られなかった。しかしながら、漸く砂漠化条約の交渉の開始の合意に漕ぎつけ(図み 1.3)、また、 GEF との関係についても、既定の 4 分野を変更することはしないものの <これら 4 分野に関係する限り、砂漠化関係事業も GEF の資金供与の対象となる > ことが確認されたのである(図み 1.4)。

図み 1.1. 1977 年の国連砂漠化会議で採択されたサヘル地域諸国に関する決議

Resolution 3. Drought in the Sahelian countries

The United Nations Conference on Desertification,

Considering that during the current rainy season the Sahelian countries have once again had particularly low rainfall,

Considering that the brevity of the rainy season is such that those countries can no longer hope to obtain satisfactory harvests, and especially not harvests of cereals which will assure them of being able to feed their human and animal populations,

Considering that, since the emergency assistance currently being given to those countries cannot be an end in itself or a solution, an answer must be found to their problems which will be lasting and provide them with a permanent guarantee of adequate agricultural output,

1. *Draws the attention of the international community to the critical situation prevailing throughout the Sahelian zone;*
2. *Recommends that increased aid be given to all Sahelian countries, which are once again stricken by drought;*

¹ 活動対象地域がスーダン・サヘル地域外に拡大したことに合わせ、現在は、Office to Combat Desertification and Drought に改称されているが、略称は UNSO のままである。

3. *Recommends*, in view of the particular hardships to which those countries are subject, that everything possible be done to achieve the immediate implementation of the Plan of Action to Combat Desertification, in order to combat desertification in the subregion.

囲み 1.2. UNEP 管理理事会における砂漠化一般に関する決定とサヘル地域における砂漠化に関する決定の例(1978 年の管理理事会第 6 回会合。2 つの決定が 2 本に分かれている年と、このように 1 つにまとめられている年とがある。)

GC6/11/1978

Measures to combat desertification

Follow-up to the United Nations Conference on Desertification

The Governing Council,

Having considered the Executive Director's report on review and follow-up to the United Nations Conference on Desertification, the study of additional measures and means of financing for implementation of the Plan of Action to Combat Desertification, the Executive Director's report on the first session of the Consultative Group for Desertification Control, and the report of the Secretary-General on the establishment and operation of a special account to combat desertification,

Having heard the introductory statements made by the Executive Director on these documents, Taking into account the views expressed by the Governing Council at its sixth session on this subject,

Noting with satisfaction the important role played by the Executive Director of the United Nations Environment Programme in the preparation of and the results achieved by the Conference,

I- Review and follow-up

1. Notes the report of the Executive Director on the United Nations Conference on Desertification;
2. Notes and approves the accounts of the United Nations Conference on Desertification submitted by the Executive Director;
3. Further approves the adjustment of the surplus in the Conference budget and the deficit in the Fund programme activities and decides to absorb the net deficit to \$14,717 within the Fund programme activities allocation under Terrestrial ecosystems for the year 1978;
4. Notes with satisfaction the report of the Environment Co-ordination Board² on its eighth session and the positive actions taken by the Board and its members for the implementation of the Plan of Action to Combat Desertification;
5. Invites the governing bodies of the members of the Board to include arrangements in their respective programmes and budgets for the implementation of the Plan of Action;

II- Additional measures for financing the Plan of Action

1. Takes note of the study prepared by a group of specialists in the international financing of projects and programmes on additional measures and means of financing for the implementation of the Plan of Action to Combat Desertification;
2. Decides to submit the study of the group of specialists to the General Assembly, at its thirty-third session, together with an extract of the report of the Governing Council which reflects the

² UNEP の 1 機関として設立された Environment Co-ordination Board は、その後国連システム全体の調整機関である Administrative Coordination Committee に吸収された。

differing views which were expressed in the Council on this matter;

3. Invites the General Assembly to request the Secretary-General to solicit the views of Governments and report on the results to the Assembly at its thirty-fourth session;

III- Report on the first session of the Consultative Group for Desertification Control

1. Takes note of the report of the Executive Director on the first session of the Consultative Group for Desertification Control;

2. Urges the Consultative Group to work with the Executive Director particularly in assisting in the mobilization of resources for the implementation of projects and programmes within the framework of the Plan of Action to Combat Desertification and in ensuring proper coordination of activities carried out with resources mobilized by the Group;

3. Requests the Executive Director to follow up the recommendation of the Group at its first session with a view to speeding up the work of the transnational and other forthcoming projects to combat desertification;

**IV- Report of the Secretary-General on the establishment and operation
of a special account to combat desertification**

Notes the report of the Secretary-General on the establishment and operation of a special account to combat desertification and the recommendations contained therein.

B- Measures to be taken for the benefit of the Sudano-Sahelian region

The Governing Council,

Recalling General Assembly resolution 32/170 of 19 December 1977, particularly its paragraphs 2 and 3 concerning proposed measures and modes of action for implementing projects and programmes to combat desertification in the Sudano-Sahelian region and proposed measures to improve institutional arrangements in the region,

Considering the nature and scope of desertification in the Sudano-Sahelian region and the need for immediate implementation in that region of the Plan of Action to Combat Desertification,

Recalling the mandate, given to the Secretary-General by relevant General Assembly and Economic and Social Council resolutions and decisions concerning medium-term and long-term assistance to the drought-stricken countries in the Sudano-Sahelian region, which is being carried out by the United Nations Sahelian Office,

Having examined the report of the Executive Director on proposed measures and modes of action for implementing projects and programmes to combat desertification in the Sudano-Sahelian region, and proposed measures to improve institutional arrangements in that region,

Noting that the proposal for expanding the United Nations Sahelian Office into a joint United Nations Development Programme/United Nations Environment Programme venture has been formulated in full consultation with the Administrator of the United Nations Development Programme,

Fully conversant with the financial implications of the three proposals for improved institutional arrangements in the Sudano-Sahelian region, as presented to the Council,

1. Endorses:

a. The definition of the Sudano-Sahelian region as contained in paragraph 3 of the Executive Director's report on proposed measures and modes of action for implementing projects and programmes to combat desertification in the Sudano-Sahelian region and proposed measures to improve institutional arrangements in that region;

b. The proposed principal measures and modes of action to combat desertification in the region;

c. The proposed characteristics and functions of the proposed institutional mechanism;

2. Opt for the proposal that the organization and functions of the United Nations Sahelian Office, as well as the organization and functions of its regional office at Ouagadougou, be enlarged,

this enterprise to be carried out as a joint United Nations Environment Programme/United Nations Development Programme venture;

3. Authorizes the Executive Director to take the necessary measures required for the implementation of this proposal, in accordance with the actions described in paragraph 38, 41 and 42 of his report;

4. Invites the Governing Council of the United Nations Development Programme to give favourable consideration to this proposal.

図み 1.3. 砂漠化対処条約作成交渉の開始を決定した第 47 回国連総会決議 47/188(1992 年)

A/RES/47/188

93rd plenary meeting

22 December 1992

Establishment of an 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

The General Assembly,

Recalling its resolutions 44/172 A of 19 December 1989, 44/228 of 22 December 1989 and other relevant General Assembly resolutions, as well as decisions adopted by the United Nations Conference on Environment and Development, in particular the recommendation by which the Conference invited the General Assembly to establish at its forty-seventh session, under its auspices, an 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, with a view to finalizing such a convention by June 1994,

1. Welcomes with satisfaction the results and the recommendations of the United Nations Conference on Environment and Development, particularly chapter 12 of Agenda 21 entitled "Managing fragile ecosystems: combating desertification and drought";

2. Decides to establish, under its auspices, an 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, taking into account proposals that may be submitted by States participating in the negotiating process, with a view to finalizing such a convention by June 1994, and welcomes the candidature of Ambassador Bo Kjellen (Sweden) for the chairmanship of the Committee;

3. Also decides that the Intergovernmental Negotiating Committee shall be open to all States Members of the United Nations or members of the specialized agencies, with the participation of observers in accordance with the established practice of the General Assembly;

4. Further decides that the Intergovernmental Negotiating Committee shall hold, in addition to an organizational session, five substantive sessions, each lasting for two weeks, at Geneva and Nairobi, in New York and, in accordance with paragraph 5 of General Assembly resolution 40/243 of 18 December 1985, in Paris; the dates of these sessions will be determined by the Committee at its organizational session, subject to review of the timetable at the end of each negotiating session and taking into account the schedule of other related meetings;

5. Decides that at the first session of the Intergovernmental Negotiating Committee, to be held at Nairobi, the first week shall be devoted to the sharing of technical information and assessments, with the involvement of experts, on drought and desertification;

6. Decides that provision shall be made for an organizational session of up to one week's duration, to be held in New York not later than February 1993, in order to organize the work of the Intergovernmental Negotiating Committee and to elect its officers, which shall consist of a chairman, three vice-chairmen and a rapporteur, each of the five regional groups being

represented by one officer;

7. Requests the Secretary-General to establish at Geneva as soon as possible an ad hoc secretariat of appropriate size and calibre, drawing, inter alia, on staff resources of the United Nations system, in order to ensure that the ad hoc secretariat embodies the requisite technical expertise to assist the Intergovernmental Negotiating Committee in the fulfilment of its mandate;

8. Invites the United Nations Development Programme, the United Nations Sudano-Sahelian Office, the United Nations Environment Programme, the Food and Agriculture Organization of the United Nations, the International Fund for Agricultural Development, the World Health Organization, the World Meteorological Organization, the United Nations Conference on Trade and Development, the United Nations Educational, Scientific and Cultural Organization and other relevant international organizations dealing with desertification, drought and development, to make appropriate contributions to the work of the Intergovernmental Negotiating Committee in the fulfilment of its mandate;

9. Decides that the Secretary-General shall appoint as head of the ad hoc secretariat a senior official at an appropriate level who shall act under the guidance of the Intergovernmental Negotiating Committee;

10. Requests the Secretary-General, through the head of the ad hoc secretariat, to prepare draft rules of procedure to be considered by the Intergovernmental Negotiating Committee at its organizational session;

11. Requests the head of the ad hoc secretariat to make available to the Intergovernmental Negotiating Committee, at the first substantive session, the most relevant and recent information available, in conformity with its mandate as stated in paragraph 2 above;

12. Decides to establish a multidisciplinary panel of experts to assist the ad hoc secretariat and, under its authority, to provide the necessary expertise in the scientific, technical, legal and other related fields, making full use of the resources and expertise within and available to Governments and/or organizations of the United Nations system dealing with drought and desertification;

13. Also decides that the negotiation process shall be funded through existing United Nations budgetary resources, without negatively affecting its programmed activities, and through voluntary contributions to a trust fund established specifically for that purpose for the duration of the negotiations and administered by the head of the ad hoc secretariat, under the authority of the Secretary-General;

14. Urges Governments, regional economic integration organizations and other interested organizations, including non-governmental organizations, to contribute generously to the trust fund;

15. Decides to establish a special voluntary fund, to be administered by the head of the ad hoc secretariat, under the authority of the Secretary-General, to assist developing countries affected by desertification and drought, in particular the least developed countries, to participate fully and effectively in the negotiation process, and invites Governments, regional economic integration organizations and other interested organizations, including non-governmental organizations, to contribute generously to the fund;

16. Invites relevant or interested organizations, organs, programmes and agencies of the United Nations system and intergovernmental, subregional and regional organizations to participate actively in the work of the Intergovernmental Negotiating Committee;

17. Urges States to organize, in close collaboration with the regional commissions and national, subregional and regional organizations, activities to support the Intergovernmental Negotiating Committee process, with the involvement of the scientific and industrial communities, trade unions, the relevant non-governmental organizations and other interested groups;

18. Invites the United Nations Sudano-Sahelian Office to assist the countries covered under its mandate in their preparations for and participation in the negotiating process and to mobilize resources for this purpose;

19. Invites all relevant non-governmental organizations and, especially, encourages non-governmental organizations from developing countries to contribute constructively to the success of the negotiating process in accordance with the rules of procedure of the Intergovernmental Negotiating Committee and taking into account procedures followed in the United Nations Conference on Environment and Development process;

20. Requests the Chairman of the Intergovernmental Negotiating Committee to submit progress reports to the Commission on Sustainable Development and other appropriate bodies;

21. Requests the Secretary-General to bring the present resolution to the attention of all Governments, intergovernmental and non-governmental organizations and relevant scientific institutions;

22. Also requests the Secretary-General to submit to the General Assembly at its forty-eighth session a report on the implementation of the present resolution;

23. Decides to include in the provisional agenda of its forty-eighth session a sub-item entitled "Elaboration of an international convention to combat desertification in those countries experiencing serious drought and/or desertification, particularly in Africa" under an item entitled "Implementation of decisions and recommendations of the United Nations Conference on Environment and Development".

囲み 1.4. 砂漠化を対象とすることを決めた「Instrument for the Establishment of the Restructured Global Environment Facility」(1994 年)の関係部分

I. BASIC PROVISIONS

Restructuring and Purpose of GEF

2. The GEF shall operate, on the basis of collaboration and partnership among the Implementing Agencies, as a mechanism for international cooperation for the purpose of providing new and additional grant and concessional funding to meet the agreed incremental costs of measures to achieve agreed global environmental benefits in the following focal areas:

- (a) climate change,
- (b) biological diversity,
- (c) international waters, and
- (d) ozone layer depletion.

3. The agreed incremental costs of activities concerning land degradation, primarily desertification and deforestation, as they relate to the four focal areas shall be eligible for funding. The agreed incremental costs of other relevant activities under Agenda 21 that may be agreed by the Council shall also be eligible for funding insofar as they achieve global environmental benefits by protecting the global environment in the four focal areas.