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African Ministerial Conference on the Environment

African Ministerial Conference on the Environment

Special session on climate change

Ministerial segment

Nairobi, 29 May 2009

Report of the ministerial segment of the special session on climate change of the African Ministerial Conference on the Environment

Introduction

1. The ministerial segment of the special session on climate change of the African Ministerial Conference on the Environment was held in Nairobi on Friday, 29 May 2009. The segment was preceded by a technical briefing for ministers, which took place on Thursday, 28 May 2009. A summary of the technical briefing is set out in annex V to the present report. The full list of participants can be found in a separate document.

2. The ministerial segment was attended by ministers and other heads of delegations from fifty one member States of the Conference and representatives of African regional and subregional organizations, United Nations agencies, secretariats of various environmental conventions and intergovernmental and non-governmental organizations.

I. Opening of the ministerial segment

A. Opening

3. The ministerial segment was officially opened by Ms. Bulyewa Sonjica, Minister of Water and Environmental Affairs of South Africa, at 1.30 p.m. on Friday, 29 May 2009.

4. Opening statements were also made by Mr. John Michuki, Minister of Environment and Mineral Resources of Kenya; Ms. Rhoda Peace Tumusiime, Commissioner for Rural Economy and Agriculture of the African Union Commission; Mr. Achim Steiner, Executive Director of the United Nations Environment Programme (UNEP); Mr. Cherif Rahmani, Minister of National Planning, Environment and Tourism, Algeria; Mr. Erik Solheim, Minister of the Environment and International Development, Norway; Mr. Trevor Gitonga, representative of African young people; Mr. Jean-Louis Borloo, Minister of Environment, France; Mr. Thomas Becker, Deputy Permanent Secretary, Ministry of Climate and Energy of Denmark; Mr. Yvo de Boer, Executive Secretary, United Nations Framework Convention on Climate Change; Mr. Salifou Sawadogo, Minister of Environment, Burkina Faso; Ms. Bulyewa Sonjica; Mr. Jerry Lengoasa, Assistant Secretary-General of the World Meteorological Organization on behalf of Mr. Michel Jarraud, Secretary-General; Mr. Mithika Mwenda, Coordinator of the Pan-African Climate Justice Alliance; Mr. Sultan al Jaber, Chief Executive Officer of MASDAR (Abu Dhabi Future Energy Company) of the United Arab Emirates.

5. In his opening statement, Mr. Michuki set out the dangers posed to the planet by global warming and climate change and, in particular, to Africa, a particularly sensitive and vulnerable region. He gave examples of actions being taken in Kenya, such as a planned afforestation programme to increase the country's capacity for carbon absorption. Stressing that the proposed strategies were a worthy cause, he expressed the hope that they would be supported by the adaptation fund and, eventually, would be eligible for funding under the Clean Development Mechanism. He argued that the adaptation fund should favour Africa, given that the continent had contributed the least to climate change. He called for a strong and clear political message to be sent on the need to take specific steps to meet the challenges

of climate change and for cooperation and commitment by all stakeholders to succeed in reaching a fair, balanced and effective agreement in Copenhagen at the fifteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change.

6. Ms. Peace Tumusiime, in her statement, set out the salient points of decision Assembly/AU/Dec.236(XII), taken by the African Union in February 2009, which said that, at the fifteenth session of the Conference of the Parties, Africa should be represented by one delegation empowered to negotiate on behalf of all member States with a mandate to ensure that the resource flow to Africa was not reduced. She highlighted the dangers posed by climate change and urged action at all levels, involving all stakeholders. She stressed that Africa had a moral right to seek compensation for the damage that climate change would wreak, given that it was a problem to which the continent had contributed minimally. She noted that the Commission of the African Union had developed a three-tier approach, comprising negotiators, ministers and some heads of State, supported by eminent African personalities. In that regard, she welcomed the common position developed by the African group of negotiators and urged Africa to take a robust leadership role in issues related to climate change, rather than being relegated to the sidelines.

7. In his statement, the Executive Director welcomed participants and expressed satisfaction that the outcomes of the special session would mark a milestone for Africa as the continent in all of its diversity assumed a common position for the international climate change negotiations. At the heart of the protracted negotiations lay Africa's capacity to fulfil its ambitions in tackling climate change, which were conditional on the financial and technical partnerships that it would forge with the international community. Those partnerships were not a measure of goodwill, but an obligation rooted in the origins of climate change and responsibilities for greenhouse gas emissions. A meaningful deal in Copenhagen, which reflected the Intergovernmental Panel on Climate Change imperatives to act, would represent the most important treaty of the twenty-first century, transforming economies, transport, approaches to ecological infrastructure and resource management, among other things. He highlighted the importance of reducing emissions from deforestation and forest degradation as a critical part of the climate negotiations; while political courage was still generally lacking, he said, the Government of Norway had shown bold courage and leadership in contributing some \$2.5 billion to fund that approach. In closing, he reiterated the importance of realistic financial and technical partnerships to seal a deal in Copenhagen that would meet global expectations and enable Africa to take full advantage of technical and financial opportunities to tackle climate change.

8. Mr. Rahmani, in his statement, recalled the adoption of the Algiers Declaration on Climate Change by the African Union as the basis for Africa's common position at the Copenhagen meetings. He stressed the importance of cohesion and solidarity in Africa's approach; Africa must, he said, lead the way and speak with one voice. He said that it behoved industrialized countries to take responsibility for mitigation to climate change, evoking the need for technical assistance and specific programmes proposed by African countries to support the continent, recalling that the financial crisis had provided an opportunity to establish a new global economy and environment. He pointed to the importance of involving all stakeholders, including at the local level, and establishing cooperation mechanisms as part of a global alliance in response to the climate challenge. He commended the high-level panel of experts on climate change for its important work and pledged Africa's commitment to engage fully in the world's response to climate change.

9. In his statement, Mr. Solheim highlighted the dangers posed by climate change and explained two initiatives supported by the Government of Norway to assist in efforts to combat climate change. The first was financing-based and the Government suggested that 2 per cent of the global carbon market should be auctioned globally, a scheme that could generate between \$20 and \$30 billion on an annual basis. Such income would be predictable and reliable, enabling Governments to plan their activities. The second initiative pertained to the United Nations Collaborative Programme on Reducing Emissions for Deforestation and Forest Degradation in Developing Countries, in which the Government had invested significantly. The Programme looked to rainforest nations, such as Brazil and Papua New Guinea, to devise national strategies to combat deforestation, which the global community would then assist. In so doing, the Programme would reduce emissions from rainforests, provide livelihood for inhabitants of such areas and protect some of the most important of the world's voices. He called for improvements to the Clean Development Mechanism and stressed that Norway would support those and related efforts.

10. Mr. Gitonga, in his statement, expressed the position of young African environmentalists. He urged African Governments to acknowledge the role played by young people at all levels of the discourse on climate change and to include them throughout the Copenhagen negotiations. Noting that young people had been poorly represented at the fourteenth session of the Conference of the Parties and

welcoming their inclusion in the official African government delegations to Copenhagen, he urged Governments to support, in addition, a delegation comprising young people. He pointed out that young people were significant stakeholders in environmental and sustainable development decision-making processes and as such should feature strongly in climate change projects throughout the continent. He warned of the dangers of climate change and stressed that, as young people would inherit the planet, as consumers, producers, victims and beneficiaries, everyone should work together for a common future.

11. Mr. Borloo pointed out that the global attitude to climate change issues had undergone a transformation, with countries such as the United States of America and China beginning to recognize the crucial importance of the issue. He welcomed the commitment made by the industrialized countries to mitigation procedures. With regard to the adaptation fund, he expressed the belief that it should include a developmental perspective and stressed the importance of transparency and visibility. He urged African nations facing water-related problems to call upon European expertise. He stressed the importance of providing a united African voice at Copenhagen, and expressed the hope that the Copenhagen meeting would put in place the radical changes that would make a genuine difference over the next 10 years.

12. Mr. Becker addressed the Conference as representative of the host Government of the December 2009 climate summit. He pledged Denmark's support for efforts to reach a climate agreement that would be both sufficiently ambitious to save the world from unsustainable consequences of climate change and sufficiently fair to give developing countries continued room to grow and prosper. Noting the key importance of energy to economic development, he highlighted the need to promote sustainable emission pathways, pointing out that green efficiency was, ultimately, sound economics. He reviewed and reiterated his country's support for endeavours by Africa to reach a common negotiating position.

13. Mr. de Boer outlined the challenges faced by African countries in coping with the effects of climate change, which were undermining their efforts to eradicate poverty and foster economic growth, and reviewed steps being taken under the Framework Convention to assist the continent in that regard. Noting that Africa had benefited least from the current climate change regime and that the Clean Development Mechanism had yet to prove a success in Africa, he pointed out that Copenhagen offered African countries a vital opportunity to secure benefits from stepped-up climate change action. He welcomed the growing convergence in negotiations on a strong adaptation framework, but highlighted the need for clarity on the types of adaptation to be implemented. As to mitigation, he pointed out the importance for African countries of mitigation measures in agriculture and reducing emissions from deforestation and noted the potential synergies between mitigation, adaptation, sustainable development, food security and poverty alleviation. In that context, he also drew attention to the growing conviction in the negotiations that developing countries could undertake nationally appropriate mitigation actions. To harness the synergies between mitigation and adaptation, however, Africa needed significant international support, including in the form of public funding and he suggested that the carbon market was a viable option in that regard. Outlining the two main positions on governance, he stressed that a middle ground would need to be found and, in conclusion, affirmed that, without Copenhagen, there would be no new and additional financial and technological support for mitigation measures that contributed to development and no governance structure that was truly post-colonial by being based on equity.

14. Mr. Sawadogo introduced the seventh session of the World Forum on Sustainable Development, to be held in Ouagadougou from 19 to 22 October 2009, which, he said, would provide an opportunity for African negotiators to consolidate further their position for the Copenhagen meeting and to formulate specific commitments to coping with the effects of climate change in the continent.

15. The President of the Conference, in her keynote address, said that, as the world population increased, so too did the need for water, energy and food resources, posing new challenges for environmental management, pointing out that, while Africa had contributed little to climate change, it was the region most vulnerable to its impacts and least able to afford the costs of dealing with it. She expressed the hope that negotiations in Copenhagen would bring about an outcome that reflected a balance between mitigation and adaptation and called for the establishment of a comprehensive international programme on adaptation to help African countries deal with immediate and future impacts. On mitigation, she urged developed countries to undertake more ambitious emission reduction commitments, pointing out that the developing countries were already taking what action they could and were willing to do more, providing the necessary financial and technical support was provided.

16. Mr. Lengoasa drew attention to the findings of the fourth assessment report of the Intergovernmental Panel on Climate Change, which showed a pattern of increased frequency and intensity of extreme weather events, bearing significant risks for Africa's development and reflecting

the need for urgent action. He reminded the delegates of the upcoming Third World Climate Conference, to take place in Geneva from 31 August to 4 September 2009, which was expected to provide key input to the fifteenth session of the Conference of the Parties to the Framework Convention and to which African nations could make key contributions. He called for support from regional stakeholders and the international community for African organizations dealing with climate change programmes.

17. Mr. Mwenda pointed out that, while Africa bore no historical responsibility for climate change, it had no choice but to respond to its impacts. Stressing the vulnerability of women to the impacts of climate change, he called for strategies and actions to take their specific needs into account. He expressed the belief that developed countries, while reducing their own emissions drastically, should also take responsibility for financing climate change actions in Africa, adding that adaptation financing should be made in the form of grants rather than loans and within the auspices of the Framework Convention. He urged African Governments to ensure that climate change issues were mainstreamed into all national development agenda and that climate change negotiation teams were carefully chosen and resourced well to ensure an outcome that would benefit the continent of Africa.

18. Mr. al Jaber presented a short film on the country's campaign to host the headquarters of the International Renewable Energy Agency in Masdar City, Abu Dhabi, which, he said, was well equipped to do so in terms of infrastructure, human capital, political will and financial means. He stressed the importance of ensuring access to renewable energy by developing countries, African participation in the development of clean affordable renewable energies and capacity-building to that end.

II. Organizational matters

A. Election of officers

19. In accordance with the rules of procedure, the expert group segment was conducted under the auspices of the Bureau of the twelfth session of the Conference. Accordingly, the representative of South Africa served as President and the representatives of Eritrea, Gabon and the Libyan Arab Jamahiriya served as vice-presidents.

20. The representative of Burkina Faso served as rapporteur.

B. Adoption of the agenda

21. The ministers adopted the following agenda on the basis of the provisional agenda prepared by the secretariat (AMCEN/SS/III/1):

1. Opening of the meeting.
2. Organizational matters:
 - (a) Adoption of the agenda;
 - (b) Organization of work.
3. Consideration of the report of the expert group meeting.
4. Consideration of the draft Nairobi declaration on the African process for combating climate change.
5. Consideration of decisions and recommendations submitted by the expert group:
 - (a) Draft decision on the African process for combating climate change;
 - (b) Draft African Union decision on the Africa process for combating climate change;
 - (c) Africa's common negotiating position on a comprehensive international climate change regime beyond 2012;
 - (d) Conceptual framework for African climate change programmes;
 - (e) Key messages of the special session to the United Nations Framework Convention on Climate Change at its fifteenth session and the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol at its fifth session.

6. Adoption of the report of the ministerial segment.
7. Other matters.
8. Closure of the meeting.

C. Organization of work

22. The President of the Conference introduced the draft programme of work and the list of documents for the ministerial segment contained in annexes I and II to the annotated provisional agenda (AMCEN/UNEP/SS/III/1/Add.1).

III. Consideration of the report of the expert group segment

23. Mr. Alf Wills, chair of the expert group, introduced the report of the expert group segment, as set out in document AMCEN/SS/III/4. The ministers and other representatives took note of the report.

IV. Consideration of the draft Nairobi declaration on the African process for combating climate change

24. The Conference adopted the draft declaration, as orally amended. The text of the Nairobi Declaration on the African Process for Combating Climate Change is set out in annex I to the present report.

V. Consideration of decisions and recommendations submitted by the expert group

A. Draft decision on the African process for combating climate change

25. The Conference adopted the draft decision, as orally amended. The text of the decision is set out in annex II to the present report.

B. Draft African Union decision on the African process for combating climate change

26. The Conference approved the text of the draft African Union decision on the African process for combating climate change, for forwarding to the African Union for its consideration and possible adoption. The text of the decision is set out in annex III to the present report.

C. Africa's common negotiating position on a comprehensive international climate change regime beyond 2012

27. The Conference considered and adopted the updated African common negotiating position.

D. Conceptual framework for African climate change programmes

28. The Conference adopted the conceptual framework for African climate change programmes, as set out set out in annex IV to the present report.

E. Key messages of the special session to the United Nations Framework Convention on Climate Change at its fifteenth session and the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol at its fifth session

1. Presentations

29. Mr. Kamel Djemouai, chair of the African group of negotiators, presented the key messages constituting Africa's common negotiation position as set out in the updated African Climate Platform. He stressed that ministers and heads of delegations would be the negotiators for Africa in Copenhagen; it was vital, therefore, that they were fully aware of the common position for the continent. He

underscored that any agreement decided upon in Copenhagen should be based on a visionary, inclusive, fair and effective climate regime that ensured full, effective and sustained implementation of the Bali Action Plan through various means, including finance, technology, capacity-building and long-term emission reduction goals. It should be underpinned by midterm targets, based on sound science and guided by the principles of the Framework Convention. International cooperation on adaptation for Africa should be a priority, he said, with commitment by developed countries to provide new, additional, adequate, predictable and sustainable means of implementation for developing countries. He noted that the group favoured legally binding, quantified, emission reduction commitments for developed countries that were measurable, reportable and verifiable and, for developing countries, mitigation actions, including relative reductions conditional on support, such as technology transfer, finance and capacity-building, from developed countries.

30. Mr. Seth Osafo, legal consultant, gave a presentation on legal and policy perspectives relating to the Copenhagen meeting. He stressed that developing countries favoured a narrow interpretation of the scope of the mandate of the Ad Hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol, which would require amendment to annex B under article 3.9 of the Convention; ambitious emissions reductions for developed countries with the aim of mitigating climate change; new funds and technology transfer in the public domain to facilitate emissions reduction. He described possible outcomes of the Copenhagen negotiations, including a new protocol to replace the Kyoto Protocol, and said that the European Union, Australia, Japan and other Annex I Parties were eager to see the engagement of the United States, the world's biggest emitter of greenhouse gases until 2008, in international efforts to tackle climate change. While the new administration had brought new hope of the country's commitment to working with the international community in tackling climate change, the United States was unlikely to become a Party to the Kyoto Protocol in its present form. One of its major conditions to joining international efforts was that major developing countries, such as China, Brazil, India and Mexico, should take on specific emission reduction commitments. In conclusion, he urged representatives to ensure that Africa's interests were fully accommodated in Copenhagen; the continent needed adaptation, new and adequate financial resources and the transfer of environmentally sound technologies to play its part in contributing to tackling climate change in the framework of sustainable development.

2. Discussion

31. In the ensuing discussion, a number of representatives requested the updated African Climate Platform to be submitted to African heads of State at the thirteenth ordinary session of the assembly of the African Union, to be held in July 2009.

32. Several representatives spoke of past experiences in climate negotiations, during which, they said, African ministers had been marginalized. They pointed to the importance of ensuring African representation in critical sessions of negotiations notwithstanding the challenges of long hours and small delegations. One representative noted that there was no rule barring any ministers wishing to take a break during intense negotiations from inviting their negotiator or adviser to assume his or her position during that time. He suggested the elaboration of ground rules for Africa's participation at the climate negotiations.

33. A number of representatives highlighted the need to manage the continent's participation at Copenhagen and one suggested that the most talented and hitherto engaged negotiators and ministers should be selected to represent Africa. She urged UNEP, the Conference or the African Union to consider a strategy to that end. Another representative said that developing countries should stand firm, particularly with regard to unfair demands made of major developing countries.

VI. Adoption of the report of the ministerial segment

34. The Conference agreed to entrust the secretariat, working in consultation with the Rapporteur, with finalization of the report of the ministerial segment of its special session on climate change.

VII. Other matters

35. The representative of the UNEP Regional Office for Africa recalled the need to agree on representatives of the African group to join the consultative group of ministers or high-level representatives to consider options for improving international environmental governance established in accordance with UNEP Governing Council decision 25/4 on international environmental governance.

He clarified that, while participation in the group was not limited and notwithstanding that there were five African subregions, UNEP could only provide assistance for the participation of up to four representatives from each of the United Nations regions. The first meeting of the group was to take place on 25 and 26 June in Belgrade.

36. The representative of Algeria said that in his capacity as co-chair of the Bureau of the UNEP Governing Council he was responsible for coordination with African countries to designate African representatives to participate in the consultative group on international environmental governance. He noted that the other regions had already submitted their nominations for representatives to the group. Following a discussion, it was agreed that the members of the Bureau would consult among the countries in their regions, which would agree on the country to represent the region in the consultative group.

VIII. Closure of the session

37. Following the customary exchange of courtesies, the President declared the session closed at 9 p.m. on Friday, 29 May 2009.

Annex I

Nairobi Declaration on the African Process for Combating Climate Change

We, African Ministers of Environment,

Having met in Nairobi from 25 to 29 May 2009 at the special session on climate change of the African Ministerial Conference on the Environment,

Reinforcing the role played by the African Ministerial Conference on the Environment as a specialized technical committee of the African Union in providing leadership for environmental management and advocacy in Africa,

Recalling the decision adopted at the twelfth session of the African Ministerial Conference on the Environment to develop and submit for adoption a common negotiating position on a comprehensive international climate change regime beyond 2012 in addition to a comprehensive framework of African climate change programmes during the special session of the African Ministerial Conference on the Environment, in May 2009,¹

Recalling also that African Heads of State at their summit endorsed the outcomes of the twelfth session of the African Ministerial Conference on the Environment, which included the African process for combating climate change,

Noting that the Conference of the Parties to the United Nations Framework Convention on Climate Change at its thirteenth session, held in Bali, Indonesia, in December 2007, resolved to enhance urgently implementation of the Convention to achieve its ultimate objective through an agreed outcome at the fifteenth session of the Conference of the Parties;

Noting with concern that existing financial mechanisms are inadequate, complex and fragmented and have constrained African countries from gaining full access to these resources;

Noting that the Conference of the Parties serving as the Meeting of the Parties to the Kyoto Protocol at its first session, held in Montreal, Canada, in 2005, established an ad hoc working group to consider further commitments for Parties included in Annex I to the United Nations Framework Convention on Climate Change for the period beyond 2012 pursuant to paragraph 9 of article 3 of the Kyoto Protocol;

Reaffirming the adoption by the African Union of the Algiers Declaration on Climate Change of 19 November 2008 in the form of a common African position and the need to speak with one voice in the negotiations process for the new legally binding global climate change regime;

Expressing concern at the scientific conclusions contained in the fourth assessment report of the Intergovernmental Panel on Climate Change, particularly as they relate to the social, economic and environmental impacts of climate change in Africa and noting that, while Africa has contributed the least to the increasing concentration of greenhouse gases in the atmosphere, it is the most vulnerable continent to the impacts of climate change and has the least capacity to adapt,

Expressing concern also about the impacts of climate change on marine and coastal ecosystems and resources resulting from sea-level rise, increasing water temperature, ocean acidification, weather and climate variability as affecting coastal communities,

Stressing the urgent need for all countries to take further actions, including more stringent and legally binding emissions reductions by all developed countries, and underscoring the importance of a successful outcome of these negotiations and the essential need for Africa to participate actively and strategically in the negotiations to ensure that its needs, interests and requirements are met,

Stressing also that there is no justification in the current financial crisis to limit the obligation of developed countries regarding the provision of financial and technical assistance to developing countries in accordance with the Convention,

1 UNEP/AMCEN/12/9, annex II.

Stressing further that Africa's priorities are to implement climate change programmes with a focus on adaptation in such a way as to achieve sustainable development, in particular to alleviate poverty and attain the Millennium Development Goals, with emphasis on the most vulnerable groups, especially women and children,

Noting that food security and poverty alleviation are overriding concerns for Africa,

Recognizing the need to integrate Africa's existing climate change initiatives and programmes into a consolidated framework to ensure coordination and coherence in the implementation and review of climate change initiatives and sustainable development plans in Africa at all levels,

Conscious of the urgent need to support African countries in their efforts to address the reduction of emissions due to deforestation and forest degradation and recognizing further the concomitant role of African forests in the survival of communities, the economies of countries and the stabilization of the climate,

Aware of the need for global mitigation of greenhouse gas emissions as a primary mechanism to prevent long-term climate change impacts on the African region and that effective implementation of mitigation measures offers opportunities for Africa to increase its economic competitiveness along a sustainable path of low-carbon development,

Reaffirming our commitment to implement policies, strategies, decisions and recommendations from various regional and subregional consultations under the auspices of the Commission of the African Union, the New Partnership for Africa's Development, the African Ministerial Conference on the Environment, regional economic communities and political groupings on climate change,

Recognizing the adoption by the African Union of the Tunis Declaration and action plan and the decision to determine the rationale and modalities for establishing an African panel on climate change, and in particular the Declaration on Climate Change and Development in Africa,² in which heads of State and Government requested the Commission of the African Union to consult the African Ministerial Conference on the Environment with a view to establishing the necessary mechanisms to follow up on the implementation of that declaration,

Expressing our appreciation for the efforts of the African group of negotiators under the United Nations Framework Convention on Climate Change, working with, among others, the African Ministerial Conference on the Environment, the United Nations Environment Programme, the Commission of the African Union, the United Nations Economic Commission for Africa, the Common Market for Eastern and Southern Africa, the African Development Bank, other relevant intergovernmental institutions, civil society and other stakeholders, in the development of a common African position on the comprehensive international climate change regime beyond 2012,

Hereby declare our resolve:

1. To call upon Governments of Africa to promote further the common African position on the comprehensive international climate change regime beyond 2012 and participate actively in the continuing international negotiations, knowing that failure to reach a fair and equitable outcome will have dire consequences for Africa;
2. To agree that the African common position forms the basis for negotiations by the African group during the negotiations for a new climate change regime and should take into account the priorities for Africa on sustainable development, poverty reduction and attainment of the Millennium Development Goals;
3. Also to agree that the key political messages from Africa to inform the global debate and negotiating process, in terms both of the commitments that it seeks from the international community, and also of the actions that African countries can take themselves, should be based on the established principles of equity and common but differentiated responsibilities and respective capabilities;
4. To urge all Parties and the international community that increased support to Africa under the future climate regime should be based on the priorities determined by Africa: adaptation, capacity-building, research, financing and technology development and transfer, including support for South-South transfer of knowledge, in particular indigenous knowledge;

5. To ensure that climate change adaptation imperatives are aligned more closely throughout regions and countries and to foster regional and international cooperation to develop appropriate adaptation financing mechanisms, in addition to the use of indigenous knowledge relating to sustainable development and natural resource management, and also to ensure improvement of climate risk management and implementation of the African regional strategy for disaster-risk reduction;

6. To call for the improvement of the Clean Development Mechanism to ensure equitable geographical distribution of projects contributing to sustainable development efforts on the continent;

7. To advocate the expansion of eligible categories to benefit from carbon credits and other international incentives in the post-2012 agreed outcome to include sustainable land use, agriculture and forest management, so as to promote agricultural productivity in a way that improves resilience and adaptation to climate change;

8. To call upon the Group of Eight to implement the recommendation contained in the Gleneagles Communiqué on climate change, energy, and sustainable development and in particular to create regional climate centres in Africa;

9. To call upon developed country Parties to the United Nations Framework Convention on Climate Change to honour their commitments in accordance with paragraph 3 of article 4 of the Convention;

10. To advocate the establishment of a compliance mechanism to ensure a more effective delivery of commitments made with regard to greenhouse gas reduction, finance, technology and capacity-building;

11. To urge developed countries to set ambitious targets to reduce their emissions, by 2020, of at least 40 per cent below 1990 levels, and, by 2050, by between 80 and 95 per cent below those levels, to achieve the concentration of 450 ppm of carbon dioxide equivalent in the atmosphere;

12. Also to urge developed countries to support Africa by providing finance, technology and capacity-building in a measurable, reportable and verifiable manner;

13. To reaffirm that Africa, in the context of environmental justice, should be equitably compensated for environmental, social and economic losses and to emphasize that Africa requires substantially scaled-up finance, technology and capacity-building for adaptation and risk management in accordance with the obligations of the Annex I Parties under the Kyoto Protocol to the Convention;

14. To agree that a coherent financial architecture for climate change, guided by agreed principles and with equitable governance and simplified access procedures, should be established to ensure the provision of direct access to funds;

15. To urge that the financial resources required to tackle climate change should be new and additional, adequate, predictable, sustainable and provided primarily in the form of grants and other innovative financing mechanisms and instruments, such as debt-for-nature swaps;

16. To call upon donors to pledge, during the fifteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change, the amount of funds for replenishment of the Global Environment Facility, which is the operating entity of the financial mechanism of the Convention and should possess at least four times the current level of financing;

17. To call upon the Global Environment Facility to continue to give high priority to African countries and to allocate financial resources based on the needs and priorities of countries and not merely on ex-ante allocation systems such as the resource allocation framework and to request the Facility to improve its procedures and to revise its co-financing policy to give African countries direct access to its financial resources;

18. To encourage the establishment of a fund to reward or provide incentives for reducing emissions through sustainable land-management practices, including forest conservation, sustainable forest management, the avoidance of deforestation, afforestation and sustainable agriculture;

19. To agree to enhance the development and implementation of programmes and activities relating to building resilience of coastal communities and their preparedness to respond to the impacts of climate change;

20. To encourage member States to create opportunities for investment by the private sector, to address climate change;

21. To reaffirm our strong commitment that adaptation for climate change is the first priority at the national and regional levels and to work with developed countries to strengthen South-South and North-South cooperation to build adaptive capacity and improve resilience to climate change;
22. To reaffirm the need to include in a legally binding instrument or protocol clear and comprehensive mechanisms on adaptation that should respond to African priorities, among others;
23. To integrate climate change adaptation measures into national and regional development plans, policies and strategies and, where appropriate with a view to ensuring adequate adaptation to climate change, in such areas as water resources, agriculture, health, infrastructure, biodiversity and ecosystems, forests, urban management, tourism, food, land, environment and energy security and management of coastal and marine resources, taking into account cross-sectoral implications;
24. To agree that climate change mitigation efforts and actions aimed at alleviating the consequences of deforestation and forest degradation should be considered in future positive incentive mechanisms for emission reduction, taking into account the role that African forested areas, in particular those of the Congo basin, play in regulating the global climate system;
25. Also to agree that the environmental services provided local and indigenous communities in protecting and conserving these forests should be duly recompensed;
26. Further to agree that to mitigate and adapt at the speed needed extensive technology transfer, acquisition and diffusion and a much increased rate of innovation are needed and, to this end, to agree to establish an institutional framework to tackle all aspects of technology development and transfer;
27. To scale up investments to provide access to affordable and sustainable cleaner energy, especially for rural communities;
28. To agree that other mitigation measures being identified, such as additional measures to complement the United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries, including afforestation and sustainable agriculture and land-use management, should be vigorous, realistic and flexible to ensure the effective participation of African countries, especially smallholder land users;
29. Also to agree that any African climate change mitigation efforts will be voluntary and will require adequate financing, technology and capacity support;
30. To build economic and social resilience through the diversification of economies to reduce dependence on climate-sensitive sectors, including through the use of indigenous knowledge and practices and the strengthening of community organizations;
31. To call upon African countries to accelerate implementation of the African Regional Strategy for Disaster Risk Reduction and the Hyogo Framework for Action including risk monitoring, observation, early warning, risk assessment, preparedness, emergency response and post-disaster recovery as an integral part of development and sectoral planning for climate change adaptation;
32. To urge the secretariats of the Rio conventions to ensure that synergies between climate change and efforts to combat land degradation, desertification and biodiversity loss are optimized to take advantage of gains made through these actions, particularly in Africa;
33. To call upon subregional, regional and international organizations to develop methodologies for measuring carbon sequestration in agriculture, forestry and agroforestry systems and accounting methods to be applied for claiming genuine benefits;
34. To commit ourselves to creating a comprehensive framework of African climate change programmes, bringing together existing and new intergovernmental initiatives and programmes in a consolidated manner, to meet the pressing challenges of climate change;
35. To reiterate the need to create an African climate change fund and to invite the African Union Commission, in cooperation with the Economic Commission for Africa and the African Development Bank, to take appropriate measures, including inviting developed country parties to commit themselves to supporting the fund;
36. To call for the involvement of women, young people and persons with disabilities, in addition to the private sector and civil society organizations in climate strategies at all levels, particularly in the areas of education, awareness-raising and capacity-building, to ensure an effective African response to climate change;

37. To mandate the President of the African Ministerial Conference on the Environment to submit Africa's common negotiating position on a comprehensive international climate change regime beyond 2012 in addition to the conceptual framework of African climate change programmes through the appropriate channels for consideration and adoption by African heads of State at their summit to be held in July 2009;

38. To invite the Commission of the African Union, the secretariat of the New Partnership for Africa's Development, the United Nations Environment Programme, the United Nations Economic Commission for Africa, the African Development Bank and other partners to pursue their cooperation to give effective support to all member States and regional economic communities in the implementation of measures to combat climate change;

39. To reiterate our support for the offer by South Africa to host the seventeenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change and the seventh session of the Conference of the Parties serving as the Meeting of the Parties to the Kyoto Protocol, in 2011;

40. To express our appreciation to the Executive Director of the United Nations Environment Programme for his continued support for the African Ministerial Conference on the Environment;

41. Also to express our appreciation to the people and Government of Kenya for hosting the special session on climate change of the African Ministerial Conference on the Environment.

Annex II

Decision on the African process for combating climate change

We, African Ministers of Environment,

Recalling the decision by the African Ministerial Conference on the Environment at its twelfth session, held in Johannesburg, South Africa, in June 2008, to develop and submit for adoption a common negotiating position on an international climate change regime beyond 2012 in addition to a comprehensive framework of African climate change programmes,³

Recalling also the outcome of the third African Ministerial Conference on Financing for Development, bringing together African ministers of finance, held on 21 and 22 May 2009 in Kigali, which expressed concerns at the negative impacts and serious threats of carbon emissions to Africa's economies and the continent's ability to attain the Millennium Development Goals and reduce poverty,

Recalling further the outcomes of the joint conference of African Union ministers of agriculture, land and livestock held on 23 and 24 April 2009 in Addis Ababa, which called for integrated agriculture and environment approaches, including development of an agriculture-based climate change adaptation framework and discussed the issue of land-based carbon,

Recalling the outcome of the African Conference on Coastal Erosion, held in Dakar on 18 and 19 May 2009, which advocated regional efforts to combat such erosion, while calling for strengthened cooperation in meeting this challenge;

Reaffirming all African Union decisions and declarations including the Algiers Declaration on Climate Change of 19 November 2008,

Reinforcing the role played by the African Ministerial Conference on the Environment as a specialized technical committee of the African Union in providing leadership for environmental management and advocacy in Africa,

Expressing concern at the scientific conclusions contained in the fourth assessment report of the Intergovernmental Panel on Climate Change, particularly as they relate to the social, economic and environmental impacts of climate change in Africa and noting that, while Africa has contributed the least to the increasing concentration of greenhouse gases in the atmosphere, it is the most vulnerable continent to the impacts of climate change and has the least capacity to adapt,

Emphasizing that Africa's priorities are to implement climate change programmes in such a way as to achieve sustainable development, in particular to alleviate poverty and attain the Millennium Development Goals, with emphasis on the most vulnerable groups, such as women, children and disabled persons,

Recognizing the need to integrate Africa's existing climate change initiatives and programmes into a consolidated framework to ensure coordination and coherence in the implementation and review of climate change initiatives and sustainable development plans in Africa at all levels,

Welcoming, in this context, the decision of the Executive Council of the African Union, adopted in January 2009 in Addis Ababa, approving the action plan for the implementation of the Great Green Wall initiative for the Sahara and the Sahel;

Appreciating the efforts of the African group of negotiators under the United Nations Framework Convention on Climate Change, working with the African Ministerial Conference on the Environment, the United Nations Environment Programme, the Commission of the African Union, the United Nations Economic Commission for Africa and other relevant intergovernmental institutions, in the development of a common African position on the comprehensive international climate change regime beyond 2012, beginning with the common position for the twelfth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change, agreed in Naivasha, Kenya, in September 2006, through to the Algiers Platform agreed as a common position in Algiers in November 2008 for the fourteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change,

Decide:

1. To welcome the work of the African high-level expert panel on climate change in providing technical support to the development of a comprehensive framework of African climate change programmes, and the work of the of African group of negotiators under the United Nations Framework Convention on Climate Change process in developing Africa's common negotiating position;
2. To adopt the outcomes of the meeting of the African high-level expert panel on climate change serving as the experts meeting for the special session on climate change of the African Ministerial Conference on the Environment;
3. Also to adopt the outcome of the meeting of the African group of negotiators in the development of Africa's common negotiating position;
4. To reaffirm the endorsement of the indicative conceptual outline of a comprehensive framework of African climate change programmes and the work of the African Ministerial Conference on the Environment in combating climate change;
5. Also to reaffirm that Africa, in the context of environmental justice, should be equitably compensated for environmental resources, economic and social losses;
6. To emphasize that Africa requires substantially scaled-up finance, technology and capacity-building for adaptation and risk management;
7. To mandate the President of the African Ministerial Conference on the Environment to submit Africa's common negotiating position on a comprehensive international climate change regime beyond 2012 in addition to the conceptual framework of African climate change programmes to the Executive Council of the African Union at its ordinary meeting and to African heads of State at their summit to be held in July 2009, and also to submit those outcomes through the Commission of the African Union;
8. To request the Chair of the African group of negotiators under the United Nations Framework Convention on Climate Change to base submissions to the negotiation process for the international climate change regime beyond 2012, as appropriate, on Africa's common negotiating position;
9. To invite the Commission of the African Union, the secretariat of the New Partnership for Africa's Development, the United Nations Environment Programme, the United Nations Economic Commission for Africa, the African Development Bank and other partners to pursue their cooperation to give effective political, financial and technical support to all member States and regional economic communities in the implementation of measures to combat climate change;
10. Also to invite bilateral and multilateral partners to support the implementation of measures to combat climate change in Africa;
11. To welcome the offer by the United Nations Economic Commission for Africa to host the African Ministerial Conference on the Environment meeting of Africa's high-level expert panel on climate change in October 2009 and the African Group of negotiators at its headquarters in Addis Ababa, in preparation for the fifteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change, to take place in Copenhagen in December 2009;
12. To invite the President of the African Ministerial Conference on the Environment to inform member States of the outcome of that meeting;
13. To keep under review the implementation of the African process for combating climate change and its associated programmes and projects;
14. To invite the President of the African Ministerial Conference on the Environment to submit to the African Ministerial Conference on the Environment at its thirteenth session, to be held in 2010, a detailed report on the implementation of the African process for combating climate change;
15. To express our appreciation to the Government of Kenya for hosting the special session on climate change of the African Ministerial Conference on the Environment.

Annex III

Draft African Union decision on the African process for combating climate change

The Assembly

1. *Notes* the outcome of the special session on climate change of the African Ministerial Conference on the Environment held in Nairobi from 25 to 29 May 2009, at which participants adopted a declaration on the African process for combating climate change, the African common negotiating position on a comprehensive international climate change regime beyond 2012 and a conceptual outline of a comprehensive framework of African climate change programmes;
2. *Recalls* the endorsement of the action plan of the environment initiative of the New Partnership for Africa's Development by African Heads of State at their summit in Maputo on 12 July 2003;
3. *Also recalls* the decision of the Executive Council of the African Union of February 2009 on the report of the twelfth session of the African Ministerial Conference on the Environment, which endorsed the decisions of that session;
4. *Further recalls* the outcomes of the joint conference of African Union ministers of agriculture, land and livestock held on 23 and 24 April 2009 in Addis Ababa, which called for integrated agriculture-environment approaches, including development of an agriculture-based climate change adaptation framework and discussed the issue of land-based carbon;
5. *Reaffirms* all African Union decisions and declarations, including the Algiers Declaration on Climate Change of 19 November 2008;
6. *Acknowledges* that combating climate change, one of the six thematic priorities identified in the action plan of the environment initiative of the New Partnership for Africa's Development, has become more urgent;
7. *Expresses its appreciation* for the support to the African Union Commission extended by partners for the development of Africa's common negotiating position on a comprehensive international climate change regime beyond 2012 and a conceptual outline of a comprehensive framework of African climate change programmes;
8. *Endorses* Africa's common negotiating position on a comprehensive international climate change regime beyond 2012 and the conceptual framework of African climate change programmes;
9. *Reaffirms* that Africa, in the context of environmental justice, should be equitably compensated for environmental, economic and social losses;
10. *Emphasizes* that Africa requires substantially scaled-up finance, technology and capacity-building for adaptation and risk management;
11. *Invites* the Commission of the African Union, the secretariat of the New Partnership for Africa's Development, the United Nations Environment Programme, the United Nations Economic Commission for Africa, the African Development Bank and other partners to pursue their cooperation to give effective support to all member States and regional economic communities in the implementation of measures to combat climate change;
12. *Also invites* bilateral and multilateral partners to support the implementation of measures to combat climate change in Africa;
13. *Further invites* the Commission of the African Union, the African Ministerial Conference on the Environment and the secretariat of the New Partnership for Africa's Development, in collaboration with development banks, including the African Development Bank, the United Nations Environment Programme, the United Nations Economic Commission for Africa and the Global Environment Facility, to play a leading role in mobilizing resources to implement provisions set forth in the African process for combating climate change and its associated programmes and projects.

Annex IV

Conceptual framework for African climate change programmes

Introduction

1. The expert segment of the special session on climate change of the African Ministerial Conference on the Environment reaffirmed the indicative conceptual outline of a comprehensive framework of African climate change programmes to be implemented at all levels developed at the twelfth session of the African Ministerial Conference on the Environment, held in Johannesburg, South Africa, in June 2008.
2. Africa's priorities are to implement climate change programmes in such a way as to achieve sustainable development, in particular to alleviate poverty and attain the Millennium Development Goals, with emphasis on the most vulnerable groups, such as women and children.
3. Given that Africa is the most vulnerable region with the least adaptive capacity, adaptation is the most immediate priority. There is a need, however, for global mitigation of greenhouse gas emissions as a primary mechanism to prevent long-term climate change impacts on this region. In addition, effective implementation of mitigation measures offers opportunities for Africa to increase its economic competitiveness along a sustainable path of low-carbon development.
4. The following indicative outline covers the two implementation areas of adaptation and mitigation supported and enabled by finance, capacity-building and technology. The successful implementation of the adaptation and mitigation areas of work will require the full participation of all stakeholders, including the full involvement and empowerment of, and partnership with, civil society.

A. Adaptation

5. Three broad areas of work were identified:
 - (a) Disaster reduction and risk management: including early warning, preparedness, emergency response and post-disaster recovery;
 - (b) Sectoral planning and implementation: adaptation in key sectors including water, agriculture, coastal zones, health, infrastructure, biodiversity and ecosystems, forests, energy, urban management and tourism, taking into account the cross-sectoral implications;
 - (c) Building economic and social resilience through the diversification of economies to reduce dependence on climate-sensitive sectors, including through the use of indigenous knowledge and practices and the strengthening of community organizations.
6. Steps for effectively implementing work in the above three areas include:
 - (a) Understanding climate and climate change processes, vulnerability and risks, including, but not limited to, through monitoring and observation systems;
 - (b) Understanding the economics of adaptation;
 - (c) Understanding the social and cultural dimensions of adaptation;
 - (d) Policy setting and planning, including climate-proofing of future development;
 - (e) Piloting and demonstrating;
 - (e) Full-scale implementation.

B. Mitigation

7. To implement sustainable development policies and mitigation measures in Africa, with special emphasis on the development of indigenous and local communities, women and children in Africa, the following key areas of mitigation work were identified:

- (a) *Energy sector*: Including scaling up investment to provide access to affordable cleaner energy, especially for rural communities; development of appropriate alternative energy sources; policies and measures to increase energy efficiency; precautionary approach to the development of biofuels for mitigation and energy security;
- (b) *Reduced emissions from deforestation and forest degradation (REDD)*: Including the development of market-based mechanisms to reward or provide incentives for forest conservation or the avoidance of deforestation and sustainable forest management practices;
- (c) *Land use, land-use change and forestry*: As the primary source of emissions in Africa, this represents one of the key areas for mitigation work in the continent, which includes best practices to enhance carbon sequestration and reduced emissions;
- (d) *Using and maximizing opportunities from the international carbon market*: Africa is to call for binding ambitious targets for developed countries to secure the price of carbon. Key areas of work for Africa include reforming the rules of market mechanisms such as the Clean Development Mechanism to increase accessibility by African countries, the full implementation of the Nairobi Framework and building capacity in Africa to gain access to the available financial mechanisms (the Clean Development Mechanism, Global Environment Facility, the World Bank and the African Development Bank, among others).

C. Supporting and enabling measures

8. Three categories of supporting and enabling measures have been identified to support Africa's efforts to adapt to and mitigate climate change. These should form an integrated package of support tailored to each climate change intervention.

1. Capacity-building

9. Capacity-building measures include the following:

- (a) To enable human resource development through focused training, mentoring and learning-by-doing approaches, among other measures;
- (b) To empower relevant institutions at various levels;
- (c) To enhance observation, research and knowledge management;
- (d) To strengthen communication, education and awareness-raising at all levels, especially at the local and community levels;
- (e) To strengthen and use the regional networks of information and knowledge-sharing;
- (f) To develop tools, methods and technologies and support their application;
- (g) To encourage and strengthen participatory and integrated approaches in planning and decision-making, including the meaningful participation of civil society;
- (h) To share experiences, information and best practices of African countries;
- (i) To assess, strengthen and mobilize the capacities of existing relevant facilities and institutions in Africa.

2. Finance

10. Sources of financing should be scaled up, including the following:
 - (a) National or domestic investment;
 - (b) Multilateral funding: grant, loan and concessional;
 - (c) Bilateral investment and donor funding;
 - (d) Insurance and other risk management instruments;
 - (e) Private sector instruments;
 - (f) Market-based instruments, e.g., carbon finance;
 - (g) Improving access to financing through:
 - (i) Rationalizing the ever-growing number of funds (including eliminating duplications and harmonizing the governance of these funds, among other things to reduce conditionalities to disbursement of the funds);
 - (ii) Streamlining bureaucratic procedures;
 - (iii) Reducing transaction costs;
11. There is a need:
 - (a) For equity in the allocation of funds based on need and, including the use of vulnerability criteria in resource allocation decision-making;
 - (b) To develop effective systems to ensure transparency and accountability in the use of funds mobilized for climate change;
 - (c) For funding to be new, additional to existing development funds and reliable in the long term.

3. Technology development and transfer

12. The development and transfer of technology are critical to the achievement of both adaptation and mitigation programmes in Africa. Key areas of work in the field of technology include:
 - (a) Enhancing technology development and transfer, including hard technologies (e.g., drip irrigation, water harvesting, drought-resistant crop varieties, renewable energy technologies, building technologies, etc.) and soft technologies (e.g., knowledge, systems, procedures, best practices);
 - (b) Addressing technology transfer barriers, including rules of trade tariffs, intellectual property right-barriers and technical trade barriers (standards, ecolabelling);
 - (c) Enhancing and supporting the research and development capacity in African countries to foster the development and local manufacture of cleaner mitigation and adaptation technologies;
 - (d) Enhancing technology cooperation between African countries and others, particularly the Africa-European Union joint strategy, Africa-China, Africa-India, Africa-South America and the Tokyo International Conference on African Development cooperation programme with Japan, including through encouraging member States to develop specific programme proposals and submit proposals for consideration.

Annex V

Summary of the technical briefing

1. A technical briefing to ministers and the African diplomatic corps took place during the afternoon of Thursday, 28 May 2009. The briefing was opened at 1.45 p.m. by the chair of the session, Mr. Francis Dunstan Nhema, Minister of Environment and Tourism of Zimbabwe, who had replaced for the duration of the briefing the President of the Conference, Ms. Bulyewa Sonjica, Minister of Water and Environmental Affairs of South Africa, who had been unable to attend.
2. Opening remarks were made by Mr. Mounkaila Goumandakoye, Director of the UNEP Regional Office for Africa, speaking on behalf of Mr. Achim Steiner, Executive Director of UNEP; Ms. Rhoda Peace Tumusiime, Commissioner for Rural Economy and Agriculture of the African Union Commission; Mr. Alf Wills, Deputy Director-General, International Cooperation, Department of Water and Environmental Affairs of South Africa, representative of the President of the Conference; and Mr. Josue Dioné, Director, Food Security and Sustainable Development, United Nations Economic Commission for Africa [NOTE TO SEC: PLEASE CONFIRM THAT IT WAS MR DIONE WHO SPOKE].
3. Mr. Goumandakoye stressed the commitment of the United Nations system and, in particular, of UNEP, to accompanying African countries in the negotiation process leading up to the fifteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change, to be held in December 2009. He reiterated that the full expertise of the United Nations was at Africa's disposal to ensure that the continent reached a common position that would be of benefit to all.
4. Ms. Peace Tumusiime urged representatives to look at the issues facing them in unity, in spite of the continent's diversity. She stressed that, with teamwork, Africa would be able to speak with one voice.
5. Mr. Wills said that he was confident that, given the thorough preparation for the upcoming fifteenth session, the continent would be able to make a genuine and meaningful contribution to the development of a post-Kyoto regime that would prioritize Africa's concerns.
6. Mr. Dioné stressed the importance of cooperation, noting that the Commission had provided support to the Conference and would continue to do so, for example by facilitating the holding of a joint conference of ministers of environment and finance to discuss financing issues related to climate change and offering to host the meeting of Africa's high-level expert panel on climate change in October 2009 and the African Group of negotiators at its headquarters. He assured representatives of the Commission's full commitment to the process and to Africa's efforts to tackle climate change and attain the Millennium Development Goals.
7. The presentations made during the ministerial briefing will be available for consultation on the internet, at the address: http://www.unep.org/roa/Amcen/Amcen_Events/3rd_ss/.

I. Briefings

A. Preparations for Copenhagen

1. Presentations

(a) Work of the Conference on climate change

8. Mr. Peter Acquah, Conference Secretary, provided an overview of the work of the Conference secretariat since the Conference's twelfth session, held in Johannesburg, South Africa, in June 2008. He acknowledged the assistance provided to the Conference by its sponsors, described the meetings leading up to the current session and explained how work would progress following the current session, setting out its expected outcomes. He assured representatives that the experts had worked diligently to lay the foundations for a shared vision and common position in Copenhagen.

(b) Perspectives on the road to Copenhagen 2009

9. Mr. Kamel Juma, chair of the African group of negotiators, gave a briefing on the group's work over the past days. He said that the group had worked intensively to make progress on the many elements before it, pointing out that the negotiation process was extremely complicated. He set out the various elements upon which the group had deliberated and informed representatives that he would provide further information and specific details in his statement the following day.

(c) Awareness-raising initiative: "Seal the deal"

10. Mr. Satinder Bindra, Director, UNEP Division of Communications and Public Information, gave a multimedia presentation on the global outreach campaign under the slogan "Seal the deal". The campaign was led by UNEP and intended to rally partners towards attaining a common goal – that of encouraging Governments to sign a new climate change agreement in Copenhagen. He spoke of the challenges facing the continent, identified the methods that the campaign would use to reach out to as wide an audience as possible and discussed opportunities for representatives and, indeed, populations, to become involved in the campaign at all levels.

(d) Common Market for Eastern and Southern Africa

11. Mr. Stephen Karangizi, Assistant Secretary-General of the Common Market for Eastern and Southern Africa gave a presentation on an agriculture, forestry and other land-uses project in which he noted the need to bring about improvements in land management among farmers, smallholders and others in Africa to reduce the global carbon emissions accounted for by agriculture and deforestation. There was significant potential for climate change mitigation in Africa through agriculture. Noting that few current Clean Development Mechanism projects were taking place in Africa, he stressed that the project could add to other carbon revenue streams for the continent, thereby boosting sums received as development assistance. Noting that the poor and vulnerable were dependent upon small-scale agriculture for food and economic security, he identified the priorities for the project, which included the establishment of an African biocarbon facility, the simplification of the Clean Development Mechanism to include the United Nations Collaborative Programme on Reducing Emissions for Deforestation and Forest Degradation in Developing Countries and assorted afforestation and reforestation projects, and supporting mainstreaming of climate change at the national level.

2. Responses

12. Following the above briefings and presentations, representatives were afforded the opportunity to pose questions. One representative said that there was a need for specific figures and costings for the proposals being made so that Africa's position and demands were clear. In response, the representative of the Conference secretariat said that such work was continuing, as would be demonstrated by additional presentations.

13. Another representative sought clarification as to the progress of climate change negotiations and the identity of Africa's supporters so that synergies from alliances could be maximized before Copenhagen. The representative of the Conference secretariat responded that significant progress was being made, particularly in the areas of responses and inputs into adaptation, technology development and transfer and finance. He noted the particular contribution of the Governments of Denmark and Norway, the African Development Bank, the United Nations Economic Commission for Africa, UNEP and the Common Market for Eastern and Southern Africa, among others, in supporting the Conference's work.

B. Finance, adaptation and related issues**1. Presentations****(a) Access and benefit-sharing**

14. Mr. Balakrishna Pisupati, Division for Environmental Law and Conventions, gave a presentation on behalf of XXXX [NOTE TO SEC: PLEASE PROVIDE THIS NAME], stressing that biodiversity played a vital role in the adaptation and mitigation of climate change, and that the fair distribution of benefits from use of resources in Africa posed a significant challenge. Noting that answers to some key challenges should be prepared in time for the tenth meeting of the Conference of the Parties to the Convention on Biological Diversity, to be held in Nagoya, Japan, in 2010, he said

Africa must use the opportunity to drive forward discussion on issues of access and benefit-sharing relating to biological diversity resources.

(b) Financing

15. Mr. Djimingue Nanasta, Enda Tiers-Monde, gave a presentation focusing on financing climate change adaptation and mitigation, summarizing current available resources provided by international institutions. Highlighting the marginal impact of Clean Development Mechanism funds in Africa, he set out the need for new funds and initiatives suited to the continent, together with policy recommendations in the area of revenue-raising, governance and disbursement. He identified short-term priorities, which included the integration of climate change issues into development policy; pro-activity towards existing sources of funding; the creation of carbon market opportunities and the establishment of an African climate change investment facility.

(c) Adaptation

16. Ms. Musonda Mumba, UNEP Division of Environmental Policy Implementation, provided an overview of preliminary results of a study on the costs of adaptation undertaken by the Norwegian Agency for Development Cooperation. She highlighted the importance of adaptation being driven by countries' national agendas and managed through new institutions and coordinated strategies; reliable finance and greater investment in the generation and management of information and knowledge were key. She stressed that current scientific evidence was sufficient to warrant and determine actions to be taken and she called for urgent action on awareness-raising, information, communication and early warning, vulnerability assessments and capacity-building. Pointing to the multiplicity of information sources, she suggested that an African adaptation network could provide a single access point for information for the continent. In closing, she emphasized four key imperatives: matching needs and responses to the growing numbers of people and ecosystems in danger; acting with speed as climate change was happening at a faster rate than predicted; focusing on managing risk and building resilience by reducing vulnerability; integrating risk reduction, adaptation, mitigation and human development goals.

17. Mr. Ahrlich Desa, Head, Capacity Development Section, Secretariat of the United Nations Educational, Scientific and Cultural Organization (UNESCO) Intergovernmental Oceanographic Commission, explained that the Commission enjoyed a mandate to coordinate global ocean science and ocean services, among other things. He emphasized the importance of the coastal zones at the environmental level, pointing out that they were home to 50 per cent of the population. He invited Ms. Isabelle Niang, Regional Coordinator, adaptation to climate and coastal change in West Africa project, UNESCO Regional Bureau for Education in Africa, to give further details.

18. Ms. Niang underlined the need to build capacity regarding coastal adaptation and expressed the belief that coastal zones were being neglected in the wider environmental context, even though they accounted for most of the gross national product. Such action should be taken in a holistic manner, as coastal zones were multi-sectoral and that all the sectors involved must be considered in adaptation options. She referred to the need to adapt to the rise in sea levels, pointing out that much of the population in coastal zones derived its livelihood from such activities as tourism, fishing and trade. She also identified one often ignored aspect of coastal erosion: its effect on cultural heritage, with ancient burial grounds and historical buildings disappearing into the sea. She stressed that action in response to that problem should not be confined to the building of sea walls, which had not proved viable as a long-term solution. She stressed the need for capacity-building to adapt to climate change, such as the strengthening of institutes of marine science, but stressed the importance of ensuring that those trained should be encouraged to stay and apply their expertise in Africa. She said that the views of the ordinary people, such as fisherfolk, who had to live on a daily basis with the problems, should be borne in mind and that there was a great need to preserve and make use of traditional beliefs and knowledge. She referred to the difficulty encountered by African countries in accessing environmental funding and said that firm action needed to be taken to improve ease of access.

19. Mr. Richard Muyungi, Assistant Director of Environment, United Republic of Tanzania, and lead negotiator on capacity-building issues under the United Nations Framework Convention on Climate Change and its Kyoto Protocol on behalf of developing countries, highlighted the importance to Africa of the adaptation fund, not least because, as the first such body to have the majority of its representatives from developing countries, it gave those countries direct access to its resources, thus obviating the obstacles faced by developing countries under other institutional arrangements. On that context, he outlined the steps that countries needed to take to gain access to funding: while over the past year the focus had been on putting in place the necessary legal arrangements to ensure that the fund

became operational before Copenhagen, the next step was to set strategic priorities and guidelines. In conclusion, he said that, when agreement was reached on the amount of resources to be made available, priority would be given to projects in the most vulnerable countries, particularly those in Africa.

20. Ms. Marianne Karisen, Senior Adviser, Department of Culture and Pollution Control, Ministry of Environment of Norway, provided an overview of her Government's proposal for a financial mechanism for adequate, predictable and sustainable financing for climate change actions as called for in the Bali Plan of Action. The Government of Norway was working on the basis of limiting global mean temperature rise to a maximum of 2°C to prevent dangerous climate change, as indicated by the Intergovernmental Panel on Climate Change. To that end, hundreds of billions of dollars would be required annually to 2030 from a variety of financial sources and mechanisms both within and beyond the Framework Convention on Climate Change. She suggested that an incentive structure in the market based trading system was key in addition to new and innovative financial mechanisms. She outlined the proposal of the Government of Norway, which, she said, was based on auctioning emissions allowances internationally departing from the global cap and trade system and on the polluter pays principle, among others. She stressed that the proposal was clearly measurable, reportable and verifiable; amounts of allowances could be tracked through an international transition log. In the light of proposals for financial mechanisms made by other Parties, she stressed the importance of myriad financing sources in the context of the post-2012 financial architecture.

2. Discussion

21. In the ensuing discussion, several representatives highlighted that Africa, while least to blame for climate change, was the most vulnerable to its effects. Many representatives pointed to the cumbersome and complex procedures that characterized current climate change funding mechanisms and called for simplification of procedures to enable access to be provided to funds. A number of representatives called for the pooling or harmonization of sources of funding. One spoke of the discrepancy between estimates made by the international community of the cost of adaptation to climate change and estimates made for specific projects by African national government institutions. He urged African States to provide UNEP with project costings by 17 June 2009 for the consolidation of what was termed an African "shopping list" for the climate change negotiations in Copenhagen. One representative said that a special adaptation fund for Africa had been created and would be launched by the African Development Bank.

22. Many representatives called for the gender perspective to be adequately reflected in the climate change negotiations. One suggested that, within the African Development Bank's special fund for Africa, there should be components specifically earmarked for gender issues to help women to overcome the effects of climate change. Another pointed to the importance of other vulnerable groups, such as young people.

23. One representative expressed her support for an African adaptation network to provide a single source of information for the continent. She asked whether consideration had been given to a transitional financing arrangement pending the establishment of a more permanent funding mechanism under the post-2012 regime. Another representative outlined measures taken by his Government to tackle the challenges of climate change, including the Great Green Wall Initiative and the hosting of a conference on coastal zones on 18 and 19 May 2009, the outcome of which, the Dakar Declaration, would be distributed to representatives.

24. One representative said that, while it was understandable that representatives of the private sector were reluctant to invest in African countries that were perceived to be corrupt and unstable, it was necessary to work with those countries to tackle their national situations. Another representative proposed the establishment of regional technical centres to ensure that appropriate technologies were transferred to the continent, which had so often been used as a dumping ground for obsolete technologies. Another called for costed national climate change impact assessments in addition to national action plans for adaptation to climate change. One representative, outlining successful environmental protection measures undertaken in his country, emphasized the importance of domestic commitment and responses, including the sharing of information and success stories.

C. Reduced emissions from deforestation and forest degradation

1. Central African perspective

25. Mr. xxxxxxxx, xxxx (Central African Forest Commission), gave a presentation drawing attention to the importance of the forests of Central Africa, which represented some 6 per cent of world forest cover. In particular, the forests of the Congo Basin constituted a significant carbon reserve, were rich in biodiversity and represented a crucial economic resource for the region. With a view to tackling the problem of degradation and creeping deforestation, the countries of the Congo Basin had presented various proposals to generate resources and access sustainable financing within the framework of current emissions reduction discussions. It was their view that scenarios based on historic emissions needed to be amended to take account of their particular circumstances. Accordingly, they proposed that a stabilization fund should be set up to support countries with a low deforestation rate and an activation fund for capacity-building, activities and policies aimed at reducing deforestation. As the second lung of the world, the forests of the Congo basin had a critical role to play in global climate regulation and stabilization. [NOTE TO SEC: WE HAVE CHECKED THE LIST OF PARTICIPANTS AND WE CANNOT SEE COMIFAC ANYWHERE. SHOULD IT BE ADDED? PLEASE CLARIFY WHO SPOKE]

2. United Nations Collaborative Programme on Reducing Emissions for Deforestation and Forest Degradation in Developing Countries (REDD)

26. Mr. Ibrahim Thiaw, Director, UNEP Division of Environmental Policy Implementation, provided a brief overview of REDD, a partnership between UNEP, the United Nations Development Programme and the Food and Agriculture Organization of the United Nations, inaugurated in September 2008 by the Secretary-General and the Prime Minister of Norway, whose country was providing substantial funding to the programme. Nine pilot countries had been identified, of which three were in Africa: Democratic Republic of the Congo, United Republic of Tanzania and Zambia. The programme was funded to the amount of \$52 million and comprised a direct response to the Bali Plan of Action. It aimed to facilitate technical discussions in the context of the negotiations under the Framework Convention on Climate Change. Stressing the importance of forests to African countries and their multiple benefits, including their significant carbon and sustainable forest management revenue potential, he urged participants to establish a common position. He stressed that the programme intended to bring the issue of forests to the attention of the highest level of decision makers; to that end, the programme aimed to organize a high-level meeting on climate change on 21 September 2009, on the eve of the sixty-fourth session of the General Assembly.

D. Clean development

1. Operation of the Clean Development Mechanism in Africa

27. Mr. John Christensen, Head, UNEP Risø Centre on Energy, Climate and Sustainable Development, gave an overview of the Clean Development Mechanism and, in particular, its operation in Africa. Noting that, as the emissions trading system was driven by the European economy, prices for carbon credits had fallen in response to the global economic downturn, he suggested that the situation was likely to improve after the climate summit in Copenhagen and did not detract from the generally successful performance of the Mechanism, which currently had some 15,000 projects in the pipeline and a wide distribution of credits. That distribution remained somewhat uneven, however, with the dominance of a few major economies, and it was important to ensure that smaller economies, such as African countries, benefited to a greater degree. To that end, he stressed the need to raise awareness of the Mechanism among African ministries and for stable funding to be provided for their designated national authorities. In that context, he highlighted the efforts being made under the Nairobi partnership, between UNEP, the United Nations Development Programme, the World Bank and the secretariat of the Framework Convention on Climate Change, to promote the share of Africa in the emissions market. He also reviewed the important role in that endeavour of UNEP, which was helping to build capacity in a large number of African countries. In addition, he noted the important role that regional banks could play in the carbon trading system in Africa.

2. Role of the African Development Bank

28. Mr. Anthony Nyong, African Development Bank, gave a presentation on the Bank's role in the carbon finance system in Africa. Recalling the commitment by developed countries under the

Framework Convention on Climate Change to establish projects in developing countries to achieve sustainable development, he pointed out that carbon trading should involve more than simply shopping by industrialized countries for carbon credits in non-industrialized countries. In that context, he suggested the need to rethink the Clean Development Mechanism, which was currently skewed towards industrialization, to give more weight to agriculture as a source of carbon emissions, thereby giving Africa a greater comparative advantage. He also drew attention to projects funded by the African Development Bank through its Clean Development Funds facility, which was designed to help developing countries move to cleaner technologies and thereby generate further credits under the Clean Development Mechanism. Lastly, he stressed the importance of knowledge sharing and of continued efforts to involve the private sector in clean development projects and highlighted the important role that regional development banks could and should play in the disbursement of carbon credits.
