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*African Ministerial Conference on the Environment*

**African Ministerial Conference on the Environment**

Special Session on Climate Change

Nairobi, 25 – 29 May 2009

**Progress made in the implementation of AMCEN's work on climate change  
(July 2008 – Date)**

**I. General**

1. A more systematised form of work of the African Ministerial Conference on the Environment (AMCEN) in combating climate change in Africa actually commenced with the preparation and subsequent adoption of the Action Plan of the Environment Initiative of the New Partnership for Africa's Development (Action Plan) by AMCEN in Maputo, Mozambique in June 2003. It is noteworthy that the six priority thematic areas in the Action Plan are, not in order of priority, (i) Combating land degradation, drought and desertification; (ii) Conserving Africa's wetlands; (iii) Prevention, control, and management of invasive alien species; (iv) Conservation and sustainable use of marine, coastal and freshwater resources; (v) Combating Climate Change in Africa; (vi) Transboundary conservation or management of natural resources. Cross-cutting issues selected in the Action Plan include health and environment; transfer of environmentally sound technologies; assessment of early warning on natural disasters; and the environment directory of NEPAD.
2. AMCEN, NEPAD Secretariat, African Union Commission, some UN –Agencies, International Organizations, and Non-Governmental Organizations have been implementing various aspects of the Action Plan since 2004 albeit on a modest scale as a result of the perennial financial constraints facing the Conference. Capacity building underpins the implementation of the Action Plan. In this regard subregional environmental action plans (SREAPs) of the environment initiative of NEPAD were prepared by the Regional Economic Communities (RECs) in 2006 under the auspices of AMCEN and the NEPAD Secretariat. It became clear to AMCEN that *combating climate change in Africa* required increased attention when all the five subregions in Africa indicated that climate change was a high priority for them and expressed growing concerns about the vulnerability of their respective subregions to the adverse effects of climate change and variability.
3. It was in this regard that AMCEN and UNEP- with financial support from South Africa and some Partners of Africa- organized a meeting of African climate change experts and negotiators in Naivasha, Kenya in September 2006. One of the main outcomes of the meeting was a draft *African position paper* (which subsequently served as a reference document for African Group of negotiators) for the twelfth Conference of the Parties to the United Nations Framework Convention on Climate Change and the second Conference of the Parties serving as the Meeting of the Parties for the Kyoto Protocol held in Montreal, Canada in November/December 2006. The outcomes of the negotiators meeting were adopted by AMCEN at its extraordinary session held in Nairobi in November 2006 (See UNEP/AMCEN/Prep. Mtg-CC/1).

4. AMCEN subsequently became increasingly concerned about the growing threat of climate change to Africa in particular. This was heightened by the publication of the Intergovernmental Panel on Climate Change (IPCC) Fourth Assessment report (2007) which identified Africa as the most vulnerable continent to climate change. The scientific conclusions contained in the report, particularly as they relate to the social, economic and environmental impacts are of serious concern to African countries. Of particular concern to Africans is the fact that while Africa had 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 yet the continent has the least capacity to adapt.
5. In view of the unprecedented challenges posed to Africa from climate change and variability, the African Ministerial Conference on the Environment (AMCEN) decided to focus its attention on matters related to climate change at its twelfth session held in Johannesburg in June 2008. The Ministerial Conference's policy dialogue on climate change and the subsequent decision made by the Conference were ground-breaking. AMCEN recognized the need for the Conference to provide increased guidance for the development and implementation of its work on climate change in Africa (*AMCEN's work on climate change in Africa*) with the view to enhancing the work of the Ministerial Conference to combat the adverse effects of climate change and variability in the continent.
6. A landmark decision on climate change was made by the Ministerial Conference, *namely* (i) Africa's preparations for developing a common negotiating position on a comprehensive international climate change regime beyond 2012; and (ii) Comprehensive framework of African climate change programmes. The President of AMCEN's summary of the ministerial dialogue on climate change and the decision made by AMCEN on climate change (Decision 2) at its twelfth session can be found in Annex 1 and Annex 2 respectively in this present document.
7. The twelfth session of AMCEN mandated the President of AMCEN to steer the *African Process on Combating Climate Change*. Representatives also welcomed Algeria's offer to host the first meeting of the proposed African High Level Expert Panel on Climate Change, working towards the African ministerial meeting on climate change to be held in Algiers in October/November 2008 (Algiers Meeting) and the adoption of a final common position at the special session of AMCEN on climate change to be held in 2009. However, the meeting of the proposed African High Level Expert Panel on Climate Change in Algiers had to be postponed to enable AMCEN prepare adequately for such an important meeting. The meeting of the African High Level Expert Panel on Climate Change will therefore be held in Nairobi, Kenya from 25 to 26 May 2009 and will serve as the preparatory meeting of African experts for the Special Session of AMCEN on climate change which will be held in Nairobi on 29 May 2009.

## **II. Developing a Common Negotiating Position for Africa**

8. In furtherance of implementation of this aspect of the AMCEN's decision on climate change, the Secretariat has held consultations with the African Union Commission, United Nations Economic Commission for Africa (UNECA), the African Development Bank, the NEPAD Secretariat, virtually all the Regional Economic Communities, and some other key regional stakeholders in Africa. The Secretariat participated in meetings of the African Group of negotiators held in Accra (August 2008), Algiers (November 2008), Poznan (December 2008) and Bonn (March/April 2009). The outcome of all the meetings (i.e. those preceding the one held in Bonn) was the *African Climate Platform to Copenhagen (Algiers Platform)* which contained a synthesis of all the previously adopted positions by the African Group of negotiators agreed upon in Naivasha-Kenya; Abuja-Nigeria; Dakar-Senegal; Bonn-Germany; Johannesburg- South Africa (an aspect of the 12<sup>th</sup> session of AMCEN); Accra-Ghana; and Algiers-Algeria (see AMCEN/SS3/INF./1).
9. The *Algiers Platform* specifically served as the reference document for the African Group of negotiators at the fourteenth Conference of the Parties to the United Nations Framework Convention on Climate Change and the fourth Conference of the Parties serving as the meeting of the Parties to the

Kyoto Protocol (COP14/CMP4) held in Poznan, Poland in December 2008; the meeting of the subsidiary bodies (SBSTA29 and SBI 29); and the sessions of the AWG-KP and AWG-LCA. It is expected that the Algiers Platform document will be significantly updated during the third Special Session of AMCEN to merit the anticipated new reference name; i.e. *Algiers – Nairobi Platform*.

10. It is worth noting that the Secretariat presented AMCEN's work on climate change in Africa and other related topics during most of the meetings listed above. The Secretariat also successfully acquired the services of an experienced legal expert to advise the African Group of negotiators and this has turned out to be very useful and has been welcomed by all the African negotiators. It is envisaged that other sectoral specialists will be identified who can also provide real time advice to the African negotiators when needed.
11. The first phase of the Secretariat's work has mainly been on trust building, resource mobilization, consensus building and laying the foundation for the various actors in Africa to work in concert to achieve the main objective of having a common negotiating position for Africa on a comprehensive international climate change regime beyond 2012 as well as a shared vision for combating the adverse effects of climate change in the continent. It is therefore obvious that the outcomes of the Special Session of AMCEN on climate change are very crucial if Africa is to make the necessary impact in Copenhagen in December 2009.
12. The first phase of the work of AMCEN on climate change in Africa will end with the Special Session of AMCEN on climate change and the endorsement of the outcomes of the meeting by the thirteenth Ordinary Assembly of the African Union scheduled to be held in July 2009. The second phase of AMCEN's work will commence in June/July 2009 and this will be extremely important since the actual climate negotiations are commencing in June 2009. The Secretariat will therefore have to enhance its efforts to effectively buttress the work of the African Group of negotiators and also coordinate the development of the comprehensive framework of African climate change programmes. In this regard resources will be required to further build the capacity of the negotiators and their alternates (negotiators) who can provide effective support in the field to the lead negotiators. Resources will also be required to conduct the subregional meetings (before October 2009) and the proposed pre-COP meeting in October 2009.
13. Four related ministerial meetings have been held in Bangui, Central African Republic (for ECCAS in September 2008); Cotonou, Benin (for ECOWAS in October 2008); Nairobi, Kenya (for COMESA in November 2008); Algiers, Algeria (Ministers of Environment in Africa in November 2008) since the twelfth session of AMCEN was held in Johannesburg in June 2008. The Secretariat participated in all the meetings mentioned above. The outcomes of the ministerial meetings included, among others, the following ministerial declarations:
  - a. The Bangui Declaration on the preparation of negotiations of the new climate regime post-Kyoto 2012; (Central African Republic, 11 September 2008);
  - b. The Declaration of Cotonou on climate change; (Benin, 22 October 2008);
  - c. Nairobi Declaration on climate change of the meeting of the COMESA Ministers of Agriculture and Environment; ( Kenya, 7 November 2008); and
  - d. The Algiers Declaration on Climate Change; (Algeria, 20 November 2008).
14. In developing the *AMCEN Nairobi declaration on the Africa's process on combating climate change* and key technical and political messages, the Secretariat will invite delegates attending the Special session of AMCEN on climate change to take cognizance of the specific suggestions made in the ministerial policy dialogue of the twelfth session of AMCEN (see Annex 1); the above-mentioned declarations; all the relevant climate change declarations and decisions of the African Union and other ministerial forums listed in the report of the twelfth session of AMCEN contained in document

UNEP/AMCEN/12/9; a number of climate change related workshops and or conferences which have been held in Africa over the period, including workshop on *climate change and water adaptation: building resilience through partnerships* (Mombasa – Kenya, April 2009); and regional conference for climate change negotiators from Eastern and Southern Africa held in Gaborone, Botswana in February 2009.

15. On 16 February 2009 an informal meeting between AMCEN and some EU Ministers of Environment was held on the margins of the GC 25 at the request of the President of EU ministers of the environment. The exploratory talks agreed that in view of Africa's vulnerability to the adverse effects of climate change and variability, the continent should make a strong case for support at Copenhagen 2009. The meeting also reaffirmed that given that Africa is the most vulnerable region with the least adaptive capacity, adaptation is the most immediate priority. It was also agreed that there was 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.

### **III. Comprehensive Framework of African Climate Change Programmes**

16. Work on the development of a comprehensive framework of African climate change programmes and the associated subregional framework of climate change programmes is being based on the outlines prepared by the twelfth session of AMCEN as contained in Annex 2 of this present document. It is in this regard that project proposals were developed which are forming the basis for resource mobilization efforts and the initial work being undertaken. A preliminary desk research on the comprehensive framework of African climate change programmes is nearing completion. A desk research on subregional framework on climate change programmes for Eastern Africa has commenced and as stated earlier will constitute the basis for the consultative meeting in the subregion. Similar research work will also commence in the other subregions in June/July 2009.
17. The development of framework(s) of subregional climate change programmes (FSCCPs) will contribute to the finalization of a comprehensive framework of African climate change programmes. This process presents a unique opportunity for enhanced collaboration in Africa between all the main actors working to combat climate change in the continent in particular. This initiative will ensure that the negotiations process informs the programmatic work being carried out on the continent and vice-versa. In this regard this part of the work is aimed at :
  - a. Developing FSCCPs in each of the following subregions: Central African States; West African States; Eastern African States; Southern Africa States; and North African States.
  - b. Strengthening the capacity of the Regional Economic Communities, the African Union Commission, and NEPAD Secretariat to facilitate and or prepare as well as implement FSCCPs;
  - c. Strengthening the capacity of AMCEN Secretariat to facilitate the development of the FSCCPs as well as their subsequent implementation.

### **IV. Conclusion**

18. Africa's preparations for developing a common negotiating position on a comprehensive international climate change regime beyond 2012 has reached such a crucial stage that very urgent steps should be taken by AMCEN to ensure that Africa's wish to speak with one voice at COP15/CMP5 and a shared vision for combating climate change are realized.

## ANNEX 1

### **Africa's Climate Roadmap: from Johannesburg through Africa to Copenhagen**

In their statements, many representatives underscored the importance of the decision and outcomes of the United Nations Climate Change Conference<sup>1</sup> held in Bali, Indonesia, in December 2007, in particular the agreement on the Bali Action Plan, which set 2009 as the end date for negotiations on strengthening the climate regime beyond 2012. Representatives also noted that Africa had a shared vision on adaptation and mitigation, using sustainable development policies and measures approach, supported and enabled by finance, technology and capacity-building. It was agreed that Africa must speak with one voice in advancing the continent's interests in negotiations for the climate regime beyond 2012.

Given that intensive negotiations were needed to achieve an outcome by the end of 2009, representatives stressed the need for Africa to identify the key political messages to inform the global debate and negotiating process, in terms both of the commitments that it sought from the international community, and also of the actions that African countries would take themselves. The Bali Action Plan offered Africa the opportunity to build consensus on the complex issues of climate change and sustainable development, to the benefit of the continent. Many representatives stressed the importance for an African consensus on ways of enhancing implementation of the Framework Convention on Climate Change and the Kyoto Protocol beyond Copenhagen, on the basis of the established principles of equity and common but differentiated responsibilities and respective capabilities.

For the development of an African common position as part of the African Roadmap to Copenhagen, representatives proposed an African high-level expert panel on climate change, to include senior officials, and African focal points for the Framework Convention on Climate Change, working in collaboration with UNEP, NEPAD and the Commission of the African Union and mandated to develop a draft common position, including a plan of action for building consensus in the region and supporting a focused and coordinated approach to the climate change negotiations. It was noted that, at its twelfth session, AMCEN had decided to establish a work programme with milestones for the development of the common position, with the President of AMCEN mandated to steer the African Roadmap process.

Representatives also welcomed Algeria's offer to host the first meeting of the planned AMCEN high-level expert panel, working towards the African ministerial meeting on climate change to be held in Algiers in October 2008 and the adoption of a final common position at the special session of AMCEN to be held in June–July 2009 in the margins of the thirteenth African Union Summit. In addition, they welcomed the decision of the joint annual meeting of the African Union Conference of African Ministers of Economy and Finance and the Conference of Ministers of Finance, Planning and Economic Development of the United Nations Economic Commission for Africa (ECA), to establish an Africa climate-change policy centre at ECA, and highlighted its role in supporting the development of an African consensus. Other representatives suggested that UNEP, the Commission of the African Union and the secretariat of NEPAD were well placed to assist in that regard.

Among the specific suggestions made in the policy dialogue, representatives outlined the following elements for the process of developing a common position:

- (a) Africa agreed to put forward a shared vision based on scientific evidence and broad political consensus. That shared vision would have several key elements: the future climate-change regime should accommodate the priorities for Africa of sustainable development, poverty reduction and attainment of the Millennium Development Goals; increased support should be provided under the regime for capacity-building, financing and technology development and transfer for adaptation and mitigation in Africa; and the stabilization of emissions in the atmosphere;
- (b) With regard to the need to keep global atmospheric concentrations of greenhouse gases at a manageable level, Africa should seek agreement on a future global emissions reduction regime with targets for all developed countries to reduce their emissions, by 2020, towards the upper end of the 25-40 per cent

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<sup>1</sup> The United Nations Climate Change summit in Bali, Indonesia, consisted of the thirteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change and the third session of the Meeting of the Parties to the Kyoto Protocol.

range for emissions reductions 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. With developed countries taking the lead in that regard, developing countries would be able to deviate substantially from “business-as-usual” baseline emissions, enabled and supported by finance, technology and capacity-building from developed countries, in a measurable, reportable and verifiable manner;

(c) Adaptation in Africa must be given higher priority in order to balance it with mitigation on the international negotiating agenda. The future regime should emphasize assisting developing countries with adaptation technologies, finance and capacity-building. The adoption and further development of Africa’s indigenous knowledge relating to sustainable development and natural resource management were critical for successful adaptation programmes in Africa;

(d) Significantly upscaled adaptation financing, that was new and additional and that did not divert existing overseas development assistance away from poverty eradication and other development priorities, must be channeled through the Kyoto Protocol’s Adaptation Fund. Representatives expressed concern that some existing climate funds were largely mitigation-oriented and stressed that Africa must ensure that funds were to be made available for concrete adaptation projects;

(e) The importance of a coherent financial architecture for climate change, guided by agreed principles and with equitable governance, was stressed. Regarding access to the international climate funds, representatives called for the simplification of procedures and the removal of conditionalities. They also underscored the importance of climate-friendly investment flows and stressed that Africa must use the opportunity created by the current negotiating processes to act immediately and create enabling conditions for the rapid transition of African countries away from carbon-intensive development towards a low carbon economy and society. Africa must position itself to build international competitiveness within the emerging low-carbon global economy and must work to structure the climate change regime in a way that enabled it to build its own competitive advantages and to reach economic development and sustainable development goals while decarbonizing growth;

(f) Representatives attached importance to the carbon markets, and the Clean Development Mechanism in particular. Engagement by all developed countries in ambitious multilateral, legally binding, absolute emission reductions was critical in securing the carbon market. It was noted that carbon markets could provide some incentives for available commercial technologies but their financing must be supplemented by private sector financial flows and massively scaled-up public investment;

(g) It was noted that there was a need to rectify the skewed distribution of Clean Development Mechanism projects at the international level, and to rationalize financial and investment frameworks and mechanisms. Representatives stressed the need to negotiate improvements to the Clean Development Mechanism rules to enable Africans to take advantage of funds from the carbon market to support sustainable development and the transfer of climate-friendly technologies to Africa. Many representatives supported efforts by African countries to increase the share of Clean Development Mechanism projects in Africa, while several highlighted the need for institutional capacity-building and awareness-raising and for the private sector to become more actively involved in carbon trading;

(h) National growth and poverty reduction aspirations remained key imperatives and could be supported through increased investment and incentives for technological innovations, including incentives to support home-grown technology. Representatives also called for direct access to funds and for the creation of mechanisms for the development, transfer and uptake of mitigation and adaptation technologies;

(i) Representatives emphasized the importance of regional preparations for the Copenhagen meeting in 2009 and stressed that regional strategies for implementation were also important. Representatives also called for the involvement of women and young people in climate strategies at all levels, particularly in the areas of education and awareness-raising and capacity-building. Others highlighted the need to include the private sector and civil-society organizations in order to ensure an effective African response to climate change;

(j) On international cooperation and solidarity, representatives proposed that Africa should renew partnerships on an equitable basis with, among others, the Group of Eight, China, India, Japan, South America and the European Union, through concrete projects in Africa to deal with the global problem of climate change at the continental and subregional levels.

## ANNEX 2

### Decision on climate change adopted by the African Ministerial Conference on the Environment at its twelfth session held in Johannesburg in June 2008 and endorsed (among other recommendations submitted by AMCEN to the African Union Summit) by the 12<sup>th</sup> Ordinary Assembly of the African Union, held in Addis Ababa in February 2009

#### **Decision 2: Climate change**

##### **I. Africa's preparations for developing a common negotiating position on a comprehensive international climate change regime beyond 2012**

*We, the African Ministers of Environment,*

*Having met* in Johannesburg, South Africa, from 10 to 12 June 2008, at the twelfth session of the African Ministerial Conference on the Environment,

*Noting* that the thirteenth session of the Conference of Parties to the United Nations Framework Convention on Climate Change and the third Meeting of the Parties to the Kyoto Protocol to the United Nations Framework Convention on Climate Change held in Bali, Indonesia, in December 2007 mandated the negotiation, by 2009, of an international climate change agreement for the full and comprehensive implementation of the Convention and its Kyoto Protocol beyond 2012,

*Further noting* that progress on negotiations on the new agreement will be reviewed at the fourteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change and the fourth session of the Meeting of the Parties to the Kyoto Protocol to the United Nations Framework Convention on Climate Change, to be held in Poznan, Poland, in December 2008, with a view to completing these negotiations by the fifteenth session of the Conference of the Parties and the fifth session of the Meeting of the Parties, to be held in Copenhagen, Denmark, in December 2009,

*Stressing* Africa's vulnerability to the effects of climate change and noting the urgent need for all countries to take further actions, including more stringent and 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,

*Decide:*

(a) To request the United Nations Environment Programme, in collaboration with the Commission of the African Union, the secretariat of its New Partnership for Africa's Development, the United Nations Economic Commission for Africa, the African Development Bank and other relevant intergovernmental institutions, to organize a series of preparatory meetings for Africa's climate change negotiators and to provide the negotiators with substantive technical and policy analysis support to strengthen their preparations for the fourteenth and fifteenth sessions of the Conference of the Parties to the United Nations Framework Convention on Climate Change and the fourth and fifth sessions of the Meeting of the Parties to the Kyoto Protocol to the United Nations Framework Convention on Climate Change;

(b) To urge African countries to participate actively in international climate change negotiations, in particular, the Accra and Poznan meetings in August and December 2008, respectively;

(c) To recommend that the African Union, at its thirteenth summit in June and July 2009, consider, with a view to its final adoption, a common African position on the comprehensive international climate change regime beyond 2012, which is to be finalized in December 2009;

(d) To mandate the President and Bureau of the African Ministerial Conference on the Environment to initiate discussions with the Chair of the Commission of the African Union regarding the necessary procedures for Africa's climate change negotiators to prepare a common African position for adoption at a special session of the African Ministerial Conference on the Environment, and to submit that common African position for consideration at the summit of the African Union in June and July 2009, with a view to its adoption.

## **II. Comprehensive framework of African climate change programmes**

*We, African Ministers of Environment,*

*Having met* in Johannesburg, South Africa, from 10 to 12 June 2008, at the twelfth session of the African Ministerial Conference on the Environment,

*Expressing* concern regarding 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,

*Recognizing* the need to integrate Africa's existing climate change initiatives and programmes under 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* the recent decisions by the African Union and related African intergovernmental bodies establishing initiatives to meet the challenge of climate change, as outlined in annex I to the present decision,

*Recognizing* that, since progress in responding to the challenge of climate change in Africa is far from sufficient, it is essential to develop further and supplement these initiatives through a comprehensive framework of programmes to meet the challenges of climate change in Africa,

*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,<sup>2</sup> in which the 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 the Declaration,

*Decide:*

(a) To create, in view of the need for synergies in implementation, a comprehensive framework of African climate change programmes, bringing together existing and new intergovernmental decisions and initiatives and programmes in a consolidated manner, to be implemented at the regional, subregional, national and local levels;

(b) To adopt and develop further a conceptual outline, as set out in annex II to the present decision, to serve as the basis for identifying and filling gaps in the comprehensive framework of African climate change programmes;

(c) To establish, under the direction of the President and Bureau of the African Ministerial Conference on the Environment, an ad hoc working group to assist the President and the Bureau in the implementation

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<sup>2</sup> Assembly/AU/Decl.4 (VIII).

of the present decision. The working group may invite contributions from relevant organizations as required;

- (d) To submit for adoption the consolidated comprehensive framework of African climate change programmes to a special session of the African Ministerial Conference on the Environment in the margins of the summit of the African Union in June and July 2009, and to request the secretariat of the African Ministerial Conference on the Environment to support the Bureau in organizing that special session;
- (e) To call upon African Governments, international organizations and regional economic communities to expedite the implementation of existing programmes and initiatives on climate change in Africa at all levels and to strengthen and mobilize the capacities of existing relevant facilities and institutions in Africa to meet the pressing climate change challenges in this region;
- (f) To mandate the President of the African Ministerial Conference on the Environment to present the progress in the development of the comprehensive framework of African climate change programmes at the joint annual meeting of the African Union Conference of African Ministers of Economy and Finance and the Conference of Ministers of Finance, Planning and Economic Development of the United Nations Economic Commission for Africa, to take place in March and April 2009, to ensure adequate financing of the programmes and activities under the comprehensive framework of African climate change programmes;
- (g) To call upon Africa's development partners to support, with financial and technical assistance through multilateral North-South and South-South cooperation, the implementation of the agreed decisions on climate change in Africa and to request multilateral financial institutions and other relevant donors to support the implementation of the comprehensive framework of African climate change programmes;
- (h) To invite multilateral financial institutions and other development partners to take into account the special needs of Africa in the decision-making processes under international financing schemes, including, among others, adaptation funds, World Bank climate funds, African Development Bank funds and United Nations initiatives, and to streamline their procedures to improve access to finance;
- (i) To support the process of developing the Climate Information for Development in Africa programme (ClimDevAfrica) and to request the Commission of the African Union, the United Nations Economic Commission for Africa and the African Development Bank to accelerate the finalization of the programme document and the dissemination of this information to ensure the participation of the African Ministerial Conference on the Environment in the Climate for Development in Africa programme;
- (j) To endorse the decision of Bureau of the African Ministerial Conference on the Environment in December 2007 on the African panel on climate change and to request the Bureau of the African Ministerial Conference on the Environment to work further with the secretariat of the New Partnership for Africa's Development and the Commission of the African Union, in consultation with the Bureau of the African Ministerial Conference on Science and Technology, the United Nations Environment Programme and the World Meteorological Organization in defining the modalities of establishing an African panel on climate change;
- (k) To welcome and support the establishment of the Africa Climate Policy Centre at the United Nations Economic Commission for Africa, emphasizing its role in supporting the integration of climate change into economic development and planning processes in Africa, and to call upon the United Nations Environment Programme, the World Meteorological Organization and other relevant institutions to play an active role in this initiative.

## **Appendix I**

### **Indicative list of Africa's climate change decisions**

Decision on Climate Change and Development (Assembly/AU/Dec.134 (VIII)), adopted at the eighth ordinary session of the Assembly of the African Union

Declaration on Climate Change and Development in Africa (Assembly/AU/Decl.4 (VIII)), adopted at the eighth ordinary session of the Assembly of the African Union

Jinja Declaration adopted by the African Ministers' Council on Water at the African Ministerial Roundtable on Climate Change

Tunis Declaration and Action Plan adopted at the International Conference on International Solidarity for the Protection of Africa and the Mediterranean Region from Climate Change

Decision CP 5/3 on assessment and monitoring activities adopted at the fifth session of the Contracting Parties to the Nairobi Convention for the Protection, Management and Development of the Marine and Coastal Environment of the Eastern African Region

Joint Declaration of the Abidjan Convention and Nairobi Convention

Joint Africa-European Union Strategy and Action Plan on Energy and Environment, including the Africa-European Union Partnership on Climate Change, adopted at the second Africa-Europe Summit

Decision on climate change and the continental shelf (Assembly/AU/Dec.179 (X)) adopted by the tenth ordinary session of the Assembly of the African Union

Decision on the outcomes of the third ordinary session of the [African Ministerial Council on Science and Technology](#) (EX.CL/Dec.387 (XII)) adopted at the twelfth ordinary session of the Executive Council of the African Union

Resolution L.2 on climate change and development in Africa adopted by the First Joint African Union-ECA Conference of Ministers of Finance, Planning and Economic Development, 26–29 March 2008; the resolution expressed appreciation to the African Union, ECA and the African Development Bank for the Climate Information for Development in Africa programme and welcomed and endorsed the establishment of the Africa Climate Policy Centre by ECA

Decision on disaster risk reduction (EX.CL/Dec.250 (VIII)), adopted at the eighth ordinary session of the Executive Council of the African Union

## Appendix II

### **Indicative conceptual outline of a comprehensive framework of African climate change programmes**

The discussions of the expert segment of the twelfth session of African Ministerial Conference on the Environment resulted in the development of an indicative conceptual outline of a comprehensive framework of African climate change programmes to be implemented at all levels.

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.

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.

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.

## **Adaptation**

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.

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.

## **Mitigation**

In order 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 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).

### **Supporting and enabling measures**

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**

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

#### **2. Finance**

Scaling up sources of financing, including:

- National or domestic investment
- Multilateral funding: grant, loan and concessional
- Bilateral investment and donor funding
- Insurance and other risk management instruments
- Private sector instruments
- Market-based instruments, e.g., carbon finance

Improving access to financing through:

- 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)
- Streamlining bureaucratic procedures
- Reducing transaction costs

The need:

- For equity in the allocation of funds based on need and, including the use of vulnerability criteria in resource allocation decision-making
- To develop effective systems to ensure transparency and accountability in the use of funds mobilized for climate change
- For funding to be new, additional to existing development funds and reliable in the long-term

### **3. Technology development and transfer**

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:

- 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)
- Addressing technology transfer barriers, including rules of trade tariffs, intellectual property right-barriers and technical trade barriers (standards, ecolabelling)
- Enhancing and supporting the research and development capacity in African countries to foster the development and local manufacture of cleaner mitigation and adaptation technologies
- 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

