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African Ministerial Conference on the Environment

Second meeting of African high-level expert panel on climate change
Addis Ababa, 21–23 October 2009

Report of the second meeting of the African high-level expert panel on climate change

Introduction

1. The work of the African Ministerial Conference on the Environment (AMCEN) on climate change in Africa (known as the “African process for combating climate change”) was initiated as a follow-up to the twelfth session of AMCEN, held in Johannesburg, South Africa, in June 2008, during which ministers underscored the importance of the decision and outcomes 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 Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol, 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.

2. The objectives of the African process, based on decision 2, on climate change, of the twelfth session of AMCEN, include the following:

- (a) To support efforts by AMCEN to implement the continent’s process to achieve a common negotiating position on a comprehensive international climate change regime beyond 2012;
- (b) To provide a platform to deliberate and agree on a shared vision and common position for Africa to combat climate change and achieve sustainable development;
- (c) To engage with the international community in finding solutions to the challenges posed by climate change;
- (d) To develop a comprehensive framework of African climate change programmes and its associated subregional climate change programmes.

3. Accordingly, the technical session of AMCEN, taking the form of the second meeting of the African high-level expert panel on climate change, a meeting to prepare for the fifteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change, was organized at the United Nations Conference Centre, United Nations Economic Commission for Africa, Addis Ababa, from 21 to 23 October 2009.

I. Opening of the meeting

A. Opening

4. The proceedings began with a technical session, opened by Mr. Alfred Wills, Deputy Director-General, International Cooperation and Resources, Department of Environmental Affairs and Tourism of South Africa, on behalf of Ms. Bulyewa Sonjica, Minister of Water and Environmental Affairs of South Africa, at 9.15 a.m. on Wednesday, 21 October 2009.

5. An official opening ceremony took place during the afternoon of the first day, which was chaired by Mr. Francis Nhema, Minister of Environment of Zimbabwe. Opening statements were delivered by: Mr. Peter Acquah, AMCEN Secretary; Mr. Nhema; Mr. Josue Dione, Director, Food Security and Sustainable Development Division, United Nations Economic Commission for Africa;

Mr. Mounkaila Goumandakoye, Director, Regional Office for Africa, United Nations Environment Programme (UNEP); Mr. Walid Amrane, UNEP Tunza Youth Advisory Council; Mr. Mohamed Khalil Timamy, Head, Environment, Water and Natural Resources, African Union Commission; Mr. Wills; and Mr. Tewolde Berhan Gebre Egziabher, General Manager of the Environmental Protection Authority of Ethiopia.

6. In his statement, the AMCEN Secretary recalled the work of AMCEN with regional economic communities and organizations, as had been demonstrated by the subregional meetings that it had held with the input of such bodies as the Commission for the Forests of Central Africa. He also drew attention to the various meetings that had been held successfully in Addis Ababa over the past days before going on to warn of the dangers facing the African continent. The peoples, lives and livelihoods of Africa were at stake, meaning that there was a need to appreciate the challenges and be ready for Copenhagen.

7. Mr. Nhema, in his statement, said that the current process was critical for Africa and it was therefore necessary to send a clear message to the world on what the continent expected from Copenhagen and to fight for a favourable outcome for Africa. It was the responsibility of the technical experts to protect Africa from the impacts of climate change by ensuring that African negotiators were equipped to meet their more numerous counterparts in Copenhagen and push for Africa's agenda, notably the acceptance of common but differentiated responsibilities, the achievement of emissions targets by developed countries and the provision of the technology necessary to pursue sustainable development and increase Africa's capacity to combat climate change. He urged the experts to establish clearly Africa's position so that those representing the continent in Copenhagen were clear and united on its needs.

8. In his statement, Mr. Dione stressed the crucial nature of the current meeting in finalizing and updating the African common negotiating position. He commended AMCEN and the African Union on their work in moving towards consensus, which would provide the political guidance needed for the coming negotiations. He also assured representatives that the United Nations Economic Commission for Africa would continue to support the Climate for Development in Africa programme initiatives on water, agriculture, energy and health, among other things.

9. Mr. Goumandakoye, in his statement, drew attention to the work of UNEP as the host organization for the AMCEN secretariat. Its support remained unwavering, even though AMCEN had been made a specialized technical committee of the African Union. He warned that, while Copenhagen would represent a milestone and a turning point for humanity's response to climate change, it would not be an end in itself. In that regard, UNEP would continue to provide all support necessary and would endeavour to strengthen its strategic alliance with key regional organizations so as to have more meaningful links with all stakeholders in Africa. UNEP was aware of the need for greater relevance, coherence and impact in support to Africa, and with the support of all concerned, would endeavour to meet that need.

10. In his statement on behalf of African young people, Mr. Amrane noted the worrying consensus among developed nations that had emerged from recent meetings in Bangkok under the Convention and the Kyoto Protocol that could threaten the fair and equitable nature of the Copenhagen process, and therefore urged African countries to speak with one voice. He expressed concern at the devastating effects of climate change on Africa's young people and their future and highlighted the need to strike a deal on deep emission cuts by developed countries. It was necessary to be united in presenting a common African position in seeking financing mechanisms from developed countries' public funding as a matter of justice. He sought the inclusion of African young people in African initiatives and programmes, together with representatives of African young people in the official African delegation to the fifteenth session of the Conference of the Parties who would be able to make a forceful presentation of their concerns.

11. Mr. Timamy, in his statement, emphasized the importance attached by the African Union to achieving a consistent and common voice for Africa at the Copenhagen negotiations. To that end, the Assembly of the African Union at its twelfth ordinary session, in February 2009, had established a single delegation of heads of State to represent the continent in the climate change negotiations; adopted a common position to guide the heads of State and all negotiators; and was acceding to the United Nations Framework Convention on Climate Change to ensure the full participation of the Union as a party to the negotiations. He assured the experts of the Union's commitment to working closely with them to ensure that Africa's concerns and expectations were fully met in Copenhagen.

12. In his statement, Mr. Wills spoke of the history of the African high-level expert panel on climate change, its goals and its first meeting, held in Nairobi in May 2009. The work undertaken at the current meeting would be presented to ministers at an extraordinary meeting of AMCEN to be held on the eve of the high-level segment of the fifteenth session of the Conference of the Parties. It was, he said, increasingly evident that Africa had a strong negotiating position and attached great importance to being united. Nevertheless, much work remained to be done if the continent was to maximize the opportunities and benefits towards which it was working. To do so, there was a need to develop further the comprehensive framework of climate change programmes; the current meeting represented a significant step forward in that regard.

13. Mr. Egziabher, in his statement, expressed his approval that the African Union had become proactive in the climate change debate and would accede to the United Nations Framework Convention on Climate Change. Although Africa had been blessed with every natural advantage, the continent had been despoiled by other countries, which had weakened its social fabric through internal bickering and had made it vulnerable to developed countries' depredations. He therefore called upon African countries to stand united both in adapting to and mitigating climate change to ensure the safety and prosperity of future generations, but also in ensuring that developed nations committed themselves to measurable, reportable and verifiable emissions reduction. While African countries did not agree with the strategies employed in seeking to ensure that the United States of America signed up to any agreement, they did share the goals of saving the biosphere and to that extent were anxious to ensure the inclusion of the United States. To that end he encouraged negotiators to be flexibly constructive. He declared the meeting officially open.

B. Attendance

14. The meeting was attended by representatives of the following countries: Algeria, Angola, Benin, Botswana, Burkina Faso, Burundi, Cameroon, Chad, Comoros, Côte d'Ivoire, Democratic Republic of the Congo, Djibouti, Egypt, Equatorial Guinea, Ethiopia, Gabon, Gambia, Ghana, Guinea, Kenya, Lesotho, Liberia, Libyan Arab Jamahiriya, Madagascar, Malawi, Mali, Mauritania, Morocco, Namibia, Niger, Nigeria, Rwanda, Sierra Leone, Somalia, South Africa, Sudan, Swaziland, Togo, Tunisia, Uganda, Zambia, Zimbabwe.

15. The following United Nations entities and organizations were also represented at the meeting: Food and Agriculture Organization of the United Nations, Global Environment Facility, United Nations Conference on Trade and Development, United Nations Development Programme, United Nations Economic Commission for Africa, United Nations Education, Scientific and Cultural Organization, United Nations Environment Programme, United Nations Industrial Development Organization, United Nations International Strategy for Disaster Reduction, United Nations Office for Project Services, United Nations Population Fund, World Bank, World Food Programme, World Health Organization, World Meteorological Organization.

16. Representatives of the following regional intergovernmental organizations also attended the meeting: African Union Commission, Common Market for Eastern and Southern Africa, East African Community, Economic Community of West African States, Observatoire du Sahara et du Sahel, Pan-African Parliament, Southern African Development Community.

17. A number of non-governmental organizations were also present at the meeting. A full list of participants has been circulated separately.

II. Organizational matters

A. Election of officers

18. In accordance with the rules of procedure, the meeting was conducted under the auspices of the Bureau of the twelfth session of AMCEN. Accordingly, the representative of South Africa served as Chair.

19. The representative of Burkina Faso served as rapporteur.

B. Adoption of the agenda

20. The experts adopted the following agenda based on the provisional agenda prepared by the secretariat (AMCEN/AHLPCC/2/1), as orally amended:

1. Opening of the meeting.
2. Organizational matters:
 - (a) Adoption of the agenda;
 - (b) Organization of work.
3. Introduction and objectives of the meeting.
4. Status of current climate change negotiations:
 - (a) Bali Action Plan: update on activities under the Ad Hoc Working Group on Long-term Cooperative Action under the Convention;
 - (b) Kyoto Protocol: update on activities under the Ad Hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol.
5. Financing climate change with special focus on Africa.
6. Presentations.
7. Presentations on the development of a framework of African climate change programmes:
 - (a) Draft framework of Eastern African climate change programmes;
 - (b) Draft framework of Central African climate change programmes;
8. Break-out sessions.
9. Presentations.
10. Consideration and adoption of outcome documents.
11. Closure of the meeting.

C. Organization of work

21. The AMCEN Secretary explained that, for the first day, the session would be conducted in plenary meeting. On the second day, three working groups would be formed to deliberate on: a common negotiating position; policy; and programmatic aspects of AMCEN work on climate change in Africa. Experts were invited to join the second or third groups, as the first group was open only to the African group of negotiators. The third day would be a mix of plenary meeting and working group sessions.

III. Introduction and objectives of the meeting

22. The AMCEN Secretary outlined the purpose of the current meeting and the background to the development of the negotiating position of African countries in preparation for Copenhagen. He expressed appreciation to the various partners who had provided financial support for the meeting. He emphasized that, contrary to doubts expressed in some quarters, African countries did indeed have a documented and coherent common negotiating position. It was important to support and encourage those negotiating on behalf of the continent. He urged senior government officials to mobilize efforts within their countries to ensure support for their negotiators, saying that it was the collective responsibility of African experts to keep their political leaders informed and to assist them in Copenhagen.

23. In response to a request for clarification of the involvement of heads of State in the Copenhagen negotiations, the representative of Denmark confirmed that, at the 2009 summit on climate change, all heads of State had been verbally invited by the Prime Minister of Denmark and the Secretary-General to attend a high-level meeting during the fifteenth session of the Conference of the Parties.

IV. Status of current climate change negotiations

A. Bali Action Plan: update on activities under the Ad Hoc Working Group on Long-term Cooperative Action under the Convention

24. Mr. Kamel Djemouai (Algeria), speaking as the chair of the African group of negotiators, explained the group's work over the past two days and what remained to be done. He pointed out that, since the Algiers meeting of November 2008, the group had been working continuously to update the African common negotiating position as a result of new elements and announcements introduced by the developed world. Following very negative signals at Bangkok, however, African representatives had come away frustrated and discouraged. Under no circumstances would the group accept the abolition of the Kyoto Protocol, as had been proposed by some countries. The group had responded to various new documents produced in Bangkok, but was concerned that some significant texts were yet to be issued by the secretariat of the United Nations Framework Convention on Climate Change. While the group would not refuse to work on such documents, developed countries should recognize that it would be impossible for the group to approve anything not previously agreed, which could well lead to delays.

25. He then drew attention to the parallel informal meetings and conferences being conducted outside the Convention process, which were proving extremely useful. Put simply, however, Africa needed two things: transparency in the process and the recovery of trust and confidence in the process, which had been lost in Bangkok. Lastly, he stressed that the group was extremely unhappy with the silence of the Convention secretariat, which should be offering guidance to representatives.

26. In the ensuing discussion, numerous representatives called for the Kyoto Protocol to continue and rejected the efforts by the European Union and other developed countries to have it replaced with an alternative mechanism. They stressed that the continued existence of the Kyoto Protocol went hand in hand with the continued survival of the peoples of Africa and therefore the Protocol could not be allowed to die, as it would be tantamount to letting Africans perish. Africa was, it was emphasized, the continent most vulnerable to the deleterious effects of climate change. One representative suggested that, rather than establishing a new mechanism into which to incorporate various ideas, it would be better to maintain the existing Protocol and bolster it by incorporating new ideas. Another representative warned that it was entirely possible for the negotiations to fail from an African perspective and therefore called for strategizing as to possible responses to such failure.

27. Several representatives remarked that some of the new developments seen in the negotiations in Bangkok appeared to fly in the face of the principles of climate justice, transparency, equity and common but differentiated responsibilities. One representative remarked that, while developed nations had caused climate change through their emissions, they were endeavouring to shirk their responsibilities and shift the burden on to developing nations, who could bear no blame for the high levels of greenhouse gas emissions. She called for financial support from developed countries for adaptation measures to assist the continent in its efforts to combat climate change. Another representative remarked that, while developed countries had spoken of emissions reductions and the like, any reductions to date had been insignificant, leading him to question whether such nations were indeed serious about their commitments.

28. A number of representatives expressed regret at the small size of the African delegation. Pointing to the significant numbers of representatives sent by developed countries and the various meetings usually held concurrently, they requested AMCEN to investigate the possibility of enlarging the size of the African delegation. Other representatives said that their participation in the various meetings leading up to Copenhagen was being severely compromised by the failure of the Convention secretariat to provide interpretation services into French and other United Nations languages. They pointed out that there were numerous French-speaking countries in Africa, in addition to those that spoke Portuguese or other languages, and therefore meetings being held in English only were detrimental to their interests. It was also said that the slow rate of response by and the lack of guidance from the Convention secretariat were also affecting participation and that there were extremely lengthy documents yet to be discussed and little time in which to do so.

29. In response to the comments raised, Mr. Djemouai undertook to request the African group of negotiators to convey the results of their discussions to ministers and other high-level officials as swiftly as possible, so as to ensure full awareness of the current situation and lay the groundwork for any ministerial-level action in Copenhagen. He remarked that, at the fourteenth session of the Conference of the Parties, developed nations had been able to block all forms of discussion under article 9 of the Protocol. Such discussions would have permitted a review of the Protocol and would therefore have

been the correct and legal way to incorporate new ideas to amend the Protocol. Such discussions would have served the interests of all States Parties to the Protocol and also to the Convention, but the idea had not met with the approval of developed country Parties.

30. He agreed that there was a need for interpretation, particularly into French. He appealed to AMCEN and the relevant international bodies to make the appropriate efforts to ensure that that concern was not an additional impediment to non-English-speaking nations' genuine and active participation. He noted that there was a continuing battle to bring the United States on board and developing countries were being used as tools in that battle. He urged the developed nations not to involve their developing counterparts, warning that, even if the Protocol were to be eliminated, there was no guarantee that the United States would accede to any replacement. He also stressed that, at the Bangkok negotiations, the developed nations were seeking to replace the principle of "common but differentiated responsibilities" with "common responsibility", thereby missing the point of the developed nations' historical responsibility. Such a move was, he said, entirely unacceptable to the African group of negotiators.

31. The AMCEN Secretary undertook to raise the issues of the size of delegations and the lack of interpretation with the AMCEN Bureau.

32. The Chair noted that a genuine issue had been raised with regard to the capacity of individual countries to participate fully in the negotiations. In an effort to respond to that challenge, the African group of negotiators had requested countries to focus on individual issues through each meeting, thereby ensuring representation wherever possible. He added that the ideas proposed in Bangkok, specifically the abolition of the Kyoto Protocol, had not been new. The challenge had been, however, that the European Union had switched to supporting abolition and all developed countries had supported the Union's position. The African group was therefore recommending that it held firm to its position that there should be two negotiating tracks: the first pertaining to the Protocol and the second to the Convention. He warned that the negotiation process appeared to be turning into negotiation by attrition, delay and confusion, but stressed that Africa would also be able to employ such tactics. The crux of the matter was unity for Africa in its position.

B. Kyoto Protocol: update on activities under the Ad Hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol

33. Mr. Seth Osafo, consultant, provided an update on the Working Group's activities and gave an outline of the background to the Protocol and the mandate of the Working Group. He cited figures to illustrate the differing specific targets undertaken by those countries and the new targets that had been put forward by many of them. Developing countries were calling for deeper and more ambitious reduction targets by Annex I Parties, with Africa proposing a cut of 40 per cent by 2020 from 1990 levels. He drew attention to the position adopted by the European Union in Bangkok and the efforts being made to devise a new instrument that would accommodate the concerns of the Government of the United States. He further outlined some of the major issues under consideration by the Working Group, including its very mandate in the light of the Bangkok meeting, and the various options that could emerge from Copenhagen. He urged the negotiators to stay hopeful that the negotiations would remain on track, but emphasized that a successful outcome for Africa would depend on the efforts of all representatives present.

34. In the ensuing discussion, many representatives drew attention to the multiple scenarios raised during the presentation. Several said that the negotiators should be ready to deal with any scenario that could arise, pointing out that there could be surprises and that it would be best to look at less optimistic scenarios in case a successful outcome did not materialize in Copenhagen. Another representative asked what might happen if an impasse were reached.

35. Several representatives remarked that there appeared to be little interest on the part of developed nations in meeting their commitments under the Protocol. One representative asked if any pressure could be brought to bear in that regard. Another asked whether, if there were a new protocol, there would be any guarantee that major emitters, such as the United States, would ratify it, and, if they indeed did do so, would respect their commitments.

36. In response, Mr. Osafo gave further details of any possible new mechanism. It would include issues raised during the discussions of the Ad Hoc Working Group on Long-term Cooperative Action under the Convention and the Ad Hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol. It could cover issues relating to flexibility mechanisms, new categories of Parties and financing. In that regard, for example, the United States had introduced a proposal in Bangkok that all parties, including developing countries, should contribute to a new financial

mechanism, with the possible exception of the least developed countries. Intellectual property rights, another thorny issue, could also be included.

37. In addition, he stressed that the ratification process was lengthy and any amendment passed in Copenhagen would require significant effort by Parties to enter into force. He stressed that there would be surprises in Copenhagen and that it was quite possible that, were there to be an impasse, ministers, or even heads of State, could take over the negotiations. He therefore urged the negotiators to ensure that the high-level officials from their countries would be ready for action.

C. Adoption of key messages

38. Mr. Djemouai drew attention to the key messages of the African group of negotiators, as circulated in a conference room paper. He explained that they had previously been discussed in a closed meeting during the special session on climate change of AMCEN held in Nairobi in May 2009, but the group had since decided to make them public with a view to demonstrating the group's transparency and frankness. The main principles underlying the group's work were those of fairness, equity, historical responsibility, common but differentiated responsibilities and the precautionary principle. Africa was insisting upon a two-track process, whereby there would be an amendment to Annex B to the Kyoto Protocol and a separate legal instrument for the outcome of the negotiations under the Convention. The continent would not accept any delay by developed countries in deeply cutting their greenhouse gas emissions and in providing support to Africa, nor would it accept the replacement of the Protocol or its merger with any new agreement. He called upon the European Union to return to its decision of 2001 to support the Kyoto Protocol rather than seeking to do away with the instrument.

39. The key messages were adopted. The full text can be found in annex I to the present report.

V. Financing climate change with special focus on Africa

A. Presentations

40. Presentations were given by Ms. Emily Massawa, Programme Officer, Division of Environmental Policy Implementation, UNEP; Mr. Sekou Toure, Conflict Resolution Commissioner, Global Environment Facility (GEF); and Ms. Marjory-Anne Bromhead, Natural Resources Management Adviser, World Bank.

1. Economic impact of climate change

41. Ms. Massawa highlighted the main results of a study that had looked at the economic costs of climate change, which could adversely affect African countries' gross domestic product by up to 3 per cent by 2030. Adaptation measures, though costly, could reduce costs and help to ensure climate resilience. She urged the continent to take a low-carbon growth pathway, given its potential co-benefits.

2. Global Environment Facility

42. Mr. Toure pointed out that GEF was the financial mechanism of multiple multilateral environmental agreements and was guided by the conferences of the parties to those conventions, rather than being able to act on its own initiative. He explained the GEF focal areas, drew attention to its main achievements in climate change mitigation and adaptation and also highlighted its work in Africa, including projects and key areas in which resources had been invested. He also explained the challenges facing GEF as it moved towards its fifth replenishment.

3. World Bank

43. Ms. Bromhead explained the World Bank's perspective on financing climate-resilient development. She outlined the guiding principles and set out the Bank's strategy in sub-Saharan Africa, laying emphasis on adaptation, the need for scaled-up finance and urgent action. She discussed some sources of finance, such as climate investment funds and carbon funds, and possible new financing instruments. She gave details of the Bank's initiatives, such as a pilot programme for climate resilience and a forest investment programme. It also had three active facilities: the Forest Carbon Partnership Facility, the Carbon Partnership Facility and the Global Facility for Disaster Reduction and Recovery. To succeed in securing adequate financing, it was necessary to mix climate financial sources and policy instruments, she stressed.

B. Discussion

44. In the ensuing discussion, several representatives commented that the financing described in some presentations was in the form of loans. That, however, ran counter to the provisions of paragraph 3 of article 4 of the United Nations Framework Convention on Climate Change, which stated that “the developed country Parties and other developed Parties included in Annex II shall provide new and additional financial resources”. Paragraph 1 of article 11 further referred to “a mechanism for the provision of financial resources on a grant or concessional basis”. One representative rejected the idea of being loaned money to finance adaptation and mitigation actions when Africa bore no responsibility for the effects of climate change in the first place. In accordance with the principle of historical responsibility, all such costs should be borne by the developed nations. Another representative said that, if any funding mechanism was placed under the control of the Conference of the Parties, loans would never be permitted.

45. Other representatives spoke of problems in gaining access to funding for projects under the various mechanisms, pointing out that the levels of funding were often insufficient, that finding the correct contact or focal point was far from easy and that some countries lacked the technical capacity to produce eligible projects. One representative questioned the wisdom of relying on funding from major greenhouse gas emitters, while another said that, while it was all well and good to speak of vast projects under way, there appeared to be little to show for those projects and therefore sought further clarification as to what indicators of results were available. Other issues mentioned by individual representatives included whether funds could be made available to establish climate change research centres, the reform of the Global Environment Facility and the criteria used by the United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries in its operations.

46. In response, Ms. Bromhead agreed that measuring project impact was crucial, noting that the Bank used implementation completion reports to assess success. She further agreed that adaptation was a priority for Africa, but pointed out that, given that insufficient financing was available to meet the continent’s needs, Copenhagen needed to be successful for Africa.

47. Mr. Toure reiterated that GEF was an instrument of the United Nations Framework Convention on Climate Change and operated in accordance with direction from the Conference of the Parties. He stressed that, while climate change was important, GEF was also the financial mechanism for other conventions and had to strike the right balance in its operations. He explained that the fifth replenishment would see increased funds available, but the exact amount was yet to be decided. Reforms were also under way to change the way in which GEF operated.

VI. Presentations

48. Presentations on a number of subjects of interest to representatives were given by Mr. Dione; Mr. Wilfred Ndegwa, Programme Officer, World Health Organization; Ms. Rachel Shebesh, representative of the Pan-African Parliament; Mr. Lucas Assunção, Chief of Section, Biodiversity and Climate Change, United Nations Conference on Trade and Development; Mr. Augustin Djamenchi, Pan-African Climate Justice Alliance; Mr. David Hsieh, Vice-President, Marketing, Emerging Technologies, CISCO; Mr. Nanasta Djimingue, ENDA Tiers Monde, Dakar, Senegal; Ms. Estherine Lisinge Fotabong, Secretariat of the New Economic Partnership for Africa’s Development.

A. Presentations

1. Climate for Development in Africa programme

49. Mr Dione outlined the development and current status of the implementation of the Climate for Development in Africa programme, under the direction of its joint African Union Commission, United Nations Economic Commission for Africa and African Development Bank secretariat. The programme was structured around two delivery inputs: the African Climate Policy Centre to be hosted by the United Nations Economic Commission for Africa and the special climate change fund being developed by the African Development Bank. The process of recruiting staff and experts for the former was at an advanced stage and the African Development Bank was hoping to obtain board approval to launch the fund in November 2009.

2. **Climate change and health**

50. In his presentation, Mr. Ndegwa drew attention to the clear impact of climate change on health, saying that the effects were likely to be felt increasingly in the health sector in future. He illustrated the direct correlation between the levels of greenhouse gas emissions in the North and mortality rates in the South. The fourth assessment report by the Intergovernmental Panel on Climate Change had made reference to the global burden of diseases resulting from climate change; in Africa, however, the situation was particularly acute as a result of climatic impacts on food production, lack of clean water and an increased density of mosquitoes and other disease vectors. Consequently, mortality rates from malnutrition and diarrhoea were extremely significant. He called for health to be included in all climate change negotiations and documentation as it had received scant attention hitherto; adaptation and mitigation measures, clean energy, financing mechanisms and technology were all areas in which consideration should also be given to the health sector.

3. **Pan-African Parliament**

51. Ms. Shebesh explained that the Parliament had been working for over one year on supporting the African common negotiating position and had developed a strategy that would soon be launched. Since few parliamentarians had the knowledge to make a useful contribution to discussion on climate change issues, she urged representatives to ensure that the political negotiating process was not hampered by an inability to make informed responses.

4. **Advancing development gains in the trade, climate change and development agenda**

52. Mr. Assunção gave a presentation on the significance of trade in the climate change and development agendas, explaining the similarities and differences between trade and climate change regimes, how they interfaced with each other and ways in which they could be mutually beneficial. He expressed his disappointment with the pace at which the Doha Development Agenda was moving forward but emphasized that Africa had a unique opportunity to negotiate the fundamentals of a new era of low-carbon development under the Bali Road Map. Notwithstanding the widespread reluctance to introduce the climate change agenda into trade negotiations, there were opportunities for Africa to turn climate change concerns into pro-development possibilities, for example by avoiding and reversing deforestation, developing clean energy, introducing biofuel production and economic diversification with new financial support apart from the Clean Development Mechanism and official development assistance. There was an emerging need to integrate development, economic growth and climate action in a carbon-constrained world and to assist vulnerable developing countries to meet that challenge.

5. **Civil society**

53. Mr. Djamenchi, speaking on behalf of civil society, appealed for affirmation of a common negotiating position for Africa. He recalled that the Government of Ethiopia was appealing for food aid for millions of people, evidence of the impact of climate change on African countries and their development efforts. Africa had had previous opportunities to halt the rampant plunder of its natural resources, for example in Stockholm, which it had not seized; it had become imperative to stand firm and avoid repeating past mistakes. A sense of justice had to be the defining principle in the Copenhagen negotiations: developed countries had to accept their historic responsibility for emissions levels; technology should be made accessible and usable; natural resources should not be for sale; and a just and legally binding outcome was essential.

6. **Enhanced communications at the fifteenth session of the Conference of the Parties**

54. Mr. Hsieh gave a presentation on his company's latest video communication technology to be used during the fifteenth session of the Conference of the Parties and for the duration of Denmark's presidency of the Conference. The project, which was being implemented in conjunction with the United Nations Framework Convention on Climate Change and the Government of Denmark, was creating a global platform for interaction and communication to further cooperation around the issue of climate. The company's TelePresence technology had already enabled it to reduce travel expenses by \$500 million annually and would save 2.1 million airline seats by 2012. The TelePresence centre in Copenhagen would be connected to United Nations facilities worldwide and, in addition, 75 CISCO offices would be opened up to delegates, enabling virtual conferencing with partners, colleagues, non-governmental organizations and the media. The global climate change meeting platform thereby established would continue as a community of interests beyond the fifteenth session of the Conference

of the Parties. In addition, CISCO was working with the International Telecommunication Union and the African Union to make a donation of TelePresence systems across Africa.

7. Review and analysis of negotiating text in the light of the specific circumstances of Africa

55. Mr. Djimingue presented an overview of the negotiating text under the Ad Hoc Working Group on Long-term Cooperative Action under the Convention in response to a need expressed by the African group of negotiators for clarification of the text's complexities. The key issues for Africa were the need to participate in a collective effort; the three priorities of adaptation to climate change, sustainable development and poverty eradication; the need for strong and focused financial support; the need to deepen understanding of the implications for Africa; and the need for policy recommendations. He drew attention to the recommendations made in the text, notably the need to focus on equity, historical responsibilities and common and differentiated responsibilities; the importance of adaptation actions and the means of implementing them; the need to maintain a firewall between mitigation commitments and actions; support for revenue-raising mechanisms, including the proposal by the Government of Mexico if amended; technology development and transfer with more emphasis on renewable energies; and immediate and urgent actions on capacity-building. He noted that the text was a work in progress and welcomed further suggestions.

8. Disaster risk reduction as a means of climate change adaptation

56. Ms. Fotabong gave an overview of the strategy for disaster risk reduction in Africa in the light of the increasing occurrence of disasters triggered by natural hazards on the continent. She outlined the Africa regional strategy for disaster risk reduction and the programme of action for the implementation of that strategy, which had the overall goal of reducing the social, economic and environmental impacts of disasters on African people and economies, thereby enabling the attainment of the Millennium Development Goals and other development aims. The strategy was a legal policy document of the African Union. There were a number of strategic areas of intervention that could be implemented at the national, regional and global levels. She emphasized that there were clear links between disaster risk reduction and climate change adaptation and that the programme of action should be accorded high priority in addressing climate change issues both in Copenhagen and beyond.

B. Discussion

57. In the ensuing discussion, keen interest was expressed in issues relating to climate and health. One representative asked whether the World Health Organization provided support to programmes and studies evaluating the effects of climate change on health. Another suggested that maps to illustrate climate-related diseases could be made available. One representative sought clarification of actions by developed countries to reverse the situation. Another noted that health was an area in which there was a genuine need for adaptation programmes in Africa and for an early warning system on the spread of climate-related diseases; meteorological systems were generally obsolete in Africa, he said, and he asked whether the World Health Organization had plans to collaborate with the World Meteorological Organization to tackle that issue. Another representative called for increased financing for reproductive health.

58. Responding to the points raised, Mr. Ndegwa emphasized the need for more science-based data on the effects of climate change in Africa and welcomed cooperation with the World Meteorological Organization and other partners, for example in water services. He referred to work undertaken in Kenya using meteorological stations to assist in monitoring seasonal outbreaks of malaria and said that micrometeorological stations could be useful. He drew attention to the declaration of the Third World Climate Conference, which established a global framework for climate services, and stressed the need for increased political commitment and close cooperation between health and other related departments to resolve the issues. Negotiations on climate change were an important forum for bringing to the attention of developed countries the health impacts and mortality rates in the South. He welcomed the suggestion of mapping climate-related diseases and said that such information was appreciated by political leaders.

59. Some representatives posed questions on trade. One representative compared the difficulties surrounding the climate change negotiations with those experienced by World Trade Organization talks and wondered what could be learned therefrom. Another noted that a contentious issue in the transfer of technology was often that of intellectual property rights and asked what advice and guidance could be given to African countries. Another representative raised the question of carbon emissions emanating from a neighbouring country.

60. In his response, Mr. Assunção noted that trade featured widely in climate negotiations and that countries needed to be aware of the interface between the two. While African countries lacked a strong voice in trade negotiations, he expressed the view that Africa had a historic opportunity to gain results in long-term climate negotiations, particularly with regard to technology transfer. It was necessary, however, to go to the talks with clear details of what technology was needed to tap the potential available. Most of the technologies in question were available without large rights fees and could be obtained if specific proposals were presented. On the issue of transboundary pollution by carbon emissions, he cited other examples such as the effects of acid rain and said that solutions were usually reached through cooperation agreements between neighbouring countries.

61. One representative suggested that African countries had the ability to produce the best technology but that funds were needed for research and development; it was important to invest in home-grown technological research and not to wait for the transfer of technology; university research programmes should be encouraged. Another representative commented that, while industrial projects were understood at the national level, there was scant knowledge of biofuels and that more information on the use of biofuel technology should be available at the grass-roots level.

62. One representative sought clarification of the countries in Africa that were connected to the CISCO TelePresence network. Mr. Hsieh clarified that only South Africa currently had a TelePresence office but as part of the system deployment for Copenhagen, the UNEP offices in Nairobi were to be connected and with the International Telecommunication Union and African Union donation it was expected that the system would also be installed at the African Union headquarters in Addis Ababa and at up to 12 other possible sites in Africa that were yet to be determined.

VII. Presentations on the development of a framework of African climate change programmes

A. Draft framework of Eastern African climate change programmes

63. Presenting the document, Ms. Rose Mukankomeje, Director-General, Rwanda Environment Management Authority, briefly gave the background to the meeting of the Eastern African subregional meeting on climate change jointly convened by the East African Community and AMCEN in Kigali, at which representatives had drafted the framework. The meeting had been an opportunity to learn about climate change and the forthcoming Copenhagen negotiations and to raise awareness. She emphasized the importance of ownership of the programmes at the national level and the existence of expertise at the continental level that could be tapped into. The framework document contained recommendations and outcomes from the meeting, identified gaps and also focused on initiatives for the post-Copenhagen era.

B. Draft framework of Central African climate change programmes

64. In his presentation, Mr. Rodrigue Abourou Otego (Gabon) outlined the documents drafted at the meeting of Central African countries. He noted that the group, while recognizing that the priority for the continent was adaptation, had laid emphasis on the issue of mitigation, given the specific geographic nature of the region, with the Congo basin and its forest cover. Given the importance of the forest's role as a regulator and stabilizer of the climate, the group had called for the extended version of the United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries (REDD-plus) to be fully integrated into the negotiations, given that it was a factor in the sustainable development of Central African countries. Its financing should therefore be seen as a partnership.

VIII. Break-out sessions

65. Three working groups were formed to deliberate on: a common negotiating position; policy; and programmatic aspects of AMCEN work on climate change in Africa. The groups met during the afternoon of Thursday, 22 October 2009 and the morning of Friday, 23 October 2009.

66. Subsequently, the rapporteurs of the working groups reported back on the progress of their work in drafting the documents that would be adopted under chapter X, consideration and adoption of outcome documents, below.

IX. Presentations

67. Presentations on a number of subjects of interest to representatives were given by Ms. Janet Macharia, Senior Programme Officer, Quality Assurance Section, UNEP; Mr. Peter A. Minang, Global Coordinator, ASB Partnership for the Tropical Forest Margins, World Agroforestry Centre; Mr. Kim Carstensen, Leader, WWF Global Climate Initiative; and Mr. Ali Mohamed, Permanent Secretary, Ministry of Special Programmes, Kenya.

A. Presentations

1. Climate change and gender-related matters

68. Ms. Macharia discussed integrating gender issues into climate change adaptation and mitigation strategies in Africa, pointing out that Africa was the continent most vulnerable to climate change. She explained that gender roles and responsibilities varied across the continent, but, in general, African women, by virtue of their reproductive and productive roles, would be more vulnerable to climate change than men. She went on to explain the strategies adopted to integrate a gender perspective into the climate change negotiations since the AMCEN Johannesburg and Nairobi declarations, pointing out that presentations on gender had been made at subregional consultations, and that AMCEN had established a group of experts on gender and climate change to support the African process, among other things. She outlined the key recommendations and messages that had been formulated over the past week during the meetings scheduled to support the African process.

2. Reflection on African climate change positions and programmes

69. Mr. Minang welcomed the progress achieved to date, but stressed that there remained much to do, as the continent was not, when compared with Latin America or Asia, learning on the ground. For example, Indonesia as a single country had far more REDD projects under way than Africa had as an entire continent. He suggested that REDD-plus and REDD-plus-plus were concepts that should be included in the negotiations, as including only REDD could exclude the many millions of Africans who lacked access to rainforest areas. Agroforestry, as a concept that could bring together the key aspects of climate change adaptation and mitigation, was also important. He stressed the need to give due consideration to carbon markets, pointing out that the significant financing at play therein could benefit Africa significantly. It was, he said, not a question of excluding ideas and forcing them to compete with one another, but rather harmonizing and ensuring that opportunities were found for everyone.

3. Fair and ambitious outcome of Copenhagen

70. Mr. Carstensen, while welcoming the progress made by the African group of negotiators, expressed concern at intentions voiced by some countries to do away with the Kyoto Protocol and lower expectations of what might be achieved at Copenhagen. Worse still, such ideas appeared to be supported, at least tacitly, by the United Nations Framework Convention on Climate Change secretariat. He stressed that a two-track approach was important; that adaptation and mitigation were key priorities for Africa; and that any rise in temperatures should not be permitted to exceed 2° C, lest serious damage were wreaked on small island developing States, among others. He also emphasized that it was important for African countries to develop clearer positions on sources of funding and warned that the work involved in moving from negotiation to implementation was huge. In conclusion, he reiterated the need for political intervention to send out a message that Copenhagen should have a legally binding outcome. He offered the support of the World Wide Fund for Nature for AMCEN during the implementation phase of the programmatic aspect of AMCEN work on climate change in Africa.

4. African coastal zones and climate change

71. Mr. Mohamed pointed out the myriad dangers facing the African coastline as a result of climate change, warning that the promises to reduce emissions did not yet correspond with reality and that there was scant evidence of progress. The more often that targets were missed, the higher the cost of adaptation and the greater the rise in temperatures, which was particularly troubling for Africa. The sums involved were colossal and, with the world's economies hamstrung by the continuing financial crisis, the financial response to Africa's calls for help were likely to be minimal, meaning that Africa had to look to itself to survive. He stressed that there was a need to maintain current emissions targets, to remove conditionalities from adaptation funds, to pledge and deliver progress reports on adaptation funding received and to develop capacity at every stage, from competitive proposals to delivered science.

B. Discussion

72. In the ensuing discussion, one representative stressed that both men and women were vulnerable to the effects of climate change. He sought clarification of temperature-rise scenarios and what financing was available in that regard.

73. Another representative, endorsed by several others, sought, given the proliferation of varying facts and figures, a factsheet to provide consolidated information and assist in sifting data. He also requested an analysis of the various positions on REDD so as to reach a common understanding and stressed that insurance was a key issue on which little work had been done and required specific exploration, in particular since there would be a need for micro-insurance mechanisms for small communities.

74. One representative asked what would happen if Copenhagen ended in failure. He warned of the dangers facing the continent, including the very survival of its peoples, and asked whether measures were truly being taken in regard to adaptation and mitigation challenges. Another representative remarked that little attention had been paid to desertification and its ensuing impacts. As a cross-cutting issue with specific initiatives already launched in that regard, it could be included in mitigation programmes.

75. One representative suggested that countries should be more proactive in making land resources available for REDD. She added that, while adaptation should be tackled gradually, actions in that regard would also require significant training and expertise. She pointed out that significant work had been undertaken between 2001 and 2002 on coastal and marine zones in sub-Saharan Africa and asked what progress had been made in that regard.

76. One representative refuted the suggestion that agriculture was only being discussed as a REDD issue; it was in fact, being considered as part of nationally appropriate mitigation actions, REDD and sectoral approaches. Another representative, offering to support UNEP by providing details of contact points in his organization, gave further details of his organization's activities.

77. One representative said that developing countries were not in favour of projects under the Clean Development Mechanism, as the Mechanism was beset by problems and carbon offsets were fundamentally flawed. She therefore suggested that, rather than seeking further projects under the Mechanism, it would be better to secure the fairest financing possible to promote low-carbon development. In terms of REDD, she stressed that the idea of profit maximization was based on incentivizing logging companies to expand their plantations and destroy more forested areas.

78. In response to the comments raised, Ms. Macharia stressed that she was not suggesting that men were not vulnerable to the effects of climate change, but rather that women were more vulnerable, given their respective reproductive and productive roles.

79. Mr. Carstensen welcomed any initiative to ensure that Africa had its own science-based figures. On the issue of insurance, he suggested that both the commercial market and government-funded micro-insurance schemes could have a role to play depending on the specific situation of each area. He also stressed that adaptation should be integrated into nationally owned development planning.

80. Mr. Mohamed said that Africa would require significant funding to save its coastal areas. In terms of facts and figures in that regard, he pointed out that there were many scientists with significant databases working in the field who could be consulted. He endorsed the need for a factsheet, but pointed out that such information did already exist, albeit scattered over a number of areas.

81. The AMCEN Secretary, while undertaking to produce a factsheet, requested assistance from representatives in compiling it. He explained that much work on coastal zones had been integrated into the Convention for Cooperation in the Protection and Development of the Marine and Coastal Environment of the West and Central African Region and the Convention for the Protection, Management, and Development of the Marine and Coastal Environment of the Eastern African Region, in addition to the action plan of the environment initiative of the New Partnership for Africa's Development. He also explained that the AMCEN decision 2, on climate change, was split into two parts: the first pertained to the pre-Copenhagen period, whereby the negotiators would work on a common negotiating position; and the second was more programmatic, where the AMCEN secretariat would work to tackle post-Copenhagen issues. He thanked Mr. Carstensen for his offer to support AMCEN during the implementation stage and called for others to do likewise.

X. Consideration and adoption of outcome documents

A. Programmatic aspects of AMCEN work on climate change in Africa

82. The recommendations were adopted as orally amended and can be found in annex II to the present report.

B. Statement on the implementation of climate change programmes in Africa

83. The statement on the implementation of programmes in Africa was adopted as orally amended and can be found in annex III to the present report.

C. Report of the meeting

84. The present report was adopted on Friday, 23 October 2009, on the basis of the draft report that had been circulated. The secretariat was entrusted with the finalization of the report following the closure of the meeting.

XI. Closure of the meeting

85. Following the customary exchange of courtesies, the meeting was declared closed at 7.40 p.m. on Friday, 23 October 2009.

Annex I

Key messages to ministers and heads of State and government on Africa's common negotiating position on climate change

1. These key messages are based on Africa's common position on climate change adopted in Algiers on 21 November 2008, updated at the special session of AMCEN held in Nairobi on 29 May 2009 and endorsed by the African Union at its thirteenth summit held in Sirte, Libyan Arab Jamahiriya, 1–3 July 2009.

I. Principles that must guide Africa

2. Africa should be equitably compensated, in the context of environmental justice, for damage to environmental resources and economic and social losses attributable to the historical responsibility of developed countries for climate change.

3. Africa recognizes the United Nations Framework Convention on Climate Change and reaffirms its principle of common but differentiated responsibilities and respective capabilities and that these should form the basis for the post-2012 regime. Given the uncertainties of the impacts of climate change, Africa's adaptation measures should be based on the precautionary principle.

II. Africa's basic positions for positive negotiations

4. Copenhagen must produce a two-track outcome:

(a) One track for the amendment of Annex B (all developed countries) of the Kyoto Protocol on further commitments by Annex I Parties for the second and subsequent commitment periods (Article 3, paragraph 9, of the Kyoto Protocol);

(b) A separate legal instrument, for the outcome of the negotiations of the Bali Action Plan under the Convention.

5. Africa will not accept any delay by developed countries in making deep cuts in their greenhouse gas emissions and in supporting efforts by Africa to adapt to the negative impacts of climate change.

6. For positive and acceptable outcomes in Copenhagen, Africa insists on strict adherence to the mandate of the Bali Action Plan under the Convention and the mandate of Article 3, paragraph 9, of the Kyoto Protocol.

A. Bali Action Plan

1. Shared vision

7. African countries hold the following positions in respect of the Bali Action Plan:

(a) Africa proposes a fair, inclusive, effective and equitable new agreement in Copenhagen that will benefit the climate and vulnerable countries and be undertaken in the context of poverty eradication, sustainable development and the need for gender equity;

(b) Efforts should be made to ensure full, effective and sustained implementation of the Convention;

(c) All the building blocks of the Bali Action Plan must be taken into consideration.

2. Adaptation

8. Under adaptation, the African position is as follows:

(a) Adaptation for Africa is the highest priority;

(b) Africa, as the continent responsible for the lowest level of greenhouse-gas emissions and yet that most vulnerable to the effects of such emissions, has the right to receive full support for its efforts to adapt to climate change;

(c) The provision of financial, technological and capacity-building support by developed country Parties for adaptation in developing countries is a commitment under the Convention that must be urgently fulfilled, recognizing that climate change is an additional burden to sustainable development and a threat to attainment of the Millennium Development Goals.

3. Mitigation

9. The position taken by Africa in respect of mitigation is as follows:

(a) A firewall must be maintained between mitigation commitments by all developed countries and mitigation actions by developing countries;

(b) Mitigation commitments should be entered into by developed countries that include legally binding and quantified emission reduction commitments, absolute emissions reduction commitments and commitments that are measurable, reportable and verifiable;

(c) The Copenhagen outcome must include ambitious, legally binding and economy-wide greenhouse-gas emission reduction commitments for all developed country Parties, which should reduce their emissions to at least 40 per cent below 1990 levels by 2020;

(d) There should be comparability of effort among developed countries, with comparable targets and comparable compliance;

(e) Mitigation actions by developing countries should include:

(i) Ensuring that mitigation actions for Africa are voluntary and nationally appropriate;

(ii) Ensuring that mitigation actions are fully supported and enabled by technology transfer, finance and capacity-building from developed countries.

4. Means of implementation in the areas of finance, technology and capacity-building

10. African countries' position in respect of the means of implementation in the areas of finance, technology and capacity-building is as follows:

(a) For Africa, the Copenhagen outcome will not be possible without a commitment by developed countries to provide financial, technological and capacity-building support to developing countries;

(b) A financial commitment of at least 1.5 per cent of global GDP of developed countries (as set down by IPCC in its 2007 report) is required, to support and enable adaptation and mitigation actions in developing countries;

(c) The Copenhagen outcome must provide new, additional, sustainable, accessible and predictable finance for a comprehensive international programme on adaptation, which reduces vulnerability and increases resilience to impacts that are already occurring, and to impacts that are likely to occur in the future;

(d) Institutional arrangements must be equitable and transparent, and must facilitate access by developing countries to the "means of implementation" in a coherent and enabling manner.

(e) An agreement on technology deployment, dissemination and transfer must ensure access by developing countries to affordable, appropriate and adaptable technologies for enhanced action on mitigation and adaptation that will address the immediate needs of Africa;

(f) Developed countries should commit themselves to strengthening institutional capacity in Africa, including through the establishment and enhancement of regional centres of excellence for climate change, which include among their areas meteorological observation and services;

(g) Developed countries should fulfill their commitments in accordance with the provisions of the Convention.

B. Further commitments for Annex I Parties

11. The following positions are upheld by Africa in respect of further commitments for Annex I Parties, pursuant to paragraph 9 of Article 3 of the Kyoto Protocol:

(a) Africa will not accept either the replacement of the Kyoto Protocol or its merger with any new agreement;

(b) Developed countries must reduce their greenhouse gas emissions by at least 40 per cent below 1990 levels by 2020 and at least 80–95 per cent below 1990 levels by 2050, in order to achieve the lowest level of stabilization assessed by IPCC in its fourth assessment report;

(c) The Ad Hoc Working Group under the Kyoto Protocol should finalize its work by no later than the fifteenth session of the Conference of the Parties, in December 2009.

Annex II

Recommendations on programmatic aspects of AMCEN work on climate change in Africa

To complete and enhance the work achieved through the three draft frameworks presented, the following recommendations have been made:

1. Adaptation for least developed countries, small island developing States and Africa is the highest priority and mitigation is also important, in the context of sustainable development and in accordance with national capabilities. As long as the developed world shows no genuine commitment to reducing its greenhouse-gas emissions, however, all efforts and funding for adaptation and mitigation will be in vain;

2. Efforts by least developed countries, small island developing States and Africa in the context of climate change negotiations should be seen as synergistic and complementary to the platform on climate change of the African group of negotiators;

3. The programmatic aspects of AMCEN work on climate change in Africa must take into consideration relevant inputs from:

(a) The Ouagadougou Declaration of 11 October 2009 on the occasion of the World Forum for Sustainable Development;

(b) The N'Djamena Declaration of 17 October 2009 relating to the Great Green Wall of the Sahara and Sahel;

(c) The forthcoming results of the technical and ministerial session of the Economic Community of West African States regional action plan on climate change, to take place in Accra from 17 to 20 November 2009;

4. The work undertaken to date for the draft comprehensive framework of African climate change programmes and initiatives should be made available at the fifteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change, to be held in Copenhagen in December 2009. This will enable African negotiators to take it into consideration during the negotiations and African ministers and heads of State to be aware of the programmes and activities to be implemented following the meeting. Progress on the framework should therefore be brought to the attention of the Prime Minister of Ethiopia and the Chair of the Conference of African Heads of State and Government on Climate Change before Copenhagen;

5. It is important to ensure close synergies with all other African institutions, including regional economic communities, so as to avoid duplication of efforts in Africa and to collate all relevant climate change information for the purposes of the frameworks;

6. There is a need to establish at the regional level a common scientific strategy and coordinated research programme to assess accurately, at both the national and regional levels, the effects of climate change and the environmental vulnerability of regions and countries. This would enable countries to work with a common scientific and climatic assessment programme and exchange and interlink the scientific results at the regional ecosystem level, as was demonstrated during the Third World Climate Conference, held in Geneva in September 2009. This would enable a sustainable adaptation programme, taking into consideration regional and national vulnerabilities, to be built. At the thirteenth session of the African Ministerial Conference of the Environment, representatives could be provided with detailed scientific information and action plans for the implementation of relevant programmes;

7. The objective of the programmes described herein must be to create conditions to enable Africans to maintain and improve the quality of their lives in the face of climate change impacts. Studies undertaken show both certainties and uncertainties regarding vulnerability to and the impacts of climate change. The proceedings of the Third World Climate Conference showed the need to strengthen African institutions gathering climate information by developing their human resources, climate monitoring instruments and improving their channels of communication to the population and leaders;

8. The outcomes of the comprehensive African and subregional frameworks must include a detailed breakdown of the cost of adaptation and mitigation requirements. These frameworks should be

implemented at the national level, including training actions and sectoral conferences dedicated to climate change issues;

9. Subregional frameworks need to incorporate consultations held in each country. It has been noted that most existing subregional actions are targeting capacity-building in programmes and strategies and networking, and rarely focus on specific climate change adaptation actions and resilience;

10. Most African countries have national adaptation programmes of action that need to be reviewed to integrate scientific evidence, action plans and costs;

11. Climate change programmes must be integrated into national and subregional development policies, taking a long-term approach. Climate change-related conflict and migration, together with education on climate change, must be taken into consideration when producing these programmes. Regional and national climate change programmes, projects and initiatives must follow an integrated approach at the inter-ministerial level;

12. The draft framework must enhance research, information management and communication, which are central to making the appropriate responses. It is mandatory to specify the implementation of disaster reduction and risk management, sustainable agriculture and food security, ecosystems and biodiversity, sustainable energy and sustainable trade;

13. Each country and region has its own environmental particularities that must be taken into consideration. It is therefore important to lay emphasis on both unique and common aspects. All fragile ecosystems must be taken into consideration, including coastal zones, wetlands, mountains, drylands and island ecosystems. REDD and REDD-plus approaches should also reflect this reality, thus requiring the continent to adopt a common position on the issue to take advantage of all existent opportunities in Africa;

14. The comprehensive framework of African climate change programmes should recognize that desertification and land degradation in drylands are important issues for the continent. Efforts to combat desertification and land degradation in Africa should be recognized in the context of climate change, given that a large proportion of African carbon stocks are found in soils and vegetation in the drylands. These measures should therefore be supported by and linked to adaptation and mitigation programmes;

15. Existing information relating to adaptation must be capitalized upon, including current projects and pilot initiatives conducted by international partners for development, ancestral knowledge that must be scientifically assessed and promoted and actual adaptation practices developed by rural populations responding to climate change;

16. Sectoral studies are worthy of consideration in the framework programmes. It will therefore be necessary to identify all relevant sectors, including energy, agriculture and health, for which a detailed examination will be conducted through long-term climate scenarios at the national and regional levels, to determine sectoral requirements.

Annex III

Statement on the implementation of programmes in Africa adopted by the African high-level expert panel on climate change at its meeting in Addis Ababa, 19–23 October 2009

We, the high-level experts from Africa,

Having met in Addis Ababa from 19 to 23 October 2009 at the second meeting of the African High-level Expert Panel on Climate Change,

Noting that the environmental, social and economic impacts of climate change continue to threaten past development gains and also to constrain present and future development,

Noting also the need for African countries to be sufficiently prepared for the challenges and opportunities of climate change,

Aware that Africa is the continent most vulnerable to the adverse effects of climate change because of the major development and poverty alleviation challenges that it faces and its limited capacity,

Aware also that adaptation can reduce the economic cost of climate change, although it will not entirely remove the impacts of climate change,

Guided by the decisions of the African Union at its summit meeting held in July 2009 in Sirte, Libyan Arab Jamahiriya, the African Ministerial Conference on the Environment and the African process for combating climate change initiated at the twelfth session of the Conference held in June 2008 in Johannesburg, the Algiers Platform on Climate Change of November 2008 and the third special session of the Conference held in May 2009 in Nairobi,

Expressing also our appreciation to the Government and the people of the Federal Democratic Republic of Ethiopia for hosting the present meeting,

Hereby recommend the following:

I. Adaptation

1. For the African region, adaptation remains the top priority for tackling the impacts of climate change and we therefore call for the prioritization of implementation in the following areas:

- (a) Strengthening vulnerability assessment studies and regional information sharing systems, among others;
- (b) Encouraging both the least developing countries and others to develop and implement comprehensive action-oriented adaptation programmes, as appropriate, in key areas such as water, food security, nutrition, agriculture, coastal zones, desertification, health, infrastructure, biodiversity, ecosystems, forests, energy, urban management and tourism;
- (c) Integrating disaster reduction and risk management into national and regional development programmes and building economic and social resilience;
- (d) Strengthening public health systems in all countries to cope with the threats posed by climate change and enhancing the capacity to deal with climate change-related health emergencies;

II. Mitigation

2. We encourage African countries to take the opportunities provided by climate change by implementing sustainable development, poverty eradication policies and mitigation actions and therefore call for the prioritization of implementation in the following areas;

- (a) Formulating a regional framework to promote energy conservation and efficiency in all sectors;
- (b) Developing clean and energy-efficient urban transportation and regional railway systems in order to save energy, reduce carbon emissions and cut costs;
- (c) Implementing and developing clean and renewable energy generation and harmonizing regional power voltage through regional and subregional grids;

(d) Promoting and improving sustainable agricultural practices, forest conservation practices for dryland areas and woodland management, among others;

(e) Enhancing the reduction of greenhouse gas emissions through forests by developing and implementing national and regional REDD-plus programmes and strategies with a transboundary focus as appropriate;

III. Means of implementation and supporting enabling measures

3. Africa's adaptation and mitigation actions should be supported by developed countries through the provision of technology, financing and capacity-building, with particular reference to:

(a) Strengthening national and regional institutions and capacity-building, including climate monitoring and observation networks;

(b) Strengthening the documentation of, and tapping into, indigenous knowledge to complement scientific knowledge;

(c) Establishing and strengthening research, innovation and other institutions that generate data and knowledge on climate change, and also providing support for demonstration activities;

(d) Integrating and institutionalizing the sharing of information on the impacts of climate change;

(e) Developing education and learning frameworks for national and regional institutions on climate change;

(f) Developing and enhancing regional mechanisms for access to and the mobilization of resources for climate-related programmes;

(g) Enhancing and developing regional and national technology action plans for cooperative action on technology development and transfer;

(h) Formulating a regional framework to integrate gender considerations into the development and implementation of adaptation and mitigation strategies at the national and subregional levels.
