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## **EXECUTIVE COUNCIL**

**Fifteenth Ordinary Session**

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**Sirte, Libya**

**EX.CL/519 (XV)**

# **REPORT OF THE SPECIAL SESSION OF THE AFRICAN MINISTERIAL CONFERENCE ON ENVIRONMENT (AMCEN) ON CLIMATE CHANGE NAIROBI, KENYA, 25 TO 29 MAY 2009**

## **PART 1: INTRODUCTION**

### **Background**

1. The ministerial segment of the special session on climate change of the African Ministerial Conference on the Environment was held in Nairobi on Friday, 29 May 2009. The segment was preceded by a technical briefing for ministers, which took place on Thursday, 28 May 2009.

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

### **Objective of the Special Session of AMCEN on climate change**

3. The main objective of the third special session was to provide a forum for African ministers of the environment to deliberate and attain the following:

- (a) Common African negotiating position on a comprehensive international climate change regime beyond 2012;
- (b) Draft concept for a comprehensive framework of African climate change programmes;
- (c) Shared vision for Africa to combat climate change with a view to achieving sustainable development on the continent;
- (d) Common approach to engaging with the international community in developing solutions to tackle the challenges posed by climate change;
- (e) Agreement on the modalities for submitting the outcomes of the special session to the African Union at its summit to be held in July 2009 and thereafter to the Conference of the Parties to the United Nations Framework Convention on Climate Change at its fifteenth session and the Conference of the Parties serving as the Meeting of the Parties to the Kyoto Protocol at its fifth meeting, to be held in Copenhagen in December 2009.

### **Participation**

4. Algeria; Benin; Botswana; Burkina Faso; Burundi; Cameroon; Central African Republic; Democratic Republic of Congo; Egypt; Ethiopia; The Gambia, Ghana; Kenya; Lesotho; Libya; Mali; Mauritania; Namibia; Niger; Nigeria; Rwanda; South Africa; Senegal; Sudan; Tanzania; Togo; Tunisia; Uganda; Zambia and Zimbabwe

5. It was also attended by representatives of African regional and subregional organizations, United Nations agencies, secretariats of various environmental conventions and intergovernmental and non-governmental organizations.

### **Opening ceremony**

6. The ministerial segment was officially opened by Ms. Bulyewa Sonjica, Minister of Water and Environmental Affairs of South Africa and President of AMCEN on Friday, 29 May 2009.

7. Opening statements were also made by Mr. John Michuki, Minister of Environment and Mineral Resources of Kenya; Ms. Rhoda Peace Tumusiime, Commissioner for Rural Economy and Agriculture of the African Union Commission; Mr. Achim Steiner, Executive Director of the United Nations Environment Programme (UNEP); Mr. Cherif Rahmani, Minister of Environment of Algeria; Mr. Erik Solheim, Minister of the Environment and International Development of Norway; Mr. Trevor Gitonga, representative of African young people; Mr. Jean-Louis Borloo, Minister of Ecology, Energy, and Sustainable Development of France; Mr. Thomas Becker, Deputy Permanent Secretary of Ministry of Climate and Energy of Denmark; Mr. Yvo de Boer, Executive Secretary of the United Nations Framework Convention on Climate Change; Mr. Salifou Sawadogo, Minister of Environment of Burkina Faso; Ms. Bulyewa Sonjica, Minister of Water and Environment Affairs of South Africa.

### **Statements by representatives of international organizations and others**

8. Representatives of the following international organizations made statements:

- World Meteorological Organization (WMO)
- Masdar Initiative of the United Arab Emirates
- Pan African Climate Justice alliance (PACJA)
- African Ministers Council on Water (AMCOW)

### **Organizational matters**

9. The President of AMCEN introduced the provisional agenda and the draft programme of work and invited comments prior to their adoption. She also drew the attention of the Conference to the list of documents for the ministerial segment.

### **Election of officers**

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

11. The ministerial segment was chaired by the Minister of Water and Environment Affairs of South Africa in her capacity as the President of AMCEN. The Minister of Environment of Burkina Faso served as the rapporteur.

## **PART II: DELIBERATIONS AND CONCLUSIONS**

### **Consideration of the draft Nairobi Declaration on the African Process for Combating Climate Change**

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

### **Consideration of decisions and recommendations submitted by the expert group**

13. The Conference adopted two draft decisions, Africa's common negotiating position and a conceptual framework for African climate change programmes as follows:

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

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

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

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

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

16. The Africa's common negotiating position on a comprehensive international climate change regime beyond 2012 was presented by the Chair of the African Group of Negotiators. This was adopted by the ministerial session after some deliberations. This has been presented as a separate document.

#### **D. Conceptual framework for African climate change programmes**

17. The Conference adopted the conceptual framework for African climate change programmes as set forth in annex IV to this report.

## **Nairobi Declaration on the African Process for Combating Climate Change**

*We, African Ministers of Environment,*

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

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

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

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

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

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

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

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

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<sup>1</sup>

UNEP/AMCEN/12/9, annex II.

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

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

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

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

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

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

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

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

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

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

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

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

*Hereby declare our resolve:*

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

4. To urge all Parties and the international community that increased support to Africa under the future climate regime should be based on the priorities determined by Africa: adaptation, capacity-building, research, financing and technology development and transfer, including support for South-South transfer of knowledge, in particular indigenous knowledge;
5. To ensure that climate change adaptation imperatives are aligned more closely throughout regions and countries and to foster regional and international cooperation to develop appropriate adaptation financing mechanisms, in addition to the use of indigenous knowledge relating to sustainable development and natural resource management, and also to ensure improvement of climate risk management and implementation of the African regional strategy for disaster-risk reduction;
6. To call for the improvement of the Clean Development Mechanism to ensure equitable geographical distribution of projects contributing to sustainable development efforts on the continent;
7. To advocate the expansion of eligible categories to benefit from carbon credits and other international incentives in the post-2012 agreed outcome to include sustainable land use, agriculture and forest management, so as to promote agricultural productivity in a way that improves resilience and adaptation to climate change;
8. To call upon the Group of Eight to implement the recommendation contained in the Gleneagles Communiqué on climate change, energy, and sustainable development and in particular to create regional climate centres in Africa;
9. To call upon developed country Parties to the United Nations Framework Convention on Climate Change to honour their commitments in accordance with paragraph 3 of article 4 of the Convention;
10. To advocate the establishment of a compliance mechanism to ensure a more effective delivery of commitments made with regard to greenhouse gas reduction, finance, technology and capacity-building;
11. To urge developed countries to set ambitious targets to reduce their emissions, by 2020, of at least 40 per cent below 1990 levels, and, by 2050, by between 80 and 95 per cent below those levels, to achieve the concentration of 450 ppm of carbon dioxide equivalent in the atmosphere;
12. Also to urge developed countries to support Africa by providing finance, technology and capacity-building in a measurable, reportable and verifiable manner;



13. To reaffirm that Africa, in the context of environmental justice, should be equitably compensated for environmental, social and economic losses and to emphasize that Africa requires substantially scaled-up finance, technology and capacity-building for adaptation and risk management in accordance with the obligations of the Annex I Parties under the Kyoto Protocol to the Convention;
14. To agree that a coherent financial architecture for climate change, guided by agreed principles and with equitable governance and simplified access procedures, should be established to ensure the provision of direct access to funds;
15. To urge that the financial resources required to tackle climate change should be new and additional, adequate, predictable, sustainable and provided primarily in the form of grants and other innovative financing mechanisms and instruments, such as debt-for-nature swaps;
16. To call upon donors to pledge, during the fifteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change, the amount of funds for replenishment of the Global Environment Facility, which is the operating entity of the financial mechanism of the Convention and should possess at least four times the current level of financing;
17. To call upon the Global Environment Facility to continue to give high priority to African countries and to allocate financial resources based on the needs and priorities of countries and not merely on ex-ante allocation systems such as the resource allocation framework and to request the Facility to improve its procedures and to revise its co-financing policy to give African countries direct access to its financial resources;
18. To encourage the establishment of a fund to reward or provide incentives for reducing emissions through sustainable land-management practices, including forest conservation, sustainable forest management, the avoidance of deforestation, forestation and sustainable agriculture;
19. To agree to enhance the development and implementation of programmes and activities relating to building resilience of coastal communities and their preparedness to respond to the impacts of climate change;
20. To encourage member States to create opportunities for investment by the private sector, to address climate change;
21. To reaffirm our strong commitment that adaptation for climate change is the first priority at the national and regional levels and to work with developed

countries to strengthen South-South and North-South cooperation to build adaptive capacity and improve resilience to climate change;

22. To reaffirm the need to include in a legally binding instrument or protocol clear and comprehensive mechanisms on adaptation that should respond to African priorities, among others;
23. To integrate climate change adaptation measures into national and regional development plans, policies and strategies and, where appropriate with a view to ensuring adequate adaptation to climate change, in such areas as water resources, agriculture, health, infrastructure, biodiversity and ecosystems, forests, urban management, tourism, food, land, environment and energy security and management of coastal and marine resources, taking into account cross-sectoral implications;
24. To agree that climate change mitigation efforts and actions aimed at alleviating the consequences of deforestation and forest degradation should be considered in future positive incentive mechanisms for emission reduction, taking into account the role that African forested areas, in particular those of the Congo basin, play in regulating the global climate system;
25. To agree that the environmental services provided local and indigenous communities in protecting and conserving these forests should be duly recompensed;
26. To agree that to mitigate and adapt at the speed needed extensive technology transfer, acquisition and diffusion and a much increased rate of innovation are needed and, to this end, to agree to establish an institutional framework to tackle all aspects of technology development and transfer;
27. To scale up investments to provide access to affordable and sustainable cleaner energy, especially for rural communities;
28. To agree that other mitigation measures being identified, such as additional measures to complement the United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries, including afforestation and sustainable agriculture and land-use management, should be vigorous, realistic and flexible to ensure the effective participation of African countries, especially smallholder land users;
29. To agree that any African climate change mitigation efforts will be voluntary and will require adequate financing, technology and capacity support;

30. To build economic and social resilience through the diversification of economies to reduce dependence on climate-sensitive sectors, including through the use of indigenous knowledge and practices and the strengthening of community organizations;
31. To call upon African countries to accelerate implementation of the African Regional Strategy for Disaster Risk Reduction and the Hyogo Framework for Action including risk monitoring, observation, early warning, risk assessment, preparedness, emergency response and post-disaster recovery as an integral part of development and sectoral planning for climate change adaptation;
32. To urge the secretariats of the Rio conventions to ensure that synergies between climate change and efforts to combat land degradation, desertification and biodiversity loss are optimized to take advantage of gains made through these actions, particularly in Africa;
33. To call upon sub-regional, regional and international organizations to develop methodologies for measuring carbon sequestration in agriculture, forestry and agroforestry systems and accounting methods to be applied for claiming genuine benefits;
34. To commit ourselves to creating a comprehensive framework of African climate change programmes, bringing together existing and new intergovernmental initiatives and programmes in a consolidated manner, to meet the pressing challenges of climate change;
35. To reiterate the need to create an African climate change fund and to invite the African Union Commission, in cooperation with the Economic Commission for Africa and the African Development Bank, to take appropriate measures, including inviting developed country parties to commit themselves to supporting the fund;
36. To call for the involvement of women, young people and persons with disabilities, in addition to the private sector and civil society organizations in climate strategies at all levels, particularly in the areas of education, awareness-raising and capacity-building, to ensure an effective African response to climate change;
37. To mandate the President of the African Ministerial Conference on the Environment to submit Africa's common negotiating position on a comprehensive international climate change regime beyond 2012 in addition to the conceptual framework of African climate change programmes through the appropriate channels for consideration and adoption by African heads of State at their summit to be held in July 2009;

38. To invite the Commission of the African Union, the secretariat of the New Partnership for Africa's Development, the United Nations Environment Programme, the United Nations Economic Commission for Africa, the African Development Bank and other partners to pursue their cooperation to give effective support to all member States and regional economic communities in the implementation of measures to combat climate change;
39. To reiterate our support for the offer by South Africa to host the seventeenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change and the seventh session of the Conference of the Parties serving as the Meeting of the Parties to the Kyoto Protocol, in 2011;
40. To express our appreciation to the Executive Director of the United Nations Environment Programme for his continued support for the African Ministerial Conference on the Environment;
41. Also to express our appreciation to the people and Government of Kenya for hosting the special session on climate change of the African Ministerial Conference on the Environment.

## **Decision on the African process for combating climate change**

*We, African Ministers of Environment,*

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

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

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

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

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

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

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

*Emphasizing* that Africa's priorities are to implement climate change programmes in such a way as to achieve sustainable development, in particular to alleviate poverty and

attain the Millennium Development Goals, with emphasis on the most vulnerable groups, such as women, children and disabled persons,

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

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

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

*Decide:*

1. To welcome the work of the African high-level expert panel on climate change in providing technical support to the development of a comprehensive framework of African climate change programmes, and the work of the of African group of negotiators under the United Nations Framework Convention on Climate Change process in developing Africa's common negotiating position;
2. To adopt the outcomes of the meeting of the African high-level expert panel on climate change serving as the experts meeting for the special session on climate change of the African Ministerial Conference on the Environment;
3. Also to adopt the outcome of the meeting of the African group of negotiators in the development of Africa's common negotiating position;
4. To reaffirm the endorsement of the indicative conceptual outline of a comprehensive framework of African climate change programmes and the work of the African Ministerial Conference on the Environment in combating climate change;

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

14. To invite the President of the African Ministerial Conference on the Environment to submit to the African Ministerial Conference on the Environment at its thirteenth session, to be held in 2010, a detailed report on the implementation of the African process for combating climate change;
15. To express our appreciation to the Government of Kenya for hosting the special session on climate change of the African Ministerial Conference on the Environment.



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

*The Assembly,*

1. *Notes* the outcome of the special session on climate change of the African Ministerial Conference on the Environment held in Nairobi from 25 to 29 May 2009, at which participants adopted a declaration on the African process for combating climate change, the African common negotiating position on a comprehensive international climate change regime beyond 2012 and a conceptual outline of a comprehensive framework of African climate change programmes;
2. *Recalls* the endorsement of the action plan of the environment initiative of the New Partnership for Africa's Development by African Heads of State at their summit in Maputo on 12 July 2003;
3. *Also recalls* the decision of the Executive Council of the African Union of February 2009 on the report of the twelfth session of the African Ministerial Conference on the Environment, which endorsed the decisions of that session;
4. *Further recalls* the outcomes of the joint conference of African Union ministers of agriculture, land and livestock held on 23 and 24 April 2009 in Addis Ababa, which called for integrated agriculture-environment approaches, including development of an agriculture-based climate change adaptation framework and discussed the issue of land-based carbon;
5. *Reaffirms* all African Union decisions and declarations, including the Algiers Declaration on Climate Change of 19 November 2008;
6. *Acknowledges* that combating climate change, one of the six thematic priorities identified in the action plan of the environment initiative of the New Partnership for Africa's Development, has become more urgent;
7. *Expresses its appreciation* for the support to the African Union Commission extended by partners for the development of Africa's common negotiating position on a comprehensive international climate change regime beyond 2012 and a conceptual outline of a comprehensive framework of African climate change programmes;
8. *Endorses* Africa's common negotiating position on a comprehensive international climate change regime beyond 2012 and the conceptual framework of African climate change programmes;

9. *Reaffirms* that Africa, in the context of environmental justice, should be equitably compensated for environmental, economic and social losses;
10. *Emphasizes* that Africa requires substantially scaled-up finance, technology and capacity-building for adaptation and risk management;
11. *Invites* the Commission of the African Union, the secretariat of the New Partnership for Africa's Development, the United Nations Environment Programme, the United Nations Economic Commission for Africa, the African Development Bank and other partners to pursue their cooperation to give effective support to all member States and regional economic communities in the implementation of measures to combat climate change;
12. *Also invites* bilateral and multilateral partners to support the implementation of measures to combat climate change in Africa;
13. *Further invites* the Commission of the African Union, the African Ministerial Conference on the Environment and the secretariat of the New Partnership for Africa's Development, in collaboration with development banks, including the African Development Bank, the United Nations Environment Programme, the United Nations Economic Commission for Africa and the Global Environment Facility, to play a leading role in mobilizing resources to implement provisions set forth in the African process for combating climate change and its associated programmes and projects.

## **Conceptual framework for African climate change programmes**

### **Introduction**

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

**A. Adaptation**

5. Three broad areas of work were identified:

- (a) Disaster reduction and risk management: including early warning, preparedness, emergency response and post-disaster recovery;
- (b) Sectoral planning and implementation: adaptation in key sectors including water, agriculture, coastal zones, health, infrastructure, biodiversity and ecosystems, forests, energy, urban management and tourism, taking into account the cross-sectoral implications;
- (c) Building economic and social resilience through the diversification of economies to reduce dependence on climate-sensitive sectors, including through the use of indigenous knowledge and practices and the strengthening of community organizations.

6. Steps for effectively implementing work in the above three areas include:

- (a) Understanding climate and climate change processes, vulnerability and risks, including, but not limited to, through monitoring and observation systems;
- (b) Understanding the economics of adaptation;
- (c) Understanding the social and cultural dimensions of adaptation;
- (d) Policy setting and planning, including climate-proofing of future development;
- (e) Piloting and demonstrating;
- (f) Full-scale implementation.

**B. Mitigation**

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

- (a) *Energy sector*: Including scaling up investment to provide access to affordable cleaner energy, especially for rural communities; development of appropriate alternative energy sources; policies and measures to increase

energy efficiency; precautionary approach to the development of biofuels for mitigation and energy security;

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

## **C. Supporting and enabling measures**

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

### **1. Capacity-building**

- 9. Capacity-building measures include the following:
  - (a) To enable human resource development through focused training, mentoring and learning-by-doing approaches, among other measures;
  - (b) To empower relevant institutions at various levels;
  - (c) To enhance observation, research and knowledge management;
  - (d) To strengthen communication, education and awareness-raising at all levels, especially at the local and community levels;

- (e) To strengthen and use the regional networks of information and knowledge-sharing;
- (f) To develop tools, methods and technologies and support their application;
- (g) To encourage and strengthen participatory and integrated approaches in planning and decision-making, including the meaningful participation of civil society;
- (h) To share experiences, information and best practices of African countries;
- (i) To assess, strengthen and mobilize the capacities of existing relevant facilities and institutions in Africa.

## **2. Finance**

10. Sources of financing should be scaled up, including the following:

- (a) National or domestic investment;
- (b) Multilateral funding: grant, loan and concessional;
- (c) Bilateral investment and donor funding;
- (d) Insurance and other risk management instruments;
- (e) Private sector instruments;
- (f) Market-based instruments, e.g., carbon finance;
- (g) Improving access to financing through:
  - (i) Rationalizing the ever-growing number of funds (including eliminating duplications and harmonizing the governance of these funds, among other things to reduce conditionalities to disbursement of the funds);
  - (ii) Streamlining bureaucratic procedures;
  - (iii) Reducing transaction costs;

11. There is a need:

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

**3. Technology development and transfer**

12. The development and transfer of technology are critical to the achievement of both adaptation and mitigation programmes in Africa. Key areas of work in the field of technology include:

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

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