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**REPORT OF THE 4TH SPECIAL SESSION OF THE CONFERENCE OF
AFRICAN MINISTERS ON THE ENVIRONMENT (AMCEN),
BAMAKO, MALI, 12 – 16 SEPTEMBER 2011**

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PART 1: INTRODUCTION

Background

1. The ministerial segment of the fourth special session of the African Ministerial Conference on the Environment (AMCEN) was held at the International Conference Centre in Bamako from 15 to 16 September 2011. Meetings of the experts preceded the ministerial segment. The theme for the 4th special session of AMCEN was “Consolidating the Common Position and Strategy for Climate Change in Africa”.

Objective of the 4th special session of AMCEN

2. The main objective of the session was to provide a platform for African countries to further consolidate and enhance Africa’s common negotiating position for the UNFCCC Cop17 held in November to December 2011. The special session also provided an opportunity for Ministers to discuss the Climate Green Fund and Africa’s preparations for Rio+20 including the transitioning towards a Green Economy and the need to strengthen international environmental governance in the context of institutional framework for sustainable development.

Participation

3. Algeria, Angola, Benin, Botswana, Burkina Faso, Burundi, Cameroon, Central Africa Republic, Chad, Cape Verde, Comoros, Congo, Cote d’Ivoire, Democratic Republic of Congo, Djibouti, Egypt, Equatorial Guinea, Ethiopia, Gabon, Ghana, Guinea Bissau, Guinea, Kenya, Lesotho, Malawi, Mali, Mauritania, Mozambique, Namibia, Niger, Nigeria, Rwanda, Sao Tome, Senegal, Sierra Leone, South Africa, Sudan, Swaziland, Togo, Tunisia, Uganda, United Republic of Tanzania, Zambia and Zimbabwe.

4. The 4th special session of AMCEN was also attended by representatives of African regional and sub-regional organizations, United Nations agencies, secretariats of various environmental conventions and intergovernmental and non-governmental organizations.

Opening Ceremony

5. The ministerial segment was officially opened by Ms. Cissé Mariam Sidibe Kaïdama, Prime Minister of Mali. Opening statements were made by Ms. Amina Mohamed, Deputy Executive Director, United Nations Environment Programme (UNEP); Ms. Rhoda Peace Tumusiime, Commissioner for Rural Economy and Agriculture, African Union Commission; Mr. Luc Gnacadja, Executive Secretary, United Nations

Convention to Combat Desertification in Those Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa; Mr. Kamal Elkheshen, Vice-President, African Development Bank, on behalf of Mr. Donald Kaberuka, President, African Development Bank; Ms. Monique Barbut, Chief Executive Officer and Chair, Global Environment Facility; Mr. Andrew Steer, Special Envoy for Climate Change, World Bank; Mr. Masahiko Horie, Ambassador for Global Environment Affairs of Japan; Mr. Tomasz Chruszczow, Special Envoy for Climate Change, on behalf of Mr. Andrzej Kraszewski, President, European Union Council of Ministers; Mr. Richard Kinley, Deputy Executive Secretary, United Nations Framework Convention on Climate Change, on behalf of Ms. Christiana Figueres, Executive Secretary of the Convention; Ms. Bernadeta Mushashu, Pan-African Parliament; Mr. Jeremiah Lengoasa, Deputy Secretary-General, World Meteorological Organization; Mr. Jean Claude Nsengiyumva, Deputy Secretary-General, Productive and Social Sectors, East African Community; and Mr. Augustine Njamshi, Pan-African Justice Alliance, representing civil society.

Organizational Matters

6. The President of AMCEN presided over the segment and the Minister of Environment of the United Republic of Tanzania served as Rapporteur.

PART II: DELIBERATIONS AND CONCLUSIONS

7. The Ministerial segment deliberated on the following issues:

- a) Climate change;
- b) Institutional framework for sustainable development: the environment pillar;
and
- c) Green economy in the context of Africa

A. *Climate change*

8. The meeting adopted the African Common Position and Key messages presented as the outcome of the African Group Negotiators meeting held from 13-14 September 2011 and reconfirmed adaptation as the essential priority for the continent. Ministers stressed the need for immediate and adequate support for the implementation of adaptation measures and actions through the provision of grant-based public resources. The operationalization of the Global Climate Green Fund, and particularly the Africa Green Fund being designed by the African Development Bank would be key mechanisms towards meeting this need. These Funds should be designed taking into account African specificities. They called upon developed countries to honour their mitigation commitments to reduce their emissions of greenhouse gases for a second and subsequent commitment period at the agreed levels under the Kyoto Protocol.

B. Institutional framework for sustainable development: the environment pillar

9. The meeting acknowledged the need to strengthen the institutional framework for sustainable development in order to promote a balanced integration of its three pillars, and particularly the international environmental governance. The Ministers committed to expeditiously elaborate an African common position to ensure that the continent speaks with a common, coherent, strong and clear voice on the IEG systems, taking into account its concerns and priorities. They endorsed the IEG outcome document of the AMCEN meeting, which elaborated the characteristics of an international specialized institution as a contribution to the African common position on IEG and affirmed that any such specialized institution, whatever its form should comply with the characteristics specified in the outcome document. Ministers invited the international community to support the decision made by the African Union at its 17th ordinary session in Malabo to take into consideration the need to strengthen, consolidate and transform UNEP into an international specialized institution for the environment, based in Nairobi.

C. Green economy in the context of Africa

10. The meeting welcomed the green economy as offering new opportunities to advance the attainment of Africa's sustainable development objectives and a means to achieve employment creation, economic growth and poverty reduction. Ministers decided to foster the understanding of the green economy in the context of Africa, in particular as a way to protect and sustain natural capital, improve resource efficiency and sustainable consumption and production and enhance contributions to development. They recognized that the transition to a green economy entails additional costs, which require new and additional financing, access to technologies and capacity building. Scaled-up, adequate and predictable support must therefore be provided to African countries.

(1) Declarations and Decisions of the 4th special session of AMCEN (see the annexes for details)

11. The ministers adopted the Bamako declaration on Consolidating the African Common Position on Climate Change and Preparation for the United Nations Conference on Sustainable Development. They also adopted three decisions which can be found in annex II to the present report.

(2) Key messages

12. Mr. Tosi Mpanu Mpanu, chair of the African group of negotiators, presented the key messages constituting Africa's common negotiation position for the Durban conference. The key messages were adopted and are annexed to decision SS.IV/1.

4. Closure of the session

13. Following the customary exchange of courtesies, the President of the African Ministerial Conference on the Environment declared the ministerial segment and the

fourth special session of the African Ministerial Conference on the Environment closed at 6.15 p.m. on Friday, 16 September 2011.

Declaration and Decisions of the 4th special session of AMCEN (see the annexes for details)

Declaration

African Ministerial Conference on the Environment's Bamako declaration on Consolidating the African Common Position on Climate Change and Preparation for the United Nations Conference on Sustainable Development.

Decisions

Decision 1: Climate Change

Decision 2: Strengthening the institutional framework for sustainable development: the environment pillar

Decision 3: Green economy in the context of Africa

**BAMA KO DECLARATION ON CONSOLIDATING THE AFRICAN COMMON
POSITION ON CLIMATE CHANGE AND PREPARATION FOR THE UNITED
NATIONS CONFERENCE SUSTAINABLE DEVELOPMENT**

**BAMAKO DECLARATION ON CONSOLIDATING THE AFRICAN COMMON
POSITION ON CLIMATE CHANGE AND PREPARATION FOR THE UNITED
NATIONS CONFERENCE SUSTAINABLE DEVELOPMENT**

We, African Ministers of Environment,

Having met in Bamako on 15 and 16 September 2011 at the fourth special session of the African Ministerial Conference on the Environment,

Welcoming the decisions¹ of the Assembly of the African Union at its seventeenth ordinary session, held in Malabo on 30 June and 1 July 2011, among others, (i) urging the African Ministerial Conference on the Environment to hold an extra-ordinary session to consider and endorse the updated African common position on climate change, (ii) and on Africa's preparations for the United Nations Conference on Sustainable Development,

I. Updated African Common Position on Climate Change

Recalling the decisions of the African Ministerial Conference on the Environment at its thirteenth session, held in Bamako from 23 to 25 June 2010 on strengthening the international climate change regime through the full, effective and sustained implementation of the United Nations Framework Convention on Climate Change and the Kyoto Protocol thereto,

Taking note of the outcome of the sixteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change and the sixth session of the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol, held in Cancún, Mexico, from 29 November to 10 December 2010,

Aware of the forthcoming 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, scheduled to take place in Durban, South Africa, from 28 November to 9 December 2011,

Stressing Africa's vulnerability to the effects of climate change and, in this context, noting in particular the adverse effects of the phenomenon, such as the desiccation of Lake Chad, drought in the Horn of Africa and other rapidly developing adverse effects on ecosystems, food production and social and economic development in Africa; and noting the urgent need for all countries to take action to mitigate and adapt to climate change,

Emphasizing the need to give special consideration to developing countries that are particularly vulnerable to the adverse effects of climate change in accordance with

the United Nations Framework Convention on Climate Change, including small island developing States, least developed countries and other countries in Africa,

Expressing appreciation for the efforts of the African group of negotiators in the development of the updated African common position on strengthening the international climate change regime through the full, effective and sustained implementation of the United Nations Framework Convention on Climate Change and the Kyoto Protocol thereto,

Concerned by the insufficient transparency and slow disbursement of the financial resources pledged by developed countries as “fast-start” financing for the period 2010–2012 and that the bulk of funds disbursed are neither new nor additional,

Emphasizing the importance of a successful outcome of the Durban conference to all States and peoples of Africa,

Hereby declare our resolve:

- (a) To endorse the updated African common position on climate change as the basis for negotiations by African States on strengthening the international climate change regime through the full, effective and sustained implementation of the United Nations Framework Convention on Climate Change and the Kyoto Protocol thereto;
- (b) To agree that the key messages on the negotiations during the Durban conference² should guide and inform discussions;
- (c) To affirm that the United Nations Framework Convention on Climate Change and the Kyoto Protocol thereto constitute the fundamental global legal framework on climate change and that the climate negotiations must produce two outcomes in line with the Bali Road Map, regarding an agreed outcome to ensure the full, effective and sustained implementation of the Convention and a second period of mitigation commitments for Annex I parties under the Kyoto Protocol;
- (d) To call for integrated and balanced outcomes that are based on science, equity and the rule of law reflecting the latest scientific, technical, economic and social information as these outcomes will significantly influence efforts to secure Africa’s sustainable development;
- (e) To urge all parties to the United Nations Framework Convention on Climate Change to recognize the need to limit temperature increase to well below 1.5° C above pre-industrial levels in order to avoid dangerous interference

² Decision SS.IV/1, annex.

with the climate system in a time frame that protects ecosystems, food production and sustainable development, particularly in Africa;

- (f) To reaffirm that achieving sustainable development and poverty eradication are priorities for Africa, as is the right to equitable sharing of atmospheric space and resources by non-Annex I parties, particularly in Africa;
- (g) Also to reaffirm that a long-term global goal must include ambitious short-term, medium-term and long-term mitigation commitments by Annex I parties reflecting their historical responsibilities and an equitable and appropriate contribution to the global effort, as well as the provision of adequate means of implementation – finance, technology and capacity-building – to enable non-Annex I parties to address mitigation and adaptation;
- (h) To urge Annex I parties to the Kyoto Protocol to commit themselves to second and subsequent commitment periods, and to reduce their emissions of greenhouse gases by at least 40 per cent during the second commitment period from 2013 to 2017, and by at least 45 per cent by 2020 and 95 per cent by 2050, compared to 1990 levels, as an equitable and appropriate contribution to achieving the objective of the United Nations Framework Convention on Climate Change;
- (i) To request Annex I parties to the United Nations Framework Convention on Climate Change that are not parties to the Kyoto Protocol to undertake legally binding commitments under the Convention that are comparable in magnitude and effort, and are measurable, reportable and verifiable through an agreed set of common accounting rules and compliance framework;
- (j) To urge all Annex I parties to the United Nations Framework Convention on Climate Change to ensure that the environmental integrity of their emission reduction commitments by closing loopholes, limiting the use of carbon markets and project-based mechanisms to 10 per cent of their commitments and ensure that carbon credits reflect genuinely additional emission reductions;
- (k) To emphasize that the extent to which non-Annex I parties to the United Nations Framework Convention on Climate Change will effectively implement actions under the Convention will depend on the full and effective implementation by developed-country parties and the fulfilment of their commitments relating to finance, technology transfer and capacity building;
- (l) To call upon developed-country parties to urgently scale up support for the implementation of adaptation measures and plans, particularly through the Cancun Adaptation Framework and Nairobi work programme on impacts, vulnerability and adaptation to climate change, and to support and expedite

work to understand, reduce and compensate loss and damage associated with the adverse effects of climate change, including impacts on agriculture;

- (m) Also to call upon developed-country parties to support the strengthening or establishment of regional centres and networks for adaptation and to request the African Union Commission to engage bilateral and multilateral partners to take concrete steps to ensure that Africa has strong regional adaptation centres and networks;
- (n) To further call upon developed-country parties to provide new and additional public financial resources to non-Annex I parties for programmes for the conservation and sustainable management of forests, wetlands, soils and marine resources that contribute to improving human wellbeing, conservation of biodiversity, enhancement of economic and social development, as well as mitigating climate change;
- (o) To call upon developed-country parties to take into account the specific conditions of small island developing States by providing necessary financial and technical resources for adequate management of coastal areas in order for them to face the challenges posed by rising sea levels;
- (p) To encourage and to call upon the Global Environment Facility, in its capacity as the operating entity of the United Nations Framework Convention on Climate Change, to strengthen its support for Africa as it is the continent most affected by climate change;
- (q) To call for agreement at the Durban conference on the sources and scale of public financial resources to be provided by Annex II parties for the period commencing in 2013, on enhanced transparency in the provision of new and additional financial resources through a common reporting format, and on the operationalization of the Green Climate Fund and the Standing Committee on Finance;
- (r) To call upon developed-country parties to provide new and additional resources to the climate funds under the United Nations Framework Convention on Climate Change, in particular the Least Developed Countries Fund, the Special Climate Change Fund and the Adaptation Fund, which are currently the only financial means to fund adaptation under the Convention;
- (s) To urge parties to cooperate efficiently on technology transfer to Africa in support of adaptation and mitigation to climate change, and to support the full operationalization of the technology mechanism of the United Nations Framework Convention on Climate Change;

- (t) To take note of the Johannesburg Communiqué of the African Ministerial Conference on Climate-Smart Agriculture³ and, in recognition of the importance of agriculture to Africa, to recommend that a comprehensive work programme on agriculture in non-Annex I parties be established under the Cancun Adaptation Framework and further recommend that agriculture be addressed as a matter of priority in relation to the mitigation commitments of Annex I parties;
- (u) Also to take note of the outcome of the African ministerial conference on Energy and to further encourage the continued concrete implementation of actions that contribute to increased access to energy and its development;
- (v) To welcome the report of the African Development Bank on the design of the Africa Green Fund and to call upon the Bank to continue this work and reflect the input made at the fourth special session of the African Ministerial Conference on the Environment;
- (w) To request the African Development Bank to present and showcase its previous experience in this regard to the African Ministerial Conference on the Environment at its fourteenth session;
- (x) To urge all African countries to support the Government of South Africa in hosting the Durban conference;

II. Preparations for the United Nations Conference on Sustainable Development

Recalling resolution 64/236 of 24 December 2009, by which the General Assembly decided to organize the United Nations Conference on Sustainable Development in 2012, and taking note of the Conference objectives of securing renewed political commitment for sustainable development, assessing the progress to date and the remaining gaps in the implementation of the outcomes of the major summits on sustainable development and addressing new and emerging challenges,

Stressing the critical importance of having a well-coordinated and coherent common position for Africa so as to ensure that the concerns and priorities of the region are well articulated and reflected in the outcomes of the United Nations Conference on Sustainable Development,

Welcoming the establishment of the Africa regional preparatory process for the United Nations Conference on Sustainable Development involving the Economic Commission for Africa, the United Nations Environment Programme, the United Nations Development Programme, the African Union Commission, the African Development

³ Available from www.nda.agric.za/doaDev/topMenu/ClimateChange/15092011_docs/FINAL_CLEAR_CSA_Communique_Final_%20Copy_14_09_11.pdf.

Bank, regional economic communities and other United Nations agencies to adequately support African countries in their collective preparations for the Conference,

Recalling resolution 65/160 of 20 December 2010, by which the General Assembly decided to convene a one-day high-level meeting to address desertification, land degradation and drought in the context of sustainable development and poverty eradication on 20 September 2011, which will afford an additional opportunity to reaffirm the urgent need for affective implementation of the United Nations Convention to Combat Desertification in Those Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa,

Recognizing that the current global institutional structures do not fully address Africa's sustainable development aspirations on matters of the environment, social and economic spheres,

Noting that the concept of green economy is a viable and promising vehicle to achieve sustainable development in Africa and minimize environmental risks, and that its advancement requires political support, policy reforms, institutional innovations, public and private sector investment and allocation of resources,

Hereby declare our resolve to:

- (a) To request development partners and United Nations agencies to strengthen the capacities of African countries in combating desertification and land degradation and coping with drought and natural and technological disasters;
- (b) To call upon the African Union Commission, regional economic communities, the African Development Bank, United Nations agencies, civil society organizations and other development partners to collaborate in undertaking effective and sustainable measures to support African countries, particularly in the Horn of Africa, in identifying long-term responses and coping methods on the drought crises including establishing or strengthening monitoring mechanisms;
- (c) To fully support decision Assembly/AU/Dec.381(XVII) of the Assembly of the African Union at its seventeenth ordinary session, held in Malabo on 30 June and 1 July 2011, in which the Assembly recognized that current institutional structures did not fully address Africa's needs in matters of the environment, sustainable development and climate change within the context of revision of institutional frameworks for sustainable development, and took into consideration the need to strengthen, consolidate and transform the United Nations Environment Programme into an international specialized institution for the environment based in Nairobi, Kenya;

- (d) To urge all countries to ensure coherence among the institutional frameworks of the environment, social and economic pillars across the United Nations system thereby enhancing the implementation of sustainable development agenda;
- (e) To call for a clearer understanding of the concept of the green economy; of the implications for the transition, in the African context, to a green economy; and that such a transition has costs and benefits associated with it and that its realization hinges on African countries receiving from developed countries the needed means of implementation in addition to the resources made available by African countries themselves;
- (f) To recognize that the green economy is a means to achieve Africa's objectives of sustainable development, employment creation, economic growth and poverty reduction and that the green economy should be underlined by national objectives, social and economic development imperatives and the attainment of the Millennium Development Goals;
- (g) To call upon developed countries to support, within the African context, the development of green economy initiatives, especially on matters of financing, technology transfer, capacity-building and removal of barriers to trade;
- (h) To endorse the outcome document of the meeting on strengthening the institutional framework for sustainable development: the environment pillar, held in Bamako on 12 and 13 September 2011,⁴ and the decisions of the fourth special session of African Ministerial Conference on the Environment on green economy and international environment governance in the context of institutional framework for sustainable development in preparation for the United Nations Conference on Sustainable Development and affirm that any such institution, whatever its form, should comply with the characteristics specified in that outcome document;
- (i) To encourage the involvement of women, young people and organizations for persons with disabilities, in addition to the private sector and civil society, in the processes leading to and during the United Nations Conference on Sustainable Development;
- (j) To urge all African countries to actively participate in the African regional preparatory conference to be held in Addis Ababa from 20 to 25 October 2011, at which an African consensus statement for the United Nations Conference on Sustainable Development is expected to be adopted, and also in the United Nations Conference on Sustainable Development;

⁴ Decision SS4/2, annex.

III. Expression of appreciation and next steps

We, African Ministers of Environment, hereby declare our resolve:

- a) To express our appreciation to the United Nations Environment Programme, the Economic Commission for Africa, the African Union Commission, the African Development Bank and other organizations for their continued support to the African Ministerial Conference on the Environment;
- b) To mandate the President of the African Ministerial Conference on the Environment to submit the report of the fourth special session of the Conference, including the present declaration, to the Committee of African Heads of State and Government on Climate Change for its consideration;
- c) To request the African Union Commission to submit the report of the fourth special session of the African Ministerial Conference on the Environment to the African Union at its eighteenth summit;
- d) To express our appreciation to the Government and people of Mali for hosting the fourth special session of the African Ministerial Conference on the Environment.

**DECISIONS ADOPTED BY THE AFRICAN MINISTERIAL CONFERENCE ON THE
ENVIRONMENT AT ITS FOURTH SPECIAL SESSION**

DECISIONS ADOPTED BY THE AFRICAN MINISTERIAL CONFERENCE ON THE ENVIRONMENT AT ITS FOURTH SPECIAL SESSION

Decision SS.IV/1: Decision on climate change

We, African Ministers of Environment,

Having met in Bamako on 15 and 16 September 2011 at the fourth special session of the African Ministerial Conference on the Environment,

Welcoming decision Assembly/AU/Dec.375(XVII) of the Assembly of the African Union at its seventeenth ordinary session, held in Malabo on 30 June and 1 July 2011, on Africa's preparations for 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,

Welcoming also decision Assembly/AU/Dec.257(XIII)Rev.1 of the Assembly of the African Union on the African common position on climate change including the modalities of the representation of Africa to the World Summit on Climate Change,

Recalling paragraph 3 of EX.CL/Dec.500(XV)Rev.1 of the Executive Council of the African Union, by which the African Union Commission was requested, in collaboration with partners, to elaborate a comprehensive African strategy on climate change, including development of sector technical back-up data on the impacts of climate change, its cost to the economy and the amount of carbon sequestered in various African ecosystems,

Recalling also paragraph 4 of decision Assembly/AU/Dec.375(XVII) of the Assembly of the African Union, by which the Committee of African Heads of State and Government on Climate Change was urged to convene a meeting to consider and take forward the African common position on climate change to 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, which the African Ministerial Conference on the Environment would have considered and endorsed at its extraordinary session,

Recalling further paragraph 9 of that decision, by which the African Development Bank was requested to present a report reflecting modalities and progress in the design of the African Green Climate Fund to the next meeting of the African Ministerial Conference on the Environment,

Recalling also resolution AFR/RC61/R2 on the framework for public health adaptation to climate change in the African region adopted by the World Health Organization Regional Committee for Africa at its sixty-first session, held in Yamoussoukro from 29 August to 2 September 2011,

Recalling further decision 2 of the African Ministerial Conference on the Environment at its twelfth session to develop and adopt a common negotiating position

on climate change, which calls for an international climate regime that ensures full, effective and sustained implementation of the United Nations Framework Convention on Climate Change and the Kyoto Protocol thereto,

Recalling the outcomes of the sixteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change and the sixth session of the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol held in Cancún, Mexico, and 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,

Aware of the forthcoming 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 to be held in Durban, South Africa, from 28 November to 9 December 2011,

Decide:

- a) To welcome the report of the African Union Commission on the development of the African strategy on climate change and call upon the Commission to continue this work and reflect the input made at the fourth special session of African Ministerial Conference on the Environment in the strategy;
- b) To request the African Union Commission to circulate the final draft of the African strategy on climate change to member States for comments and further input, upon which the President of the African Ministerial Conference on the Environment is urged to convene a meeting of the Bureau to consider input from member States and endorse the strategy;
- c) To adopt the African common position on climate change and the key messages⁵ on climate change negotiations for the Durban conference presented as the outcome of the African group of negotiators meeting held in Bamako on 13 and 14 September 2011;
- d) To request member States and the African group of negotiators, and to invite the Committee of African Heads of State and Government on Climate Change, to use the common position as the basis for their positions during the Durban conference;
- e) To welcome the report of the African Development Bank on the design of the Africa Green Fund; to call upon the Bank to continue this work and reflect the input made in its final report; and to urge the Bank to complete the design of the Fund ahead of the Durban conference as mandated by the African Union in decision Assembly/AU/Dec.375(XVII);

⁵ **Annex to decision SS4/1:** key messages for COP17

- f) To request the African Development Bank to undertake further consultations in 2012 with the African group of negotiators on the potential links between the Africa Green Climate Fund and the financial mechanism of the United Nations Framework on Climate Change, including the Green Climate Fund, and to report to the African Ministerial Conference on the Environment at its fourteenth session so that such links can be considered;
- g) To request the African Union Commission, the United Nations Environment Programme, the World Health Organization and other development partners to support the implementation of the framework for public health adaptation to climate change in the African region adopted by the World Health Organization Regional Committee for Africa at its sixty-first session through an appropriate mechanism;
- h) To agree that the African common position will be continuously backed by new findings, including the best available scientific, economic and technical information, and in this regard, to invite institutions, African centres of excellence, the African Union Commission, the African Development Bank, the United Nations Environment Programme, the Economic Commission for Africa, the African Climate Policy Centre and other development partners, including the World Bank, to support the elaboration of the research agenda in support of the African common position;
- i) To invite all member States to attend and participate in the Durban conference and promote the African common position;
- j) To mandate the President of the African Ministerial Conference on the Environment to submit the outcomes and decisions of the fourth special session of African Ministerial Conference on the Environment to the Committee of African Heads of State and Government on Climate Change;
- k) To request the African Union Commission to take note of the report of the fourth special session of the African Ministerial Conference on the Environment and to submit it to the African Union at its eighteenth summit.

Annex to decision SS.IV/1

Key messages on the climate change negotiations for 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

1. **WE**, African ministers of environment, recognize that Africa continues to face numerous severe negative impacts arising from the adverse effects of climate change that have been documented and supported by scientific findings, including those of the Intergovernmental Panel on Climate Change and other reports. Such impacts are hampering Africa's efforts to attain its development goals, including the Millennium Development Goals.
2. **WE REAFFIRM** that the United Nations Framework Convention on Climate Change and its Kyoto Protocol constitute the fundamental global legal framework on climate change and that all actions or measures related to climate change must be in full conformity with the principles and provisions of the Convention, in particular those of equity and common but differentiated responsibilities and respective capabilities.
3. **WE REITERATE** that the climate negotiations under the United Nations Framework Convention on Climate Change should produce two outcomes in line with the Bali Road Map: an agreed outcome on long-term cooperative action to enhance the implementation of the Convention, and an amendment to Annex B to the Kyoto Protocol regarding further mitigation commitments of Annex I parties for a second commitment period from 2013 to 2017 under the Protocol.
4. **WE EXPRESS OUR DEEP CONCERN** that the inadequate mitigation pledges, notably by Annex I parties under the Cancun Agreements, risk an increase in global average temperature of greater than 2° C – and possibly as much as 5° C – as documented and supported by scientific analyses, including those of the United Nations Environment Programme, the Stockholm Environment Institute and other leading scientific institutions. Such temperature increases will have catastrophic impacts worldwide, and particularly for Africa due to its high vulnerability to the impacts of climate change and low adaptive capacity.
5. **WE ARE AWARE** that the mitigation pledges by Annex I parties in the context of the climate change negotiations amount to less than the voluntary mitigation pledges by non-Annex I parties. We therefore stress that Annex I parties must show leadership including through raising their level of ambition to the scale required by science and equity.
6. **WE REAFFIRM** that adaptation is an essential priority for Africa and that there is an urgent need for immediate and adequate support for the implementation of adaptation measures and actions through the provision of grant-based public resources. We acknowledge that there is an urgent and immediate need to avoid further loss and damage arising from the adverse effects of climate change on

Africa. In this regard, immediate action should be taken, in particular by Annex I parties, to reduce their emissions in line with the information set out in the fourth assessment report of the Intergovernmental Panel on Climate Change and more recent scientific studies in a way that will limit the global average temperature increase to well below 1.5° C.

7. **WE REAFFIRM** that achieving sustainable development and poverty eradication are the priorities for Africa. We also reaffirm the right to equitable sharing of atmospheric space and resources by non-Annex I parties, in particular Africa, taking into account the cumulative historical responsibility and use of such resources by Annex I parties and the fact that cumulative emissions in Africa remain extremely low. Africa's share of global emissions will need to grow to meet its social and economic development needs.

Implementing the Kyoto Protocol

8. **WE CALL UPON** developed-country parties to the Kyoto Protocol to honour their commitments through ambitious mitigation commitments for a second and subsequent commitment periods and to reduce their emissions of greenhouse gases by at least 40 per cent during the second commitment period from 2013 to 2017 and by at least 95 per cent by 2050, compared to 1990 levels, as an equitable and appropriate contribution to achieving the objective of the Convention. We stress the urgency of agreeing upon a second commitment period in Durban and of elaborating measures to avoid a gap between commitment periods.
9. **WE CALL UPON** Annex I parties to ensure the environmental integrity of their emission reduction commitments, and to guarantee an equitable and appropriate level of domestic emission reductions, by closing existing loopholes, limiting the use of carbon markets and project-based mechanisms to 10 per cent of their commitments, and ensuring the additionality of carbon credits. We confirm that new market mechanisms will be conditional upon agreement by Annex I parties to ambitious mitigation commitments through a second commitment period under the Kyoto Protocol.

Implementing the Convention

Shared vision

10. **WE EMPHASIZE** that avoiding dangerous interference with the climate system and achieving a global goal of limiting temperature increase to well below 1.5° C will require an integrated approach based on science, equity and the rule of law. Such an approach must include ambitious short-term, medium-term and long-term mitigation commitments by Annex I parties that reflect their historical responsibilities and be an equitable and appropriate contribution to the global effort to tackle climate change, and the provision of adequate means of implementation – finance, technology and capacity building – to enable non-Annex I parties to address mitigation and adaptation.

Adaptation

11. **WE CALL** for the elaboration of the Cancun Adaptation Framework as a mechanism to facilitate the support of national adaptation actions and plans of non-Annex I parties through the finance and technology mechanisms of the Convention. We affirm that adaptation activities should be funded at full cost through direct and simplified access to adequate, new and additional public grant-based financial resources, following a country-driven approach, as well as to environmentally sound technologies and capacity-building in a predictable and prompt manner as part of a balanced package on all issues to implement the Convention and its Kyoto Protocol.
12. **WE URGE** that measures should be taken to expedite work on strengthening international cooperation and expertise in order to understand, reduce and compensate loss and damage associated with the adverse effects of climate change, including impacts on agriculture, water, human health and other areas related to extreme weather events and slow onset events particularly in Africa.

Mitigation

13. **WE REQUEST** developed-country parties to the Framework Convention on Climate Change that are not parties to the Kyoto Protocol to undertake legally binding commitments under the Convention that are comparable in magnitude and effort and are measurable, reportable and verifiable with regard to mitigation efforts and the provision of financial and technological resources. We urge the agreement on quantified emission reduction commitments for these parties under an agreed set of common accounting rules and compliance framework.
14. **WE REAFFIRM** that a firewall must be maintained between the mitigation commitments of Annex I parties that are legally binding in nature and appropriate voluntary mitigation actions by non-Annex I parties. We also reaffirm that the measuring and verification process shall be applied to mitigation commitments of Annex I parties and to the means of implementation provided to non-Annex I parties.
15. **WE STRESS** that the extent to which non-Annex I parties will effectively implement actions under the Convention will depend on the effective implementation and fulfillment by developed-country parties of their commitments under the Convention related to financial resources and technology transfer, taking into account the principle of common but differentiated responsibilities and respective capabilities, under paragraphs 1, 3, 4 and 5 of Article 4 of the Convention.

Means of implementation

16. **WE EXPRESS CONCERN** about the insufficient transparency and slow disbursement of the financial resources pledged by developed-country parties as “fast-start” finance for the period 2010–2012 and indications that a small proportion of these resources are new and additional.

17. **WE CALL** for enhanced transparency, a common reporting format and agreement in Durban on the scale of public resources to be provided by Annex II parties commencing in 2013, building on short-term finance commitments and reaching a scale adequate to meet the needs of non-Annex I parties in 2020 and beyond.
18. We stress the importance of ensuring direct access for all non-Annex I parties, equitable allocation through geographical and needs-based criteria, a balance between adaptation and mitigation, and grant-based funding for adaptation activities.
19. **WE NOTE** the pledge by developed-country parties to mobilize jointly \$100 billion per year by 2020, and reiterate Africa's position that those parties should by 2020 provide scaled-up financial support based on an assessed scale of contributions that constitutes at least 1.5 per cent of the gross domestic product of Annex I parties, in order to curb climate change and meet the needs of non-Annex I parties in tackling climate change and its adverse effects. We emphasize that public finance should be the main source of funding to ensure the sustainability, predictability and adequacy of funding, bearing in mind that private and market finance can play a complementary role.
20. **WE STRESS** the urgent need to address the issue of technology transfer, including the identification and removal of all barriers preventing access to climate-related technologies and the appropriate treatment of intellectual property rights, including the removal of patents on climate-related technologies for non-Annex I parties.
21. **WE STRESS** that capacity-building should be treated as a cross-cutting issue and be clearly reflected on other thematic areas. We acknowledge that the creation of performance indicators for monitoring and review of capacity building is paramount. We further stress that capacity building activities should not be left to the private sector.
22. **WE TAKE NOTE** of the efforts made in the establishment of effective and accountable institutions under the authority and guidance of the Conference of the Parties to the Convention in relation to adaptation, finance, technology transfer and capacity-building.
23. **WE EXPECT** that the Durban conference will conclude the operationalization of effective and accountable institutions under the Conference of the Parties in relation to, *inter alia*, adaptation, technology and finance in accordance with the relevant principles and provisions of the Convention, the Bali Action Plan and the Cancun decisions and taking into account the proposals made by the African Group and the Group of 77 and China. We reaffirm that the operationalization of the Green Climate Fund, with a legal personality under the Conference of the Parties, is crucial for securing success in Durban.

24. Lastly, **WE REAFFIRM** that the two tracks of negotiations under the Convention must continue as separate tracks and that a balanced outcome is expected at the end of the negotiations in Durban, including a legally binding outcome on the scale of emission reductions to be undertaken by Annex I parties individually and on aggregate through a second commitment period under the Kyoto Protocol, and a legally binding outcome on the various pillars of the Bali Action Plan in accordance with the Bali Road Map.

Decision SS.IV/2: Strengthening the institutional framework for sustainable development: the environment pillar

We, the African ministers of environment,

Having met in Bamako on 15 and 16 September 2011 at the fourth special session of the African Ministerial Conference on the Environment,

Recalling resolution 64/236 of 24 December 2009, by which the General Assembly decided to organize the United Nations Conference on Sustainable Development to secure renewed political commitment for sustainable development, to assess progress and the remaining gaps in the implementation of the outcomes of the major summits on sustainable development, and to address new and emerging challenges, with the following themes to be discussed and refined during the preparatory process: a green economy in the context of sustainable development and poverty eradication and the institutional framework for sustainable development,

Mindful of the need for Africa to collectively articulate its concerns and priorities at the United Nations Conference on Sustainable Development and to ensure that those are adequately reflected in its outcomes,

Recognizing the leading role of the State in matters relating to the Conference,

Welcoming the establishment of a regional preparatory process involving the Economic Commission for Africa, the African Union Commission, the African Development Bank, the United Nations Environment Programme, the United Nations Development Programme and other United Nations agencies, regional economic communities and civil society so as to provide adequate support to African countries in their consultations in preparation for the United Nations Conference on Sustainable Development,

Recalling decision 25/1 of the Governing Council of the United Nations Environment Programme to consider reform of the international environmental governance system, which eventually resulted in the development of the “Nairobi-Helsinki outcome” by the consultative group of ministers or high-level representatives on international environmental governance,

Recalling also the outcome of the workshop held in Addis Ababa from 7 to 9 March 2011 and organized by the Economic Commission for Africa in collaboration with the United Nations Environment Programme, the United Nations Development

Programme, the African Union Commission and the African Development Bank, on institutional and strategic frameworks for sustainable development in Africa,

Recalling further the joint African Union Commission, United Nations Environment Programme, Economic Commission for Africa and African Development Bank round-table held in Malabo on 29 June 2011 on the theme: “Mobilizing African leadership for an effective regional preparatory process for the United Nations Conference on Sustainable Development (Rio+20)”,

Welcoming decision Assembly/AU/Dec.381(XVII) of the Assembly of the African Union at its seventeenth ordinary session, held in Malabo on 30 June and 1 July 2011, on Africa’s preparations for the United Nations Conference on Sustainable Development (Rio+20): common positions and strategies in the face of the challenge of green economy and international governance of the environment, by which the Assembly recognized that current institutional structures did not fully address Africa’s needs in matters of the environment, sustainable development and climate change within the context of revision of institutional frameworks for sustainable development, and took into consideration the need to strengthen, consolidate and transform the United Nations Environment Programme into an international specialized institution for the environment based in Nairobi,

Taking note of the outcome of the meeting on strengthening the institutional framework for sustainable development: the environmental pillar, held in Bamako on 12 and 13 September 2011, as a contribution to the elaboration of a common African position for the United Nations Conference on Sustainable Development process in relation to the institutional framework for sustainable development, as set out in the annex to the present decision,

Acknowledging the need to strengthen international environmental governance within the context of the institutional framework for sustainable development in order to promote a balanced integration of the economic, social and environmental pillars of sustainable development,

Decide:

- (a) To commit ourselves to expeditiously elaborate an African common position on the institutional framework for sustainable development and to agree that Africa should speak at the United Nations Conference on Sustainable Development with a common, coherent, strong and clear voice on international environmental governance systems within the context of the institutional framework for sustainable development, taking into account the continent’s needs;
- (b) To acknowledge that the Nairobi-Helsinki outcome forms a sound basis for reaching a consensus on the institutional architecture for the environmental pillar within the context of institutional framework for sustainable development;

- (c) Also to acknowledge that a strengthened international environment governance framework directly supports sustainable development, which comprises economic, social and environmental pillars;
- (d) To agree that any institutional framework for sustainable development should take into account Africa's needs;
- (e) To endorse the outcome of the meeting on strengthening the institutional framework for sustainable development: the environmental pillar, set out in the annex to the present decision,, which elaborated the characteristics of an international specialized institution as a contribution to the common African position on international environmental governance and to affirm that any such specialized institution, whatever its form, should comply with the characteristics specified in the outcome document;
- (f) To invite the international community to support decision Assembly/AU/Dec.381(XVII) of the Assembly of the African Union calling for taking into consideration the need to strengthen, consolidate and transform the United Nations Environment Programme into an international specialized institution for the environment based in Nairobi;
- (g) To urge all member States to participate actively in the African regional preparatory conference to be held in Addis Ababa at which representatives will deliberate the objective and themes of the United Nations Conference on Sustainable Development and other substantive matters of importance to Africa, with a view to reaching a consensus on Africa's key priorities and concerns to be reflected in the outcomes of the United Nations Conference on Sustainable Development.

Annex to decision SS.IV/2

Outcome document of the meeting on strengthening the institutional framework for sustainable development: the environment pillar, held in Bamako on 12 and 13 September 2011

1. Representatives of the member States of the African Ministerial Conference on the Environment met in Bamako on 12 and 13 September 2011 at a meeting on strengthening the institutional framework for sustainable development: the environment pillar, in order to discuss the constitutive elements of Africa's common negotiating position at the United Nations Conference on Sustainable Development (also known as "Rio + 20") and to develop and strengthen Assembly/AU/Dec.381(XVII), which was taken in Malabo by the Assembly of the African Union at its seventeenth ordinary session.

2. The representatives reaffirmed the African Union's decision that the current state of international environmental governance did not adequately serve African countries' interests and needs. In particular, they noted that:

- (a) The fragmentation of the current international environmental governance framework had reached a point where African countries had become

disenfranchised from the system as a result of its heavy demands on countries' limited human, institutional and financial resources;

- (b) The fragmentation of international environmental financing mechanisms, each with their own administrative processes and access criteria, had led to the diffusion of limited resources among multiple players, and created significant hurdles for African countries when it came to gaining access to funds;
- (c) Environmental commitments had not been sufficiently implemented at all levels. A major challenge faced by African countries at the national level was inadequate implementation arising from limited institutional, human and financial resources;
- (d) The current system of international environmental governance had failed in supporting the continent's sustainable development aspirations;
- (e) Strengthening the environment dimension or pillar would strengthen the institutional framework for sustainable development overall;
- (f) It was important for African countries to speak with one voice and be proactive in advancing the continent's interests on the institutional framework for sustainable development and the green economy in the context of sustainable development and poverty alleviation.

3. The representatives unanimously recognized decision Assembly/AU/Dec.381(XVII) as the basis for developing a strategy on international environmental governance in the context of the institutional framework for sustainable development and for articulating the details of that position. They noted that there was political will in Africa, but also a need to build on the decision during sessions of the African Ministerial Conference on the Environment and other African meetings and elaborate the details of the particular form of the specialized institution called for in the decision, bearing in mind the advantages and disadvantages of each option.

4. As such, the representatives reaffirmed the need for an international specialized institution for environment based in Nairobi to emerge from the United Nations Conference on Sustainable Development, to be held in Rio de Janeiro, Brazil, in 2012. The institution should have the following key characteristics:

- (a) Have a strong mandate and the political visibility to fulfil the key functions of an effective international environmental governance system as set out in the Nairobi-Helsinki outcome, working with major economic and social sectors at the international level to ensure that their policies were mutually supportive of sustainable development;
- (b) Be universal in its membership and decision-making, with each member State allocated one vote and decisions taken by consensus;

- (c) Be an autonomous body that could set the global policy agenda for environment and provide guidance for environmental financing;
- (d) Have secure, stable, additional and predictable financing to fulfil its mandate;
- (e) Have increased authority to bring coordination and coherence to the range of multilateral environmental agreements by promoting synergies while respecting the legal autonomy of the conferences of the parties to those agreements;
- (f) Have a strengthened regional presence, and improved implementation at the national level through the development of operational capacity;
- (g) Have the authority to lead a process of United Nations system-wide strategic planning for the environment and to coordinate the inputs of the many agencies with environmental mandates in the international system;
- (h) Promote the science-policy interface to deal with pressing environmental sustainability concerns, and to support national and regional scientific networks and scientists;
- (i) Have the ability to enhance capacity and technology support, especially for Africa, monitor the effectiveness of implementation, and facilitate access to technology and technology transfer.

5. The representatives stressed that a new specialized institution did not imply the establishment of an environment inspection body, compliance mechanism for developing countries, or the putting in place of green conditionalities or trade barriers, and should not lead to additional financial burdens for Africa.

6. The representatives also discussed the need to consider the opportunities offered by transitioning towards a green economy path. The transition should be underlined by national objectives, social and economic development imperatives and the attainment of the Millennium Development Goals, all within the context of the institutional framework for sustainable development. The transfer of green technology and resources for Africa should not be left to the private sector alone. There was a role for Governments from developed countries to provide such resources to Africa. The establishment of a green economy should not lead to green conditionalities. They stressed that Africa, which had demonstrated its political will to embrace a green economy, required significant funding for its implementation on the continent.

7. The representatives emphasized that the green economy was a means of achieving sustainable development goals. They also emphasized that Africa should have its own view and understanding of what a green economy meant, taking into account its own social, economic, environmental and developmental conditions.

8. The representatives called for all member States to seize the opportunity to share Africa's ambitions with regard to international environmental governance and the green

economy, pursuant to the outcomes of the seventeenth ordinary session of the Assembly of the African Union and the upcoming fourth special session of the African Ministerial Conference on the Environment.

9. The representatives requested the United Nations Environment Programme and the Economic Commission for Africa to provide a paper on the options relating to an international specialized institution for environment and green economy matters, in line with the views expressed during the current meeting, and before the forthcoming African preparatory meeting for the United Nations Conference on Sustainable Development, to be held in Addis Ababa in October 2011.

10. The representatives expressed their sincere appreciation to the Government of Mali for the excellent arrangements made for the meeting.

Decision SS.IV/3: Green economy in the context of Africa

We, the African ministers of environment,

Having met in Bamako on 15 and 16 September 2011 at the fourth special session of the African Ministerial Conference on the Environment,

Recalling resolution 64/236 of 24 December 2009, by which the General Assembly called for the holding of the United Nations Conference on Sustainable Development to secure renewed political commitment for sustainable development, to assess progress and the remaining gaps in the implementation of the outcomes of the major summits on sustainable development, and to address new and emerging challenges, with the following themes to be discussed and refined during the preparatory process: a green economy in the context of sustainable development and poverty eradication and the institutional framework for sustainable development,

Recalling the Bamako Declaration on the Environment for Sustainable Development, adopted by the African Ministerial Conference on the Environment at its thirteenth session, held in Bamako from 20 to 25 June 2010,⁶

Recalling also the ministerial statement adopted at the fourth Joint Annual Meetings of the African Union Conference of Ministers of the Economy and Finance, and Conference of African Ministers of Finance, Planning and Economic Development of the United Nations Economic Commission for Africa held in Addis Ababa on 28 and 29 March 2011 under the theme “Governing development in Africa: the role of the State in economic transformation,”⁷

Recalling further the Libreville Declaration on Biodiversity and Poverty Alleviation in Africa⁸ and the road map for a green economy in Africa⁹ adopted in Libreville on 17 September 2010,

⁶ UNEP/AMCEN/13/10, annex I.

⁷ E/ECA/CM/44/6 AU/CAMEF/MIN/Rpt(VI), annex, section B.

⁸ PACBPA/1/7.

⁹ PACBPA/1/9.

Taking note of the consensus statement of the Seventh African Development Forum held in Addis Ababa from 10 to 15 October 2010 on the theme “Acting on Climate Change for Sustainable Development in Africa,” organized by the United Nations Economic Commission for Africa with support from the African Union Commission, the African Development Bank and other United Nations agencies,¹⁰

Recalling the decision¹¹ of the Assembly of the African Union at its seventeenth ordinary session on 30 June to 1 July 2011 in Malabo on Africa’s preparations for the United Nations Conference on Sustainable Development (Rio+20); common positions and strategies in the face of the challenge of green economy and international governance of the environment,

Expressing appreciation for the efforts of the United Nations Environment Programme and other partners in promoting the transition towards a green economy, including the launch of the report *Towards a Green Economy: Pathways to Sustainable Development and Poverty Eradication*,

Decide:

- (a) To welcome the green economy as offering new opportunities to advance the achievement of Africa’s sustainable development objectives;
- (b) To recognize that the green economy is a means to achieve Africa’s objectives of sustainable development, employment creation, economic growth and poverty reduction;
- (c) To agree that a green economy should be underlined by national objectives, social and economic development imperatives and the attainment of the Millennium Development Goals;
- (d) Also to agree to foster an understanding of the green economy in the context of Africa, in particular as a way to protect and sustain natural capital, improve resource efficiency and sustainable consumption and production, and enhance contributions to development;
- (e) To recognize that a green economy entails additional costs, which require new and additional financing, access to technologies and capacity-building, meaning that scaled-up, adequate and predictable support must be provided to developing countries;
- (f) To promote best practices and case studies involving the successful implementation of the green economy in Africa and to promote the sharing of experiences;

¹⁰ Available from www.uneca.org/adfvii/documents/ADF-VII-Consensus-Statement.pdf.

¹¹ Assembly/AU/Dec.381(XVII).

- (g) To work towards an assessment of the possible opportunities offered by a green economy for national economies so as to inform development policies;
- (h) To promote the development of policy and institutional frameworks towards a transition to a green economy in Africa;
- (i) To urge developed countries and other countries in a position to do so, multilateral and other financial institutions and other stakeholders to provide African countries with adequate and predictable support to assist them in the implementation of paragraphs 4–8 of the present decision;
- (j) To agree that the green economy should not be used as a justification for new barriers to trade or to create conditionalities for trade, aid and access to finance.

2012

Report Of The 4th special session of the conference of African ministers on the environment (Amcen), Bamako, Mali, 12 – 16 September 2011

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