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EX.CL/ 525 (XV)

REPORT ON IMPLEMENTATION OF THE AU ASSEMBLY DECISION ON THE AFRICAN COMMON POSITION ON CLIMATE CHANGE (ASSEMBLY/AU/DEC.236(XII))

Introduction

This report is prepared in accordance with Assembly Decision (Assembly/AU/Dec.236 (XII) on the African Common Position on Climate Change. The report identifies key climate change negotiation issues of concern to Africa, and outlines the modalities for Africa's representation by one delegation at global climate change negotiations leading to the Conference of Parties (COP) within the UN Framework Convention for Climate Change (UNFCCC) scheduled for December 2009 in Copenhagen, Denmark. The report also highlights follow up actions.

A. Key Climate Change Negotiation Issues

(1) On Adaptation to Climate Change

According to the Intergovernmental Panel on Climate Change (IPCC), Africa is the most vulnerable continent to climate change impacts. In addition Africa has the lowest capacity to adapt to climate change. The Secretariat of the UNFCCC estimates that US \$ 220 million per year will be required by African countries to adapt to climate change by the year 2030. According to Article 4(4) of the UNFCCC, developed countries are under a legal obligation to provide financial resources to African countries to adapt to climate change. This responsibility of developed countries to provide funding for adaptation is a legal obligation, and is therefore, mandatory. Although there are some proposals for funding for adaptation measures through the Global Environment Facility, the Adaptation Fund, the Least Developed Countries Fund, the Special Climate Change Fund, and bi-lateral, regional and other multi-lateral channels, the proposed measures need to be significantly scaled up to match the challenge of adaption to climate change in Africa. Africa should aggressively demand that developed countries should meet the cost of adaptation to climate change in Africa. In this respect, an adaptation funding mechanism in which Africa is adequately represented should be established.

Developed countries whose greenhouse gas emissions are largely responsible for climate change should provide financial resources to Africa to adapt to climate change. Africa contributes about 3.8% of greenhouse gas emissions but seriously suffers from undesirable impacts of climate change such as floods, drought, and other disasters. Hence Africa should be compensated for the damages caused to their development prospect by global warming. This in line with the 'polluter pays' principle, since it is owed not as aid from developed countries to Africa, but as compensatory finance from high emission countries to those most vulnerable to the impacts. Such a compensation should not only be adequate, predictable and accessible but also must come from clearly identifiable sources, and should be administered by an entity in which Africa plays a role consistent with its number.

(2) On Mitigation of Climate Change

It is important that Africa commits itself to voluntarily contribute to global mitigation efforts by pursuing a path of Clean Development Mechanism (CDM) that reduces

carbon emissions, including through Reducing Emission from Deforestation and Degradation (REDD) mechanism. However, it is to be acknowledged that CDM has largely by-passed Africa. For example, as of June 2009, out of 1,681 CDM projects registered globally, only 30 CDM projects are in Africa, representing 1.78 % of the total registered projects, and globally only 0.29% are afforestation and reforestation projects. Therefore, Africa should push for significant reform of the CDM so that more projects can be developed on the African continent. In this regard, Africa should stress that all CDM projects registered on the African countries should have sustainable development benefits for the African countries.

While the Kyoto Protocol allows for the registration of afforestation and re-forestation projects under the CDM framework, the rules for the registration for these projects are very stringent with the result that few CDM forestry projects have been successfully developed. Africa should therefore push for the reform of the registration projects so that more forestry projects can be registered. More importantly, Africa should demand that financial compensation be provided to African countries for their efforts in conserving the existing forestry resources since they absorb carbon from the atmosphere serving as carbon sinks, and also considering that by conserving these forests, African countries will forgo other development prospects such as industrialisation for example.

Therefore it will be crucial for Africa to demand (a) for an aggressive and mandatory carbon emission reduction of a significant and ambitious target by 2020 for all developed countries; and (b) for a significant support from developed countries for its mitigation effort through provision of financial resources and private sector investment.

It is also important to propose that large developing countries with significant greenhouse gas emissions should be assisted to propose voluntary targets; while the least developed countries should not be required to have any specific greenhouse gas emission reduction targets. Africa should commit itself to mainstream mitigation efforts in its development plans and to implement such plans in manner consistent with development requirements.

(3) On Technology Transfer

Under Article 4(5) of the UNFCCC, developed country parties are under a mandatory obligation to take all practicable steps to promote, facilitate and finance the transfer of environmentally sound technologies and know how to developing countries. The same obligation is also provided for by Article 10(c) of the Kyoto Protocol. African countries need appropriate technologies to adapt to climate change, and also embark on a path of clean development by employing environmentally friendly technologies. Given the vulnerability of African countries to climate change and the legal obligations incumbent upon developed countries, Africa should aggressively push for the transfer of adaptation and mitigation technologies from developed countries to African countries.

On Capacity Building

African countries need to urgently build capacity at all levels to respond to the challenge of climate change. Capacity building is urgently required in the areas of human resource expertise in climate science and institutional frameworks. Capacity building frameworks under the international negotiation process are intended to serve as a guide for the climate change capacity building activities of funding bodies. The capacity building framework is currently being reviewed and the process is expected to be completed by the 15th conference of the parties to be held in December 2009 in Copenhagen. Africa needs to re-emphasize its capacity building needs so that the overarching concerns are adequately addressed in the revised capacity building framework.

(4) On Financial Mechanisms

This item relates to financial assistance and compensatory finance from developed country parties to the vulnerable and poor countries. Developed country Parties are under an obligation to provide financial resources to assist developing country parties to implement the Convention. In this respect a financial mechanism to provide funds to developing country Parties has been established. The Conference of Parties has assigned the operation of the financial mechanism to the Global Environment Facility (GEF), subject to review every four years. Despite the existence of this financial mechanism, limited financial resources have been made available to Africa and other developing countries. There is therefore, a need for Africa to aggressively push for the review of the financial mechanism to pave way for the provision of financial assistance to African countries to address the climate change challenge. In addition, a compensation fund should be established and allocated to African countries on the basis of clear criteria particularly the need for compensation by each country. The compensation fund should be allocated to implement development plans of each country, plans in which adaptation measures should be incorporated.

B. Proposed Modalities and Strategies

1. The African Union needs to become a State Party to the UNFCCC and the Kyoto Protocol to effectively negotiate in future rounds of negotiations in its own right. This will be in addition to ratification by individual AU Member States. As of August 2007, 50 African countries are already parties to the Climate Change Convention and the Kyoto Protocol. **A concept note is attached as Annex I to this report.**
2. The negotiating structure proposed for the UNFCCC /Kyoto Protocol negotiations process is a negotiation team composed of a Conference of African Heads of State on Climate Change (CAHOSCC) comprising of Algeria, Republic of Congo, Ethiopia, Mauritius, Mozambique, Nigeria, and Uganda; and a team of Negotiators / Experts on Climate Change (NECC) from all Member States who are country parties.

3. The Commission, through convening preparatory and consultative meetings, mobilises all African negotiators on climate change with the aim of implementing a common negotiating position on key climate change issues.
4. The Commission is embarking on development of a comprehensive strategy on climate change for Africa. **A draft strategy is attached as Annex II to this report.**
5. There is a need for a creation of a specialized unit on climate change and desertification control in the Commission. The unit will strengthen the capacity of the Commission, enhance partners' coordination and the implementation of climate change activities on the continent in accordance with international, regional and national obligations. The unit will also focus on regional policy development and coordination. **A concept note is attached as Annex III to this report.**
6. The Commission collaborates with Partners to support logistics for effective participation of African negotiators in COP15. The timeline of negotiations under the UNFCCC and Protocol towards Copenhagen (Conference of Parties (COP 15) and Meeting of Parties for the Kyoto Protocol (MOP 5) is as shown in the Table below:

Table showing Timeline of negotiations under the UNFCCC and Protocol towards Copenhagen (Conference of Parties (COP 15) and (MOP 5)

S/No	Negotiations	Location	Date
1.	Long term Cooperative Agreement (LCA)	Bonn, Germany	1 st – 12 th June 2009
	Kyoto Protocol (KP)		
	Subsidiary Bodies Implementation (SBI)		
	Subsidiary Body for Scientific and Technical Advice (SBSTA)		
2.	Long term Cooperative Agreement (LCA)	Bonn, Germany	10 th – 14 th August 2009
	Kyoto Protocol (KP)		
3.	Long term Cooperative Agreement (LCA)	Bangkok, Thailand (Heads of State to participate).	28 th September – 9 th October 2009
	Kyoto Protocol (KP)		
4.	Long term Cooperative Agreement (LCA)	Barcelona, Spain	2 nd – 6 th November 2009
	Kyoto Protocol (KP)		
5.	Long term Cooperative Agreement (LCA)	Conference of Parties (COP 15) and Meeting of Parties (MOP),	7 th – 18 th December 2009
	Kyoto Protocol (KP)		
	Subsidiary Bodies Issues (SBI)		

S/No	Negotiations	Location	Date
	Subsidiary Body for Scientific and Technical Advice (SBSTA)	Copenhagen, Denmark (Heads of State to participate).	

7. The Commission encourages AU Member States to Champion the African Common Position on Climate Change through their Permanent Representations at UN systems, and to participate in important meetings relating to climate change such as G8 + Outreach Programme, La Maddalena, Italy: 8-10 July 2009; Economic Forum – 18 July 2009; UN Secretary General meeting of Heads of State, New York, September 2009; Heads of State and Government meeting in Caracas and other global fora.
8. The Commission also encourages the African Negotiation Team and AU Ambassadors to use the Updated Algiers Declaration, Nairobi, May 2009 - “African Climate Platform to Copenhagen”.

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Annex I

**CONSULTATIVE ACTIONS TAKEN BY THE COMMISSION IN
PREPARING THE REPORT.**

Consultative Actions taken by the Commission in Preparing the Report.

- In its implementation of the Summit Decision, the Commission has organized or participated in following key stakeholders meetings:
 - I. Meeting with the Partners on Climate Change, 1 April 2009 Addis Ababa.
 - II. Meeting for the African Negotiators, 14 May 2009 Addis Ababa.
 - III. Third Ministerial Conference (for African Ministers of Finance) on identification of additional financial investments and financial flows to address climate change mitigation and adaptation challenges, 21 – 22 May 2009 Kigali, Rwanda.
 - IV. Meeting of African Group of Negotiators, Nairobi, Kenya, 23 – 28 May 2009. Experts/Negotiators.
 - V. African Ministerial Conference on the Environment (AMCEN) special session on climate change, 25 – 29 May 2009 Nairobi, Kenya.
- The Commission also engaged in consultations with the AMCEN President (South Africa), the AMCEN Secretariat, the AMCEN Governing Council, as well as bilateral and multilateral partners.

CONCEPT NOTE

**ACCESSION OF THE AFRICAN UNION TO THE UNITED
NATIONS FRAMEWORK CONVENTION ON CLIMATE
CHANGE AND THE KYOTO PROTOCOL**

Background

Climate change is adversely affecting Africa as manifested by declining water resources; reduced agricultural productivity; and spread of vector-borne diseases to new areas, drops in fish population and increased flooding and heavier rainfall among others. Climate variability considerably contributes to prevailing poverty, food insecurity, and weak economic growth in Africa. Some 200 million of the poorest people in Africa are food insecure, many through their dependence on climate sensitive livelihoods – predominantly rain-fed agriculture. Their vulnerability is expected to increase with climate change due to anticipated increases in climate variability (e.g. more droughts and floods). Similar changes are anticipated in crop production, seasonal water resources, malaria prevalence, crop pests and other climate sensitive aspects of rural life. Poor rural people with fewest choices, least access to resources, and climate sensitive livelihoods, are most at risk from climate uncertainty. In a similar way, national economies based on rain-fed agricultural production are highly vulnerable to climate change. Hydropower production, irrigation resources, fisheries, pastoralism, post-harvest industries, inhabitants of settlements liable to flood, are all at risk from increased climate variability.

The 4th Assessment Report of the Inter-governmental Panel on Climate Change Africa (IPCC) (IPCC 2007) reported with high confidence that Africa is one of the most vulnerable continents to climate change and climate variability, a situation aggravated by the interaction of ‘multiple stresses’, occurring at various levels, and low adaptive capacity.

The Commission continues to steer efforts of AU Member States and Regional Economic Communities as well as other stakeholders in dealing with multiple challenges including climate change. African countries should therefore, proactively join the international community in combating climate change given its devastating effects. Although individual states have already taken positive steps by ratifying or acceding to the Convention and the Kyoto Protocol, it is high time that the AU also acceded to the Convention and the Kyoto Protocol thereby bolstering the efforts of the individual states. As of 11 April 2007, 195 states and 1 regional economic organization (i.e the European Economic Community) had ratified the United Nations Framework Convention on Climate Change (UNFCCC). As of the same date, 50 African countries had ratified the UNFCCC. 184 Parties of the Convention (including the European Economic Community) have ratified its Protocol to date and of these, 50 are African countries. The Kyoto Protocol is open to accession by only parties to the Convention. This means that the AU would have to first ratify the Convention before ratifying the Kyoto Protocol.

States and regional economic integration organizations may become Parties to the Convention. Each Party to the Convention designates a national focal point. According to Article 22 of the Convention, states and regional economic integration organizations become Parties by ratifying, accepting, or approving the Convention. States and regional economic integration organizations may also accede to the Convention. Accession has the same legal effect as ratification, acceptance or approval. However, unlike ratification, which must be preceded by signature, accession requires only one

step, namely, the deposit of an instrument of accession. The Convention has been open for accession since the day after the Convention was closed for signing, which was 19 June 1993 (Article 20 of the Convention). Signing generally does not – in contrast to ratification, acceptance, approval or accession – bind the signatory to the treaty, but obliges it to refrain, in good faith, from acts that would defeat the object and purpose of the treaty. Signing is subject to ratification, acceptance or approval. Instruments of ratification, acceptance, approval or accession are submitted to the Depositary i.e. the United Nations Secretary-General. In their instruments of accession, regional economic integration organizations shall declare the extent of their competence with respect to the matters governed by the Convention. These organizations shall also inform the Depositary, who shall in turn inform the Parties, of any substantial modification in the extent of their competence.

According to Article 94 of the African Economic Community Treaty (1991), member States undertake to formulate and adopt common positions within the Community on issues relating to international negotiations in order to promote and safeguard the interests of Africa and to this end, the Community shall prepare studies and reports designed to help Member States to better harmonize their positions on the said issues. The mandate of the African Union to enter into international agreements such as the United Nations Framework Convention on Climate Change and the Kyoto Protocol is provided for under Article 92 of the African Economic Community Treaty.

I. Objectives of the Convention

According to Article 2 of the Convention, the ultimate objective of this Convention and any related legal instruments that the Conference of the Parties may adopt is to achieve, in accordance with the relevant provisions of the Convention, stabilization of greenhouse gas concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system. Such a level should be achieved within a time frame sufficient to allow ecosystems to adapt naturally to climate change, to ensure that food production is not threatened and to enable economic development to proceed in a sustainable manner.

II. Advantages of AU's Accession to the United Nations Framework Convention on Climate Change and the Kyoto Protocol

By acceding to the UNFCCC, the African Union would become a Party to the main international instrument dealing with the urgent global problem of climate change. As a Party, the African Union would have full powers, including voting, at sessions of the Conference of the Parties of the Convention and Meeting of Parties of the Kyoto Protocol which decides on the operationalisation of the Convention and the Kyoto Protocol.

In substantive terms, status as a Party would also allow AU to:

- advocate and promote African interests during the COP/MOP sessions;
- show solidarity with affected countries in facing an urgent and growing issue of global dimensions;
- benefit from cooperation with other affected countries, and with developed countries, in designing and implementing its own programmes to combat climate change through adaptation and mitigation measures;
- improve access to relevant technologies and data;
- benefit by participation as a Party in the work of the Scientific Body on Technological and Scientific Advice (SBSTA) and the Subsidiary Body on Implementation (SBI) ;
- nominate scientists for inclusion on the roster of experts from which ad hoc panels will be established to deal with specific scientific and technical issues.

III. Benefits for the AU and the Member States

- Ensuring Common African Positions during the sessions of the Convention on matters of continental importance;
- Provision of political leadership during Convention's sessions;
- Maintaining African solidarity at the sessions;
- Enhancing the political relevance of the African Union;
- Provision of technical and other supports to Africa Groups in pre-session preparations and during COPs;
- Enhanced contribution towards achieving the objectives of other related environmental conventions.

IV. Political Rationale

- The membership of the European Community as a full Party to the Convention has been an important strategic move operated by European countries. Their political and voting powers in the Convention processes were enhanced by this additional Party in assisting and backstopping delegates from individual countries to members of the European Union. In this respect, many African delegates

started to seriously discuss the possibility of the African Union Commission being a party to the Convention and the Kyoto Protocol;

- It has been realised that unless the African Union became a full party to the Convention, the continent's interests would remain underserved in the processes of this important Instrument;
- Like European Community in its capacity a full-fledged Party to the UNFCCC & the Kyoto Protocol is providing European negotiators with needed leverage and backstopping to any decision-making process, the African Union Commission, by becoming a Party to the Convention would assist its members to harness needed coordination to advance the African cause;
- It is also noteworthy to mention that the Convention recognises the special needs of the developing countries and calls upon developed countries to assist them to meet their adaptation needs. For instance Article 4(4) of the Convention provides that: "*The developed country Parties and other developed Parties included in Annex II shall also assist the developing country Parties that are particularly vulnerable to the adverse effects of climate change in meeting costs of adaptation to those adverse effects*". However, unless African countries speak with one voice and demand that developed countries meet their commitments under the international agreements on climate change, the developed countries are unlikely honour their commitments.

Conclusion:

The COP is the highest body of the UNFCCC and consists of environment ministers who meet once a year to discuss the convention's developments. At least 10,000 people, including from countries with observer status, industry groups and non-government organizations are expected to attend the conference.

The official goals of the climate change convention "are to stabilize the amount of greenhouse gases in the atmosphere at a level that prevents dangerous man-made climate changes. This stabilization must occur in such a way as to give the ecosystems the opportunity to adapt naturally. This means that food safety must not be compromised, and that the potential to create sustainable social and economic development must not be endangered." The overall goal for the COP15 is to establish an ambitious global climate agreement for the period from 2012 when the first commitment period under the Kyoto Protocol expires.

The 12th session of the Assembly of Heads of State in January 2009, the African Heads of State and Government directed the Commission to spearhead and coordinate the formulation of an Africa's Common Position on global climate change negotiation and to report back to the next AU Summit scheduled for June/July 2009. The mandate is is very timely and stimulated the request for AU to be a party to global conventions such as the UNCCD, UNFCCC and the CBD as Africa's accession to these conventions

would serve as a platform to demands for compensation and more financial resources to address the issues of climate change and climate variability

In this regard, the Commission is seeking the approval of the Assembly to approve the accession of the African Union to the UNFCCC and Kyoto Protocol to support the African negotiators and give political guidance at the negotiation process to discuss emerging issues and evolving processes relating to climate change in Africa, particularly negotiations for the post 2012 climate change regime.

ANNEXES

ANNEX 1: GUIDING PRINCIPLES OF PARTIES TO THE CONVENTION

Parties to the Convention are guided by the following principles:

- The Parties should protect the climate system for the benefit of present and future generations of humankind, on the basis of equity and in accordance with their common but differentiated responsibilities and respective capabilities. Accordingly, the developed country Parties should take the lead in combating climate change and the adverse effects thereof;
- The specific needs and special circumstances of developing country Parties, especially those that are particularly vulnerable to the adverse effects of climate change, and of those Parties, especially developing country Parties, that would have to bear a disproportionate or abnormal burden under the Convention, should be given full consideration;
- The Parties should take precautionary measures to anticipate, prevent or minimize the causes of climate change and mitigate its adverse effects. Where there are threats of serious or irreversible damage, lack of full scientific certainty should not be used as a reason for postponing such measures, taking into account that policies and measures to deal with climate change should be cost-effective so as to ensure global benefits at the lowest possible cost. To achieve this, such policies and measures should take into account different socio-economic contexts, be comprehensive, cover all relevant sources, sinks and reservoirs of greenhouse gases and adaptation, and comprise all economic sectors. Efforts to address climate change may be carried out cooperatively by interested Parties;
- The Parties have a right to, and should, promote sustainable development. Policies and measures to protect the climate system against human-induced change should be appropriate for the specific conditions of each Party and should be integrated with national development programmes, taking into account that economic development is essential for adopting measures to address climate change;
- The Parties should cooperate to promote a supportive and open international economic system that would lead to sustainable economic growth and development in all Parties, particularly developing country Parties, thus enabling them better to address the problems of climate change. Measures taken to combat climate change, including unilateral ones, should not constitute a means of arbitrary or unjustifiable discrimination or a disguised restriction on international trade.

ANNEX 2: DECLARATIONS OF PARTIES TO THE CONVENTION

The Parties to this Convention,

Acknowledging that change in the Earth's climate and its adverse effects are a common concern of humankind;

Concerned that human activities have been substantially increasing the atmospheric concentrations of greenhouse gases, that these increases enhance the natural greenhouse effect, and that this will result on average in an additional warming of the Earth's surface and atmosphere and may adversely affect natural ecosystems and humankind,

Noting that the largest share of historical and current global emissions of greenhouse gases has originated in developed countries, that per capita emissions in developing countries are still relatively low and that the share of global emissions originating in developing countries will grow to meet their social and development needs,

Aware of the role and importance in terrestrial and marine ecosystems of sinks and reservoirs of greenhouse gases,

Noting that there are many uncertainties in predictions of climate change, particularly with regard to the timing, magnitude and regional patterns thereof,

Acknowledging that the global nature of climate change calls for the widest possible cooperation by all countries and their participation in an effective and appropriate international response, in accordance with their common but differentiated responsibilities and respective capabilities and their social and economic conditions,

Recalling the pertinent provisions of the Declaration of the United Nations Conference on the Human Environment, adopted at Stockholm on 16 June 1972,

Recalling also that States have, in accordance with the Charter of the United Nations and the principles of international law, the sovereign right to exploit their own resources pursuant to their own environmental and developmental policies, and the responsibility to ensure that activities within their jurisdiction or control do not cause damage to the environment of other States or of areas beyond the limits of national jurisdiction,

Reaffirming the principle of sovereignty of States in international cooperation to address climate change,

Recognizing that States should enact effective environmental legislation, that environmental standards, management objectives and priorities should reflect the environmental and developmental context to which they apply, and that standards

applied by some countries may be inappropriate and of unwarranted economic and social cost to other countries, in particular developing countries,

Recalling the provisions of General Assembly resolution 44/228 of 22 December 1989 on the United Nations Conference on Environment and Development, and resolutions 43/53 of 6 December 1988, 44/207 of 22 December 1989, 45/212 of 21 December 1990 and 46/169 of 19 December 1991 on protection of global climate for present and future generations of mankind,

Recalling also the provisions of General Assembly resolution 44/206 of 22 December 1989 on the possible adverse effects of sea-level rise on islands and coastal areas, particularly low-lying coastal areas and the pertinent provisions of General Assembly resolution 44/172 of 19 December 1989 on the implementation of the Plan of Action to Combat Desertification,

Recalling further the Vienna Convention for the Protection of the Ozone Layer, 1985, and the Montreal Protocol on Substances that Deplete the Ozone Layer, 1987, as adjusted and amended on 29 June 1990,

Noting the Ministerial Declaration of the Second World Climate Conference adopted on 7 November 1990,

Conscious of the valuable analytical work being conducted by many States on climate change and of the important contributions of the World Meteorological Organization, the United Nations Environment Programme and other organs, organizations and bodies of the United Nations system, as well as other international and intergovernmental bodies, to the exchange of results of scientific research and the coordination of research,

Recognizing that steps required to understand and address climate change will be environmentally, socially and economically most effective if they are based on relevant scientific, technical and economic considerations and continually re-evaluated in the light of new findings in these areas,

Recognizing that various actions to address climate change can be justified economically in their own right and can also help in solving other environmental problems,

Recognizing also the need for developed countries to take immediate action in a flexible manner on the basis of clear priorities, as a first step towards comprehensive response strategies at the global, national and, where agreed, regional levels that take into account all greenhouse gases, with due consideration of their relative contributions to the enhancement of the greenhouse effect,

Recognizing further that low-lying and other small island countries, countries with low-lying coastal, arid and semi-arid areas or areas liable to floods, drought and

desertification, and developing countries with fragile mountainous ecosystems are particularly vulnerable to the adverse effects of climate change,

Recognizing the special difficulties of those countries, especially developing countries, whose economies are particularly dependent on fossil fuel production, use and exportation, as a consequence of action taken on limiting greenhouse gas emissions,

Affirming that responses to climate change should be coordinated with social and economic development in an integrated manner with a view to avoiding adverse impacts on the latter, taking into full account the legitimate priority needs of developing countries for the achievement of sustained economic growth and the eradication of poverty,

Recognizing that all countries, especially developing countries, need access to resources required to achieve sustainable social and economic development and that, in order for developing countries to progress towards that goal, their energy consumption will need to grow taking into account the possibilities for achieving greater energy efficiency and for controlling greenhouse gas emissions in general, including through the application of new technologies on terms which make such an application economically and socially beneficial,

Determined to protect the climate system for present and future generations,

Have agreed as follows:

(PROVISIONS OF THE CONVENTION FOLLOW)

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ANNEX III

**THE AFRICAN UNION COMMISSION
CLIMATE CHANGE PROGRAMME FRAMEWORK
PROPOSAL FOR SUPPORT**

**THE AFRICAN UNION COMMISSION
CLIMATE CHANGE PROGRAMME FRAMEWORK
PROPOSAL FOR SUPPORT**

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1. INTRODUCTION

1.1. AUC and climate change

Prior to the end of 2006, the engagement of the Commission in climate change issues has been confined basically to participation in the Conferences of Parties of the United Nations Framework Convention on Climate Change. With the publication of the Stern Review on the Economics of Climate Change in October 2006, many regions in the world including Africa became duly concerned about the impact of Climate Change on socio-economic development. Towards the end of 2006, the Commission launched a study to develop a position paper to highlight the challenges and opportunities posed by Climate Change to Africa. This position paper was a sub-theme of the January 2007 Summit in Addis Ababa.

From this moment, the Commission has become increasingly involved in the climate change discussions considering the vital stakes Africa has in these dialogue, engaging both regional and global partners in promoting and defending the continent's interest. The most concrete outcome of these efforts has been identification of climate change as one of the strategic eight pillars of AU/EU framework cooperation which was concluded in Lisbon, Portugal in December 2007. Since then, AU/EU has taken tangible measures to advance their collaboration in addressing the impact of climate change in Africa. These measures include the support the implementation of the Great Green Wall for the Sahara and Sahel initiative, addressing the issues of land degradation and rural development and the elaboration of Road Map on climate change.

The establishment of a joint AU/ECA/AfDB secretariat on the Climate for Development in Africa (ClimDEV) was another important milestone in mainstreaming climate change in the development agenda of the continent through enhancement of capacities at both regional and national levels to enhance Africa's resilience and adaptability to the phenomena of climate change.

A landmark Summit Decision was adopted in January 2009 which mandated the Commission among other things to facilitate the building of a common Africa Position in preparations of COP15 in Denmark, Copenhagen in December 2009. The Commission through the Commissioner of Rural Economy and Agriculture has attained tremendous ground in ensuring that Africa speaks with one voice, highlighting Africa's priority areas in particular on the issues of adaptation and compensation in view of the climate change induced damages to Africa's economy and the sinks that the continent provide. Work with the African Ministerial Council on Environment (AMCEN) and the African Group of Negotiators has been better streamlined to ensure a common Africa position during COP15.

It is from this background that the Department of Rural Economy and Agriculture, as the responsible department for climate change within the AUC, has decided to develop this framework proposal to meet the challenges that the AUC faces in light on greater responsibility for climate change issues in Africa.

1.2. Identified priority areas for Africa on climate change

The African Union, working through the organs of the African Ministerial Conference, AMCEN has identified three key issues that the continent must focus on immediately, in order to have an effective approach to dealing with climate change induced problems. Broadly, these areas are: adaptation; mitigation and support.

In adaptation the priorities are:

- Disaster reduction and risk management;
- Development of sectoral plans for adaptation in such vulnerable sectors as: water, agriculture, coastal zones, health, infrastructure, biodiversity and ecosystems, forests, energy, transport, urban management, tourism, fisheries, trade, finance and planning; taking into consideration the cross-sectoral implications;
- 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.

With regard to mitigation, the overall objective is 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. Some of the more concrete proposals are listed below:

- *Energy sector*: 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 bio fuels for mitigation and energy security;
- *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;
- *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;
- *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).

Three categories of supporting and enabling measures have been identified to support Africa's efforts to adapt to and mitigate climate change. They are:

- Capacity-building in institutional development; human resources; science and technology; decision making and policy; negotiations.
- Exploring optimal financial mechanisms including national and domestic; multilateral, bilateral, private sector; insurance; etc. these mechanisms must be guided by the principles of availability equity; additionality, reliability.
- Technology development and transfer: some of the ideas being suggested include 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, and best practices). This area will need to address the issues of barriers to technology development and transfer; enhancing research and technology cooperation.

1.3. The role of African Union Commission in climate change

The first issue relates to role of the AUC, which emanates from the AU Heads of State decision, of January 2009, which reads in part:

*“**APPROVES** that Africa needs to be represented by one delegation which is empowered to negotiate on behalf of all Member States, with the mandate to ensure that resource flow to Africa is not reduced, and **MANDATES** the Commission to work out modalities of such representation and report to the next ordinary session of the Assembly in July 2009.”*

This role calls for:

- Operationalising of a negotiating position for Africa on key issues under negotiations in the UNFCCC;
- Operationalising an appropriate negotiating structure to achieve desired outcomes from the from the single delegation;
- Support - logistical, financial and technical - for such a structure and the delegation.

The second issue that has been identified as a gap in the continent is lack of coordination of various efforts on climate change, resulting in lack of synergies and sometimes in duplication and lack of complementarity of climate change initiatives. No institution but the AUC has the mandate to undertake such coordination. The AUC

intends to play this role, even as various partners concentrate in their areas of strength. Coupled with this is the fact that there is no space where African wide policy can be developed. While regional economic communities (RECS) are critical in articulating regional policy issues, continent wide policy issues remain unattended. Again this can only be facilitated by the African Union Commission, with appropriate partners.

The third issue has been lack of political leadership in the climate change negotiations. Africa has in the past relied on bureaucrats to articulate its issues thus creating a gap especially with regard to political guidance in the negotiation process. At the highest level of Heads of State, there is no clear mechanism that would ensure that African positions are articulated. This if attended to, would strengthen the negotiations and back up our negotiators by filling in the political gap that has been amiss in the processes.

2. PROGRAMME OBJECTIVES

The African Union Commission intends to meet three broad objectives relating to its given and usual mandates on climate change issues in the African continent. These are in the areas of regional policy development and coordination; climate change resource mobilisation; and support and coordination of various partners working on climate change issues to ensure optimisation of their contributions.

2.1. Policy development and coordination

The first objective of this proposal is regional policy development and coordination. This entails coordination of existing climate change policy frameworks. It also involves leadership in development of Africa wide climate change policies, with such partners as the ADB, ECA, etc. Further it envisages that the AUC will play an increasing role in policy coordination. In the area of international policy formulation, the AUC will be the platform for development and coordination of African common policies and issues, including even areas where there are no agreements in the continent.

2.2. Climate change resource mobilisation

Another significant objective of this proposal is to enable the AUC play a more active role in resource mobilisation towards climate change programmes, initiatives, and activities in the continent. This would fill the gap of lack of an institution with continent wide mandate to fundraise for particular programmes that are regional in nature. The AUC intends to meet this objective through engagement with development partners, such as AfDB; Preferential Trade Area, Bank; NEPAD; UNECA; ECA, the EU, bilateral and multilateral donors.

2.3. Support coordination

This is an important objective that the AUC intends to attain. The climate change policy and programmes in the continent need a variety of support, notably in the areas of: capacity building; technology development and research. The AUC intends to meet this particular mandate by liaising in very structured ways with various research institutions, experts, development partners, to be able to bridge this gap and ensure that its member states can get the necessary technical support, particularly in the realms of adaptation and mitigation.

3. JUSTIFICATION

There are very specific justifications for a proposal of this nature given the mandates and expectations of the roles of the African Union Commission to realize the above objectives on climate change, which are listed below:

First, the African Union Heads of State Summit has mandated the AUC to work on specific issues on climate change. The Summit expects a comprehensive strategy for the AUC on climate change to deal with short, medium and long term climate change issues in Africa

Second, the AUC must have an implementation plan pursuant to implementation of the decisions of the Summit on climate change.

Third, the AU must develop modalities of becoming a party to the UNFCCC and the Kyoto Protocol

Fourth, various partners, and even organs of the AU (particularly the Ministerial Conferences) have noted the urgent need for harmonization and coordination of various funding sources for climate change activities in Africa. The AUC needs to embark on this as soon as is practicable.

Fifth, the AUC needs to develop capacity and mechanisms to coordinate various climate change initiatives, e.g. the CLIMDEV programme, various initiatives in Regional Economic Commissions (RECS), and other regional scientific and research institutions.

Sixth, the AUC needs to rigorously implement the African single delegation and negotiating platform in the UNFCCC negotiation process. To do this the AUC must undertake at least the following:

- Address lack of continuity of African country Parties in the UNFCCC negotiation process;
- Support and facilitate the participation of African negotiators and lead experts in the UNFCCC processes;
- To implement the common African negotiating structure;
- To discuss with the AU Committee of Ambassadors the common African position, and to avail key messages to them; and
- To support the Conference of African Heads of State on Climate Change for political backstopping on Africa's common position.

Seventh, there is urgent need to develop strategic studies to support policy development in the continent and also African negotiations in the UNFCCC, e.g. technical papers on damages to African economy by anthropogenic climate change; sectoral technical back-

up data on impacts and costs of climate change to the economy; and technical information on the amount of carbon sequestered in various ecosystems in the African continent.

Eighth, it would be difficult to meet the objectives spelt out in this framework proposal in an institutional vacuum. There is an urgent need to institutionalise the AUC work on climate change through establishment of a climate change unit [See details on the proposed unit in annexe-1.

4. OUTLINE OF KEY ACTIVITIES

4.1. AU becoming state party to the UNFCCC and the Kyoto Protocol

- 4.1.1. Draft decision to the Heads of State Summit, in June/July Summit of Heads of State in Sirte, Libya. The decision will include all the necessary details for the AU become a Party and the establishment of a climate change unit within the AUC.
- 4.1.2. Ensure climate change is included in AU July Summit Executive Committee's agenda
- 4.1.3. Development of position paper for the AU to become a Party to the convention and the protocol.

4.2. Planning

- 4.2.1. Preparation of the AUC climate change implementation plan [One Year].
- 4.2.2. Preparation of the AUC climate change medium term [Four Year] strategic plan
- 4.2.3. Preparation of AUC long term strategic plan [Ten Year].
- 4.2.4. Mapping out key funding sources for climate change and development of AUC fund raising strategy for climate change programmes.

4.3. Regional policy work

- 4.3.1. Activities relating to development and coordination of continental policies on climate change, in collaboration with ADB [CLIMDEV]
- 4.3.2. African policy development meetings: work with policy experts; including position papers and concept notes.
- 4.3.3. Support and coordination of various initiatives in Regional Economic Commissions (RECS)

- 4.3.4. Strategies and systems for harnessing inputs from regional scientific and research institutions.
- 4.3.5. Sectoral studies on impacts and costs of climate change in collaboration with partners
- Develop ToRs for partners to develop position papers.
 - Develop sectoral position papers for such vulnerable sectors as: water, agriculture, coastal zones, health, infrastructure, biodiversity and ecosystems, forests, energy, transport, urban management, tourism, fisheries, trade, finance and planning; taking into consideration the cross-sectoral implications;
- 4.3.6. Develop ecosystems based carbon sequestration studies for various African ecosystems in collaboration with partners:
- Develop ToRs for partners to develop position papers
 - Develop position papers on amount of carbon sequestered through forests, agro-forests, arid/semi arid lands, water and wetlands, and other relevant ecosystems.
- 4.3.7. Develop a generic position paper on impacts, costs and carbon sequestration to back up immediate AUC positions.
- 4.3.8. Support AUC staff and experts to take part in Ministerial meetings in relevant policy areas, e.g. Finance Ministers summits on climate change, AMCEN, AMCOW, AMCOST, etc.

4.4. UNFCCC negotiation meetings

The table below shows the key UNFCCC meetings scheduled for 2009 for which support is sought as reflected in items 4.4.1 to 4.4.6.

S/No	Negotiations	Location	Date
1.	Long term Cooperative Agreement (LCA)	Bonn, Germany	1 st – 12 th June 2009
	Kyoto Protocol (KP)		
	Subsidiary Bodies Implementation (SBI)		
	Subsidiary Body for Scientific and Technical Advice (SBSTA)		
2.	Long term Cooperative Agreement (LCA)	Bonn, Germany	10 th – 14 th August 2009
	Kyoto Protocol (KP)		
3.	Long term Cooperative Agreement (LCA)	Bangkok, Thailand	28 th September – 9 th October 2009
	Kyoto Protocol (KP)		
4.	Long term Cooperative Agreement (LCA)	Barcelona, Spain	2 nd – 6 th November 2009
	Kyoto Protocol (KP)		
5.	Long term Cooperative Agreement (LCA)	Conference of Parties (COP 15) and Meeting of Parties (MOP), Copenhagen, Denmark	7 th – 18 th December 2009
	Kyoto Protocol (KP)		
	Subsidiary Bodies Issues (SBI)		
	Subsidiary Body for Scientific and Technical Advice (SBSTA)		

- 4.4.1. Visit AU missions and hold meetings with committee of AU Ambassadors in New York, Brussels, Geneva, Nairobi and Addis Ababa.
- 4.4.2. Support for preparatory meetings of African negotiators towards COP15 [June/July and October]
- 4.4.3. Support for African negotiators to take part in UNFCCC meetings [COP15], Copenhagen Denmark.
- 4.4.4. Establish Secretariat for negotiators in Denmark for logistical support and technical backstopping to African negotiators.
- 4.4.5. Recruit technical backstopping for negotiators in COP15.
- 4.4.6. Support for African heads of state to take part in UNFCCC COP15.
- 4.4.7. Support the AUC and negotiators to take part in additional meetings where there are important discussions on climate change:

- Meeting on the margins of the AU July 2009 Summit in Sirte, Libya to clarify and update key elements emanating from the June negotiations in Bonn and also to support H. E. Commissioner, REA during the briefing of the Heads of State.
- Pre-meeting either in Addis Ababa or Algiers to prepare for the COP 15 negotiations.
- G8 + Outreach Programme.
- Economic Forum – 18 July 2009
- UN Secretary General meeting of Heads of State in September 2009.

4.5. Financial and Technical support for climate change policies and programmes

- 4.5.1. Training of negotiators
- 4.5.2. Conference on technology development options for climate change adaptation and mitigation strategies for Africa
- 4.5.3. Development of the AUC online resource centre on climate change resources Africa.
- 4.5.4. Identify climate change financing gaps for Africa through a consultant.
- 4.5.5. Develop strategies for Africa to tap into current and future climate change funds.
- 4.5.6. Meet with relevant organisations, e.g. the World Bank, Global Environmental Fund (GEF), UNFCCC, and other financing institutions to work out modalities of improved funding for Africa.

4.6. Climate change unit at the AUC

- 4.6.1. Enhancement of the conceptual framework of the AUC climate change unit.
- 4.6.2. Implementation of the AUC climate change UNIT [See details of proposed unit in annexe-1].

5. LOGICAL FRAMEWORK

Objectives	Planned Activities	Outputs	Indicators	Responsible	Budget notes	Cost [USD\$]	Timing
	5.1. AU becoming state party to the UNFCCC and the Kyoto Protocol						
	5.1.1. Draft decision to the Summit, in June/July Summit for the AU to become a Party and for a climate change unit within the AUC.	AU Summit draft decision for AU to be party & for climate unit	AU decision.	AUC/Consultant			
	5.1.2. Ensure climate change is included in AU July Summit Executive Committee's agenda	Climate change decisions made at the summit	Climate change decisions in AU executive agenda.	AUC/Consultant			
	5.1.3. Development of position paper for the AU to become a Party to the convention and the protocol.	Position paper developed					
Sub-total 1 (AU becoming state party to the UNFCCC and the Kyoto Protocol)							

Objectives	Planned Activities	Outputs	Indicators	Responsible	Budget notes	Cost [USD\$]	Timing
	5.2. Planning						
	5.2.1. Preparation of the AUC climate change medium term [Five Year] strategic plan	AUC climate change mid- term plan	AUC 5 year plan published	AUC/ Consultant	Consultant working 20 days@\$400 per day; reimbursable costs[including air travel]6 000; AUC staff and meetings 8000	22 000	
	5.2.2. Preparation of AUC long term strategic plan [Ten Year].	AUC Climate change long term plan	AUC 10 year plan published	AUC/Consultant	Consultant working 30 days@\$400 per day; reimbursable costs; 8000; AUC staff and meetings; 8000	28 000	
	5.2.3. Preparation of the AUC climate change implementation plan.	AUC implementation plan	AUC implementation plan published	AUC/Consultant	Consultant working 20 days@\$400 per day; reimbursable costs; 6000; AUC staff and meetings; 8000	22 000	
	5.2.4. Mapping out key funding sources for climate change and development of AUC fund raising strategy for climate change.	AUC climate change fundraising strategy document.	AUC fund raising strategy report completed	AUC/Consultant	AUC staff to lead this; then consultant to put the final product together. 10 days	8 000	

Objectives	Planned Activities	Outputs	Indicators	Responsible	Budget notes	Cost [USD\$]	Timing
					consultancy for US\$4000; the balance supports logistics		
Sub-total 2 (planning)						80 000	

Objectives	Planned Activities	Outputs	Indicators	Responsible	Budget notes	Cost [USD\$]	Timing
	5.3. Regional policy work						
	5.3.1. Activities relating to development and coordination of continental policies on climate change, in collaboration with ADB [CLIMDEV]	Improved coordination of African climate change policies	Numbers of policies developed. Numbers of policies adopted.	AfDB; AUC-DREA staff	AfDB; DREA staff; this includes travel for 4 members of staff to Tunis; per diem; meetings with CLIMDEV employees; and logistical support relating to the programme; packaging and dissemination of the outputs of CLIMDEV	200 000	
	5.3.2. African policy development meetings: work with policy experts; including position papers and concept notes.	Improved policies on climate change in Africa.	Number of concept notes Number of position papers published. Reports of meetings.	AUC DREA, and partners	Commissioning African wide; climate change policies for the key ecosystems 4 [desert, semi-arid; forests; coasts]; policy frameworks for key sectors [8 sectors]; policy papers for 3 GDP groups[LDCs; developing & more developed] in collaboration with partners@10	250 000	

Objectives	Planned Activities	Outputs	Indicators	Responsible	Budget notes	Cost [USD\$]	Timing
					000 per paper; two continent meetings of policy experts 100 000 [50 people, \$1000 travel; \$100 accommodation; \$100 per diem; presentations \$30000; meeting room \$10 000]		
	5.3.3. Support and coordination of various initiatives in Regional Economic Commissions (RECS)	Improved synergies amongst RECS. Increased harnessing of RECs work in Aus policies and programmes.	Number of meetings with RECs. RECs issues reflected in AUC policies and programmes.	AUC-DREA \$ RECs	DREA 4 staff and 1 consultants travel to Arusha; Nairobi; Abuja; Johannesburg; Egypt 5 trips; 4 days each, @\$1000 travel; \$100 accommodation; \$100 per diem [EAC; IGAD; ECOWAS; Comesa] to discuss climate change policies and programmes and integrate these with AUC.	240 000	
	5.3.4. Strategies and systems for harnessing inputs from regional	A strategy and a system for harnessing outputs from	Formal MoUs with scientific and research organisations on	DREA, Research institutions.	Strategic meeting with regional science and research	160 000	

Objectives	Planned Activities	Outputs	Indicators	Responsible	Budget notes	Cost [USD\$]	Timing
	scientific and research institutions.	regional scientific research institutions.	climate change. A report on strategy for collaboration with research institutions.		organisations working on climate change; development of a framework and platform for information sharing. 2 continent meetings of 50 researchers 100 000 [\$1000 travel; \$100 accommodation; \$100 per diem; 10 prepared presentations @\$1 000 each=10000; meeting room \$10 000]		
	5.3.5. Develop ToR for partner institutions listed [see list in report] and write letters to them						
	5.3.6. Sectoral studies on impacts and carbon sequestration in collaboration with partners [position papers; studies; and conferences].	Published sectoral reports, position papers and studies. Climate change conference on sectoral impacts	Numbers of sectoral research reports; position papers, and studies published. Number of conferences held.	DREA, UNEP, ICPAK; Partners, e.g. Oxfam; UNESCO	Climate Change impacts and costs; 8 papers@6 000 per paper. 1 international conference for 50 people[\$1000	118 000	

Objectives	Planned Activities	Outputs	Indicators	Responsible	Budget notes	Cost [USD\$]	Timing
					travel; \$100 accommodation; \$100 per diem; meeting room \$10 000]		
	5.3.7. Support AUC staff and experts to take part in Ministerial meetings in relevant policy areas, e.g. Finance Ministers summits on climate change, AMCEN, AMCOW, AMCOST, etc.	Inputs of AUC staff into ministerial conferences.	Numbers of Ministerial conferences attended.	AUC, Secretariat to various ministerial conferences	DREA 5 staff for 5 ministerial meetings lasting 5 days each in different locations in the continent.[@\$100 0 travel; \$100 accommodation; \$100 per diem]	150 000	
Sub-total 3 (Regional Policy Work)						1118 000	

Objectives	Planned Activities	Outputs	Indicators	Responsible	Budget Notes	Cost	Timing
	5.4. UNFCCC negotiation meetings						
	5.4.1. Support for AUC staff to take part in missions to the AU committee of ambassadors in New York, Brussels, Geneva, Nairobi and Addis Ababa	Briefing notes to Ambassadors and mission reports. Level of attendance at AU embassies in negotiations	Numbers of meetings held	AUC-DREA	Commissioner; PA; 2 AUC staff and consultant to visit 3 stations in us and Europe; 2 stations in Africa. 5 meetings lasting 4 days each @[1000 travel; \$100 accommodation; \$200 per diem]	26 000	3 monyhs [june 1 st - august 31 st]
	5.4.2. Support for African negotiators to take part in UNFCCC meetings [COP 15]	Strong articulation of common African position	Numbers of African negotiators supported by AUC	AUC, African Group of Negotiators	25 lead negotiators; 12 days [\$1000 travel; \$200 accommodation; \$200 per diem;	420 000	
	5.4.3. Support to establish Secretariat for logistical support and technical backstopping to African negotiators.	Functional secretariat and recruitment of technical experts to back up negotiators.	Secretariat, with staff in Copenhagen	AUC, African Group of Negotiators	3 AUC staff [\$1000 travel; \$200 accommodation; \$200 per diem][4200] x12 days; phone and internet charges; printing costs [8 000]; space=10 000	58 400	
	5.4.4. Recruit technical backstopping for negotiators in COP15.	Real time response to negotiators technical needs.	Number of technical back up staff recruited.	AUC, African Group of Negotiators	3 technical consultants [\$1000 travel; \$200 accommodation; \$200 per diem][4200]x12days	50 400	

Objectives	Planned Activities	Outputs	Indicators	Responsible	Budget Notes	Cost	Timing
	5.4.5. Subsidy for African heads of state to take part in UNFCCC meetings	African heads of state articulating common positions in UNFCCC	Number of African heads of state attending UNFCCC meetings	AUC, Ambassadors, relevant Ministries.	7 heads of state; 2 assistants each, 3 days [@2000 each]	84 000	
	5.4.6. Support for the AUC and negotiators to take part in important non-UNFCCC meetings, e.g. G20 summits; Non UNFCCC meetings	Extent to which climate change issues in the continent is articulated in non-UNFCCC meetings.	Numbers of meetings attended by AUC commissioners, staff and consultants.	AUC, Consultants.	Commissioner; PA; 2 AUC staff and consultant to attend 5 meetings in a year in all the continents @[1000 travel; \$100 accommodation; \$200 per diem] lasting 4 days each	130 000	
Sub-total 4 (UNFCCC Negotiation meetings)						768 800	

Objectives	Planned Activities	Outputs	Indicators	Responsible	Budget notes	Costs	Timing
	5.5. Technical support for negotiators, policy makers and programme implementers						
	5.5.1. Training of negotiators	Negotiators trained in critical issues to the continent on climate change.	Completed training session of negotiators.	AUC, Negotiators, experts.	1 international conference for 50 people [\$1000 travel; \$100 accommodation; \$100 per diem; meeting room \$10 000] 5 experts in thematic areas @6 000 per paper.	100 000	
	5.5.2. Conference on technology development options and strategy for Africa	Strategy for technology development transfer and finance developed.	Number of conferences on technology development and transfer.	AUC, Regional research institutions, national focal points/lead experts.	Climate Change impacts and costs; 8 papers@6 000 per paper. 1 international conference for 50 people[\$1000 travel; \$100 accommodation; \$100 per diem; meeting room \$10 000]	118 000	
	5.5.3. Development of the AUC online resource centre on climate change resources Africa.	Organized and accessible resource data base on climate change in Africa.	Website and data base developed.	AUC, IT and data base development experts.	Work to include gathering the relevant data from the various processes and loading this on the web [1 desktop researcher@ 4 000 per month for 12 months; a dedicated webmaster@ 4 000 per month for 12 months; webdesign@6 000	102 000	
Sub-total 5 (Technical support for negotiators, policy makers and programme implementers)						320 000	

Objectives	Planned Activities	Outputs	Indicators	Responsible	Budget notes	Costs	Timing
	5.6. Climate change unit at the AUC						
	5.6.1. Refinement of the conceptual framework of the AUC climate change unit.	Conceptual framework of the centre, developed and rationalised.	AUC Climate change centre plan fully developed.	AUC – DREA, Consultants,	Consultants fees 10 000; reimbursable costs 6 000. Workshop in Addis with relevant AUC staff and invited resource persons 16 000	32 000	
	5.6.2. Operationalisation of the AUC climate change UNIT [See proposed unit details in annexe-1].	All climate change programmes of the AUC institutional, organised and centrally managed.	Fully functional unit for climate change issues in Africa.	AUC, DREA, Partners.		733 000	
Sub-total 6 (Climate change unit at the AUC)						765 000	

EX.CL.525 (XV)
Annex IV

**PROPOSED STRUCTURE OF THE CLIMATE CHANGE AND
DESERTIFICATION CONTROL UNIT**

PROPOSED STRUCTURE OF THE CLIMATE CHANGE AND DESERTIFICATION CONTROL UNIT

Introduction

Climate change is adversely affecting Africa as manifested by declining water resources; reduced agricultural productivity; and spread of vector-borne diseases to new areas, drops in fish population and increased flooding and heavier rainfall among others. Climate variability considerably contributes to prevailing poverty, food insecurity, and weak economic growth in Africa. Some 200 million of the poorest people in Africa are food insecure, many through their dependence on climate sensitive livelihoods – predominantly rain-fed agriculture. Their vulnerability is expected to increase with climate change due to anticipated increases in climate variability (e.g. more droughts and floods). Similar changes are anticipated in crop production, seasonal water resources, malaria prevalence, crop pests and other climate sensitive aspects of rural life.

Furthermore, the 4th Assessment Report of the Inter-governmental Panel on Climate Change Africa (IPCC) (IPCC 2007) reported with high confidence that Africa is one of the most vulnerable continents to climate change and climate variability, a situation aggravated by the interaction of ‘multiple stresses’, occurring at various levels, and low adaptive capacity.

Brief history of AUC’s involvement in Climate Change

The Commission’s participation climate change issues have been basically in the Conferences of Parties of the United Nations Framework Convention on Climate Change. In 2006, the Commission developed a position paper to highlight the challenges and opportunities posed by Climate Change to Africa. The January 2007 Summit had climate change as one of its sub-themes and the position paper was presented. Subsequently, the Commission intensified its involvement in climate change issues considering the vital stake of Africa by engaging Member States, regional and global partners in promoting and defending the continent’s interest. Since then, the Commission has taken tangible measures to advance its collaborations in addressing the impact of climate change in Africa. The establishment of a Joint AU/ECA/AfDB Secretariat on the Climate for Development in Africa (ClimDEV) was an important milestone in mainstreaming climate change in the development agenda of the continent through enhancement of capacities at both regional and national levels to ensure Africa’s resilience and adaptability to the phenomena of climate change.

Justification for the Climate Change and Desertification Control Unit

Issues of climate change require a global strategy. The proposed Unit will increase the capability of the Commission to be more informed on the climate change trends and to adequately plan and be better prepared to support Member States in undertaking mitigation and adaptation measures on the continent. The Unit will enable the Commission to rise to the challenges and expectations from AU Member States and

partners, help to keep track of the evolving issues and processes and thus allow the Commission to be on top of issues. It will also enable the Commission to keep abreast with the global processes and dialogues, conferences and meetings related to climate change. The engagement of the Commission in the climate change negotiations brought to the fore the need for a more focused attention on issues of climate change. As a result of the global attention on climate change and the mandate given by the January 2009 AU Heads of State Summit to the African Union Commission, most of the staff in the Division is currently fully engaged on climate change issues. The creation of a specialised Unit for climate change and desertification in the Commission would, therefore, carry out this coordination role.

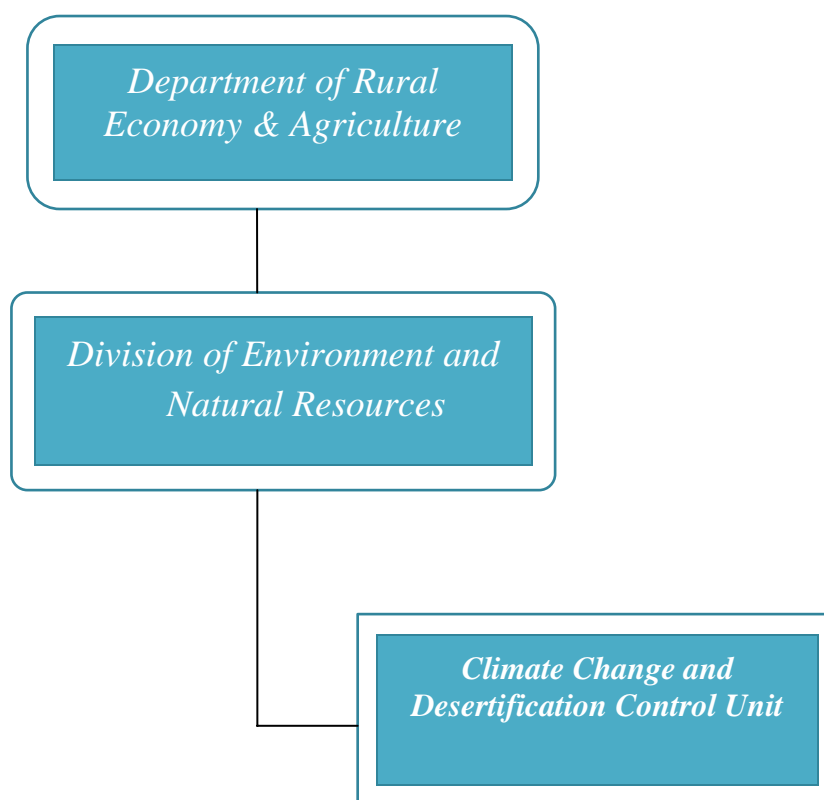
The role of African Union Commission in climate change

- Clear focus on climate change;
- Effective coordination and implementation at continental, regional and national levels;
- Effective resource mobilization and donor coordination;
- Provision of strategic and political leadership for the continent;
- Synergies, complementarities programmes at all levels and good collaborations;
- Ensure linkages, networking and facilitation of peer reviews;
- Information sharing and exchange;
- Better coordination with other United Nations and regional conventions
Publication of simplified guidelines and fact sheets on the scientific, political and economic aspects of climate change on Africa;
- Increased participation of Africa in global carbon market;
- Enhance the visibility of the Commission in an issues(climate change) so dear to Africa;
- Provision of strategic and political leadership for the continent;
- Serves as an interlocutor for collaboration with partners for political engagement of African regions and Member States.

Structure of the Proposed Climate Change and Desertification Unit

It is proposed that the Climate Change and Desertification Control Unit will be under the purview of the present Directorate of Rural Economy and Agriculture. It will be headed by a Coordinator at a P4 level overseeing the sections of climate change and desertification. The Coordinator will be supported by two senior policy officers at P3 level each for climate change and desertification control, two policy officers at P2 thus giving the Unit an overall staff of five professionals. Two Support Staff on GSA/B are also needed for the smooth running of the office.

Although it is separate entity, it is expected the Unit will be horizontally streamlined with the other units of the Division of Environment and Natural Resources to harness synergies between climate change and other areas of natural resources management



Logistical and budgetary requirements for the Unit

While the Unit is supposed to be eventually taken up by the Commission, it requires funding at least for the initial five (5) years to allow the Commission to put in place the necessary financing mechanism. Financial requirements include salaries, furniture,

equipment and programme implementation. The table below is a one year budget estimates.

Table 1: Budget (salaries) requirement for the next twelve months (July 2009 to June 2010)

Table 1: Budget (salaries) requirement for the next twelve months (August 2009 to July 2010)

Staff category	Level	Annual remunerations (US\$)
Coordinator (1)	P4	45, 551
Senior PO (2)	P3	67,238
Policy Off (2)	P2	55, 784
Support Staff (2) Locally recruited	GSB10	19, 538
Mail Runner (1)	GSB6	5, 415
Travel cost	For professional s	
Total staff cost		193,526

Table 2: Logistics, office rent and furniture

Items	Description	Total (US\$)
Furniture	Desk, chairs, etc	30,000
Office Equipment	Computers, printer, photocopier, scanners, fax machines	45,000
Office consumables		15,000
Travel costs	For meetings and seminars	75,000
Production and dissemination of information materials		100,000
Support to African negotiators	To support African Negotiators (3 per 34 LDC and 2 per remaining 19 Member States) to attend COPs and other important negotiation meetings	600,000
Assessment of climate impacts on Africa (sectoral and regional)		400,00
Conducting study on the cost of adaptation in Africa		100,00
Total		890,000

Overall budget requirement for 1 year (Table 1 + Table 2): 193,526 + 890,000 = US\$1,083,526

Conclusion:

The 12th session of the Assembly of Heads of State in January 2009, the African Heads of State and Government directed the Commission to spearhead and coordinate the formulation of an Africa's Common Position on global climate change negotiation and to report back to the next AU Summit scheduled for June/July 2009.

In this regard, the Commission is seeking the approval of the Assembly to approve the establishment of a specialized Climate Change and Desertification Control Unit to support the African negotiators and give political guidance at the negotiation process to discuss emerging issues and evolving processes relating to climate change in Africa, particularly negotiations for the post 2012 climate change regime.



EX.CL/525 (XV)
Annex V

AFRICAN CLIMATE PLATFORM TO COPENHAGEN KEY MESSAGES TO MINISTERS

(AFRICA'S COMMON NEGOTIATION POSITION)

Adopted in ALGIERS, November 2008

First Update - NAIROBI, May 2009

**The African Group and the Process of Climate Change Negotiations
under the United Nations Framework Convention on Climate Change
(UNFCCC)**

African Group Common Negotiating Positions

- 1 - AFRICA POSITIONS ON AWG-LCA (Long term Cooperative Action under the Convention – Bali Action Plan)**
- 2 - AFRICA POSITIONS ON AWG-KP (Further Commitments for Annex I Parties – Article 3.9 of the Kyoto Protocol)**
- 3 - AFRICA POSITIONS ON SB ISSUES (Subsidiary Bodies under the Convention)**
- 4 - Negotiations Timeline towards Copenhagen under the UNFCCC (Conference of Parties (COP15) – /Meeting of Parties (MOP 5)**

**AFRICAN CLIMATE PLATFORM TO COPENHAGEN
(Africa's Common Negotiation Position)**

The African Climate Platform to Copenhagen is based on the previous adopted common positions by the African Group of Negotiators and Focal Points agreed upon in *(Naivasha – Kenya, Abuja - Nigeria, Dakar – Sénégal, Bonn – Germany, AMCEN Meeting in Johannesburg – South Africa, Accra – Ghana and Algiers - Algeria)* and it aims at making available essential elements in relation with issues and items under UNFCCC Session's agendas.

HOW WE PROCEED?

- **Analysing and responding to « Working Documents » under UNFCCC**
- **Concertations, consultations and discussions among all the members of the group during our meetings (mostly back to back to the official UNFCCC sessions),**
- **Sometimes by electronic communication/exchanges,**
- **Apply the Unanimity Rule to adopt positions and take decisions,**

- Prepare and base African Common Submissions to the UNFCCC,
- Sometimes (when needed), supported by preparatory workshops or by expert(s) presentations on issues/matters under discussion/negotiation.

1. AFRICA POSITIONS ON AWG-LCA

(Long term Cooperative Action under the Convention – Bali Action Plan)

A - SHARED VISION

- Visionary – build inclusive, fair and effective climate regime – in context of development paradigm
- Address full effective & sustained implementation of the Convention
- All building blocks of Bali Action Plan (BAP)
- Finance, Technology and Capacity Building
- Could include a Long term Goal on emission reduction; underpinned by midterm targets based on sound science, guided by the principles of the Convention.

B - ADAPTATION AND MEANS OF IMPLEMENTATION

- **ADAPTATION** is the most important issue for Africa as the most Vulnerable Continent. It represents our **PRIORITY** and **CANNOT** be replaced anywhere/anyhow by **MITIGATION**
- **International cooperation** on adaptation for Africa should be the highest priority.
- Comprehensive Program-implementation: (i) Urgent/Immediate & (ii) Long Term
- Access with less or preferably no conditionality(ies) to means of implementation.

- The **Cost of inaction** will be certainly more important in the future if there is no support **NOW** to **Adaptation Needs for All Africa** by Developed Countries.
- Resources:
 - commitment by developed countries; scaled up, new, additional, adequate, predictable and sustainable means of implementation to developing countries
 - By 2020: \$67 billion per year for developing countries

C - MITIGATION AND MEANS OF IMPLEMENTATION (1)
a FIRE-WALL must be maintained between mitigation commitments by all developed countries and mitigation actions by developing countries.

1. Mitigation commitments by developed countries:

Quantified emission reduction commitments (QERCs)

- legally binding, **absolute** emissions reduction commitments,
- MRV: internationally agreed and verified for compliance

Comparability of effort (among Developed Countries)

Comparable targets

Comparable compliance

Measured in tons of Carbon Dioxide (CO₂) equivalent.

2. MITIGATION AND MEANS OF IMPLEMENTATION (2)
Mitigation actions by developing countries:

- Mitigation actions by developing countries are **relative** reductions and are conditional on support from developed countries.
- Mitigation Actions must be supported and Enabled by Technology Transfer, Finance and Capacity Building from Developed Countries.

- Measurable, Reportable and Verifiable refers to the actions AND the support.
- NAMAs (National Appropriate Mitigation Actions) are reportable through National Communications (unilateral) or in a register (if supported)
- Verification: unilateral action verified nationally; supported action verified through UNFCCC.
- 2020 target for finance = \$200 billion per annum by Developed Countries

D - TECHNOLOGY, FINANCE AND CAPACITY BUILDING (1) **Legally Binding Commitments for Developed Countries :**

- In accordance with the Convention, developed countries have commitment to provide :
 - ***Financial support*** (New, Additional, adequate, predictable and sustainable) (***Financial Mechanism*** by G77+China). Commitment of : 0.5% of GDP. **Africa** deserves a special attention in light of its particular vulnerability.
 - ***Technology Transfer (Technology Mechanism*** by G77+China): Technologies that will address the immediate needs for Africa, in particular adaptation technologies. Full costs and full incremental costs must be provided by developed countries and the barriers to technology transfer must be addressed. Support for specific research needs for Africa.

E - TECHNOLOGY, FINANCE AND CAPACITY BUILDING (2)

- ***Capacity Building:***
 - Strengthen institutional capacity; provide for other country specific capacity building needs.
 - Regional Centers of Excellence for Climate Change.

- Particular emphasize on early warning, observation and monitoring systems, risk management, disaster management, ...
- ***Compliance Mechanism is put in place to ensure that*** commitments on delivery of Finance, Technology and Capacity Building are met.

**LEGAL FORM OF
THE NEW CLIMATE REGIME
(Bali Action Plan)**

**It should be a new legally binding
instrument under the UNFCCC.
This instrument must not replace the *Kyoto
Protocol and should not be merged with it*
OR
*Lead to the amendment of the UNFCCC,
according to the Bali Action Plan mandate.***

2 - AFRICA POSITIONS ON AWG-KP (Further Commitments for Annex I Parties – Article 3.9 of the Kyoto Protocol)

- Annex I Parties have to take on Ambitious Quantified Emission Reductions in the 2nd commitment period (*starting on 1 January 2013*), of at least 40% below 1990 levels by 2020 (adopted by the group in Bonn, April 2009, based on 25-40 % ranges of the Inter-Governmental Panel on Climate Change, 4th Assessment Report (IPCC 4AR), and between 80% and 95% by 2050 below 1990 levels (according to IPCC ranges).
- Ambitious legally binding commitments in the 2nd commitment period by all developed countries are important to send a signal on the continuation, strengthening and stabilisation of the Carbon Market
- Guarantee environmental integrity and the principle of Common But Differentiated Responsibilities
- The AWG-KP should finalize its work, by at the latest COP15 (December 2009).

The AWG-KP FINAL OUTCOME IN COPENHAGEN

- **Amendment to the Annex B of the Kyoto Protocol, for the second commitment period, in accordance with article 3.9.**

3 - AFRICA POSITIONS ON SB ISSUES (Subsidiary Bodies under the Convention)

Adaptation:

- Assessment of the funding for the Nairobi Work Program
- High Priority needs of funding for the implementation of National Adaptation Programmes of Action (NAPAs).
- Urgency for the Operationalization of the Adaptation Fund and monetization of the Certified Emission Reductions (CERs).
- Full implementation of decision 1/(Conference of Parties (CP)).10.

National Communications and Green House Gases (GHG) Inventories:

- Need for more funding and Capacity Building
- Consultative Group of Experts (CGE) must be reactivated with a revised mandate to continue assist non-Annex I parties guiding their National Communication (NC).

Capacity Building:

Institutional and human resource development through funding, focused training, and learning by doing approaches

Public Information and Awareness on Climate Change (Art. 6 UNFCCC):

- Include French in Climate Change Information Network (CC:iNet) clearing house communication
- More funding to implement Article 6 of the Convention from the Developed Countries

Reducing Emissions from Deforestation and Degradation (REDD):

- Urgent need for the implementation of decision 2/CP.13, on the following priority areas of work : Estimation and Monitoring Changes in forest cover; Capacity Building necessary to implement Methodologies; Effectiveness of actions relating to REDD and Policy and Cross-Cutting issues.
- The implementation of REDD should be taken on the basis Sustainable Forest Management (SFM) guided by Ecosystem Approach,

CDM:

- Further guidance to the Clean Development Mechanism (CDM) Executive Board (EB): Simplification of modalities and procedures
- Assistance to Africa to develop CDM projects (finance, capacity building)
- Equitable Regional Distribution of CDM
- Improvement of the Programmatic CDM

Review of the Kyoto Protocol (Article 9):

- Strengthening adaptation under the Kyoto Protocol

- Extend Share of Proceeds to Joint Implementation and Emission Trading for more resources to the Adaptation Fund

Review of the Financial Mechanism:

- Urgent, Strong and more Effective 5th replenishment of the Global Environment Facility (GEF) and the Least Developed Countries Fund (LDCF) and the Special Climate Change Fund (SCCF).

Technology Transfer:

- A key Barrier is the intellectual property rights regime, with Annex 1 countries often claiming rights to access to the technology are not in their hands, but in the private sector.
- Urgent need to alleviate this barrier and implement article 4.5 of the Convention
- Propose the establishment of a Multilateral Climate Technology Acquisition Fund.

Research and Systematic Observation:

- Support to training, research and systematic observation and tools
- Establishment of an African Climate Observatory

4 - Negotiations Timeline towards Copenhagen (COP 15 – COPMOP 5) under the UNFCCC

- 1-12 June 2009, Bonn (Germany) : Long-Term Cooperative Action (LCA), Kyoto Protocol (KP), Subsidiary Body for Implementation (SBI), Subsidiary Body for Scientific and Technology Advice (SBSTA)
- 10-14 August 2009, Bonn (Germany) : LCA, KP
- 28 September - 9 October 2009, Bangkok (Thailand) : LCA, KP
- 2-6 November 2009, Barcelona (Spain): LCA,KP

- 7-18 December 2009, Copenhagen (Denmark): Conference of Parties (COP), Meeting of Parties (MOP), LCA, KP, SBI, SBSTA

2009

Report on implementation of the AU assembly decision on the African common position on climate change (Assembly/Au/Dec.236(Xii) A

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