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ADDIS ABABA, ETHIOPIA P. O. BOX 3243 TELEPHONE: 0115517 700 FAX :0115517844  
WEBSITE: [www.africa-union.org](http://www.africa-union.org)

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**ASSEMBLY OF THE AFRICAN UNION  
FOURTEENTH ORDINARY SESSION  
31 JANUARY – 2 FEBRUARY 2010  
ADDIS ABABA, ETHIOPIA**

**Assembly/AU/10(XIV)**

**REPORT OF HIS EXCELLENCY MELES ZENAWI, PRIME  
MINISTER OF THE FEDERAL DEMOCRATIC REPUBLIC OF  
ETHIOPIA ON THE CONDUCT AND OUTCOME OF THE 15<sup>TH</sup>  
CONFERENCE OF PARTIES TO THE UNITED NATIONS  
FRAMEWORK CONVENTION ON CLIMATE CHANGE AND  
KYOTO PROTOCOL (COP 15) IN DECEMBER 2009,  
COPENHAGEN, DENMARK**

## A. Introduction

1. The Assembly of Heads of State and Government of the African Union has, over the years, made key Decisions on climate change on the continent. For instance, the 8<sup>th</sup> Ordinary Session of the AU Assembly in January 2007 called upon Member States to integrate climate change into their respective development programmes. The 12<sup>th</sup> Session of the Assembly in February 2009 in Addis Ababa, emphasized the need for international climate change negotiations to give Africa an opportunity to demand for compensation for damages caused by global warming. It further made a Decision for building a common African position in view of the 15<sup>th</sup> Conference of Parties to the United Nations Framework Convention on Climate Change and Kyoto Protocol (COP15) taking place in Denmark, Copenhagen in December 2009, and for Africa to be represented by one delegation empowered to negotiate on behalf of Member States.

2. It is also recalled that the 13<sup>th</sup> AU Assembly of Heads of State and Government, in July 2009 in Sirte, Libya approved the establishment of the Conference of African Heads of State and Government on Climate Change (CAHOSCC). You would equally recall that following consultations which took place in Tripoli, Libya on 31<sup>st</sup> August 2009 during the Special Session on Conflicts, Your Excellencies appointed me to be the Coordinator of CAHOSCC with the mandate to spearhead the consultation process, ensure that Africa remained united and spoke with one voice and to lead the final negotiations while championing Africa's interests and common position on climate change in Copenhagen 2009.

3. I am, therefore, taking this opportunity to brief you on the conduct and outcome of the 15<sup>th</sup> Conference of Parties to the United Nations Framework Convention on Climate Change and Kyoto Protocol (CoP 15) in December 2009, Copenhagen, Denmark.

## B. Background

4. The Assembly decision of July 2009 referred to above (*Assembly/AU/Dec.257 (XII)*), had the following key elements:

- (i) **Membership of CAHOSCC:** Algeria; Republic of Congo; Ethiopia; Kenya; Mauritius; Mozambique; Nigeria; Uganda; the Chairperson of the African Union, (Libya) AMCEN (South Africa) and the African Union Commission;
- (ii) **Platform for Negotiations:** The adoption of the Updated Algiers Declaration on "African Climate Platform to Copenhagen" adopted in Nairobi, Kenya in May 2009 to serve as the platform of the African Common Position for negotiation process in the new global climate change regime for the period following 2012, the year of expiration of the Kyoto Protocol. The Assembly further mandated CAHOSCC, all AU

Ambassadors and African negotiators from all Member States attending the negotiation process towards the Fifteenth Conference of Parties (COP 15) to make use of the approved African Common Position on Climate Change.

- (iii) **Commission's Role:** The Assembly requested the Commission to take all the necessary measures to implement this Decision and to report to the Assembly, on a regular basis.

### **C. Copenhagen Climate Change Summit**

5. The 2009 United Nations Climate Change Conference, commonly known as the Copenhagen Summit, was held at the Bella Center in Copenhagen, Denmark, between 7 and 18 December. The conference included the 15th Conference of the Parties (COP 15) to the United Nations Framework Convention on Climate Change and the 5th Meeting of the Parties (COP/MOP 5) to the Kyoto Protocol. According to the Bali Road Map, a framework for climate change mitigation beyond 2012 was to be agreed there.

6. The conference was preceded by the Climate Change: Global Risks, Challenges and Decisions scientific conference, which took place in March 2009 and was also held at the Bella Center.

### **D. Participation**

7. The meeting was attended by delegates from 192 countries worldwide, most of them led by Heads of State and Government. All the key regions of the world were represented.

### **E. Deliberations**

8. The Conference was held in a number of segments crowned by the High-Level segment where Heads of State and Government addressed themselves to the key challenges posed by climate change and climate variability to their countries and regions, and proposed a wide range of strategies to deal with them individually and collectively. Multiple issues were discussed on the basis of the standard thematic areas, principally: Adaptation, Mitigation, Finance, Technology Transfer, and Capacity-building.

9. On behalf of the African Group I made the following proposals:

#### **I. On-start up Funding:**

- a) Support the establishment of a start-up fund of 10 billion dollars per annum for the three years of 2010- 2012 to be used to address urgent adaptation and mitigation tasks including forestry and to prepare plans for more ambitious programs in the future.

- b) The start-up funding money should be put in a Trust Fund to be administered by a Board of Trustees composed of equal number of donor and recipient countries.
  - c) 40% of the start-up fund should be earmarked for Africa which should be administered by the African Development Bank under the Board of Trustees mentioned above.
  - d) The establishment of a Committee of Experts to work out the details of the points outlined above with the view to launching the Fund by the time of the next G-20 summit and ensuring quick disbursement thereafter.
- II.** On Long-Term Finance, I proposed the following:
- (a) Funding for adaptation and mitigation start by 2013 to reach up to 50 billion dollars per annum by 2015 and 100 billion per dollars annum by 2020.
  - (b) No less than 50% of the Fund should be allocated for adaptation to vulnerable and poor countries and regions such as Africa, and the small island states.
  - (c) The Fund should be financed through creative financing mechanisms. No such mechanism, from assessed contributions to creative use of SDR from taxes on financial transactions, to global auction of emission rights from carbon taxes to taxes on bunker oil and aviation, should be excluded.
  - (d) The UNFCCC should mandate a Commission of political leaders and experts to review all such funding mechanisms and come up with a reliable system of funding to achieve our targets and to submit its report within six months.
- III.** On the Administration of the Fund I proposed:
- (a) That a fund for adaptation, and a fund for mitigation be established under the authority of the Conference of the Parties which should determine such things as access criteria, broad parameters for allocation of the fund, etc.
  - (b) That a Board of Trustees composed of equal number of representatives from the developed and developing countries be established to oversee the day to day management of the fund.
  - (c) That the Fund be administered in the case of Africa by the African Development Bank.

## G. Key Outcomes

10. The Copenhagen Conference marked the culmination of a two-year negotiating process to enhance international climate change cooperation under the Bali Roadmap, launched by COP 13 in December 2007. Close to 115 world leaders attended the joint COP and COP/MOP High-Level Segment from 16-18 December 2009.

11. The highlights of the outcomes of negotiations at COP 15, COP/MOP 5, the eighth *Ad Hoc* Working Group on Long Term Cooperative Action (AWG-LCA 8), the tenth *Ad Hoc* Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol (AWG-KP 10), the 31st meeting of the Subsidiary Body for Implementation (SBI) and the 31st meeting of the Subsidiary Body for Scientific and Technical Advice (SBSTA) 31 based on their respective agendas, are below.

### a) The Copenhagen Accord

12. COP 15 adopted a decision on 19 December 2009 to “**Take Note of the Copenhagen Accord**”, which is attached to the decision. The document recognized that climate change is one of the greatest challenges of the present times and that actions should be taken to keep any temperature increases to below 2°C. However, the document is not legally binding and does not contain any legally binding commitments for reducing CO<sub>2</sub> emissions.

13. This Decision and the **Copenhagen Accord** are attached to this report. Nevertheless, the key components of the Copenhagen Accord are as follows:

- On mitigation, developed countries committed themselves to economy-wide emission targets for 2020 to be submitted by 31 January 2010;
- On financial resources, developed countries agreed to provide US\$30 billion for the period 2010-2012 with balanced allocation for adaptation and mitigation. Furthermore, developed countries undertook to mobilize US\$100 billion per annum by 2020 to address the mitigation needs of developing countries;
- On sources of funds, the Accord provides for a variety of sources both public and private as well as, bilateral and multilateral;
- On Governance of the financial resources, the Accord provides for equal representation of developed and developing countries;
- All State Parties were urged to make individual submissions in support of the Copenhagen Accord.

**b) Dates and Venues of Future Negotiations and COP Sessions:**

14. The Copenhagen Summit agreed to schedule future negotiations and meetings as follows:

- i. Meeting of the Subsidiary Bodies to hold in Bonn, Germany from 31 May - 11 June 2010;
- ii. COP 16 and COP/MOP 6 to hold in Mexico City, Mexico from 29 November - 10 December 2010;
- iii. COP 17 and COP/MOP 7 to hold in South Africa from 28 November - 9 December 2011; and
- iv. Parties were invited to come forth with offers to hold COP 18 and COP/MOP 8.

**H. Championing Africa's Interests**

15. Excellencies, I wish to indicate that before going to Copenhagen a number of activities were undertaken by CAHOSCC and by myself, including a CAHOSCC meeting on 17th November 2009 in Addis Ababa. During that meeting, I pointed out that, given the signals emanating from the developed world, there would be no binding treaty in Copenhagen, and that we should brace ourselves to secure a binding political agreement. Indeed, the Copenhagen Accord produced this precise outcome.

16. Many African Heads of State and Government and I carried out consultations within Africa and with other global partners and entities. The outcome in Copenhagen depended on the extent to which we would secure commitment from our major partners in this process. The cross-fertilization of ideas with leaders of the developed countries led to a positive response with respect to Africa's concerns and the leaders we interfaced with sounded broad support for our position.

17. Furthermore, the CAHOSCC meeting agreed that the political agreement that would emerge out of Copenhagen should reflect the interests of Africa on mitigation targets and adaptation financing. In particular, we stressed that global temperatures should not be allowed to exceed 2 degrees centigrade. The Copenhagen Accord did reach this very conclusion. Moreover, the major carbon emitting countries agreed to offer specific commitments by the end of January.

18. During the consultations, and as if the last CAHOSCC discussions presaged the outcome, it became apparent that financing was the key problem that needed to be addressed adequately and I made specific proposals on financing to world leaders. Having assured myself of their overall support, I refined these proposals and tabled them in the speech I made at CoP15 in Copenhagen as reflected above.

19. As you can see from the Copenhagen Accord, and as indicated in my letter of 30<sup>th</sup> December 2009, our two key objectives for the summit have been adequately addressed.

20. Our objective of keeping global warming below 2°C has been explicitly endorsed by the Accord. The major carbon emitting countries are expected to register their specific commitments by the 31 of January 2010. It is expected that these commitments will be consistent with the 2°C trajectory that we have asked for and the major countries have agreed to in paragraphs 1-5 of the Accord.

21. In terms of financing, much of what I proposed has been included in paragraphs 8-10 of the Accord.

22. The developed countries have agreed to provide funding approaching 30 billion dollars between 2010-2012, and a hundred billion dollars by 2020. It has been agreed that there will be balanced allocation for mitigation and adaptation activities, and that adaptation resources would be allocated to poor and vulnerable regions and countries, particularly the small island states and Africa. The governance mechanism for adaptation funding that I proposed has been accepted with a commitment to put a significant part of the resource in a Trust Fund administered by a board with equal representation of developed and developing countries. It has also been agreed that a high level panel will be established to look at financing issues in detail. As you can see, while not every word in my proposal has been and could be expected to be incorporated in the Accord, it would be fair to say that paragraphs 8-10 of the Declaration are largely based on our proposal and much of our proposal has been incorporated in the Accord.

23. Let me also inform Your Excellencies that the team of African negotiators, led by Algeria at Ministerial level and AMCEN did an excellent job in putting across Africa's positions. I had two briefing sessions with all African delegations, the last one in the company of the Presidents of Gabon and South Africa who formed the African team in the final rounds of negotiations opened only to Heads of State and Government. I believe that the collaborative efforts from all of us resulted in the gains for Africa referred to in this report.

24. In view of the above, I submit to you the following coordination structure where the Federal Democratic Republic of Ethiopia would facilitate the coordination at the Heads of State and Government level; the Popular Republic of Algeria would coordinate Ministers; and the Democratic Republic of Congo would lead the Expert Group of Negotiators.

#### **I. The Role of the African Union Commission at COP15**

25. The African Union Commission effectively and efficiently executed its mission as the Secretariat of CAHOSCC by constantly servicing meetings, briefing sessions and providing feedbacks as well as being the facilitating office for country delegations. In all our internal consultations as the Africa Group, the Commission provided commendable translations, interpretation and useful documentation. I thank them on your behalf.

**J. Way Forward**

26. I believe the two priorities that we set for ourselves have been adequately taken care of by the Accord. And, that is why I declared on your behalf that Africa accepts the Accord as a major step forward. That is why I would like to ask Your Excellencies to notify the Secretariat of the UNFCCC of your country's support for the Accord consistent with Africa's common position.

27. I am convinced that Africa's key priorities have been adequately taken care of precisely because we spoke with one voice for the first time since the establishment of our continental organization. It is therefore necessary for us to draw lessons from our experience in the Copenhagen summit and pursue our objective in the upcoming COP 16 negotiations with the same unity of purpose and vigor. I am convinced that our Summit here will give us the opportunity to do so.

28. In the light of this, I will like to propose that the Assembly should adopt the decisions contained in the draft Decisions attached to this report.

29. I thank you.

**Meles Zenawi  
Prime Minister of the Federal  
Democratic Republic of Ethiopia and  
Chairperson of CAHOSCC**

2010-01-31

Report of his excellency Meles Zenawi,  
prime minister of the Federal  
Democratic Republic of Ethiopia on the  
conduct and outcome of the 15th  
conference of parties to the united  
nations framework convention on  
Kyoto protocol and Kyoto protocol (cop  
15) in December 2009, Copenhagen, Denmark

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