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ASSEMBLY OF THE UNION
Sixteenth Ordinary Session
30 – 31 January 2011
Addis Ababa, ETHIOPIA

Assembly/AU/11(XVI)Rev.1
Original: English

**REPORT OF THE COMMITTEE OF HEADS OF STATE AND
GOVERNMENT ON CLIMATE CHANGE
(CAHOSCC)**

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1. The African Union at its Fifteenth Ordinary Session Held on July 2010 in Kampala, Uganda decided that:

“The Assembly,

Endorses the recommendation of CAHOSCC on the streamlined single negotiation structure at the Ministerial and Experts’ levels, with a view to ensuring effective coordination of the negotiation on climate change towards the 16th Conference of Parties (COP) 16 and COP 17 in Cancun, Mexico and in South Africa in 2010 and 2011, respectively as follows:

- i) Algeria to serve as coordinator at the Ministerial level and Mali, in its capacity as current Chairperson of the African Ministerial Conference on Environment, to serve as Co-Coordinator;
- ii) The Democratic Republic of Congo to serve as Coordinator at the Expert level together with Nigeria as Co- Coordinator;
- iii) The African Group of Technical Negotiators to establish a Bureau.

And, further endorses the Decision of CAHOSCC to hold a meeting before COP 16 scheduled in Cancun, Mexico in December 2010.”

2. This decision to merge the Ministerial and Experts’ levels of negotiation into a single structure, born out of the lessons of lack of adequate coordination in the negotiations leading up to the Copenhagen Conference in December 2010, was of paramount importance for ensuring effective coordination in the future work of CAHOSCC. It would enhance Africa’s capacity to speak in one voice in the COP 16 negotiations at Cancun, Mexico to be held at the Ministerial level.

3. To put into full use the decision of the AU Assembly, we undertook necessary preparations for a meeting of CAHOSCC which will spell out clearly Africa’s objectives in the Cancun Meeting and lay out the direction of its engagement in the negotiations. The task we set for ourselves was to gain full coordination for the attainment of specific outputs to be obtained from the Cancun ministerial conference.

4. Accordingly a meeting of CAHOSCC was held on November 15 in Addis Ababa. The meeting was attended by Ministers and the Chairperson, but unfortunately there were no participation at the level of heads of state.

5. After reviewing the state of play in the global climate change negotiations, the meeting agreed that, while a legally-binding agreement could not be expected in COP 16, Cancun will constitute an important step towards making a final comprehensive

legally-binding agreement in South Africa in 2011. Within this broad framework, the CAHOSCC meeting mapped out the possible areas where Africa should endeavour to get positive results in the Conference. It identified four areas consisting of REDD+, long-term financing, fast-track financing, and adaptation and technology.

6. The meeting came to the conclusion that at least a partial agreement on REDD+ is possible in Cancun, and that Africa should make a determined effort to push for a consensus on this topic. A step forward in this regard would make the attainment of a deal notably on the Congo Basin possible, which would be a major achievement for Africa. It would also create a platform for additional action on avoidance of deforestation and undertaking forestation.

7. On long-term financing it agreed that the focus for Africa should be the establishment of the Green Climate Fund and a mechanism (including the creation of a team) by the UNFCCC to further develop the details of the Fund. It took note of the finding of the UN High-Level Advisory Group on Climate Change Finance that mobilization of \$100 billion per year by 2020 to support the developing countries was feasible, however challenging. Regarding the fast-track finance of \$30 billion for the period 2010 – 2012, which developed countries committed to disburse to developing countries in support of adaptation and mitigation activities at the Copenhagen Conference, the position taken was that Africa should push for a mechanism to ensure transparency, comparability and delivery of commitments made.

8. In relation to the fourth area of adaptation and technology, CAHOSCC felt that it should come out in support of the proposals made within its alliances including India and Mexico.

9. The proposals of the above four areas were thus adopted as the basis for negotiations at the Ministerial and Experts' level. It was further decided that the Coordinator of the Ministerial delegation, Algeria, convenes African Ministers attending COP 16 and briefs them on the outcome of the CAHOSCC 15 November Meeting, to doubly ensure that Africa advances its common position and speaks in one voice and effectively.

10. The Cancun Conference was held first, at the Experts' level starting from 23 November and subsequently at the Ministerial level ending on 10 December. Throughout this process, Africa's position was consistent and coherent, thanks to the position adopted at the CAHOSCC meeting in Addis Ababa. There was good coordination both within the Experts' and Ministerial levels and between the two levels. I was invited by the Mexican government to participate in some of the programmes of the Cancun Conference as the Co-Chair of the UN Advisory Group on climate finance along with the other Co-Chair, the Prime Minister of Norway, Mr. Jens Stoltenberg. I took advantage of my presence to address the participants of the Cancun Conference at large emphasizing the importance of making progress at Cancun, and, separately, the African Ministers and negotiators repeating the same message of the CAHOSCC meeting held earlier.

11. It is generally agreed that given its un-ambitious targets, the Cancun Conference was generally a success. Its coverage is comprehensive, but the areas of common understanding are partial. Its outcomes, which are grouped into four, comprise:

- i) Subsidiary Body on Implementation (SBI);
- ii) Subsidiary Body on Scientific and Technological Advice (SBSTA);
- iii) Outcome of the Work of the ad hoc Working Group on Further Commitments for Annex I Parties Under the Kyoto Protocol (AWGKP);
- iv) Outcome of the Work of the ad hoc Working Group on the Long-Term Cooperative Action (AWGLCA).

12. From Africa's perspective, and generally in terms of coverage, the most important outcome is AWGLCA, which is attached as an Annex.

13. Looking at AWGLCA it becomes obvious that the Cancun Conference addressed positively all the four areas of concern to Africa stated in the draft communiqué of the CAHOSCC meeting of 15 November. REDD+ is supported in the Cancun Document under the heading "Policy approaches and positive incentives to reducing emissions from deforestation, and forest degradation in developing countries; and the role of conservation, sustainable management of forests, and enhancement of forest carbon stocks in developing countries". The implementation modalities are further clarified in Annex 1 of AWGLCA.

14. Similarly, the establishment of Green Climate Fund with an appropriate governance structure is supported by Cancun. Paragraph 103 of AWGLCA states that, "the fund shall be governed by a board of 24 members comprising an equal number of members from developing and developed country parties". The design of the Fund shall be worked out by a Transitional Committee of 40 members of which 15 will be from developing countries, with 7 from Africa.

15. On fast-track finance the document invites developed countries to "submit to the secretariat for compilation into an information document, by May 2011, 2012, and 2013, information on the resources provided including ways in which developing country Parties access these resources" (paragraph 98).

16. Lastly, Africa's position on adaptation and technology has also found resonance in the document of the AWGLCA. Importantly, there is a decision to establish "The Cancun Adaptation Framework" and to support least-developed party countries to "formulate and implement national adaptation plans building upon their experience in preparing and implementing national adaptation programmes of action" paragraph 15). Again on technology there is a decision to establish a "Technology Mechanism to facilitate the implementation of actions" aiming at technology development and transfer for purposes of mitigation and adaptation activities in developing countries.

17. We have thus achieved the goals we set out to attain in the Cancun Conference. Our achievement in the climate change negotiation process overall, evidences the ability of Africa to become successful when it speaks in one voice coherently and consistently in the world arena.

18. But there remains another phase of struggle to bring the climate negotiations towards a conclusion in a comprehensive legally-binding agreement through COP 17 in 2011. Cancun has covered most of the issues that would need to be considered in a comprehensive climate change agreement. On most of these, there is already a consensus that could pave the way for the conclusion of a binding agreement. The remaining issues appear relatively few in number, yet they include those on which a consensus has not emerged among the major stakeholders. Indeed some may be, make or break issues. For instance the Cancun document of AWGLCA calls the Parties to “cooperate in achieving the peaking of global and national greenhouse emissions as soon as possible”, and agrees to work on this critical issue “on the best available scientific knowledge and equitable access to sustainable development, and to consider it at its seventeenth session” (paragraph 6).

19. For Africa, climate change threatens to become an existential issue. We as a continent have a fundamental stake in the reduction of green house gas emissions such that the increase in the global average temperature remains below 2 c above the pre-industrial levels. Equally, we have dire need for financial support to enable us undertake adaptation and mitigation activities that are absolutely essential for fighting poverty and enabling economic development.

20. South Africa will prepare the ground for the all-important 17th COP Meeting, which it will host. This gives Africa as a whole an opportunity to make contributions that will ultimately lead towards a legally-binding agreement. Indeed we must view the COP17 as being hosted by South Africa on behalf of all of us, and we must be ready to provide our dedicated support to South Africa. Here again, as in the past we should coordinate our efforts and task CAHOSCC to present the detailed positions of the continent. The unified structure we have set up for climate change negotiations at Ministerial and Experts’ level ought to be further reinforced with active participation from the heads of state.

2011-01-31

Report of the Committee of Heads of State and Government on Climate Change (CAHOSCC)

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