



UNITED NATIONS  
ECONOMIC AND SOCIAL COUNCIL  
ECONOMIC COMMISSION FOR AFRICA

*Twenty-eighth meeting of the Committee of Experts*



AFRICAN UNION  
COMMISSION

*Fourth meeting of the Committee of Experts*

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**Meeting of the Committee of Experts of the 2<sup>nd</sup> Joint Annual  
Meetings of the AU Conference of Ministers of Economy and  
Finance and ECA Conference of Ministers of Finance,  
Planning and Economic Development**

*Cairo, Egypt  
2-5 June 2009*



Distr.: GENERAL  
E/ECA/COE/28/9  
AU/CAMEF/EXP/9(IV)  
Date: 15 May 2009

Original: English

## **Progress Report on Climate Change and Development**



## Summary

1. The purpose of this report is to update the 2009 Joint Annual Meetings of the AU Conference of Ministers of Economy and Finance and ECA Conference of Ministers of Finance, Planning and Development on the progress made in the implementation of the Climate Change and Development (Clim-Dev) Africa programme by the African Union (AU) Commission and the Economic Commission for Africa (ECA) since the 2008 conference.
2. Significant progress has been made since the establishment of Clim-Dev and its Africa Climate Policy Centre (ACPC), along with the Clim-Dev Africa Special Fund (CDSF). Many activities have also been undertaken on the road to the 2009 United Nations Climate Change Conference in Copenhagen. ACPC, the policy arm of Clim-Dev, and the funding counterpart CDSF, are being established with initial funding from the United Kingdom Department of International Development (DFID). Several activities are currently being undertaken for ACPC, including the recruitment of core staff, the arrangement of office spaces, the creation of a website and institutional mapping.
3. Several activities have also been undertaken by the United Nations Environmental Programme, AUC and ECA to support African negotiators in developing Africa's common negotiating position for Copenhagen.
4. African countries need to raise awareness of the key issues and elements under negotiation for a common African position. Climate change issues need to be integrated into national decision-making.
5. Africa should continue to push for a reform of the current climate change financing governance system. In the mean time, countries should be proactive in meeting the requirements established under existing public funds such as the resource allocation framework under the Global Environment Facility (GEF).
6. Countries should build institutional, technical and managerial capacities and introduce incentives for actors to effectively access carbon markets.



## **Progress report on Clim-Dev Africa and its Africa Climate Policy Centre**

### **1. Introduction**

7. The eighth ordinary session of the African Union in January 2007 endorsed the April 2006 “Action Plan for Africa” and urged member States and regional economic communities (RECs), in collaboration with the private sector, civil society and development partners, to integrate climate change considerations into development strategies and programmes at national and regional levels. The session requested the African Union Commission, the Economic Commission for Africa and the African Development Bank to develop and implement the plan on climate change and development in Africa and to report on progress biannually.

8. The ECA Conference of African Ministers of Finance, Planning and Economic Development at its fortieth session held in Addis on 2-3 April 2007, reinforced the African Union’s decision by requesting ECA, in partnership with AUC, AfDB, and in collaboration with relevant African and international institutions, to take appropriate actions to effectively develop and implement Clim-Dev Africa and to report on progress at each session of the Conference of the Commission.

9. The first Joint Annual Meetings of the AU Conference of Ministers of Economy and Finance and the ECA Conference of African Ministers of Finance, Planning and Economic Development held in Addis Ababa from 31 March to 2 April 2008 also discussed climate change and noted the progress made on Clim-Dev. The ministers welcomed and endorsed the establishment of the African Climate Policy Centre with the objective of providing policy guidance to member countries, and urged ECA to take the necessary action for its immediate operationalization. They requested ECA, in collaboration with AUC and AfDB, to take the necessary measures to implement Clim-Dev Africa through relevant national, subregional and regional institutions.

10. The twelfth session of the African Ministerial Conference on the Environment (AMCEN) held in Johannesburg from 10 to 12 June 2008, specifically supported the process of developing the Clim-Dev Africa programme and requested AUC, ECA and AfDB to accelerate the finalization of the programme document and the dissemination of this information to ensure that AMCEN participates in the Climate for Development in Africa programme. It also welcomed and supported the establishment of ACPC at ECA.

11. With this encouraging support from major statutory bodies, ECA, AUC and AfDB have made significant progress in the development and implementation of Clim-Dev Africa and ACPC.

12. Clim-Dev Africa aims to address the need for improved climate information for Africa and also strengthen the use of such information for decision-making by improving analytical capacity, knowledge management and dissemination activities. It will improve and facilitate practices, services, observation networks and communication with stakeholders to enable effective climate change mitigation and adaptation in Africa. These stakeholders include Africa’s regional economic communities, river basin organizations, national governments,

parliamentarians, and regional climate, weather and water organizations. The programme will also support African countries in the negotiations for a post-Kyoto 2012 climate regime. The goals and objectives of Clim-Dev Africa will be achieved through a wide range of programmes and projects.

13. The Clim-Dev initiative together with the African Monitoring of the Environment for Sustainable Development (AMESD) programme and a satellite receiving station recently installed at AUC with support from EUMETSAT have the potential to help member States mainstream climate information into their development planning and practices.

14. The operational design of Clim-Dev Africa consists of two key elements: the African Climate Policy Centre and Clim-Dev Africa Special Fund. The African Climate Policy Centre is the policy arm of the Clim-Dev. It will enhance the capacity of African countries to integrate climate change issues into their development policies, strategies and programmes. It will undertake rigorous analytical and research work for robust assessment of the economic, social and environmental impacts of climate change and the costs and benefits of the related adaptation and mitigation measures with respect to national and regional development priorities on the continent.

15. The African Climate Policy Centre will also strengthen the capacity of these countries to benefit from the emerging carbon trading system and the adaptation and mitigation financing mechanism. It will enhance their capacity to participate effectively in international policy discussions on climate change, particularly, the implementation of the Bali road map of multilateral negotiations for a post-2012 global climate agreement. The Clim-Dev Africa Special Fund (CDSF) is being established in AfDB to finance demand-led programmes of Clim-Dev Africa.

16. In addition to Clim-Dev and its ACPC, AUC has also embarked on some initiatives to address the risks arising from climate change. For example, its Executive Council at its last meeting adopted an action plan for the Great Green Wall for the Sahel and Sahara Initiative (GWSSI). This will enhance environmental stability, control land degradation, arrest the advancement of the desert, conserve biodiversity and improve the livelihoods of the poor.

## **2. Progress made on Clim-Dev Africa and its African Climate Policy Centre**

17. Since 2007, much progress has been made in developing and implementing Clim-Dev and ACPC. ACPC was established with initial funding from the United Kingdom Department of International Development (DFID). The activities that are being undertaken in 2009 with this funding include recruitment of core staff, provision of office spaces, establishment of the ACPC website, establishment of a climate change activities database, institutional mapping using a web-based self-registration process, provision of support to Africa's negotiating capacity, and preparation of Africa's climate change policy.

18. Establishment of the Clim-Dev Africa Special Fund is also at an advanced stage. Already, DFID has provided a start-up grant to finance institutional set-up activities, and AfDB has provided resources from its regional public goods window to finance country operations.

## **Road to Copenhagen**

### **3. Introduction**

19. The fifteenth Conference of the Parties (COP-15) to the United Nations Framework Convention on Climate Change (UNFCCC) to be held in Copenhagen, Denmark, from 7 to 18 December 2009, will be a landmark event, as it is expected to culminate in an agreement on an effective international response to climate change. The road map to Copenhagen was charted in Bali, Indonesia, in December 2007 at the thirteenth Conference of the Parties (COP-13) to the UNFCCC Convention.

20. The Bali road map consists of a number of forward-looking decisions that represent the various tracks that are essential to reaching a secure climate future, and includes the Bali Action Plan (BAP)<sup>1</sup>. The BAP charts the course for a new comprehensive negotiation process aimed at “enabling the full, effective and sustained implementation of the Convention through long-term cooperative action, now, up to and beyond 2012, in order to reach an agreed outcome and adopt a decision at its fifteenth session”, namely COP 15<sup>2</sup>.

21. The five components of the BAP are:

- (a) A shared vision for long-term cooperative action, including a long-term global goal for emissions reductions;
- (b) Enhanced national and international action on mitigation of climate change;
- (c) Enhanced action on adaptation;
- (d) Enhanced action on technology development and transfer to support action on mitigation and adaptation; and
- (e) Enhanced action on the provision of financial resources and investment to support action on mitigation and adaptation.

22. COP 13 established the Ad hoc Working Group on Long-term Cooperative Action under the Convention (AWG-LCA) to work on the negotiation process of the BAP, while the Ad hoc Working Group under the Kyoto Protocol (AWG-KP) was established in 2005 to handle negotiations on further commitments for Annex 1 Parties under the Protocol after 2012. A “two-track” approach is being used for the ongoing climate change negotiations. Negotiations on the BAP under the Convention are held in parallel with those under the Convention’s Kyoto Protocol. However, as noted in the United Nations Development Programme report entitled “the Bali Action Plan: Key Issues in the Climate Negotiations – Summary for Policymakers”, there are many linkages between the two processes. For this reason, Parties have been calling for close coordination between the two bodies.

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<sup>1</sup> UNDP, 2008

<sup>2</sup> UNFCCC Secretariat, 2008<sup>1</sup>

23. Ministers attending the first Joint Annual Meetings of AU and ECA held in March/April 2008, noted that the negotiations were of a complex and challenging nature. They called on AUC, in collaboration with ECA and AfDB, to support a consultative process for Africa's preparation for effective participation in the implementation of the Bali road map of multilateral negotiations for a post-2012 global climate agreement<sup>3</sup>. The ministers also reaffirmed their commitment to effectively integrate climate change adaptation and mitigation strategies into national and regional development frameworks. Further, they stressed the need to support efforts to build capacities on climate and development issues, including the capacity to access funding mechanisms such as the Clean Development Mechanism and to effectively participate in the carbon market.

24. Against this backdrop, this paper presents an update on Africa's preparations towards Copenhagen since the first joint AU-ECA Conference of Ministers. It provides an overview of progress in implementing relevant decisions of the African Ministerial Conference on the Environment (AMCEN) and the AU Summit resolutions on climate change, which support those made at the first joint AU-ECA Conference of Ministers. It draws attention to the contribution of ECA to the implementation process, as well as to relevant African subregional consultations that complement the process. It provides highlights of the international climate change negotiations since the last meeting, underscores issues of concern for Africa and Africa's emerging common position on the key issues under negotiation. In concluding, the paper proffers recommendations on the way forward for consideration and endorsement by ministers, with a view to ensuring that Africa participates effectively in the ongoing negotiations and adopts well-informed positions for Copenhagen.

#### **4. The African process**

25. A future climate change agreement has particular significance for Africa, given its vulnerability to climate change, stemming from multiple stresses and low adaptive capacity. In this regard, there is growing recognition that climate change could undermine the ability of Africa to meet the targets of the Millennium Development Goals (MDGs), thereby slowing progress towards sustainable development. Consequently, Africa must ensure that its concerns are adequately reflected in any future international climate change regime. In this context, the AU Summit of January 2009 emphasized that Africa should demand and receive compensation for the damage to its economy caused by global warming.

##### **4.1 The twelfth session of the African Ministerial Conference on the Environment**

26. Given Africa's vulnerability to climate change and the challenges that this phenomenon poses to the continent, the African Ministerial Conference on the Environment (AMCEN), at its twelfth session in June 2008, underscored the need for Africa to participate actively and strategically in the negotiations on a global climate change agreement to ensure that the region's interests and requirements are met<sup>4</sup>.

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<sup>3</sup> AUC, ECA, 2008

<sup>4</sup> UNEP, 2008



27. Given that intensive negotiations are needed to achieve a desirable outcome by the end of 2009, the ministers stressed the need for Africa to identify the key political messages to inform the global debate and negotiation process, in terms of the commitments that it sought from the international community and the actions that African countries would have to take. The meeting noted that the Bali Action Plan offers Africa the opportunity to build consensus on the complex issues of climate change and sustainable development, to the benefit of the continent. It stressed the importance for an African consensus on ways to enhance implementation of the UNFCCC and its Kyoto Protocol beyond Copenhagen, on the basis of the established principles of equity and common but differentiated responsibilities and respective capabilities.

28. In this context, the ministers requested the United Nations Environment Programme (UNEP), in collaboration with AUC, the Secretariat of the African Union's New Partnership for Africa's Development (NEPAD), ECA, AfDB and other relevant intergovernmental institutions, to organize a series of preparatory meetings for Africa's climate change negotiators and to provide the negotiators with substantive technical and policy analysis support to strengthen their preparations for the fourteenth and fifteenth sessions of the Conference of the Parties to the UNFCCC and the fourth and fifth sessions of the Meeting of the Parties to the Kyoto Protocol. This decision of AMCEN complements that of the first Joint Annual Meetings of the AU/ECA Ministers, and was reinforced by the decision of the African Union Summit of January 2009 on Africa's common position on climate change.

29. Furthermore, AMCEN stressed the need for synergies in implementation and called for the elaboration of a comprehensive framework of African climate change programmes, consolidating existing and new intergovernmental decisions, initiatives and programmes to be implemented at the regional, subregional, national and local levels.

#### **4.2 Progress in implementing the various decisions and resolutions on climate change**

30. Immediately after the twelfth session of AMCEN, UNEP, in collaboration with AUC, ECA and other African regional and subregional actors, set out to implement Decision 2 of the meeting, namely (a) Africa's preparations towards the development of a common negotiating position on a comprehensive international climate change regime beyond 2012; and (b) the preparation of a comprehensive framework of African climate change programmes.

31. In order to ensure well-informed and targeted interventions, the organizations engaged with the negotiators at various international and regional meetings in Accra (August 2008), Algiers (November 2008), Poznan (December 2008) and Bonn (March 2009), among others. This enabled them to better understand the issues under negotiation, the concerns and issues at stake for Africa, and the thinking of other parties involved.

32. The Algiers meeting deserves special mention, as it was home-grown and co-sponsored by ECA and UNEP. The meeting comprised a preparatory session for focal points and negotiators and a ministerial segment. It served as a preparatory forum for the African group of negotiators for COP-14, which took place in Poznan, Poland in December 2008. The document entitled "African Climate Platform to Copenhagen" was an important outcome of the meeting. It

builds on previous positions of the Africa group since Naivaisha, Kenya in 2006, and stipulates an African position on the different issues that were under negotiation in Poznan. The ministerial segment of the meeting adopted the Algiers Declaration on Climate Change.

33. In the context of AMCEN Decision 2, a series of events on AMCEN work on climate change and Africa's process for combating climate change will be held in Nairobi, Kenya from 25 to 29 May 2009. The outcomes of the implementation of the Decision will be submitted to the third special session of AMCEN on climate change, for consideration and adoption. The ministerial session of the session will be held on 29 May 2009, while the expert segment (meeting of African High-Level Expert Panel on Climate Change) will be held from 25 to 26 May 2009. The outcomes of the session will be submitted to the thirteenth Summit of the African Union in June/July 2009 for consideration and endorsement<sup>5</sup>.

34. A special technical briefing of African Ministers of Environment and experts on some topical climate change issues pertinent to Africa's preparations for Copenhagen will be held on 28 May 2009. All these events related to the implementation of AMCEN Decision 2 will be preceded by an AUC meeting of African negotiators on 14 May 2009. A meeting of the African negotiators organized by UNFCCC secretariat in collaboration with UNEP, will also be held from 23 to 24 May 2009.

#### **4.3 Contribution of the Economic Commission for Africa to the implementation of the various decisions and resolutions on climate change**

35. In preparation for the Algiers meeting, ECA commissioned resource persons to lead discussions on the nature of the new climate agreements, the global process and new concepts, the shared vision, sectoral approaches and possible elements of an enhanced institutional architecture, access to technology and intellectual property rights. It also sponsored the participation of English-speaking African countries at the meeting.

36. At the request of the UNEP Regional Office for Africa (UNEP-ROA), ECA, in collaboration with the Organization for Economic Cooperation and Development's African Partnership Forum (OECD-APF), commissioned a technical paper and policy brief on financing climate change in Africa, for policymakers and negotiators. The technical paper will serve as a background document for the high-level experts meeting, and will also feed into the deliberations of the third Financing for Development (F4D) Conference on the climate change, which is scheduled to be held in Kigali, Rwanda from 21 to 22 May 2009. The policy brief is intended to inform finance and environment ministers and policymakers of the climate change finance debate, to present different funding options for consideration, and to make recommendations on the way forward.

37. Given that climate change transcends the environmental sphere and is indeed a developmental issue, it is important for finance, planning and economic development ministers to be informed, and to understand the ongoing discourse in the global climate change arena, so that they can effectively accompany environment ministers in the process. With this in mind,

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<sup>5</sup> UNEP, 2009

ECA will sponsor the participation of a government official from Rwanda involved in the F4D conference to present the outcomes of that conference to the AMCEN meeting, and to participate in the deliberations. Furthermore, ECA will sponsor the participation of an expert on climate change financing to support the deliberations of the F4D conference, and will provide duty station allowance for 72 experts from African countries and regional economic communities (RECs) participating in the AMCEN and negotiators' meetings. In addition to leading the side event on financing climate change at the AMCEN meeting, ECA will lead the side event on Africa and its African Climate Policy Centre.

38. ECA has offered to host the African pre-Conference of the Parties meeting scheduled to be held in Addis Ababa in October 2009, and at the request of the AUC Commissioner for Rural Economy and Agriculture, ECA will lead the development of a climate change policy for Africa. The policy will build on elements identified during the five subregional consultations on the framework of programmes on climate change organized by UNEP in response to AMCEN Decision 2 (ii). ECA is currently recruiting a climate change advisor to support the AUC in leading and coordinating the formulation of Africa's common position on climate change, and to develop a proposal on Africa's compensation needs, taking into account the climate impacts on the continent. It should be noted that ECA support to the AMCEN process is part of the preliminary activities of the ACPC being funded by the United Kingdom's Department for International Development.

#### **4.4 African subregional consultations relevant to the various decisions and resolutions on climate change**

39. In addition to the activities on the international negotiations calendar, several noteworthy consultations and events on climate change were organized by various African intergovernmental organizations, to complement the regional process.

40. The Ministerial Council of the Central African Forest Commission (COMIFAC)<sup>6</sup> was held in Bangui, Central African Republic from 9 to 11 September 2008, during which a special ministerial session on reducing emissions for deforestation and forest degradation (REDD) was organized. The session culminated in the Bangui Declaration on a common position on the negotiations towards a post-2012 climate agreement relative to REDD.

41. The Economic Community of West African States (ECOWAS) Subregional Dialogue on Climate Change was held in Cotonou, Benin from 18 to 22 October 2008. The meeting deliberated on climate change adaptation and mitigation and discussed, inter alia, the possible adoption of a climate change policy for the subregion. The objective of the policy would be to provide the subregion with a framework and an integrated climate change management plan in order to build the capacity of West African countries to meet climate change challenges. In March 2009, ECOWAS organized another workshop in Banjul, the Gambia, to deliberate on a subregional programme aimed at ensuring that population, economies and governments in the ECOWAS subregion are constantly and effectively adapting to climate change.

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<sup>6</sup> COMIFAC/ECCAS, 2008

42. The Common Market for Eastern and Southern Africa (COMESA) Ministers of Agriculture and Environment<sup>7</sup> met in Nairobi, Kenya on 7 November 2008 to deliberate on how the region should address climate change challenges. The meeting adopted the Nairobi Declaration on Climate Change which, inter alia, advocates the expansion of eligible categories of activities to benefit from carbon credits and other international incentives in a post-2012 climate treaty to include sustainable land management, including sustainable agriculture, sustainable forest management, afforestation and reforestation, thereby enabling “greener agriculture” and promoting agricultural productivity in a way that improves resilience and adaptation to climate change. During COP-14, held in December, 2008, COMESA, the East African Community (EAC) and the Southern African Development Community (SADC), launched the African Climate Solution- A REDD-AFOLU (carbon sequestration through agriculture, forestry and land use) Biocarbon Coalition. The initiative centres on climate change mitigation, adaptation and improved livelihoods.

## 5. International climate change negotiations

43. Since the report on climate change to the first joint annual ECA/AU Conference of Ministers meeting, a series of international meetings have been held and several more are scheduled in order to advance the climate change negotiations (see table below).

### Calendar of meetings for the UNFCCC negotiations in the lead-up to Copenhagen since the first annual ECA-AU Conference of Ministers<sup>8</sup>

2008	
<i>Date</i>	<i>Venue</i>
31 March - 4 April	Bangkok, Thailand
2 - 13 June	Bonn, Germany
21 - 27 August	Accra, Ghana
2 - 13 December	Poznań, Poland
2009	
<i>Date</i>	<i>Venue</i>
29 March - 8 April	Bonn, Germany
1-12 June	Bonn, Germany
10-14 August	Bonn, Germany
28 September - 9 October	Bangkok, Thailand
2-6 November 2009	To be determined

#### 5.1 Bangkok, Thailand, 31 March to 4 April, 2008

44. The first session of the AWG-LCA<sup>9</sup> discussed key elements of the BAP, including “a shared vision for long-term cooperative action,” mitigation, adaptation, technology and finance.

<sup>7</sup> COMESA, 2008

<sup>8</sup> <http://unfccc.int/meetings/items/2654.php>

<sup>9</sup> IISD, 2008<sup>1</sup> April

The main focus of the session was on developing the working group's work programme for 2008. The work programme aims to further discussions on all elements of the Bali Action Plan at every session of the AWG-LCA in a coherent, integrated and transparent manner. It establishes a timetable and elements to be addressed, and includes eight in-session workshops to be held during 2008.

45. The fifth session of the AWG-KP convened an in-session workshop on analysing the means for Annex I countries to reach their emission reduction targets. Following the session, the working group indicated that emissions trading and the project-based mechanisms under the Kyoto Protocol should continue in the post-2012 period, and that they should be supplemental to domestic actions in Annex I countries.

46. The adoption of the AWG-LCA work programme for 2008 provided the framework for discussions on all elements of the BAP, including a timetable for in-session workshops. The AWG-KP also achieved its objectives, and moved discussions forward on how to address key issues in the second commitment period, including land use, land-use change and forestry, sectoral approaches and bunker fuels.

## **5.2 Bonn, Germany, 2 - 13 June 2008**

47. The Bonn Climate Change talks<sup>10</sup> presented challenges because of the large number of issues and contact groups involved, as it was the first time that all four subsidiary bodies of UNFCCC met at the same time. The meeting comprised the second session of the AWG-LCA, the resumed fifth session of the AWG-KP, the twenty-eighth session of the Subsidiary Body for Scientific and Technological Advice (SBSTA) and the Subsidiary Body for Implementation (SBI).

48. The AWG-LCA deliberated on a "shared vision for long-term cooperative action," climate change mitigation, and its work programme for 2009. It organized three workshops to help delegates consider the issues of adaptation, finance and technology. The AWG-KP focused on the means for Annex I countries to reach emission reduction targets, with delegates addressing four specific issues: the flexible mechanisms; land use, land-use change and forestry; greenhouse gases, sectors and source categories; and possible approaches targeting sectoral emissions.

49. The SBI and SBSTA took up a range of issues, some related to their regular ongoing work under UNFCCC and the Kyoto Protocol, and some more closely connected to the post-2012 discussions. The SBI examined subjects such as capacity-building, technology transfer and preparations for the second review of the Protocol under Article 9. The agenda of SBSTA included items on technology transfer, emissions reduction and deforestation in developing countries. Collectively, these meetings resulted in the adoption of 30 conclusions and 4 draft decisions.

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<sup>10</sup> IISD, 2008<sup>2</sup>

### **5.3 Accra, Ghana, 21 - 27 August 2008**

50. The Accra climate change talks took place from 21 to 27 August 2008, during which period the AWG-LCA held its third session and the AWG-KP held its sixth session. The main objective of the AWG-LCA, which focused on the five elements of the BAP, was to move a step further in focusing the debate on concrete ideas and proposals and in identifying any crosscutting elements.<sup>11</sup> The AWG-KP focused on the means for Annex I countries to reach emission reduction targets, with delegates addressing the flexible mechanisms and land use, land-use change and forestry.

51. The Accra climate change talks resulted in the adoption of conclusions on long-term cooperative action and on the 2009 work programme under the AWG-LCA. Parties also adopted conclusions on spillover effects; land use, land-use change and forestry; the flexible mechanisms; methodological issues; greenhouse gases, sectors and source categories; and means to reach emission reduction targets under the AWG-KP. Parties agreed to compile ideas and proposals on the elements contained in paragraph 1 of the Bali Action Plan for discussion at COP 14 in December 2008 in Poznan, Poland<sup>12</sup>.

### **5.4 Poznań, Poland, 2 - 13 December 2008**

52. The United Nations Climate Change Conference in Poznan, Poland was held from 1 to 12 December 2008. The conference involved a series of events, including the fourteenth Conference of the Parties (COP-14) to the UNFCCC and the fourth Conference of the Parties serving as the Meeting of the Parties to the Kyoto Protocol (COP/MOP 4). In support of these two main bodies, four subsidiary bodies were also convened.

53. The meetings resulted in the adoption of COP decisions, COP/MOP decisions and a number of conclusions by the subsidiary bodies. These outcomes covered a wide range of topics, including the adaptation fund under the Kyoto Protocol, the 2009 work programmes of the AWG-LCA and AWG-KP, and outcomes on technology transfer, the Clean Development Mechanism (CDM), capacity-building, national communications, financial and administrative matters, and various methodological issues.

54. Poznan marked the halfway mark between Bali, COP-13 and Copenhagen, COP-15, and its main focus was on long-term cooperation and the post-2012 period, when the Kyoto Protocol's first commitment period expires. While the Poznan negotiations did result in some progress, there were no significant breakthroughs, and negotiators were left with a hectic 12 months of talks leading to the critical deadline of December 2009 in Copenhagen, Denmark.<sup>13</sup>

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<sup>11</sup> UNFCCC Secretariat, 2008<sup>2</sup>

<sup>12</sup> IISD, 2008 August

<sup>13</sup> IISD, 2008

## 5.5 Bonn, 29 March to 8 April 2009

55. The main objective of the Bonn session of March/April 2009 was to work towards negotiating a text under the AWG-LCA and AWG-KP. The fifth meeting of the AWG-LCA and the seventh meeting of the AWG-KP were held during the session.

56. The AWG-LCA meeting concentrated on the key elements of the Bali Action Plan, namely mitigation, adaptation, finance and technology, as well as on a shared vision for long-term cooperative action under the Convention.<sup>14</sup> Statements made during the closing of the meeting indicated that while developed country Parties felt that the LCA process was on track, the Group of 77 and China expressed deep concern about the very little concrete engagement of developed country Parties. The Group of 77 and China stated that a wide gap remained in the understanding of positions that would allow Parties to move together forward to Copenhagen. In particular, the Group noted a serious implementation deficit regarding developed countries' commitments related to the provision of financial resources and transfer of technology under the Convention.<sup>15</sup>

57. The focus in the AWG-KP 7 was on emission reductions by Annex I parties under the Kyoto Protocol beyond 2012, and on legal issues, including possible amendments to the Protocol. The AWG-KP also considered the flexibility mechanisms, land use, land-use change and forestry, and potential consequences of response measures.

58. The AWG-KP reached agreement on a request to its Chair to prepare two documents for the June session: a proposal for Protocol amendments (Annex I parties' further commitments), and a text on other issues, such as land use, land-use change and forestry and the flexibility mechanisms<sup>16</sup>. While developed country Parties felt that this signified a shift to a full negotiating mode, the Group of 77 and China expressed extreme disappointment that although the meeting initiated some discussions on future Annex 1 Party commitments, with some Parties tabling concrete proposals for the scale of Annex 1 Party commitments in aggregate, the AWG-KP did not manage to have any substantive discussion on the actual options for the scale of Annex 1 Party commitments in aggregate. The Group of 77 and China stressed that the scale of emissions reduction to be achieved by Annex 1 Parties in aggregate should be compatible to their historical responsibility and capability, and to sustainable development and equity<sup>17</sup>.

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<sup>14</sup> IISD, 2009

<sup>15</sup> A statement on behalf of the Group of 77 and China delivered by H.E. Ambassador Dr. Ibrahim Mirghani Ibrahim, Head of Delegation of the Republic of Sudan, at the closing plenary of the fifth session of the AWG-LCA, Bonn, Germany, 8 April 2009

<sup>16</sup> IISD, 2009

<sup>17</sup> Statement on behalf of the Group of 77 and China delivered by H.E. Ambassador Dr. Ibrahim Mirghani Ibrahim, Head of Delegation of the Republic of Sudan, at the closing plenary of the seventh session of the AWG-KP, Bonn, Germany, 8 April 2009

## **6. Issues of concern for Africa and Africa's emerging common position**

### **6.1 Issues of concern**

59. African countries are concerned about the slow pace of the implementation of the United Nations Framework Convention on Climate Change, mainly because Annex 1 Parties have not met their obligations under the Convention. Countries are emphatic about the damage caused to the global climate by developed countries and about the consequences for developing countries, particularly African countries, which have contributed less than 4 per cent of global greenhouse gas (GHG) emissions. Africa's need stems from past and current actions of developed countries, which should therefore pay for Africa's adaptation actions and all other actions that need to be undertaken due to the impacts of climate change. Africa is therefore concerned that the objectives and principles of the Convention, particularly the principle of common but differentiated responsibilities and respective capabilities, are being flouted by developed country Parties.

60. The provision of finance, technology and capacity-building to developing countries, including African countries, is a binding commitment for developed countries under the Convention, which must be honoured. Already, the impacts of climate change are being felt, as evidenced by the increasing frequency of severe weather-related events and their consequences. Countries have prepared national adaptation programmes of action, yet resources for implementation have not been forthcoming. Mitigation has been given more priority than adaptation, which is central to Africa's climate change interventions. Adaptation interventions have largely been project-based and African countries have expressed the need for a programmatic approach to adaptation interventions.

61. African countries recognize that adaptation and mitigation should go hand in hand. No matter the level of adaptation, gains made could be eroded if emissions continue unabated. Therefore, African countries are concerned that in spite of the entry into force of the Convention since 1994, emissions of developed country Parties have continued to rise. Africa is calling for the adoption of quantified emissions reduction commitments on the part of all developed country Parties. And for developing countries in Africa and elsewhere, mitigation should be undertaken in the context of nationally appropriate mitigation actions that promote sustainable development. However, Africa has stressed that the extent to which it undertakes mitigation actions depends on support provided by developed country Parties.

62. Capacity-building is important for Africa, given its weak institutional, technical, technological and negotiating capacities. Many capacity-building initiatives have been undertaken in Africa, but their impact remains questionable. Therefore, African countries are calling for a learning-by-doing approach to capacity-building. Technology transfer is essential for effective climate change mitigation and adaptation actions. Yet, technology transfer to developing countries, and indeed to Africa, has been hampered by propriety issues, especially patent issues. Africa has been calling for the recognition and upscaling of indigenous and traditional knowledge and technology in climate change adaptation and mitigation.



63. Funds established under the Convention are based on voluntary contributions by developed countries, but most of the funds pledged have not been deposited. The widely acclaimed Adaptation Fund under the Kyoto Protocol is yet to be operational. There have been a proliferation of multilateral and bilateral funding mechanisms, yet available funding is inadequate and Africa has had tremendous difficulties accessing these mechanisms. This proliferation of funding mechanisms increases transaction costs for Africa, introducing unnecessary intermediaries, and conditionalities that negate the Paris Declaration on Aid Effectiveness to which the same donors have subscribed. In addition, mechanisms outside the Convention compete for funds with those operating under the Convention.

64. The Clean Development Mechanism (CDM), though generating billions of dollars, is not working for Africa. Only about 2 per cent of CDM projects are located in Africa. There is potential for Africa under the CDM in the agriculture, land use and forestry sectors, but the inclusion of these items in the mechanism has been mired in methodological debate.

## **6.2 Emerging common position**

65. Subsequent to the March 2009 climate change talks in Bonn and building on relevant elements of the African Climate Platform to Copenhagen, the African group of negotiators submitted to the UNFCCC their position on key elements of a negotiation text for long-term cooperative action under the Convention in April 2009<sup>18</sup>. Selected elements of the submission, which is based on the key principles of the Convention, are provided below.

### **6.2.1. Shared vision**

66. African negotiators emphasized that the shared vision must:
- (a) Unite the countries of the world in further building an inclusive, fair and effective climate regime, recognizing that solving the climate problem will only be possible if it is undertaken in the context of developing countries' need for development space;
  - (b) Address the full, effective and sustained implementation of the Convention through long-term cooperative action, now, up to and beyond 2012;
  - (c) Address all the building blocks of the Bali Action Plan;
  - (d) Reflect the urgent need for new and predictable means of implementation, including, in particular, support for financing, capacity-building and technology for developing countries;
  - (e) Include a long-term goal of halving global greenhouse gas (GHG) emissions relative to historical levels by mid-century, underpinned by ambitious mid-term targets, based on sound science; and
  - (f) Address gender equity, and the special needs and interests of the youth.

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<sup>18</sup> Accessible at:  
[http://unfccc.int/files/meetings/ad\\_hoc\\_working\\_groups/lca/application/pdf/african\\_group\\_submission\\_lca\\_april\\_2009.pdf](http://unfccc.int/files/meetings/ad_hoc_working_groups/lca/application/pdf/african_group_submission_lca_april_2009.pdf)

### ***6.2.2. Adaptation and means of implementation***

67. The African negotiations that international cooperation on implementation of adaptation action in Africa is urgent and must be accorded the same level of priority and emphasis as that given to mitigation. This called for a comprehensive and action-oriented programme on the implementation of adaptation actions. The programme must implement, support and facilitate urgent and immediate adaptation action that reduces vulnerability and builds resilience of developing countries to impacts that are already being felt, such as the increasing number of extreme weather events, and impacts that are expected to be felt in the future.

68. The negotiators specified that this goal will be achieved by:

- (a) Providing access to means of implementation (finance, technology and capacity-building) for urgent and immediate adaptation action at global, regional and country levels;
- (b) Implementing urgent and immediate adaptation action at national, regional and global levels;
- (c) Promoting coherence and facilitating linkages with other international, regional and national programmes, bodies and stakeholders that are implementing adaptation and related activities, including the Nairobi Work Programme. They also emphasized that this should be undertaken in keeping with the principles and commitments of the Convention.

### ***6.2.3. Mitigation and means of implementation***

69. The negotiators stipulated that a firewall must be maintained between mitigation commitments by all developed countries and mitigation actions by developing countries.

70. On the commitments of developed countries, they called for the establishment of quantified emission reduction commitments for all developed country Parties. They noted that “measurable, reportable and verifiable” refers to legally binding quantified emissions reduction commitments that are absolute, and that are verified for compliance. In numerical terms, Annex I Parties should reduce their greenhouse gas emissions by at least 40 per cent below 1990 levels by 2020 and by at least 80 per cent to 95 per cent below 1990 levels by 2050, in order to make a meaningful and fair contribution to achieving the lowest level of stabilization assessed by the Fourth Assessment Report of the International Panel on Climate Change.

71. On the actions of developing countries, the negotiators pointed out that “measurable, reportable and verifiable” is applied to mitigation actions by developing countries that represent relative reductions or “substantial deviations from baseline”. Developing countries should choose from a toolbox of voluntarily registered nationally appropriate mitigation actions, including sustainable development policies and measures, programmatic CDMs and others. A REDD-Plus mechanism should be designed in such a way as to accommodate different national circumstances and respective capabilities. Adequate, predictable and sustainable funds from a

variety of sources, including global carbon markets, as this is vital for the provision of incentives on the scale required for reducing emissions in Africa and globally.

#### ***6.2.4. Finance, technology and capacity-building***

72. The negotiators recalled that in accordance with the Convention, developed countries have a commitment to provide financial, technological and capacity-building support to enable developing-country actions. They called for the establishment of a mechanism to address all aspects of the means of implementation for developing countries, for both adaptation and mitigation, including access to technology, finance and capacity-building. The mechanism should:

- (a) Be underpinned by the principle of equity and common but differentiated responsibilities;
- (b) Operate under the authority and guidance of and be fully accountable to the COP;
- (c) Have an equitable and geographically balanced representation of all Parties within a transparent and efficient system of governance;
- (d) Enable direct access to funding by the recipients; and
- (e) Strengthen developing-country capacity to ensure recipient-country involvement during identification, definition and implementation, rendering it truly demand driven.

73. Further, the mechanism should assist in the implementation of programmes or projects put forward by developing countries, and provide concomitant funding, technology and capacity-building support. Finally, the provision of finance, technology and capacity-building must be legally binding, with consequences for non-compliance.

### **7. Recommendations**

74. The ongoing climate change negotiations are complex and challenging, as the issues under discussion relate to all aspects of development. In order to ensure that African countries participate effectively in the negotiations and develop well-informed positions for Copenhagen, all relevant stakeholders, including government actors, the private sector and civil society at large, should be effectively involved and engaged in the process. This calls for raising awareness of the key issues and elements under discussion and strengthening capacity to develop, implement and evaluate policy options in the context of the international negotiations.

75. Climate change issues need to be integrated into national decision-making, so as to reduce their negative effects on resources, livelihoods and the wider economy. Such integration is severely constrained by the present institutional architecture in many African countries, where government coordination mechanisms are not well developed. Efforts should be made to increase coordination across ministries and sectors, and to give the issue of climate change higher political priority. In this way, integration can help elevate the issue of climate change from an environmental challenge to a developmental challenge.

76. Africa should continue pushing for a reform of the current governance system for climate change financing and for the establishment of a new one under the COP that operates within the principles of the Convention, as much as possible, in order to ensure ready access to much-needed funds. Pending this reform, African countries should be proactive in meeting the requirements established under existing public funds, such as the Resource Allocation Framework under the Global Environment Facility (GEF). This is a new system for allocating GEF resources to recipient countries based on each country's potential to generate global environmental benefits and its capacity, policies and practices to successfully implement GEF projects. African countries are encouraged to use a programmatic approach when seeking these funds. In relation to the Adaptation Fund, countries are encouraged to develop adaptation projects and programmes, in order to be ready to use the funds as soon as they are made available. However, a critical issue is the ability of African countries to use these new funds effectively. In this context, countries should build institutional, technical and managerial capacities in order to effectively access such funds.

77. There should be concerted efforts to better integrate Africa into global carbon markets. The simplification of the CDM rules should be an important first step. The simplified set-up should include rules for determining baselines, monitoring carbon emissions, enforcing offsets, and broadening the range of eligible projects to include avoided deforestation and soil carbon sequestration projects. These efforts should be complemented with the strengthening of institutional and technical capacities of African countries to engage more fully in the CDM process.

78. In addition, Africa should be proactive in creating carbon market opportunities. Much of the carbon market is developed outside the sub-Saharan African region because of foreign investors' perceived level of heightened risk, associated with limited infrastructure, poor governance, uncertain land tenure, and limited capacity and awareness in the region. Domestic and international support is required to help reduce the level of risk and therefore unlock the potential of private sector action. This can be done by working to improve the domestic investment framework; raising awareness in Africa of the benefits of the CDM in helping develop new sectors such as renewable energy; bundling small CDM projects into programmatic CDM projects to reduce transaction costs; and increasing support by external partners for capacity development to elaborate and certify CDM projects.

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