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# **Report on Climate Change and Development in Africa**

## Summary

This report is presented to the 2010 Joint Annual Meetings of the AU Conference of Ministers of Economy and Finance and the ECA Conference of Ministers of Finance, Planning and Development. It provides an update on progress made by the African Union Commission (AUC) and the Economic Commission for Africa (ECA) in collaboration with other regional actors and partners in their support to Africa's climate change and development agenda since the 2009 conference.

It is widely recognized that although climate change impacts will affect all countries, the poor will be disproportionately affected. Their reliance on local ecological resources, coupled with existing stresses on health and well-being and limited financial, institutional and human resources leave the poor most vulnerable and least able to adapt to the impacts of climate change. Consequently, climate change may undermine the ability of developing countries, particularly Africa, to meet the targets put forth in the Millennium Development Goals (MDGs), thereby slowing progress towards sustainable development.

African countries are acutely aware of the urgency of tackling climate change. In this regard Africa's political leaders at the highest level have expressed commitments to address the challenges posed by climate change. This is reflected in various decisions and resolutions of the African Union Summit and relevant African Ministerial bodies, most notably, the African Ministerial Conference on the Environment (AMCEN) and Joint Annual Meetings of the AU Conference of Ministers of Economy and Finance and ECA Conference of Ministers of Finance, Planning and Economic Development.

Supported by the AUC, ECA, the African Development Bank (AfDB), the United Nations Environment Programme (UNEP), other regional actors and development partners, African governments consolidated actions towards addressing the climate change and development challenge. Governments also participated effectively in all the international climate change negotiations, including the United Nations Conference on Climate Change held in December 2009.

### **Policy recommendations include:**

(a) Climate change needs to be integrated into national decision-making so as to reduce its negative effects on resources, livelihoods and the wider economy;

(b) In order to ensure that Africa continues to participate effectively in the negotiations and to refine its positions for the 2010 negotiations, it should strengthen its coordination and negotiation structures and mechanisms in the light of the lessons learned at Copenhagen;

(c) Africa should continue pushing for more reforms in the current governance system for climate change financing and for the quick operationalization of the Copenhagen Green Climate Fund. In this connection, countries should build institutional, technical and managerial capacities in order to effectively access and utilize these funds;

(d) The Climdev-Africa Programme and its entities should be fully operationalized as soon as possible to ensure that African negotiators and policy makers at all levels get all the support they need to effectively participate in the upcoming climate change negotiations, to support the integration of climate change concerns into policy development and implementation, as well as to implement practical projects on the ground that support climate change actions, particularly adaptation; and

(e) In order to ensure sustainability of ongoing interventions aimed at addressing the climate change challenge in Africa, a subprogramme on climate change and development should be established at ECA.

## **I. Introduction**

1. It is well recognized that climate change will affect all countries, but more so poor countries of Africa that are least responsible for it. This is due to the region's high vulnerability to this unprecedented development challenge, stemming from multiple stresses and low adaptive capacities. Climate change will affect all economic sectors of Africa and will therefore present unprecedented challenges for the continent, particularly in terms of meeting its sustainable development imperatives, including the MDGs.

2. Climate change will severely compromise agricultural production and access to food, in many African countries. It will expose the continent to increased water stress and shortage, reduce potential energy availability, cause increasing damage to forest health and lead to an increase in water borne diseases. Climate change will result in more frequent and severe disasters and climatic shocks than experienced to date and will constitute a major security threat to Africa. Indeed, climate change is already eroding decades of hard-won development gains, thus the need for concerted and coherent efforts in urgently tackling this development challenge. Finance, technology development and transfer and capacity-building are crucial if Africa is to adequately adapt to climate change impacts, as well as take mitigation actions that are in concert with its sustainable development imperatives.

3. Africa's political leadership at the highest level have expressed commitments to address the challenges posed by climate change. This is reflected in various decisions and resolutions of African Union Summits and Conferences of relevant African Ministerial bodies, most notably, AMCEN and the Joint Annual Meetings of the AU Conference of Ministers of Economy and Finance and ECA Conference of Ministers of Finance, Planning and Economic Development.

4. Against this backdrop, this paper presents an update on Africa's climate change and development agenda from June 2009 to date. It provides an overview of progress in implementing relevant decisions and resolutions on climate change of African Union Summits, AMCEN and the Joint AUC/ECA Annual Meetings. It draws attention to actions taken and progress made in the operationalization of the Climate for Development in Africa (Climdev-Africa) Programme and its entities and in the implementation of other climate change related continental/regional programmes. It highlights support to the African preparatory process towards Copenhagen and discusses the Copenhagen outcomes and the way forward for Africa. It draws attention to follow-up actions, including planned major continental/ regional initiatives *post* Copenhagen. Finally, the paper presents some concluding remarks and proffers recommendations on the way forward for the consideration of Ministers.

## **II. Support to the implementation of Africa's climate change and development agenda**

### **A. Framework for support**

5. The African Union Commission (AUC) and the Economic Commission for Africa (ECA) in collaboration with the African Development Bank (AfDB), the United Nations Environment Programme/ Regional Office for Africa (UNEP/ROA) in its capacity as the

AMCEN Secretariat, as well as other UN bodies and development partners continued to strengthen their support to the implementation of Africa's climate and development agenda. This support is guided *inter alia*, by the following:

(a) In January 2007, the eighth Ordinary Session of the African Union urged African States and Regional Economic Communities (RECs), in collaboration with the private sector, civil society and development partners, to integrate climate change considerations into development plans, strategies and programmes at national and regional levels. In this regard, the Summit requested the AUC to work with ECA and AfDB to develop and implement a major plan on climate change and development in Africa. The Climdev-Africa Programme was born out of this request;

(b) In April 2007, the Conference of African Ministers of Finance, Planning and Economic Development requested "ECA, in partnership with AUC, AfDB and in collaboration with relevant African and international institutions, to take appropriate action for the effective development and implementation of the Climdev-Africa Programme and to report on progress at each session of the Conference of the Commission";

(c) In April 2008, the first Joint Annual Meeting of the African Union Conference of Ministers on the Economy and Finance, and the Conference of African Ministers of Finance, Planning and Economic Development of ECA welcomed and endorsed "the establishment of the African Climate Policy Centre (ACPC) with the objective of providing policy guidance to member countries and urged ECA to take necessary action for immediate operationalization. Further, it requested ECA, in collaboration with AUC and AfDB to take necessary measures for the effective implementation of CLIM-DEV Africa through relevant national, subregional and regional institutions;

(d) The first Joint Annual Meetings of the AUC and ECA also noted the complex and challenging nature of the negotiations and called on the AUC, in collaboration with ECA and AfDB, to support a consultative process of Africa's preparation for effective participation in the international negotiations towards a post-2012 global climate agreement. 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 capacity to access funding mechanisms such as the Clean Development Mechanism and to effectively participate in the carbon market;

(e) In June 2008, the twelfth session of the African Ministerial Conference on the Environment, (AMCEN) expressed support for the process of developing the Climdev-Africa Programme" and requested "the AUC, UNECA and the AfDB to accelerate the finalization of the programme document and the dissemination of this information to ensure the participation of AMCEN in the Programme". Further, the session welcomed and supported the establishment of ACPC and emphasized its role in supporting the integration of climate change into economic development and planning processes in Africa. It called upon UNEP, the World Meteorological Organization (WMO) and other relevant institutions to play an active role in this initiative"; and

(f) The twelfth session of AMCEN also made key decisions on support to African climate change negotiators and on the development of a Comprehensive Framework of African Climate Change Programmes as follows:

- (i) The Ministers requested UNEP, in collaboration with the AUC, the Secretariat of its 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 United Nations Framework Convention on climate change (UNFCCC) and the fourth and fifth sessions of the Meeting of the Parties to the Kyoto Protocol; and
- (ii) AMCEN called for the elaboration of a Comprehensive Framework of African Climate Change Programmes, bringing together existing and new intergovernmental decisions, initiatives and programmes in a consolidated manner to be implemented at the regional, subregional, national and local levels.

(g) In January 2009, the twelfth Ordinary Session of the African Union approved the Algiers Declaration on Climate Change and adopted it to serve as the platform of the African Common Position on Climate Change. The summit also approved that Africa should be represented by one delegation which is empowered to negotiate on behalf of all member States;

(h) In June 2009, the second Joint Annual Meetings of the AU Conference of Ministers of Economy and Finance and ECA Conference of Ministers of Finance, Planning and Economic Development called on industrialized countries to provide financial and technical assistance to African countries to enable them to respond to the challenges presented by climate change. Further, the Meeting requested AUC and ECA to strengthen the capacity of African countries in negotiating climate change agreements and accessing existing financial resources for mitigating and adapting to climate change; and

(i) In July 2009, the thirteenth Ordinary Summit of the African Union approved the Conference of African Heads of State and Governments on Climate Change (CAHOSCC) comprising: Algeria; the Republic of the Congo; Ethiopia; Kenya; Mauritius; Mozambique; Nigeria; Uganda; Chairperson of the AU; Chairperson of AUC; and Chairperson of AMCEN. It approved the Algiers Declaration (as updated in Nairobi in May 2009) on "African Common Platform to Copenhagen" to serve as a platform for the Common African Position on Climate change and urged CAHOSCC, all AU Ambassadors and the negotiators to make use of the approved African Common Position on Climate Change; and it authorized AU accession to the UNFCCC and the Kyoto Protocol. Furthermore, the Summit requested the AUC in collaboration with ECA, UNEP and other regional actors to support African RECs and member States to implement measures to address climate change. It also requested these bodies to mobilize resources to address climate change in the region.

## **B. Actions taken and progress made since the 2009 Joint Meeting**

### **1. *Climate for Development in Africa (ClimDev-Africa) Programme***

6. The African Union Commission, ECA, and AfDB intensified actions towards the full operationalization of the Programme. It will be recalled that its goal is to promote the sustainable attainment of the MDGs and overall sustainable development in Africa. More specifically, the programme sets out to scale up the capacities of key institutions and stakeholders with a view to improving climate-related data and observation, information services, policies, investment processes and risk-management practices in climate-sensitive sectors such as agriculture, water and other natural resources, energy, and health.

7. ClimDev-Africa sets out to achieve results in four areas: (a) Widely available climate information, packaging and dissemination; (b) Quality analysis for decision support and management practice; (c) Informed decision-making, awareness and advocacy; and (d) Evidence-based value of mainstreaming climate information into development through implementation of pilot adaptation practices.

8. Political leadership for the programme is provided by the AUC, which coordinates the regional policy response to, and global negotiations on climate change. In this respect, the AUC is in the process of establishing a Climate Change and Desertification Programmes Coordination Unit as recommended by the Executive Council Decision EX.CL/Dec.500(XV) Rev.1. To-date the Permanent Representatives Committee has examined the proposed structure for the Unit and made recommendations for the recruitment of a Consultant to run the Unit. The terms of reference for the consultant have been finalized and the consultant is expected to commence work by 15 March 2010 if all is put in place by the various partners responsible.

9. The ECA-based ACPC serves as the knowledge-management, policy and project-facilitation arm. ACPC has received financial support from the UK Department of International Development (DFID). Norway and Sweden and many other partners have pledged significant support towards its full and sustained operationalization, as well as for the effective implementation of the Climdev-Africa Programme. In the build-up to Copenhagen, support to African climate change experts, negotiators and policy makers was provided in the context of the interim activities of the Centre. Recruitment of the staff of the Centre has commenced in earnest and it is expected to be fully operational by June 2009.

10. When fully operational, ACPC will support member States, regional and subregional entities to adequately respond to the climate change challenge and to effectively implement related global and regional agreements. ACPC's work on climate change information, policy analysis and advocacy is expected to generate critical information and policy options to enable countries deal with the urgent challenges posed by climate change. It is also expected to enhance awareness and strengthen the capacities of member States, regional and subregional bodies to better integrate climate concerns into development planning. This is expected to result in the development and implementation by an increased number of member States, of national

development policies, strategies and programmes, including poverty reduction strategies that integrate and prioritize climate change concerns.

11. The AfDB-based and managed ClimDev-Africa Special Fund (CDSF) provides a channel for demand-led funding of field-level operations by regional, subregional and national implementing institutions across Africa. The proposal for the establishment of CDSF has been approved by the AfDB Board of Directors and will be submitted for endorsement by the Board of Governors at the AfDB Annual Meeting in April/May 2010.

## **2. Comprehensive framework of African climate change programmes**

12. Under the auspices of AMCEN and with support from UNEP, a Comprehensive Framework of African Climate Change Programmes is being developed. The framework is aimed at ensuring coordination and coherence in the implementation and review of climate change initiatives and sustainable development plans in Africa at all levels. As of October 2009, Eastern and Central African countries had held consultations on their Draft Framework Programmes, while the Framework Programme for Southern Africa was in the process of being developed.

## **3. Other climate-change related continental/regional programmes**

13. The AUC-based African Monitoring of the Environment for Sustainable Development (AMESD) Programme. Launched in 2007, AMESD is establishing operational regional information services to support and improve the decision-making process in the field of environmental management in five Regional Economic Communities.

14. European Community (EC)/Africa Caribbean and the Pacific (ACP) Multilateral Environment Agreements (MEAs) Programme. As far as the implementation of the MEAs programme is concerned, a Cooperation Agreement was signed between UNEP and the AUC to spell out modalities of resource utilization and project management and administration; an initial cash advance by UNEP on 24 June 2009 and approved by PRC on 13 August 2009; recruitment of project staff in August and September 2009. In addition, a desktop study to determine needs and priorities of Africa; two needs assessment workshops on MEAs and a consultative meeting have been undertaken.

15. The Great Green Wall for the Sahara and Sahel Initiative is yet another priority action of the African Union-European Union Partnership on Climate Change aimed at catalysing sustainable development and poverty reduction in the desert margins north and south of the Sahara. The Initiative has evolved from tree planting to the promotion of sustainable land management practices focusing on the Saharan and Sahel dryland ecosystems.

16. Disaster Risk Reduction (DRR) aims at expanding and strengthening actions at all levels to reduce disaster risks and build resilience of nations and communities to disasters. To date, an African Regional Strategy for Disaster Risk Reduction has been developed and guidelines for mainstreaming Disaster Risk Assessment into development have been produced, alongside the

envisaged Africa Programme of Action 2005-2010. The Africa Regional Platform for DRR as a forum of National Platforms and Focal Points was also launched.

#### **4. Support to the African Preparatory Process towards Copenhagen**

17. During the period under review, AUC, ECA, AfDB, UNEP/ROA, other regional actors and partners, with financial support from development partners, notably, DFID, Norway, Denmark and Sweden provided further support to Africa's experts, negotiators and policy makers to adequately prepare for Copenhagen, including updating the African Common Negotiating Position on Climate Change.

18. In September 2009, the AU/NEPAD Secretariat, AUC, OECD-APF Support Unit and ECA organized the Special Session of the Africa Partnership Forum on Climate Change. The main objective of the Session was to build a coalition around Africa's key concerns and expectations on climate change in order to ensure that these are adequately addressed in a new climate change agreement expected to be reached at Copenhagen. The main outcome was a joint statement by Africa and its partners containing key political messages that were disseminated to relevant regional and global processes that fed into the Copenhagen Climate Change Summit.

19. In October 2009, Ministers from more than 20 African countries were sponsored to participate in the World Forum on Sustainable Development in Ouagadougou, Burkina Faso, held under the theme "Climate Change". The Forum among other things furthered discussions on Africa's priorities, concerns and expectations from the Copenhagen Climate Change Summit.

20. Also in October 2009, a Climate Change and Gender Orientation for African Delegates to Climate Change negotiations, was organized in collaboration with the Global Gender and Climate Alliance, UNDP, UNEP and other partners. The objectives of the session were to sensitize participants on the gender and climate change nexus, equip participants with tools to facilitate the mainstreaming of gender in climate change initiatives, and promote the understanding of international mandates and instruments and their roles in promoting the mainstreaming of gender into the international climate change discourse.

21. Held back-to-back with the Central Africa Meeting and the Gender Orientation Session was the Africa Preparatory Meeting for the fifteenth Conference of Parties to the United Nations Framework Convention on Climate Change (UNFCCC COP-15), organized under the auspices of AMCEN. The meeting registered notable progress towards the finalization of the Framework of African Climate Change Programmes; updated the African Common position on Climate Change and deepened understanding on the issues under negotiation regarding the international climate change regime beyond 2012 (see annex 1). In this connection ECA, at the request of the AMCEN Secretariat commissioned a technical report on the negotiations under the auspices of the Ad Hoc Working Group (AWG) on Long-Term Cooperative Actions under the Convention (LCA) that fed into the deliberations. The report was also widely disseminated to African climate change negotiators and policy makers. It provided a critical review of the AWG-LCA negotiating

text produced in the build-up to Copenhagen, helped deepen the understanding of the implications for Africa, of the various proposals contained in the text, and informed Africa's negotiating positions on all the different elements of the Bali Action Plan (BAP).

22. At the UN Climate Change Summit held in Copenhagen in December 2009, AUC, ECA, AfDB, UNEP/ROA and other regional actors interacted regularly with African climate change negotiators and policy makers and provided them with the necessary technical and logistical support. In addition, the institutions supported the organization of the Second Extraordinary Meeting of AMCEN on Climate Change. The Meeting deliberated on the Updated African Common Negotiating Position, helped deepen understanding on the issues that were being negotiated and discussed the modalities for engagement in the High-Level Segment of CoP-15.

23. Following the establishment of CAHOSCC by the thirteenth AU Assembly of Heads of State and Government and consultations in Tripoli, Libyan Arab Jamahiriya on 31 August 2009, during the Special Session on Conflicts, H.E. PM Meles Zenawi was appointed as the Coordinator of CAHOSCC with the mandate to spearhead the consultation process. The final consultations before the CoP15 were held in Addis Ababa, Ethiopia on 17 December 2009 under the Chairmanship of H.E. PM Meles Zenawi. During this meeting, it was agreed that the political agreement that would emerge out of Copenhagen should reflect the interests of Africa on mitigation targets and adaptation financing. At the meeting, Mr. Meles Zenawi pointed out that given the signals emanating from the developed world, there would be no binding treaty and that Africa should secure a binding political agreement.

### **III. Copenhagen outcomes and the way forward for Africa**

24. The United Nations Conference on Climate Change took place in Copenhagen, Denmark in December 2009. The Conference which was attended by nearly 130 leaders, produced the Copenhagen Accord as its main outcome. Parties only took note of the Accord and did not formally adopt it, as they were divided on whether the Accord provided a sound basis for negotiating a legally binding agreement in 2010 (IISD, 2009<sup>1</sup>, DPI, 2009<sup>2</sup>). However, the UNFCCC Executive Secretary, Yvo de Boer has noted that although the Accord was not accepted as a formal decision under the Convention, its aims are anchored strongly in the Convention's objectives.

25. The following are the key commitments contained in the Accord:

- Countries agree to work towards a common, long-term goal to limit global temperature rise to below 2 degrees Celsius;

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<sup>1</sup> IISD, (2009), Summary of the Copenhagen Climate Change Conference: 7-19 December 2009- Earth Negotiations Bulletin, Vol. 12 No. 459

<sup>2</sup> UN Department of Public Information (2009), Press Release on United Nations Secretary-General's Remarks to the General Assembly on the Outcome of the United Nations Climate Change Conference, New York, 21 December 2009 <http://www.un.org/News/Press/docs/2009/sgsm1284.doc.htm> (sourced 23/12/2009)

- Countries agree to review this commitment in 2015 to take account of new scientific evidence;
- Developed countries have committed to establish and implement targets for greenhouse gas emissions;
- A number of developing countries, including major emerging economies, have agreed to implement nationally appropriate mitigation actions and communicate their efforts every two years;
- Countries agreed to act to reduce emissions from deforestation and forest degradation; and
- Countries pledged up to US\$30 billion between 2010 and 2012 to be disbursed through the Copenhagen Green Climate Fund and agreed to reach the goal of mobilizing US\$100 billion a year by 2020 for developing countries.

26. Furthermore, the Accord established four new bodies: a mechanism on REDD-plus (enhanced reduction of emissions from deforestation and forest degradation); a High-Level Panel under the COP to study the implementation of financing provisions; the Copenhagen Green Climate Fund; and a Technology Mechanism (IISD, 2009).

27. While some criticized the Accord as weak, others including the African Union accepted it as a compromise in the face of so many diverging interests. Among the concerns expressed by developing countries including those in Africa were: its lack of a scientific basis; lack of reference to binding commitments in the second commitment period; lack of guarantees on the continued existence of the Kyoto Protocol; and the failure to agree to limit temperature increase to below 1.5 degrees Centigrade. While many saw the agreement on financing as a good start, some pointed to its inadequacy given the actions needed to adequately tackle climate change. Additionally, some regarded the procedure leading to the Copenhagen Accord as not transparent and democratic enough, while others recognized that the negotiating process had been legitimate (IISD, 2009). Furthermore, the concept of historical responsibilities, which was so important to Africa and other development regions was glaringly absent from the Accord.

28. The United Nations Secretary-General Ban Ki-Moon noted that the Accord was a good beginning and urged all Governments to formally sign on to it. He urged all Parties to implement their commitments as soon as possible, while the legally binding agreement is being developed. In addition, he urged countries to ensure that the Copenhagen Green Climate Fund becomes fully operational as soon as possible and to increase their level of ambition, as current mitigation commitments fail to meet the minimum commitment to keep global temperature rise to below 2 degrees Celsius above pre-industrial levels. Finally, he committed to establishing a high-level panel on development and climate change to ensure that the negotiations encompass the full context of climate change and development both substantially and institutionally (DPI, 2009).

29. Worth noting is the fact that the Conference of Parties (COP) and the Conference of Parties serving as the Meeting of Parties (COP/MOP) agreed to extend the mandate of the Ad hoc Working Group on Long-term Cooperative Action under the Convention (AWG-LCA) and the Ad hoc Working Group under the Kyoto Protocol (AWG-KP) for another year. While it is heartening to developing countries that the negotiations will continue in two separate tracks, no decision was taken on when and where the negotiations would continue.

30. Africa participated effectively in all the international climate change negotiations that led to the Copenhagen Conference. At Copenhagen, Africa effectively articulated its concerns and interests and proved to be a force to be reckoned with. Given that the negotiations will continue and that an internationally, legally binding agreement is expected to be reached in 2010, Africa should learn from the lessons of the Conference and further strengthen its coordination and consultations mechanisms in order to ensure that the region's concerns and priorities are adequately reflected in the climate change agreement expected to be brokered in the course of 2010. The Conference has amply demonstrated that Africa stands to gain more when it remains united in vision and purpose. Furthermore, Africa needs to examine its strategic alliances and negotiating strategies in the light of emerging issues and new developments.

#### **IV. Post Copenhagen**

31. AUC will work towards implementing the following decisions on climate change adopted by the January 2010AU Summit:

- Develop a communication strategy on climate change to publicize and popularize Africa's position on key agenda items;
- Organize a meeting of African negotiators before the Bonn, Germany Experts meeting;
- Expand the membership of CAHOSCC to increase regional representation;
- Organize a meeting of CAHOSCC for consultations before CoP16 Mexico city, Mexico;
- Provide logistical support to negotiators during meetings/negotiations;
- Hiring a technical expert to support the negotiators;
- Endorse the provisions of the Copenhagen Accord;
- AU member States to make individual submissions to UNFCCC supporting the Copenhagen Accord;
- Establish a streamlined single negotiating structure at the ministerial and experts level to replace the current coordinating mechanism;

- The Chairperson of the Commission to carry out all necessary activities to register the AU as a State Party negotiating on behalf of all its member States.

32. ECA, in partnership with the AUC and the AfDB, and in close collaboration with key United Nations agencies/programmes/funds (eg UNEP, UNDP, FAO, UNIDO, UNFPA) will organize the seventh African Development Forum (ADF VII) in October 2010 on the theme “Climate change and sustainable development.” This multi-stakeholder development forum (the largest in Africa), will aim at maintaining post-Copenhagen momentum on climate and development issues at all levels, including political leadership as well as private sector and civil society engagement. It will thus contribute to raising awareness and advocacy for member States to mainstream climate change concerns into development priorities, frameworks and programmes throughout the Region.

## **V. Programmatic Matters**

33. In October 2009, ECA successfully convened the Sixth Session of the Committee on Food Security and Sustainable Development (CFSSD-6). The meeting was held under the theme: “Sustainable Consumption and Production for Sustainable Growth and Poverty Reduction”. CFSSD-6 reviewed implementation of the 2008/2009 work programme of the ECA Food Security and Sustainable Development Division (FSSDD) and provided guidance on further work for the 2010/2011 biennium. It also provided a platform for the Africa Regional Implementation Meeting (RIM) for the Eighteenth Session of the United Nations Commission on Sustainable Development (CSD-18).

34. At the meeting, ECA presented to the Committee, the status of progress made in the implementation of the ClimDev-Africa Programme, including the establishment of the ACPC. The Committee commended ECA, AUC and AfDB for developing the programme, which it considered timely, given the significance of climate change for Africa’s growth and sustainable development prospects. The Committee endorsed the proposal tabled by the Secretariat on the establishment of a subprogramme at ECA on climate change and development, as it considered that this would go a long way towards addressing climate change and the development challenges on the continent in an effective and sustainable manner. In this regard, ECA would like to bring this matter to the attention of the Joint Conference for its consideration.

## **VI. Conclusions and Policy Recommendations**

35. Climate change is a global phenomenon whose impacts will affect all countries, but more so poor, vulnerable countries of Africa that are least responsible for it. Climate change will affect all economic sectors of Africa and will therefore present unprecedented challenges for the continent, particularly in terms of meeting its growth and sustainable development imperatives, including the MDGs. Indeed, climate change is already eroding decades of development gains made. In this context, it is imperative that Africa’s concerns are heard in the international climate change negotiations and adequately addressed in a post-2012 international climate change regime. Additionally, it should be recognized that the fight against climate change presents opportunities for Africa to pursue a sustainable development growth trajectory, while at the same

time improving economic growth and creating jobs. Regional institutions should play and should be seen to be playing a leadership role in helping Africa meet the climate change challenge in the context of its sustainable development imperatives.

36. Climate change issues need to be integrated into national decision making, so as to reduce its 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 raise the issue of climate change to a higher political priority. In this way, integration can help elevate the issue of climate change from an environmental challenge to a developmental one.

37. African countries should take advantage of the opportunities for green growth and green jobs provided by the international climate change regime. The development and implementation of National Adaptation Programmes of Action (NAPAs) and Nationally Appropriate Mitigation Actions (NAMAs) could be leveraged upon to ensure that such opportunities are utilized optimally. Finance, technology development and transfer and capacity-building are seen as key to realizing this dimension.

38. The international climate change negotiations are complex and challenging, as the issues under discussion relate to all aspects of development. In order to ensure that Africa continues to participate effectively in the negotiations and to refine its positions for the 2010 negotiations, it should strengthen its coordination and negotiation structures in the light of the lessons learned at Copenhagen. In addition, the role of regional economic communities (RECs) and other regional and subregional bodies in addressing climate change challenges on the continent and in particular, in the negotiations should be recognized and leveraged upon.

39. Africa should continue pushing for more reforms in the current governance system for climate change financing and for the quick operationalization of the Copenhagen Green Climate Fund in order to ensure ready access to much-needed funds. Furthermore, African countries should be proactive in meeting requirements established under existing public funds, for example, the Resource Allocation Framework under the Global Environment Facility (GEF). In this regard, countries should effectively position themselves to benefit from the Copenhagen Climate Change Green Fund. 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.

40. 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. This should include rules for determining baselines, monitoring carbon emissions, and enforcing offsets and broadening the range of eligible projects to include avoidable deforestation and soil carbon sequestration. These efforts should be complemented with strengthening of institutional and technical capacities of African countries to better engage in the CDM process.

41. The Climdev-Africa Programme and its entities should be fully operationalized as soon as possible to ensure that African negotiations and policy makers at all levels, get all the support they need to effectively articulate and defend the continent's concerns and interests. Furthermore Climdev and its entities should support the integration of climate change concerns into policy development and implementation, as well as practical projects on the ground that support climate change actions, and particularly adaptation. The development of the Comprehensive Framework of African Climate Change Programmes, which is seen as complementary to Climdev-Africa, should be expedited and funding provided for its implementation to ensure concerted and coherent efforts in addressing the climate change and development nexus.

42. In order to ensure sustainability of ongoing interventions aimed at addressing the climate change challenge in Africa, a subprogramme on climate change and development should be established at ECA.

## Annex 1

### **Africa's Common Negotiating Position on Climate Change as submitted by the African Group of Negotiators in the form of key messages to Ministers and Heads of State and Government at the Second High-Level Experts Meeting held in Addis Ababa, October, 2009**

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#### **A. Further commitments for Annex I Parties (negotiations under the Kyoto Protocol)**

Africa will not accept either the replacement of the Kyoto Protocol or its merger with any new agreement. It maintains that:

- Developed countries must reduce their greenhouse gas emissions by at least 40 per cent below 1990 levels by 2020 and at least 80–95 per cent below 1990 levels by 2050, in order to achieve the lowest level of stabilization assessed by IPCC in its fourth assessment report; and
- The Ad Hoc Working Group under the Kyoto Protocol should finalize its work by COP 15 in Copenhagen.

#### **B. Bali Action Plan**

##### *(1) Shared vision*

African countries hold the following positions in respect of the Bali Action Plan:

- Africa proposes a fair, inclusive, effective and equitable new agreement in Copenhagen that will benefit the climate and vulnerable countries and be undertaken in the context of poverty eradication, sustainable development and the need for gender equity;
- Efforts should be made to ensure full, effective and sustained implementation of the Convention; and
- All the building blocks of the Bali Action Plan must be taken into consideration.

##### *(2) Adaptation*

- Adaptation for Africa is of the highest priority;
- Africa, as the least greenhouse gas emitter and yet the most vulnerable continent, has the right to receive full support for its efforts to adapt to climate change; and
- The provision of financial, technological and capacity-building support by developed country Parties for adaptation in developing countries is a commitment under the

Convention that must be urgently fulfilled, recognizing that climate change is an additional burden to sustainable development and a threat to attainment of the Millennium Development Goals.

### **(3) *Mitigation***

Africa maintains that a fire-wall must be maintained between mitigation *commitments* by all developed countries and mitigation *actions* by developing countries;

Mitigation commitments should be entered into by developed countries that include legally binding and quantified emission reduction commitments, absolute emissions reduction commitments and commitments that are measurable, reportable and verifiable;

- The Copenhagen outcome must include ambitious, legally binding and economy-wide greenhouse gas emission reduction commitments for all developed-country Parties which should be at least 40 percent greenhouse gas emissions reduction below 1990 levels by 2020; and
- There should be comparability of effort among developed countries, with comparable targets and comparable compliance.

On mitigation actions by developing countries:

- There is need to ensure that mitigation actions for Africa are voluntary and nationally appropriate; and
- There is also the need to ensure mitigation actions are fully supported and enabled by technology transfer, finance and capacity-building from developed countries.

### **(4) *Means of implementation in the areas of finance, technology and capacity-building***

Africa's position on means of implementation in the areas of finance, technology and capacity-building is as follows:

- For Africa, the Copenhagen outcome will not be possible without a commitment by developed countries to provide financial, technological and capacity-building support to developing countries;
- A financial commitment of at least 1.5 per cent of global GDP of developed countries (as set down by IPCC in its 2007 report) is required, to support and enable adaptation and mitigation actions in developing countries;
- The Copenhagen outcome must provide new, additional, sustainable, accessible and predictable finance for a comprehensive international programme on adaptation, which

reduces vulnerability and increases resilience to impacts that are already occurring, and to impacts that are likely to occur in the future;

- Institutional arrangements must be equitable and transparent, and must facilitate access by developing countries to the “means of implementation” in a coherent and enabling manner;
- An agreement on technology deployment, dissemination and transfer must ensure access by developing countries to affordable, appropriate and adaptable technologies for enhanced action on mitigation and adaptation that will address the immediate needs of Africa;
- Developed countries should commit themselves to strengthening institutional capacity in Africa, including through the establishment and enhancement of regional centres of excellence for climate change, which include in particular, meteorological observation and services; and
- Developed countries should fulfill their commitments in accordance with the provisions of the Convention.