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Ministerial segment

Gaborone, 17 and 18 October 2013

Report of the ministerial segment held on 17 and 18 October 2013**I. Introduction**

1. The ministerial segment of the fifth special session of the African Ministerial Conference on the Environment (AMCEN) was held at the Gaborone Sun Hotel in Gaborone on 17 and 18 October 2013.
2. It was attended by representatives of AMCEN member States and of African regional and subregional organizations, United Nations entities, secretariats of various environmental conventions and intergovernmental and non-governmental organizations.

II. Opening of the meeting

3. The opening ceremony began at 7.40 a.m. on Thursday, 17 October 2013, with welcoming remarks by Mr. Tshekedi Khama, Minister of Environment, Wildlife and Tourism of Botswana.
4. The meeting was officially opened by Mr. Seretse Khama Ian Khama, President of Botswana. Opening statements were made by Ms. Terezya Luoga Huvisa, Minister of State for Environment of the United Republic of Tanzania and President of AMCEN; Ms. Rhoda Peace Tumusiime, Commissioner for Rural Economy and Agriculture, African Union Commission; Mr. Ibrahim Thiaw, Deputy Executive Director of the United Nations Environment Programme (UNEP); Mr. Anders Pedersen, United Nations Resident Coordinator, Botswana; Mr. John Kilani, United Nations Framework Convention on Climate Change; and Mr. Mithika Mwenda, Secretary-General of the Pan-African Climate Justice Alliance (PACJA).
5. The master of ceremonies, Mr. Jimmy Opelo, Deputy Permanent Secretary, Ministry of Environment, Wildlife and Tourism, Botswana, welcomed the visiting dignitaries and introduced a musical interlude by children from the SOS Village, describing the efforts made by those children to help bring about a sustainable environment. This was followed by a short video presentation on Botswana's environmental conservation efforts.
6. In his welcoming remarks, Mr. Tshekedi Khama emphasized the importance that Botswana attached to the environmental sustainability platforms at both the regional and the international levels. He said that it was the responsibility of conferences such as AMCEN to establish a framework within which Africa's rich natural resources could be managed sustainably. Referring to the threat to Africa's wildlife posed by corrupt practices and international pressures, he pointed out that Botswana, which was proud to be home to the biggest population of elephants in any single country, was totally committed to the protection of its abundant natural resources and wanted to be associated with all the international commitments related to sustainability. Drawing attention to Botswana's national commitment to biodiversity management, he pointed out that 37 per cent of the country had been set aside for conservation, despite the manifold competing needs for land resources. He illustrated Botswana's commitment to collective efforts to address global environmental challenges by pointing out that, over a period of three months, October to December 2013, the country would have

hosted no less than four environmental conferences. He concluded by inviting participants to extend their stay and enjoy everything that Botswana had to offer in the way of tourism.

7. In her statement, Ms. Huvisa said that AMCEN was the key driving force on environmental issues in Africa and had a critical role to play in shaping its sustainable development. She referred to its many laudable achievements, including promoting Africa's voice and providing information to policymakers. At the present session, participants would prepare for the forthcoming climate change negotiations at the nineteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change, to be held in Warsaw in November 2013, and in that regard they had the full support of the Committee of African Heads of State and Government on Climate Change, as expressed at its meeting in New York in September 2013. She looked forward to the adoption at the twenty-first session of the Conference of the Parties to the Convention, to be held in Paris in 2015, of a legally binding instrument that would accommodate Africa's interests in areas such as adaptation, loss and damage, agriculture, deforestation and means of implementation. In order for Africa to realize the outcomes of the United Nations Conference on Sustainable Development (Rio+20), an effective delivery mechanism was essential; in this regard, the regional flagship programmes were of great value. She noted that many countries had already set up their own action plans to implement the Rio+20 outcomes and these would be complemented by the regional flagship programmes. In addition, the strengthening of UNEP through the establishment of the United Nations Environment Assembly should lead to greater support for the African region. She concluded by saying that, with the full commitment of all the participants, AMCEN could achieve all that its members wanted for Africa.

8. In his statement, President Khama said that it was an honour and a pleasure to host the fifth special session, noting that he had been impressed by the many achievements of AMCEN over the years. He stressed that the natural environment was under serious threat; natural resources were being depleted at an increasing rate and the natural capital was diminishing in both quality and quantity. Climate change threatened the sustainability of livelihoods and undermined development efforts and, accordingly, sustainable development had to be embraced. The Government of Botswana shared the belief that environmental conservation was essential to achieving both development and poverty eradication, and he urged participants to protect their fauna and flora from unscrupulous individuals. The world was dealing with an unprecedented rise in illegal wildlife trade, which threatened to overturn conservation gains.

9. At the present session, participants would focus on the impacts of climate change that were being experienced around the world, including natural calamities; opinions might diverge on the causes, but it was clear that both the climate and the environment were changing and that the issue must be addressed. The situation could be addressed appropriately only by joining forces and, in this regard, he noted that the parties from the African continent comprised more than one quarter of the total number of the parties to the Framework Convention on Climate Change. An inclusive climate agreement that addressed the needs of Africa was essential. The main theme of Rio+20 had led to the adoption of regional flagship programmes by AMCEN with the aim of implementing the outcomes of the Rio Conference. Stressing that governments could not achieve their goals without the active engagement of all stakeholders, he said that the diversification of their economies would lead to more sustainable livelihoods for their populations. He expressed the hope that the present session would foster purposeful exchanges and build strong alliances, stating that the challenge was clear and that a new set of answers was necessary. The ministers should plan to have a coherent and united voice at the nineteenth session of the Conference of the Parties to the Framework Convention on Climate Change, showing that they were equal partners with the rest of the world. Wishing the participants fruitful deliberations, he concluded by declaring the meeting open.

10. In her statement, Ms. Tumusiime said that Africa must do more on its own to deal with the impacts of climate change. In the lead up to the nineteenth session of the Conference of the Parties to the Framework Convention on Climate Change, she urged all of the representatives to contribute to the African agenda, as the global process needed to be more inclusive. The African Union Commission stood ready to support all the stakeholders and to facilitate the implementation of the outcomes of Rio+20. It was crucial that Africa speak with one voice; accordingly, effective coordination was important at all levels and would lead to greater coherence. At the nineteenth session, the ministers must have unity of purpose and ensure that momentum is maintained. In closing, she said that the African Union Commission would continue to support AMCEN in promoting sustainable development on the continent.

11. The master of ceremonies introduced a representative from a youth group, Environment Online, which campaigned worldwide on environmental matters. The representative said that Botswana was strongly committed to the conservation of nature for sustainability and had already

made great progress in the field of environmental education and advocacy. She acknowledged with appreciation the support given by the Minister of Environment, Wildlife and Tourism to the efforts of her group to make use of technology for environmental sustainability and to act to ensure access to clean water. She emphasized the crucial importance of protecting oceans, lakes and dams, monitoring the quality of water, supporting the efforts of the Government to construct dams in wildlife areas and encouraging the population to adhere to the anti-poaching laws.

12. In his statement, Mr. Thiaw acknowledged the commitment of the Government and the people of Botswana to taking action on environmental issues, citing it as an example of a country in which the exploitation of natural wealth had led to inclusive and lasting growth. He pointed out that Africa as a continent was sustaining steady growth, even while global markets continued to waver, and he attributed that growth to its rich natural resources in minerals and oil. He stressed that the protection of nature was the responsibility of all governments, and that AMCEN was crucial to the economy and the social fabric of Africa. He said that the main objective of the fifth special session was to provide a platform for African countries to consolidate their common negotiating position with the aim of achieving the best possible outcome from the climate change talks in November 2013. Referring to the fifth assessment report of the Intergovernmental Panel on Climate Change, he reflected that, while its findings on global warming were indeed alarming, the report also suggested that it was still possible to avert the worst impacts of climate change if countries were to take urgent action. In that regard he stressed that Africa, the continent with the most to lose, must act decisively on mitigation and adaptation. He expressed appreciation for the vision and leadership shown by African countries during the Rio+20 process, as demonstrated by the agreement to develop and implement regional flagship programmes, and noted with approval the agreement of world leaders to the preparation of sustainable development goals. In closing, he suggested that the strengthening and upgrading of UNEP would equip it to play a crucial role in following up on the Rio+20 outcomes.

13. In his statement, Mr. Pedersen thanked President Khama, and praised the leadership of Botswana. He said that the global community was working on critical issues that would shape the course of development over the coming decades. The role that AMCEN was playing in this process should be recognized, in particular its efforts to address four broad issues: sustainable development, climate change, natural capital and institutional frameworks for the implementation of policies. The ministers needed to “think outside the box” as they sought workable, actionable and integrated solutions. In reference to sustainable development, the social, environmental and economic needs of Africa could not be addressed in isolation and the challenges facing the continent necessitated a different approach to development. Africa had made the least contribution to climate change but was the most affected by its impacts and, accordingly, an agreement that addressed Africa’s needs was of paramount importance. The role that natural capital played in economic development could not be overemphasized. He said that the value of the present session lay in its potential to advance Africa’s needs and to enhance the continent’s contributions to continuing global development processes, such as the post-2015 development agenda and the United Nations Framework Convention on Climate Change negotiations. He highlighted key issues pertaining to each process and urged Africa to choose a new development path, to take the opportunity to leapfrog current energy systems and to prepare a new framework for the post-2015 period. He concluded by saying that the success of African programmes would depend on the actions of all, not just those in the environment sector, and that it was essential to communicate with the other sectors. Success would also depend on collective efforts in scaling up individual actions in order to make a difference in countries and to the lives of the poor and vulnerable in particular.

14. Mr. Kilani conveyed the greetings of the Executive Secretary of the United Nations Framework Convention on Climate Change, Ms. Christiana Figueres, who was unable to attend the session owing to previous commitments. Referring to the fifth assessment report of the Intergovernmental Panel on Climate Change, he said that it clearly demonstrated the need to accelerate mitigation efforts in order to avoid the high cost of adaptation. He recalled that Africa was the continent most vulnerable to the adverse impacts of climate change and applauded the efforts of the African Union Commission and AMCEN to increase the attention being paid to the issue. He outlined the three key areas in which progress had to be made to ensure a successful outcome of the nineteenth session of the Conference of the Parties: finance; loss and damage; and the Durban Platform for Enhanced Action. He noted with approval the growing moves to support developing countries, pointing out that leadership on climate change was increasingly coming from those countries and from non-State actors. Growing awareness of climate change in the business sector was also a positive indication, with companies beginning to realize the benefits of action to combat the phenomenon. Turning to the twenty-first session, to be held in Paris in 2015, he suggested that in addition to the core legal agreement sought, there would have to be a refocusing of political attention on a broader economic reform agenda. He expressed the view that the toughest challenge to be faced was that of

finding a balance between human needs and the needs of the planet. In conclusion, he urged the participants to use every opportunity to bring their voices to the discussion and move together towards a low-carbon future.

15. Mr. Mwenda articulated the particular perspective of his organization, which represented a wide variety of groupings, including indigenous peoples, farmers and religious bodies. He expressed his gratitude to all involved in the organization of the fifth special session for having included civil society representatives among its participants. While expressing concern about the unfulfilled promises and commitments made by the developed countries with regard to the United Nations Framework Convention on Climate Change processes, he concluded that the multilateral process under that framework was still the only reliable way to ensure equity and justice for communities in developing countries. He stressed the importance of maintaining pressure on developed countries to change their excessive consumption and production systems and to move towards protecting and compensating those communities affected by their historical activities. In view of the upgrading of UNEP, he proposed that the Committee of Permanent Representatives should allow the full participation of major groups and stakeholders in its work. He called for the establishment of a comprehensive mechanism at the level of the African Union Commission to deal with environmental issues and urged African countries to support the promotion of a single framework focused on poverty alleviation and the three dimensions of sustainable development: environmental, economic and social.

16. Mr. Thiaw introduced the third Africa Environment Outlook report, which focused on the linkages between health and the environment, pointing out that most rural communities derived their medicines from natural sources. He outlined the growing environmental health threats facing Africa, such as waterborne diseases, increasing air pollution, the prevalence of plastics and the use of dangerous chemicals, such as mercury, in agriculture and mining. He drew attention to the challenges resulting from accelerated urbanization, saying that the flow of populations to cities generated problems of waste management related not only to solids and water but also to the new phenomenon of “e-waste”, such as cell phones and computers, which were highly polluting. He stressed the importance of dealing with these challenges through collaboration between UNEP, the United Nations Economic Commission for Africa and the World Health Organization (WHO).

17. Ms. Huvisa acknowledged receipt of the third Africa Environment Outlook report, reiterating the importance of the linkages between health and the environment and emphasizing the extent to which environmental factors contributed to the disease burden of Africa in terms of diarrhoea, malaria and various respiratory illnesses. She recounted the harrowing experience of her visit to Southern Japan where much of the population had been affected by the consumption of fish polluted by the dumping of mercury into the ocean, pointing out that in African countries such as the United Republic of Tanzania and Zimbabwe mercury was in common use to extract gold from mines. Efforts were under way to address these challenges with the support of UNEP, WHO and the African Development Bank. While there was a range of policies in place to deal with the problems, enforcement mechanisms should be established to ensure effective implementation.

III. Organizational matters

18. The President of AMCEN presided over the segment and was assisted by the Vice-President of AMCEN from the Democratic Republic of the Congo.

A. Adoption of the agenda and programme of work

19. The representatives adopted the following agenda on the basis of the provisional agenda (AMCEN/SS/V/1):

1. Opening of the meeting.
2. Organizational matters:
 - (a) Adoption of the agenda;
 - (b) Organization of work.
3. Consideration of the report of the expert group meeting.
4. Preparations for the nineteenth Conference of the Parties to the United Nations Framework Convention on Climate Change.
5. Development of the African Regional Flagship Programmes for the implementation of the Rio+20 outcomes in Africa.
6. Africa and the United Nations Environment Assembly (UNEA).

7. Consideration of the Gaborone declaration.
8. Consideration of decisions and key messages submitted by the expert group.
9. Adoption of the report of the ministerial segment.
10. Other matters.
11. Closure of the meeting.

B. Organization of work

20. The President of AMCEN said that the Conference would address items 1–6 of the agenda on 17 October and the remainder on 18 October 2013. A European Union-African breakfast round table would be held on the morning of 18 October 2013 followed by statements by Mr. Jacques Lapouge, Ambassador for climate change negotiations, France; Ms. Connie Hedegaard, Commissioner for Climate Action, European Union; and Ms. Beata Jacewska, Vice-Minister for the Environment, Poland.

IV. Consideration of the report of the expert group meeting

21. Mr. Ladislaus Kyaruzi, Senior Environmental Officer, United Republic of Tanzania, and Chair of the expert group, introduced a brief report on the expert group segment of the session. He said that the outcomes of the expert segment, namely the draft decisions, the key messages and the draft declaration, would be submitted to the ministers for their consideration.

22. The representatives took note of the report.

V. Preparations for the nineteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change

23. Introducing the item, Mr. Emmanuel Dlamini, Chair of the African group of negotiators, said that it was clear that climate change was affecting economic and social development in Africa. The Intergovernmental Panel on Climate Change and other entities had confirmed that human interference in climate systems was the primary cause of climate change. The only available global instruments to tackle climate change challenges were the United Nations Framework Convention on Climate Change and its Kyoto Protocol. It was necessary and urgent that these instruments produce positive outcomes in the area of greenhouse gas emissions reduction (the only real available solution to climate change) in a scientific, equitable and legitimate manner. In the short, medium and long term, Annex I parties could be offered predictable and sustainable ways to ensure mitigation and adaptation through technology development and transfer, capacity-building and funding. The African group of negotiators was calling for the early ratification of the amendments to Annex B of the Kyoto Protocol in its second commitment period and was urging States not parties to the Protocol to offer equal and comparable pledges and commitments on climate change issues.

24. He said that finance would be a key issue at the nineteenth session of the Conference of the Parties to the Framework Convention on Climate Change. A ministerial round table would be established to discuss scaling up finance over the period 2013–2020 and increasing financial flows, including the commitment by developed countries to allocate \$100 billion annually by 2020, as pledged at the fifteenth session of the Conference of the Parties. A round table on raising the level of ambition regarding climate change issues would also be established and a loss and damage programme would be developed to assist developing countries to achieve their climate change objectives.

25. He stressed the need for all parties to the Convention to work towards negotiating a 2015 agreement that would benefit Africa under the principle of common but differentiated responsibilities. Developed countries must take the lead and explore various low-carbon pathways to reduce emissions.

26. The UNEP Africa Regional Climate Change Coordinator, Mr. Richard Munang, introducing the report *Africa's Adaptation Gap*, said that climate change could no longer be seen as an abstract issue, especially following the latest report of the Intergovernmental Panel on Climate Change, which indicated that greenhouse gas emissions were rising, increasing the importance of adaptation policies for Africa and the world. Current pledges by countries to reduce their emissions were not sufficient to limit the global temperature increase to a maximum of 2°C. If business continued as usual, global temperatures could rise by 4°C by 2070, costing Africa some \$600 billion. Greenhouse gas emissions were causing a global temperature rise; therefore reducing emissions was part of adaptation.

Considering climate change issues from the mitigation perspective highlighted the adaptation gaps and funding needed to tackle the challenges.

27. He said that Africa's success depended on the funding it received for adaptation and mitigation activities. The developed countries' commitment to pledge \$100 billion annually by 2020 was enshrined in the Convention, but the rules for doing so had not yet been clearly defined, and funding to date was not sufficient to avert the problems caused by climate change. There were also difficulties in attracting funding from African governments and the private sector. The current temperature increase would cause sea levels to rise by 10 per cent by 2100 in Africa, higher than anywhere else in the world, causing flooding, displacement of communities and loss of agricultural land, among other things. It would damage ecosystems and coral reefs, and pollute freshwater lakes, reducing the number of fish that provided the main source of nourishment for countless thousands of people. There was therefore an immense urgency in bridging the adaptation gap. If the 2°C window was missed, it would cost the African continent billions of dollars and would have an impact on the lives of millions. It would also undermine all of the progress made to date with regard to sustainable development, food security and poverty reduction.

28. In the ensuing discussion, several representatives said that finance, technology transfer and capacity-building were the principal tools for tackling the effects of climate change and that they should be discussed in depth at the nineteenth session of the Conference of the Parties. Developed countries should be requested to provide additional resources as part of their obligations in accordance with the principle of common but differentiated responsibilities and to help leverage funding and the transfer of technology from the private sector. The negotiations for a new legally binding global climate change agreement were scheduled for completion in 2015, to be implemented from 2020 onwards. The outcome of the nineteenth session should therefore respond to the urgent needs of Africa and reaffirm the international community's support for the multilateral process, without which Africa would continue to suffer from underdevelopment and poverty. It was vital that African countries speak with one voice at the nineteenth session.

29. Some representatives stressed the need to operationalize the Green Climate Fund to ensure that African countries received the necessary funds to finance adaptation and mitigation policies. They suggested that the President of AMCEN present a statement on behalf of all African countries at the nineteenth session, expressing concern over the delay by developed countries in launching the Fund as a funding window for climate change adaptation. They also stressed the importance of the five regional flagship programmes that were being developed in ensuring the effective management of Africa's natural resources.

30. Many representatives said that there was an urgent need to finalize institutional arrangements that effectively addressed loss and damage in developing countries that were especially vulnerable to the adverse impacts of climate change. They also stressed the importance of clarifying the trajectory towards developed countries honouring their commitment to contributing \$100 billion annually to developing countries by 2020, and of concretizing the 2°C limit on global temperature increase through the reduction of emissions.

31. A few representatives said that the negotiators at the nineteenth session would require clear guidance to ensure the success of the talks for Africa, especially regarding mechanisms that addressed loss and damage because there were extremely opposing views on the issue globally. The nineteenth session would pave the way to the twentieth and twenty-first sessions, so it was vital that the negotiators be properly guided to achieve the required benefits for the African continent.

32. Several representatives said that they supported the need to focus more resources on adaptation and mitigation. Some said that agriculture was the mainstay of African economies, so the sector should focus on adaptation rather than mitigation activities, especially given that the continent was still grappling with food security issues.

33. Many representatives expressed their support for the early ratification of the amendments to Annex B of the Kyoto Protocol in its second commitment period.

34. Several representatives said that it was necessary to mainstream climate change policies into national budgets and governance structures. Funds received to date from developed countries were not sufficient and access to them was complicated and bureaucratic. African countries therefore needed to allocate a proportion of their gross domestic product to tackling climate change before it was too late.

35. One representative stressed the need for an increase in the financing allocated to the Adaptation Fund, given that some institutions that were accredited as national implementing entities did not receive sufficient funds to implement their proposals. She added that climate change should not become a human rights issue as a result of the losses caused by floods, desertification and

deforestation. Greenhouse gas emissions were at present an unavoidable by-product of development, but they must be mitigated.

36. Another representative said that it was necessary to define the duties of each country with regard to tackling climate change, as well as countries' collective responsibility, given the specificities of different countries.

37. One representative expressed his concern that the particular situation of small island developing States was not on the agenda of the present session.

38. In response to the comments, Mr. Dlamini said that although Africa emitted the least amount of greenhouse gases, it was suffering the most from the effects of climate change. Efforts to reach consensus on a solution had been slowing, causing delays in adaptation. Finance remained a major challenge given that the cost of adaptation technology exceeded African means. Adaptation must therefore be integrated in the 2015 agreement.

39. Mr. Munang added that Africa needed to present a clear position on emissions reduction, financing, capacity-building and technology transfer at the nineteenth session. UNEP would present *Africa's Adaptation Gap* report at the session, which detailed the progress and shortcomings in Africa, but it was also necessary to raise awareness. He also urged countries to provide national adaptation gap reports.

40. He said that work would continue on the Green Climate Fund to assist countries in implementing their adaptation policies. He said that the Climate Technology Centre and Network had been established under UNEP and he urged countries to provide it with information to make it functional. He added that the interim secretariat of the 10-year framework of programmes on sustainable consumption and production had been established and a fully-fledged secretariat would be operational in 2014.

VI. Development of the African regional flagship programmes for the implementation of the Rio+20 outcomes in Africa

41. Introducing the item, Mr. Sloans Chimatiro, New Partnership for Africa's Development (NEPAD) Planning and Coordinating Agency, gave a presentation on the regional flagship programmes that had been adopted by AMCEN at its fourteenth session. He said that Africa possessed important natural capital that was a critical livelihood asset, so its effective management was crucial to ensuring food security, poverty eradication and wealth creation, among other things. The major challenges threatening Africa's environment and development were land degradation, desertification, biodiversity loss, overexploitation of natural resources and climate change. To effectively manage natural resources, it was necessary to reform the overall policy and governance framework in Africa by putting more focus on the role of natural resources in economic and social development and food security.

42. He stressed that natural resources were a global common good, therefore Africa could not manage them without interaction with the rest of the world, and therein lay the importance of the five regional flagship programmes, given that they would help Africa to create a platform for a strong African voice on issues that affected its natural resources, such as environmental protection and biodiversity conservation; socio-economic development; climate change adaptation and mitigation; and sustainable development. They addressed issues that could not be efficiently achieved by single countries, so it was important for them to be seen as an integral part of the Environmental Action Plan of the NEPAD Planning and Coordinating Agency. To guide the implementation of the programmes, the AMCEN expert group had recommended the establishment of a steering committee at the NEPAD Planning and Coordination Agency, comprising key African institutions, to provide overall technical guidance to the programmes.

43. He said that the programmes required optimal funding to be effective. African countries should therefore allocate significant human and financial resources to them to ensure African ownership and their successful development and implementation. He stressed the need to urge African governments to invest in the programmes and to put in place incentives for private sector investment.

44. In the ensuing discussion, the representatives paid particular attention to the following key issues: the operational relationship between NEPAD, AMCEN and UNEP; the role of the regional flagship programmes in consolidating a sustainable development stance for Africa; and financing the programmes and the clustering of the programme areas into five programmes.

45. One representative spoke of the importance of the regional flagship programmes as a catalyst for discussion as well as their outcomes at the local level, where they could be instrumental in alleviating social shock and trauma within communities.
46. In reference to the clustering of the programme areas into five regional flagship programmes, several representatives highlighted the need to be mindful that some projects were especially important, particularly with regard to capacity-building, which was seen as crucial to sustainable development to reduce vulnerability and help diversification within Africa.
47. Several representatives felt that the structure and administration of the regional flagship programmes needed further elaboration, in particular the remits of NEPAD and AMCEN, how they would be linked at the ground level and how the programmes were to be implemented. One representative drew attention to the need not to have top-heavy administrative structures that could affect the beneficial work done on the ground. Another stressed the need for terms of reference to avoid problems of validation at a later stage.
48. All the representatives who spoke expressed the view that the regional flagship programmes were highly relevant to Africa and that they would help to resolve many climate change issues on the continent. One emphasized the need for a bottom-up approach to give maximum impact to major groups, such as women and young people in Africa.
49. Some representatives drew attention to existing initiatives and pilot programmes in their countries that could fall under the regional flagship programmes, citing areas that included energy efficiency, reforestation, waste management and renewable energy.
50. Many representatives spoke of the role that funding had to play in ensuring the success of the regional flagship programmes. One representative said that it was high time that industrialists were invited to round-table discussions to explore ways in which they could contribute to the programmes.
51. In response to the comments, Mr. Chimatiro said that many of the issues raised by representatives were critical. He said that the expert group had identified the need to conduct detailed analysis at country level so that existing projects could be assessed with reference to the regional flagship programmes to avoid duplication and to ensure that implementation followed best practices. This analysis could enable existing projects to be scaled up and findings could be shared with other member States.
52. In terms of organization and structure and the relationship between the various organizations involved in the regional flagship programmes, the steering committee and the secretariat would communicate to countries the architecture and coordination of each of the five programmes. The steering committee would also outline the architecture and expected roles of the NEPAD Planning and Coordinating Agency, the African Union Commission and the AMCEN secretariat, and the roles that had been allocated to these organizations to optimize efficiencies for the regional flagship programmes.
53. One representative highlighted the fact that the steering committee served the ministers of the member States and that it needed to be guided by their decisions.

VII. Africa and the United Nations Environment Assembly

54. Ms. Rosemary Semafulu Mukasa, Deputy Permanent Representative of Uganda to UNEP and the United Nations Human Settlements Programme in Nairobi, presented an outline of the role and function of the United Nations Environment Assembly, formed as a result of paragraph 88 of the Rio+20 outcome document. She described the opportunities that the Assembly could offer to Africa and the structures related to the Assembly, noting that the Bureau of the Assembly was an expanded version of the Bureau of the Governing Council of UNEP with an enhanced role. Among other improvements, an annual meeting of the subcommittee of the Committee of Permanent Representatives and an open-ended meeting of the Committee gave member States the opportunity to increase their input in the work of UNEP. The Assembly would adopt decisions that would set the global agenda on environment, providing overarching policy guidance, establishing dialogues with stakeholders and fostering partnerships, among other things.
55. Important issues for consideration by the Committee included stakeholder engagement, the regional presence of UNEP, the science-policy interface, the consolidation of UNEP headquarters in Nairobi and the importance of further improvements in efficiency. Africa had the opportunity to influence UNEP, given that it currently held the presidency of the Assembly. The strengthening of UNEP should translate into quality support for Africa, responding to its national environmental plans and programmes and influencing the sustainable development agenda.

56. With opportunities came responsibilities, and African countries needed to contribute within their means to the Environment Fund, she said. Generosity was an African value, not to be disregarded; a token contribution could yield benefits and demonstrate commitment. In closing, she stressed that it was crucial to hear from ministers what they wanted from the United Nations Environment Assembly.
57. In the ensuing discussion, many representatives said that the United Nations Environment Assembly offered major opportunities for Africa with linkages to and synergies with other United Nations entities, environmental agreements and global processes. The Assembly should take on board all major environmental issues, including biodiversity. UNEP could play an important role in coordinating the multitude of multilateral environmental agreements.
58. Ms. Mukasa, responding to comments, said that the 2014 session of the Assembly would rest on two themes that had yet to be decided upon. One suggested theme was the illegal trade in timber and wildlife, which touched upon biodiversity issues. She acknowledged that biodiversity should be taken up by the Assembly in more detail in the future.
59. One representative said that the adoption of a common position by African countries in the continuing climate negotiations was a significant contribution to humanity. Many representatives expressed optimism regarding the future impact of the Assembly.
60. One representative said that Africa's forests had been destroyed and its animals poached, contributing to the wealth of other continents. Industrialization was at the root of such destruction, contributing to climate change. Despite Africa's low greenhouse gas emissions and its vast forested areas that absorbed such emissions, helping to balance the world climate system, the continent continued to suffer the deleterious effects of climate change that had been caused mainly by countries on other continents.
61. In response to a comment highlighting the need for country offices or country officers who could be located in national offices of the United Nations Development Programme, the UNEP Deputy Executive Director said that the Secretary-General of the United Nations had allowed a 200 per cent increase in the regular budget allocation to UNEP. However, the increase would be released in a two-phase approach covering the biennium 2013–2014, the first for high-level recruitment and the second funding posts at the P-4 level and below. No time frame had been established for the implementation of the second phase, and therefore no commitments could be made regarding the recruitment of national officers.
62. Several representatives bemoaned the lack of representation by ministers at the session as a result of visa restrictions. They suggested that the importance of free movement in Africa be placed on the agenda of a future session of the Assembly.
63. The representative of Botswana, Ms. Rapelang Mojaphoko, Deputy Permanent Secretary for Natural Resources, drew attention to the Gaborone Declaration, which was the outcome of the Summit for Sustainability in Africa attended by representatives of 10 African countries and hosted by Botswana on 24 and 25 May 2012. The Summit had been supported by non-State entities, such as the private sector, the World Bank, United Nations entities and non-governmental organizations. The purpose of the Summit had been to affirm African countries' commitment to sustainable development and to upholding the value of countries' natural capital and its place at the centre of development planning. Although Africa possessed large quantities of natural resources, including mineral wealth, the continent remained poor. If Africa's natural resources could be more effectively exploited, the continent would be better placed to negotiate with development partners.

VIII. Consideration of the Gaborone Declaration on Climate Change and Africa's Development

64. The representatives considered and adopted the Gaborone Declaration on Climate Change and Africa's Development, as orally amended (see annex I).

IX. Consideration of draft decisions and key messages submitted by the expert group

65. The representatives considered three draft decisions: on climate change; on Africa and the United Nations Environment Assembly; and on the development of regional flagship programmes. The draft decisions were adopted, as orally amended (see annex II).

X. Adoption of the report of the ministerial segment

66. On the afternoon of Friday, 18 October 2013, the representatives adopted the report of the ministerial segment on the basis of the draft report that had been circulated in the meeting, on the understanding that the finalization of the report would be entrusted to the secretariat.

XI. Other matters

67. Statements were delivered by Mr. Jacques Lapouge, Ambassador for climate change negotiations, France; Ms. Connie Hedegaard, Commissioner for Climate Action, European Union; and Ms. Beata Jacewska, Vice-Minister for the Environment, Poland; and Mr. Jiri Hlavacek, Chief, Regional Support Office, UNEP.

68. In her statement, Ms. Hedegaard stressed the importance of dialogue between Europe and Africa with regard to the climate negotiations process. She highlighted the difficulties of reconciling the need for urgent action on climate change with the frustrations of a slow international process, and called on politicians to show real leadership and not give in to despair. Referring to the recent 2013 annual meetings of the World Bank and the International Monetary Fund, she reflected that these demonstrated a positive change in attitude on the part of the core global economic institutions to the relationship between the economy and the environment, with the belief now taking hold that climate change had to be addressed before there could be any real economic growth. There was a growing realization on the part of governments of the importance of mainstreaming climate change into development strategies, which was now seen as a necessity rather than a luxury. She stressed the need to have realistic expectations about what could be achieved at the nineteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change and said that it was crucial to agree on a timeline for the climate negotiations and a “to do” list. She expressed the hope that the nineteenth session would prove to be a forum in which significant political discussions could be held on such relevant issues as financing and loss and damage as part of the process of preparing for the key twenty-first session in 2015. The year 2014 should be a year of preparation for the twenty-first session with all the countries involved assessing their situations and deciding what they would be prepared to commit to at that crucial meeting, while recognizing that the developed countries needed to do more than the developing countries. She stressed the importance of avoiding both the “bottom up” and “top down” approaches in favour of a hybrid of the two, which would ensure that all voices would be heard equally. In conclusion she expressed the hope that the twenty-first session would be a resounding success, producing a deal that really mattered.

69. In his statement, Mr. Lapouge thanked AMCEN for inviting him to the meeting and extended special thanks to the Government of Botswana for hosting the fifth special session. He said that France would almost certainly be hosting the twenty-first session of the Conference of the Parties to the United Nations Framework Conference on Climate Change in 2015. Efforts to combat climate change demanded the involvement of all nations; a coalition of willing countries could make a real difference, bridging traditional divides and creating a favourable dynamic in moving forward. The mission of France at the twenty-first session would be to facilitate political consensus around a new development model. The Government of France was in favour of an inclusive, legally binding agreement, which was applicable to all and established quantifiable emission reduction targets, and it was committed to working in close collaboration with the Governments of Poland and Peru, which were hosting the nineteenth and twentieth sessions, respectively, with a view to making the twenty-first session an emphatic success. He said that, in Warsaw, he expected to see progress being made in two areas, namely, on the implementation of existing decisions and on the honouring of financial commitments. In addition, it was to be hoped that preparatory processes for quantifiable emission reduction commitments would be launched. His Government was lobbying for the European Union to adopt an ambitious target of a 40 per cent reduction in emissions by 2030. In closing, he highlighted the Elysée Summit for Peace and Security in Africa, to be hosted in Paris in December 2013, at which climate change would be a major topic for discussion. It was to be hoped that the Summit could help to focus the discussions on solutions in the lead-up to the twenty-first session, providing specific appropriate responses to climate change impacts and improving access to clean energy in Africa.

70. Ms. Jacewska thanked AMCEN for its invitation to deliver a statement on behalf of Mr. Marcin Korolec, Minister of the Environment of Poland, and the incoming President of the nineteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change. She stressed that as global interconnectedness became ever more evident, it had become clear that climate change was real and that action could no longer be postponed. How to develop in a sustainable way and how to combat climate change, while also adapting to it, remained unanswered questions; there would be many additional issues under discussion at the nineteenth

session, and meaningful negotiations underpinned by an attitude of solidarity were required. Ministers of the environment had all agreed to sign up to a new deal under the Convention in 2015, but the challenge of achieving this would involve addressing a broad range of issues, including whether to set international or national targets and whether to explore more market-based mechanisms. No agreement would be possible at the twenty-first session without trust and mutual respect, and this must be built from the nineteenth session in Warsaw. She expressed her belief in multilateralism, stressing the importance of respecting others' views, adopting an inclusive approach and engaging in transparent consultations. To achieve a deal that was durable, applicable and ratifiable would be difficult, but it was necessary, not only to combat climate change but also to define sustainable development. The world needed to reduce its carbon footprint and undertake an innovative shift to a new economy based on an equitable distribution of wealth.

71. Mr. Hlavacek gave a presentation on the Global South-South Development Expo to be held in Nairobi from 28 October to 1 November 2013. He said that the objectives of the Expo were to provide a powerful platform for the exchange of scalable, replicable and innovative Southern solutions that had had a significant development impact on the ground; to demonstrate the collective response of the United Nations to relevant provisions of the Rio+20 outcome document; to facilitate an exchange of experiences on building inclusive green economies among countries of the South; and to establish linkages to the post-2015 development agenda and the sustainable development goals. It was the first time that the Expo would be held in a developing country in the South, and several high-level speakers and panellists representing Africa would be present. He urged all stakeholders to attend the Expo to offer their input and enjoy the exhibitions from various countries.

XII. Closure of the meeting

72. Following the customary exchange of courtesies, the President of the African Ministerial Conference on the Environment declared the ministerial segment and the fifth special session of the Conference closed at 4.30 p.m. on Friday, 18 October 2013.

Annex I

Gaborone Declaration on climate change and Africa's development

We, African ministers of the environment,

Having met in Gaborone on 17 and 18 October 2013 at the fifth special session of the African Ministerial Conference on the Environment,

I

Climate change negotiations towards 2015

Welcoming the decision of the Assembly of the African Union at its twentieth ordinary session, held in Addis Ababa in January 2013, on the coordination of the Committee of the African Heads of State and Government on Climate Change and Africa's preparation for COP 19/CMP 9 (Assembly/AU/Dec. 457(XX)), by which the Assembly endorsed the country that would host the Presidency of the African Ministerial Conference on Environment to also serve as Coordinator of the Committee at the summit level so as to enhance linkages between the processes of the African Ministerial Conference on the Environment and the Committee,

Recalling the decisions of the African Ministerial Conference on the Environment at its fourteenth session, held in Arusha, United Republic of Tanzania, from 12 to 14 September 2012, on strengthening the international climate change regime through the full, effective and sustained implementation of the United Nations Framework Convention on Climate Change and the Kyoto Protocol thereto,

Noting the outcomes of the eighteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change and the eighth session of the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol, held in Doha from 26 November to 7 December 2012,

Aware of the forthcoming nineteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change and the ninth session of the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol, scheduled to take place in Warsaw from 11 to 22 November 2013,

Recognizing the urgency of achieving all the outcomes to be considered at the nineteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change and the ninth session of the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol,

Stressing Africa's vulnerability to the effects of climate change, in particular the adverse effects on ecosystems, food security, and social and economic development in Africa, noting the urgent need for Africa to adapt to the adverse impacts of climate change, and also noting the need for the reduction of greenhouse gas emissions into the atmosphere by all countries,

Emphasizing that climate change represents an urgent and irreversible threat to human societies and the planet, that the window of opportunity to avoid dangerous climate change is closing, and that there is a growing risk of runaway climate change and catastrophic impacts, particularly for Africa,

Recognizing that a global goal of limiting average global warming to 2°C risks warming of over 3°C on the continent of Africa and represents extremely dangerous interference with the climate system and a threat to ecosystems, food security and sustainable development,

Concerned that inadequate mitigation ambition by developed countries will allow them to consume an excessive share of the global emissions budget for 2020, resulting in increased warming, limited atmospheric space for developing countries and rising costs of adaptation and mitigation in developing countries, particularly in Africa, owing to its levels of vulnerability and development,

Concerned also that there was insufficient transparency and slow disbursement of the financial resources pledged by developed countries as "fast start" financing for the period 2010 to 2012, and that the bulk of funds disbursed were neither "new" nor "additional" and that there is no agreed level of financing for 2013 up to 2020,

Noting the urgency of scaling up climate finance in the pre-2020 period with the aim of providing by 2020 the agreed \$100 billion per year,

Concerned that inadequate ambition on mitigation and finance reflect a broader tendency by some parties to fundamentally reorder the balance of rights and obligations in the international climate change regime to embody weaker obligations for developed countries and stronger obligations for developing countries, and to weaken the principles of equity and common but differentiated responsibilities and respective capabilities,

Calling on all parties to fulfil their commitments and to work together to preserve and strengthen the international architecture to address climate change through multilateral cooperation based on sound science, equity and the principles and provisions of the United Nations Framework Convention on Climate Change and the Kyoto Protocol thereto,

Aware of the impacts of rising sea levels, especially on small island States and coastal areas of Africa, as a result of climate change,

Expressing appreciation for the work of the Committee of African Heads of State and Government on Climate Change in providing political direction to the promotion of Africa's interests in the climate change negotiations,

Expressing appreciation also for the efforts of the African group of negotiators in the development of the updated African common position on strengthening the international climate change regime through full, effective and sustained implementation of the United Nations Framework Convention on Climate Change and the Kyoto Protocol thereto,

Emphasizing the importance of a successful outcome of the nineteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change, to be held in Warsaw from 11 to 22 November 2013, for all the States and the people of Africa,

Recognizing the need to address adaptation planning in the broader context of sustainable development planning and acknowledging that national adaptation planning can enable all African countries to assess their vulnerabilities, to mainstream climate change risks and to address adaptation and loss and damage,

Recognizing also the first Africa Food Security and Adaptation Conference, held in Nairobi on 20 and 21 August 2013, which provided the platform for continental dialogue on food security and climate change adaptation through harnessing ecosystem-based approaches in Africa,

Recalling the workshop held in Nairobi on 5 and 6 February 2013 on adaptation knowledge platforms, at which the participating representatives from regional adaptation knowledge networks and platforms adopted the Africa Adaptation Knowledge Network as the continental network for coordinating climate change adaptation knowledge,

Hereby declare our resolve:

1. To reaffirm the African common position on climate change as the basis for negotiations by African States on strengthening the international climate change regime through full, effective and sustained implementation of the United Nations Framework Convention on Climate Change and the Kyoto Protocol thereto;
2. To agree that the key messages¹ on climate change negotiations for the nineteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change and the ninth session of the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol should guide and inform discussions by the African group;
3. To affirm that the United Nations Framework Convention on Climate Change and the Kyoto Protocol thereto constitute the fundamental global legal instrument on climate change, and that the climate change negotiations in Warsaw under the Ad Hoc Working Group on the Durban Platform for Enhanced Action should be in conformity with the principles of the Convention and lay a solid foundation for the completion of negotiations at the twenty-first session of the Conference of the Parties to the United Nations Framework Convention on Climate Change to be held in Paris in 2015;
4. To call for outcomes of the nineteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change and the ninth meeting of the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol that are based on science, equity and common but differentiated responsibilities and respective capabilities, reflecting the latest scientific, technical, economic and social information, as these outcomes will significantly influence efforts to secure sustainable development for Africa;

¹ Decision SS.V/1 on climate change, annex.

5. To reaffirm that a long-term global goal must include ambitious short-term, medium-term and long-term mitigation commitments by Annex I parties reflecting their historical responsibilities and an equitable and appropriate contribution to the global effort, as well as the provision of adequate means of implementation, including finance, technology and capacity-building, to enable Africa to address its adaptation needs in particular;
6. To encourage Annex I parties to the United Nations Framework Convention on Climate Change that are not undertaking commitments under the second commitment period of the Kyoto Protocol to undertake commitments under the Convention that are comparable in magnitude and effort to those undertaken under the Protocol and that are measurable, reportable and verifiable through an agreed set of common accounting rules and a compliance framework;
7. To call on developed country parties to urgently scale up support for the implementation of adaptation measures and national adaptation plans, particularly through the Cancun Adaptation Framework and the Nairobi Work Programme, and to support and expedite work to understand, reduce and compensate for loss and damage associated with the adverse effects of climate change, including its impacts on agriculture;
8. To agree that the national adaptation plan process should not be prescriptive, but should rather facilitate country-owned, country-driven action, that the formulation of national adaptation plans should build on and complement existing adaptation planning, and that financial and technical support should be provided to African countries to enable the development of the national adaptation plans;
9. To adopt *Africa's Adaptation Gap* report and its findings and urge member States to use the report in decision-making and in updating the African common position on climate change;
10. To request the United Nations Environment Programme to prepare an Africa adaptation gap report on a yearly basis and present the findings of the report to the sessions of the African Ministerial Conference on the Environment;
11. To recognize and support the Africa Adaptation Knowledge Network as the continental network for coordinating, facilitating, harnessing and strengthening the exchange of information and knowledge for climate change adaptation;
12. To take note of the conclusions and the recommendations of the first Africa Food Security and Adaptation Conference, held in Nairobi on 20 and 21 August 2013, on the theme "Harnessing ecosystem-based approaches for building resilient food systems and adapting to climate change in Africa";
13. To urge the Board of the Green Climate Fund, in its capacity as an operating entity of the United Nations Framework Convention on Climate Change, to allocate increased funding for climate change adaptation in Africa once the Fund becomes operational;
14. To call upon developed country parties to the United Nations Framework Convention on Climate Change to provide new and additional resources to the climate funds under the Convention, in particular the Green Climate Fund, as well as the Least Developed Countries Fund, the Special Climate Change Fund and the Adaptation Fund, which are currently the only financial means to fund adaptation activities under the Convention;
15. To call upon all relevant institutions, including the African Development Bank and other regional development banks and partners, to assist African countries in accessing funding available through the Green Climate Fund and other global climate funds and further enhancing their capacity for direct access;
16. To reaffirm that agriculture must be treated under adaptation because of its status as a means of livelihood and the backbone of the African economy, that agriculture is a priority for Africa and should be treated as a matter of survival, and to recommend that a comprehensive work programme covering finance, technology transfer and capacity-building to support sustainable agricultural production in developing countries be established under the Cancun Adaptation Framework, with support from developed countries;

17. To call for the work to enhance ambition under the Durban Platform to adequately address the need to limit the increase of global average temperature to well below 2°C, and to emphasize in this context the urgent need to reflect ambitious commitments under the Bali Road Map in order for Annex I parties to reduce their emissions by at least 40 per cent by 2017 as an equitable and appropriate contribution to achieving the objective of the Convention;

18. To further reaffirm that the Convention is the multilateral platform for climate change action and that, as such, additional actions under the ambition work stream of the Durban Platform require agreed transparency, accounting and recognition provisions, and enhanced action by developing countries through a clear process to scale up the means of implementation, finance, technology and capacity support;

19. To call for efforts under the Durban Platform to enhance ambition leading to the development of a protocol, another legal instrument or an agreed outcome with legal force under the Convention by 2015 to enter into force by 2020 to reflect all the principles and the provisions of the Convention, including equity and common but differentiated responsibilities and respective capabilities, in order to limit the increase of global average temperature to well below 2°C while ensuring equitable access to sustainable development and the sharing of atmospheric space and resources taking into account cumulative historical responsibility and the use of such resources by Annex I parties;

20. To urge all African countries to participate actively in the nineteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change and the ninth session of the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol;

II

In relation to the work of African Ministerial Conference on the Environment

A. Africa regional flagship programmes

Recalling paragraph 15 of United Nations Environment Programme Governing Council decision 27/2 of 22 February 2013, on the implementation of paragraph 88 of the outcome document of the United Nations Conference on Sustainable Development, in which the Council stressed the importance of regional ministerial environment forums for which the United Nations Environment Programme serves as the secretariat, and invited these forums to contribute, as appropriate, to the work of the governing body of the United Nations Environment Programme,

Recalling also decision 14/1 of the African Ministerial Conference on the Environment at its fourteenth session, held in Arusha, United Republic of Tanzania, from 12 to 14 September 2012, at which it was agreed to develop and implement key African regional flagship programmes as a means to ensure the effective implementation of the outcomes of the United Nations Conference on Sustainable Development,

Reaffirming our commitment to implementing the regional flagship programmes as decided at the fourteenth session and as clustered by the meeting of experts held in Dar es Salaam, United Republic of Tanzania, from 10 to 12 April 2013 in the following five clusters: green economy, sustainable consumption and production, integrated environmental assessment, energy, sustainable land management and related cross-cutting areas,

Aware of decision Assembly/AU/Dec/416-449(XIX) of the Assembly of the African Union at its nineteenth ordinary session, by which the Assembly declared the year 2014 the African year of agriculture, food security and nutrition,

Recognizing the need to ensure that the development and implementation of the regional flagship programmes are owned and led by member States and that the flagship programmes are to be implemented under the overall framework of the Environment Action Plan of the NEPAD Planning and Coordinating Agency towards harmonized and collective action in the management of the environment and natural resources,

Acknowledging the fact that a sound environment is the foundation of sustainable development, particularly in the areas of agricultural productivity, poverty eradication, wealth creation in the context of climate change, variability and disaster risk reduction,

Recognizing that the successful implementation of the regional flagship programmes will be one of the means of effecting the outcomes of the United Nations Conference on Sustainable Development in Africa and that such programmes have the capacity to transform Africa into a green economy continent founded on principles of resource-efficient systems that support poverty eradication, food security and the creation of jobs,

Noting with concern that inadequate investment in sustainable management of the environment and natural resources has a wider impact on economic development, the environment portfolio, poverty eradication and food security,

Concerned about the increasing threat posed by the illegal trade in wildlife, and forest, fisheries and marine resources and their products, which is a major challenge to conservation, environmental protection and sustainable development in Africa,

Aware of the many initiatives and actions being undertaken in Africa, Asia and globally to halt the increasing poaching and illegal trade in wildlife and its products, including the African Elephant Action Plan of 2010,

Welcoming the first session of the Conference of the Parties to the Convention on the Ban of the Import into Africa and the Control of Transboundary Movement and Management of Hazardous Wastes within Africa held in Bamako from 24 to 26 June 2013,

Welcoming the recommendations of the “Regional Conference on African Mountain Ecosystems as Impacted by Climate Change: Post Rio+20 Actions”, held in Nairobi on 9 and 10 September 2013 with support from the United Nations Environment Programme and the United Nations Educational, Scientific and Cultural Organization,

Welcoming also the outcomes of the Atlantic, Indian Ocean, Mediterranean and South China Seas regional preparatory meeting for the 2014 Third International Conference on Small Island Developing States, held in Seychelles from 17 to 19 July 2013, which identified new challenges and possible solutions for the sustainable development of small island developing States and their transition to a “blue economy”,

Welcoming further the signing in Japan in October 2013 of the Minamata Convention on Mercury, which will be instrumental in protecting human health and the environment,

Acknowledging the importance of the work of the African Roundtable on Sustainable Consumption and Production on resource efficiency and the continuing work of the Africa Eco-labelling Mechanism,

Hereby declare our resolve:

1. To establish a steering committee within the NEPAD Planning and Coordinating Agency to guide the overall coherent development and implementation of the regional flagship programmes, which shall be composed of representatives of the African Union Commission, the United Nations Economic Commission for Africa, the NEPAD Planning and Coordinating Agency, the African Development Bank, and the Bureau and the secretariat of the African Ministerial Conference on the Environment;
2. To agree to integrate the regional flagship programmes within the Environment Action Plan of the NEPAD Planning and Coordinating Agency so as to create synergies and coherence within the Africa regional environment agenda;
3. To request the secretariat, in consultation with the members of the steering committee, to undertake a detailed assessment of existing programmes and other initiatives, which shall determine the nature and subregional locations of partnerships and resource needs, with a view to ensuring that the regional flagship programmes build on and promote coherence and synergy on existing work, prevent duplication and place a special premium on value addition, and to present progress thereon to the African Ministerial Conference on the Environment at its fifteenth session;
4. To reaffirm the importance of mainstreaming and upscaling environmental considerations into national development planning, budgeting processes and national strategic frameworks;
5. To encourage member States to allocate at least 5 per cent or a significant portion of their national budgets to environment;
6. To encourage member States and other stakeholders, including civil society, major groups, women and young people, to promote and raise awareness on and support the implementation of the regional flagship programmes at the national, subregional and regional levels;

7. To institutionalize regular reporting on progress in the development and implementation of the regional flagship programmes to the Assembly of the African Union by the President of the African Ministerial Conference on the Environment;
8. To encourage the participation of all key stakeholders, particularly the private sector, civil society organizations, women and youth groups, in the development and implementation, monitoring and evaluation of the regional flagship programmes;
9. To request partners to consider the regional flagship programmes to be part of their support to Africa;
10. To request member States to continue their engagement in the post-2015 development agenda and the formulation of the sustainable development goals so as to ensure the effective integration of the three pillars of sustainable development;
11. To request member States and other stakeholders to use the third Africa Environment Outlook report in support of decision-making for implementation of the outcomes of the United Nations Conference on Sustainable Development;
12. To welcome the initiative of the Government of Botswana in convening the African Elephant Summit in December 2013 to advance the implementation of the African Elephant Action Plan adopted by the Conference of the Parties to the Convention on International Trade in Endangered Species of Wild Fauna and Flora at its fifteenth meeting;
13. To urge member States to strengthen their natural resources governance mechanisms so as to control illegal exploitation and trade in wildlife and forest, fisheries and marine resources and their products;
14. To request the African Union Commission, the African Development Bank, the United Nations Environment Programme, the United Nations Economic Commission for Africa and the regional economic communities to support and facilitate the mobilization of resources for the operationalization of the Convention on the Ban of the Import into Africa and the Control of Transboundary Movement and Management of Hazardous Wastes within Africa;
15. To express support for the Minamata Convention on Mercury and urge member States to ratify the Convention;
16. To encourage member States that have not yet done so to ratify or accede to the 2010 Nagoya Protocol on Access to Genetic Resources and the Fair and Equitable Sharing of Benefits Arising from their Utilization to the Convention on Biological Diversity and the 2010 Nagoya–Kuala Lumpur Supplementary Protocol on Liability and Redress to the Cartagena Protocol on Biosafety to ensure their timely entry into force;
17. To agree to strengthen capacity in research and evidence-based knowledge, create awareness, formulate adequate laws, policies and institutions on mountains, including adopting transboundary and regional frameworks on the sustainable management of African mountain ecosystems;
18. To request the African Union, the Food and Agriculture Organization of the United Nations, the United Nations Educational, Scientific and Cultural Organization, the United Nations Environment Programme and other development partners to support the creation of an African mountain centre to promote integrated mountain management at the regional and transboundary levels;
19. To request the United Nations Environment Programme, the African Union Commission, the New Partnership for Africa's Development and other development partners to give due attention within the context of the Convention for Cooperation in the Protection and Development of the Marine and Coastal Environment of the West and Central African Region and the Convention for the Protection, Management and Development of the Marine and Coastal Environment of the Eastern African Region to strengthening the governance of oceans and supporting member States to address the impacts of climate change, population growth and urbanization, chemical and hazardous waste management, energy, transboundary pollution and food security for oceans, coasts and small island developing States in Africa;
20. To agree to dedicate a session of the African Ministerial Conference on the Environment to matters relating to oceans and small island developing States;

21. To support the African Roundtable on Sustainable Consumption and Production and its initiatives to move towards sustainable consumption and production and contributing to poverty eradication;
22. To support the upscaling of the Eco Mark label to enhance market access for African products;
23. To request partners, and the United Nations Environment Programme as the secretariat, to provide the necessary support through the 10-year framework of programmes on sustainable consumption and production patterns, to ensure that the 10-year framework, adopted at the United Nations Conference on Sustainable Development, responds to the needs and priorities of African countries;
24. To ensure that related projects and programmes, such as the proposed SWITCH Africa Green project, being developed in partnership with the European Union, complement and generate synergies with the ten-year framework, and contribute effectively to region-wide efforts to shift to sustainable consumption and production patterns;

B. Africa and the United Nations Environment Assembly

Recalling General Assembly resolution 67/251 of 13 March 2013, by which the Assembly changed the designation of the Governing Council of the United Nations Environment Programme to the United Nations Environment Assembly of the United Nations Environment Programme,

Recalling also General Assembly resolution 67/213 of 21 December 2012, by which the Assembly decided to strengthen and upgrade the United Nations Environment Programme in the manner set out in subparagraphs (a) to (h) of paragraph 88 of the outcome document of the United Nations Conference on Sustainable Development, entitled “The future we want”, as endorsed by the General Assembly in its resolution 66/288 of 27 July 2012,

Recalling further paragraph 15 of Governing Council decision 27/2 on the implementation of paragraph 88 of the outcome document of the United Nations Conference on Sustainable Development, which stressed the importance of regional ministerial environment forums for which the United Nations Environment Programme serves as secretariat, and invited those forums to contribute, as appropriate, to the work of the governing body of the United Nations Environment Programme,

Aware of the need for Africa to take a proactive role to articulate Africa’s environmental priorities in the United Nations Environment Assembly,

Recognizing that the African Ministerial Conference on the Environment is the main regional forum to advance the environment priorities of Africa in the United Nations Environment Assembly,

Hereby declare our resolve:

1. To strengthen coherence and increased engagement between member State diplomatic missions in Addis Ababa, Geneva, Nairobi and New York on sustainable development matters;
2. To mandate the African group of the Committee of Permanent Representatives to the United Nations Environment Programme, in collaboration with African permanent missions in Addis Ababa, Geneva and New York, to prepare and advance a common strategy for Africa’s engagement with the United Nations Environment Assembly that will be considered by the African Ministerial Conference on the Environment at its fifteenth session;
3. To encourage African countries to accredit representatives to the United Nations Environment Programme so as to ensure the full and active participation of Africa;
4. To request the Executive Director of the United Nations Environment Programme to continue supporting the African Ministerial Conference on the Environment in the advancement of its responsibilities as the regional ministerial forum on environmental matters;
5. To request the United Nations Environment Programme to strengthen its regional presence by strengthening and establishing subregional offices in all the five subregions of Africa and strengthening its presence and the coordination of programmes at the national level;
6. To encourage African countries to continue paying their contributions and consider increasing their contributions to the Environment Fund of the United Nations Environment Programme and the General Trust Fund for the African Ministerial Conference on the Environment;
7. To support the efforts of the African Union to strengthen its participation in the work of the United Nations and its bodies;

8. To ensure and promote the active participation of all relevant stakeholders, major groups and the private sector, including civil society, especially from developing countries, drawing on the best practices of and models from other institutions and processes with the aim of achieving wider consultations, effective engagement and transparency in the work of the United Nations Environment Assembly, with due regard to its intergovernmental character;

9. To mandate the President of the African Ministerial Conference on the Environment to convey the priorities and position of Africa as contained in the report of the ministerial segment of the fifth special session of the African Ministerial Conference on Environment to all parties, including external partners, organizations and multilateral environment agreements, with a view to enlisting their support and to report thereon to the African Ministerial Conference on the Environment at its fifteenth session;

10. To mandate the President of the African Ministerial Conference on the Environment to submit the report of the ministerial segment of the fifth special session of the African Ministerial Conference on Environment, including the recommendations contained in the Gaborone Declaration on climate change and Africa's development and in the other annexes to the report, to the Executive Council of the African Union;

11. To express our appreciation to the African Union Commission, the African Development Bank, the Executive Director of the United Nations Environment Programme, the United Nations Economic Commission for Africa and other organizations for their support in convening this fifth special session of the African Ministerial Conference on the Environment;

12. To pay tribute to the President, the Government and the people of Botswana for the warm welcome and hospitality extended to participants, the excellent facilities made available and their generous support to the African Ministerial Conference on the Environment at its fifth special session, which contributed greatly to its success.

Annex II

Decisions adopted by the African Ministerial Conference on the Environment at its fifth special session

Decision SS.V/1: Climate change

We, African ministers of the environment,

Having met in Gaborone on 17 and 18 October 2013 at the fifth special session of the African Ministerial Conference on the Environment,

Welcoming decision Assembly/AU/Dec.457(XX) of the African Union Assembly at its twentieth ordinary session, held in Addis Ababa in January 2013, on the coordination of the Committee of African Heads of State and Government on Climate Change and Africa's preparation for COP 19/CMP 9,

Recalling the decision by the African Ministerial Conference on the Environment at its fourteenth session to develop and adopt a common negotiating position on climate change, which affirms an international climate regime that ensures full, effective and sustained implementation of the United Nations Framework Convention on Climate Change and the Kyoto Protocol thereto,

Recalling also the Bamako Declaration on Consolidating the African Common Position on Climate Change, adopted by the African Ministerial Conference on the Environment at its fourth special session, in which African ministers of environment endorsed, inter alia, the updated African common position on climate change as the basis for negotiations by African States on strengthening the international climate change regime through the full, effective and sustained implementation of the United Nations Framework Convention on Climate Change and the Kyoto Protocol thereto,

Recalling further the decision by the African Ministerial Conference on the Environment at its fourth special session agreeing, inter alia, that the African common position will be continuously backed by new findings, including the best available scientific, economic and technical information, and, in this regard, inviting relevant institutions and development partners to support the elaboration of the research agenda in support of the African common position,

Recalling the outcomes of the eighteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change and the eighth session of the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol, held in Doha, and previous sessions thereof,

Recalling also the outcome of the first Africa Food Security and Adaptation Conference, held in Nairobi on 20 and 21 August 2013, which provided the platform for continental dialogue on food security and climate change adaption through harnessing ecosystem-based approaches in Africa,

Recalling further the conference on adaptation knowledge platforms, held in Nairobi on 5 and 6 February 2013, at which the participating representatives from regional adaptation knowledge networks and platforms adopted the Africa Adaptation Knowledge Network as the continental network for coordinating climate change adaption knowledge,

Aware of the findings of *Africa's Adaptation Gap* report, the results of which show that in a below 2°C warming pathway, adaptation costs in Africa in the mid-term to long-term are estimated at \$35 billion per year by the 2040s and \$200 billion per year by the 2070s, that beyond a 3.54°C warming pathway, adaptation costs in Africa are estimated at around \$45–50 billion per year by the 2040s and \$350 billion per year by the 2070s, and that without adaptation total damages would reach 7 per cent of Africa's gross domestic product, illustrating the potential for adaptation measures to significantly reduce levels of damage,

Aware also of the forthcoming nineteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change and the ninth session of the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol, to be held in Warsaw from 11 to 22 November 2013,

Decide:

- (a) To reaffirm the African common position on climate change and the key messages¹ on climate change negotiations for the nineteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change and the ninth session of the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol presented as the outcome of the meeting of the African group of negotiators held in Gaborone from 15 to 18 October 2013;
- (b) To request member States and the African group of negotiators to use the common position as the basis for their positions during the nineteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change and the ninth session of the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol;
- (c) To reiterate that the African common position will be continuously backed by new findings, including the best available scientific, economic and technical information, and in this regard to welcome the research agenda and work programme of support for the African group of negotiators and to invite institutions, African centres of excellence, the African Union Commission, the African Development Bank, the United Nations Environment Programme, the United Nations Economic Commission for Africa, the African Climate Policy Centre, and other development partners, including the World Bank, to support the elaboration of the research agenda and work programme in support of the African common position;
- (d) To adopt the *Africa's Adaptation Gap* report and its findings and urge member States to use the report in decision-making and in updating the African common position on climate change;
- (e) To request the United Nations Environment Programme to prepare the Africa adaptation gap report on a yearly basis and present the findings of the report to the sessions of the African Ministerial Conference on the Environment;
- (f) To take note of the conclusions and recommendations of the first Africa Food Security and Adaptation Conference, held in Nairobi on 20 and 21 August 2013, on the theme "Harnessing ecosystems-based approaches for building resilient food systems and adapting to climate change in Africa" and to support the Africa Adaptation Knowledge Network as the continental network for coordinating, facilitating, harnessing and strengthening the exchange of information and knowledge for climate change adaptation;
- (g) To invite all member States to attend and participate actively in the nineteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change and the ninth session of the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol to be held in Warsaw and to promote the African common position;
- (h) To reaffirm the mandate of the African group of negotiators to periodically update the African common position based on the guidance encompassed in the key messages document and emerging scientific understanding and dynamics in the negotiation.

Annex

Key messages on climate change negotiations for the nineteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change and the ninth session of the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol

1. We, African ministers of the environment, recognize that climate change is one of the greatest challenges of our time and represents an urgent and irreversible threat to human societies and the planet. We note with concern the report of Working Group I of the Intergovernmental Panel on Climate Change entitled "Climate Change 2013: The Physical Science Basis" in which the scientists underscored their general consensus, backed by scientific evidence from the observations made since 1950, that the climate system, including the atmosphere and ocean, has warmed and sea level has risen with negative implications and projections for the African continent.
2. We reaffirm that the United Nations Framework Convention on Climate Change and the Kyoto Protocol thereto constitute the fundamental global legal instrument on climate change and that all actions or measures related to climate change must be in full conformity with the principles and

¹ Decision SS.V/1, annex.

provisions of the Convention, in particular those of equity and common but differentiated responsibilities and respective capabilities.

3. We reaffirm that achieving sustainable development and poverty eradication are the priorities for Africa. We recognize that at present Africa faces numerous, severe and growing negative impacts arising from the adverse effects of climate change and that such impacts are undermining Africa's efforts to attain its development goals, including the Millennium Development Goals.
4. We acknowledge that there is an urgent and immediate need to avoid further loss and damage to Africa and call for immediate action, in particular by Annex I parties, to reduce their emissions in line with the information set out in the latest reports of the Intergovernmental Panel on Climate Change and more recent scientific studies in a way that will limit the global average temperature increase to well below 1.5°C.
5. We recognize that Africa, as a large continental land mass, will experience average warming of around 150 per cent of the global average, and consequently that a goal of limiting average global warming to 2°C risks average warming of over 3°C on the continent of Africa and represents extremely dangerous human interference with the climate system and a threat to poverty eradication, ecosystems, food security, health and sustainable development.
6. We note with concern that emissions from Annex I parties increased by approximately 8 per cent between 1990 and 2008, economies in transition not included. We further note with concern that the inadequate mitigation pledges, notably by Annex I parties under the Cancun Decisions, risk an increase in global average temperature of greater than 2°C – and possibly as much as 4.8°C – threatening catastrophic impacts worldwide, and particularly for Africa owing to its high vulnerability to the impacts of climate change and low adaptive capacity.
7. We are aware that the mitigation pledges for 2020 by Annex I parties in the context of the climate change negotiations amount to less than the voluntary mitigation pledges by non-Annex I parties. We recall that the Convention requires Annex I parties to make “equitable and appropriate” contributions to achieving the objective of the Convention and therefore stress that Annex I parties must show leadership, including by raising their level of ambition to the scale required by science and equity.
8. We reaffirm that Africa's share of global emissions will need to grow to meet its sustainable development needs and assert the right of non-Annex I parties, in particular in Africa, to an equitable share of atmospheric space and resources taking into account the cumulative historical responsibility and the use of such resources by Annex I parties and the fact that cumulative emissions in Africa remain extremely low.
9. We acknowledge the recent *Africa's Adaptation Gap* report by the African Ministerial Conference on the Environment secretariat and the United Nations Environment Programme, confirming that the adaptation challenge in Africa will grow substantially even if the 2020 emissions gap is closed and mean global warming is held below 2°C, and that the costs to adapt to the adverse effects of climate change will continue to increase by about 7 per cent of the African gross domestic product each year after 2020.
10. We reaffirm that adaptation is an essential priority and necessity for Africa and that there is an urgent need for immediate and adequate support for the implementation of adaptation plans and actions through the provision of grant-based public resources.
11. We recognize, in this context, the importance of agriculture to Africa, and we urge that the issue of agriculture be addressed as an adaptation measure. This will address issues relating to food security, poverty eradication, socio-economic development, environment and livelihood sustainability through adaptation to the impacts of climate change.
12. We express our concern that, as indicated in the final Fast-start Finance report, the resources disbursed for adaptation and mitigation to developing countries have been inadequate (only 20 per cent for adaptation), the sources have not been clear (whether public, private or other sources), channels used have varied from the financial mechanisms, e.g., the Least Developed Countries Fund, bilateral and multilateral agencies, and the modalities used have ranged from grants and concessional loans to technical assistance. Noting the lack of clarity in relation to the provision of fast-start finance, we call for clear criteria for choosing beneficiary countries and types of projects to be supported, and for increased efforts to increase resources for adaptation to match the current demands and requirements, and for an immediate recapitalization of the Green Climate Fund.
13. We are concerned about the ambition gap between the level of actions currently proposed to address climate change and the enhanced actions required to achieve the Convention's objective. The

ambition gap reflects shortfalls in the Convention's implementation on mitigation, adaptation, finance, technology development and transfer, transparency of action and support, and capacity-building.

14. We stress that in order to close the ambition gap enhanced action is needed to strengthen implementation in each area, with a view to ensuring the highest possible mitigation action by all parties, and reflecting linkages between mitigation and adaptation; mitigation and its means of implementation; and transparency of actions and support.

15. We call on parties to close implementation and ambition gaps, as described below, through the full and effective implementation of the Convention and the Kyoto Protocol thereto during the pre-2020 period (and by strengthening the multilateral, rules-based regime through a post-2020 agreement to be negotiated under the Convention).

Negotiations under the United Nations Framework Convention on Climate Change and the Kyoto Protocol thereto

16. We reaffirm that the outcome of negotiations under the United Nations Framework Convention on Climate Change must be based on science, equity and the rule of law. Such an approach must include ambitious short-term, medium-term and long-term mitigation commitments by Annex I parties that reflect their historical responsibilities and represent an equitable and appropriate contribution to the global effort to tackle climate change, and the provision of adequate means of implementation, including finance, technology and capacity-building, to enable non-Annex I parties to address mitigation and adaptation.

Implementing the Kyoto Protocol

17. We recall the decision of the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol at its eighth session to adopt the Doha Amendment to the Kyoto Protocol, and we call upon African countries and the parties to the United Nations Framework Convention on Climate Change to speed up their ratification processes in order for the Doha Amendment to enter into force. We call upon developed country parties to the Kyoto Protocol to fulfil their promises made in Doha to review their quantified emission limitation reduction objectives by April 2014. Furthermore, we call for increased efforts to raise the ambition of the comparable pledges in the same timeframe by Annex I parties that are not participating in the second commitment period of the Kyoto Protocol.

18. We note with concern that the price of carbon continues to decrease below \$1 a tonne, as a result of which there is no incentive for companies and governments to invest in low-carbon projects. We emphasize the necessity of exploring options and ways to strengthen the carbon price through, inter alia, the establishment of carbon price floors and other initiatives with the additional objective of providing enhanced resources to the Adaptation Fund and enhancing geographical distribution of the Clean Development Mechanism in Africa.

Implementing the United Nations Framework Convention on Climate Change

19. We reiterate the importance of the fulfilment by all parties of their commitments under the United Nations Framework Convention on Climate Change and call for the full implementation of all the decisions on the Bali Action Plan adopted by the Conference of the Parties to the Convention at its sixteenth, seventeenth and eighteenth sessions.

Adaptation

20. We take note of the increasing adaptation needs, their associated costs and their implications for the economic development of African countries, as well as the low level of funding for adaptation actions on the continent.

21. We affirm that adaptation activities should be funded at full cost through direct and simplified access to adequate, new and additional public grant-based financial resources, following a country-driven approach, as well as to environmentally sound technologies and capacity-building in a predictable and prompt manner as part of a balanced package on all issues to implement the Convention and the Kyoto Protocol thereto.

22. In line with decision 5.CP/17, we urge the operating entities of the financial mechanisms of the Framework Convention, bilateral and multilateral organizations and other institutions as appropriate, to expedite support for the formulation of national adaptation plans and other adaptation strategies and programmes to address total climate risk, and enhance and strengthen countries' resilience, to be presented for funding to the Conference of the Parties to the Framework Convention on Climate Change at its twenty-first session.

23. We request the secretariat of the African Ministerial Conference on the Environment to provide regular updates on the implementation of decision SS.V/1 to allow for the adoption of relevant decisions in 2014 for further appropriate actions.
24. We urge the Adaptation Committee to adapt the technical guidelines for formulating national action plans in countries that are not least developed countries, and request the Conference of the Parties to the Framework Convention on Climate Change to give explicit guidance to the Global Environment Facility on the Special Climate Change Fund, as a follow-up to the initial request to the Facility in decision 12/CP.18, to consider how the Fund might be used to support countries that are not least developed countries in the preparation of their national action plans.
25. We urge the Adaptation Committee to expedite its work on facilitating the support process and implementation of national adaptation actions and plans of non-Annex I parties through the relevant linkages between the finance and technology mechanisms of the Convention.

Loss and damage

26. We urge that an international mechanism be established to address loss and damage associated with the adverse effects of climate change from extreme and slow-onset events. The mechanism should complement existing institutions within the United Nations Framework Convention on Climate Change, as well as external institutions, with a view to strengthening coherence, coordination, synergies, linkages and cooperation on loss and damage to the adverse effects of climate change, both within and external to the Convention.
27. We further call on the Conference of the Parties to the Framework Convention on Climate Change to provide technical and financial support to ensure the efficient development and operationalization of approaches, at all levels, to address loss and damage from extreme weather events and slow-onset events, including approaches for rehabilitation.

Review

28. We acknowledge that the 2013–2015 review has commenced and that it should lead to the strengthening of the global temperature goal of well below 2°C that is an integral part of mitigation ambition and should inform the work of the Ad Hoc Working Group on the Durban Platform for Enhanced Action and the 2015 legal agreement.

Framework on various approaches

29. We consider the possibility of the establishment of a framework for various approaches, new market mechanisms and non-market approaches and the linkage between proposed new markets and existing markets.
30. We urge parties to further increase the understanding of the scope and purpose of the framework, new market mechanisms and non-market approaches. Further, we emphasize that any new market mechanism should complement the ambition in terms of mitigation objectives of developed country parties at domestic level, while ensuring environmental integrity and real and permanent emissions reductions.
31. We call for the provision of public finance for non-market approaches and consideration of ecosystem services as an important instrument for achieving sustainable development considering the importance of non-market approaches for African countries and the different levels of social and economic development on the continent.
32. We would like, considering the limitations of the Clean Development Mechanism in Africa, any new market approaches under the Convention to apply lessons learned from the Clean Development Mechanism to ensure a fair and equitable distribution of initiatives.

Means of implementation

33. We stress that the goals related to means of implementation should relate to the amount of action needed to achieve the temperature goal of well below 2°C, thus the \$100 billion annually by 2020 should be considered as the minimum level of support to be provided by Annex II parties.
34. We welcome progress made in Doha on the establishment and operationalization of effective and accountable institutions under the authority and guidance of the Conference of the Parties to the Framework Convention on Climate Change in relation to adaptation, finance and technology transfer.

Finance

35. We reaffirm that the general approach to finance shall, inter alia, implement the relevant articles of the Convention, in particular articles 4 and 11, complement the mandate of decision 1/CP.13, particularly as it relates to adaptation and scaled-up financing for 2013–2020, and fully implement the relevant decisions on finance from the Cancun and Doha climate negotiations.

36. We emphasize that the predictability, sustainability and adequacy of support provided, and country ownership, have to be operationalized through the following:

(a) A process for needs assessment that builds on existing criteria and data (national action plans, national adaptation programmes of action, the Clean Development Mechanism, needs assessment programme);

(b) A clear road map with milestones on the building up of finance reaching \$100 billion annually in 2020 with clarification on sources, criteria for disbursement and clear reporting provisions;

(c) Clarification on how finance will ensure country ownership and country drivenness;

(d) Sufficient and adequate initial and early capitalization of the Green Climate Fund in line with the expectations reflected in the relevant decisions;

(e) Adaptation finance and reliable, predictable sources for the Adaptation Fund, the Special Climate Change Fund, and the Least Developed Countries Fund;

(f) Criteria to allow for a fair share of access to the means of implementation by developing countries: this should include needs/geographic balance;

(g) Specific criteria should be applied to allow for a clear burden-sharing mechanism to identify the shares of the developed countries in providing means of implementation thus allowing for transparency, predictability and responsibility;

(h) The \$100 billion dollars annually is not the goal; the goal is adequate means of implementation for achieving the goal of global warming of less than 2°C.

Ministerial segment of the nineteenth session

37. We welcome the ministerial-level discussion at the nineteenth session, which should be an open and honest dialogue on how the international community will close the finance gap that relates to the ambition gap and, as such, we call on all parties to unblock the political obstacles standing in the way of a robust and open discussion on financing needs and scales, as well as the various sources for mobilizing increased financial resources.

38. We emphasize the need to tackle the issues of predictability, sustainability, clarity of sources and scale of finance, especially for the Green Climate Fund and the Adaptation Fund, building on the experience of the fast-start finance.

39. We further note the need for enhanced understanding and substantive progress on matching developing country needs and priorities with the sources of and avenues for accessing climate finance.

40. We recognize the linkages between the scale and the level of mitigation ambition expected by developing countries and the scale and ambition of the financing needs and requirements for developing countries.

Adaptation finance

41. We note with grave concern the low level of resources of the Adaptation Fund and urge developed country parties to increase their contributions as matter of priority at the nineteenth session of the Conference of the Parties to the Framework Convention on Climate Change to fund projects in the pipeline.

42. We further call on the Conference of the Parties to address the sustainability and adequacy of the sourcing of the financing for the Adaptation Fund and take appropriate decisions in that regard as matter of urgency.

43. We affirm that the findings of the *Africa's Adaptation Gap* report, the results of which show that in a below 2°C warming pathway, adaptation costs in Africa in the mid term to the long term are estimated at \$35 billion per year by the 2040s and \$200 billion per year by the 2070s, and that in a beyond 3.5–4°C warming pathway, adaptation costs for Africa are estimated at \$45 billion to \$50 billion per year by the 2040s and \$350 billion per year by the 2070s, should be used as the basis to provide financial support for the implementation of country-driven adaptation measures and actions.

44. We urge developed country parties to significantly scale up the pre-2020 adaptation financing to at least \$15 billion annually from 2013 and to gradually scale it up to at least \$50 billion annually by 2020, noting that the primary source of finance shall be from government budgets supplemented by other innovative sources of funding and that such finance shall be measurable, reportable and verifiable.

45. We further reiterate that adaptation finance shall be new and additional, predictable and sustainable to meet the needs of vulnerable developing countries and shall be provided through direct access as grants and flow under the Convention through the Green Climate Fund, the Adaptation Fund and the Least Developed Countries Fund.

46. We stress that adaptation finance shall be provided to all developing countries that are particularly vulnerable to the adverse effects of climate change. The allocation shall be undertaken through criteria based on country capacity, urgent and immediate needs and geographical representation.

47. We invite the Conference of the Parties, its Standing Committee on Finance and its Adaptation Committee to review the following on an appropriate periodic basis and through specific measurable, reportable and verifiable support provisions:

(a) A review of adaptation finance needs and scale based on the assessment reports of the developing countries adaptation needs, science and impacts review and developed countries mitigation ambition;

(b) A review of the adequacy of the delivery of adaptation finance and the extent to which country ownership and country drivenness are ensured.

Long-term finance

48. We stress that the objective of long-term financing is to address the needs of developing countries in the context of the agreed global goal of 2°C to be reviewed during the period 2013–2015 for further strengthening at 1.5°C.

49. We invite the Conference of the Parties to the Framework Convention on Climate Change at its nineteenth session to launch a process to determine the needs, scale and sources of climate finance based on a set of agreed principles, particularly in the light of the objective of the Green Climate Fund as outlined in the Governing Instrument for the Green Climate Fund.

50. We note that the process should build on existing results and recommendations from past processes, particularly the long-term financing work programmes, recent relevant scientific and technical reports, and the work of specific thematic bodies established under the Convention, such as the Standing Committee on Finance, the Adaptation Committee and the Technology Executive Committee.

Green Climate Fund

51. We welcome the conclusion of the arrangements between the Green Climate Fund Board and the Standing Committee on Finance on ensuring that the Green Climate Fund is accountable and functions under the guidance of the Conference of the Parties.

52. We urge developed countries to accelerate the operationalization of the Fund for initial capitalization by no later than September 2014 with adequate funding and agreement on a formal replenishment process for subsequent rounds.

53. We call on the Green Climate Fund Board to ensure that Africa receives a fair allocation of resources based on its urgent needs and vulnerability to the impacts of climate change and through simplified and expeditious access.

54. We further call on all institutional partners, particularly the African Development Bank, the African Union Commission and United Nations entities, to assist and support African countries in their readiness activities for early mobilization of Green Climate Fund financing when it is made available.

55. We express concern about the lack of clarity on long-term financing of results-based REDD+ activities in phase three. We call for a transparent process for the provision of adequate and equitable long-term financial resources. We further call for the establishment of a simplified structure that would allow broader participation of countries in accordance with their national circumstances.

Technology transfer

56. We stress the urgent need to address the issue of technology transfer, including the identification and removal of all barriers preventing access to climate-related technologies and the appropriate treatment of intellectual property rights, including the removal of patents on climate-related technologies for non-Annex I parties.

Capacity-building

57. We express our concern at the inadequacy of the institutional arrangements established so far in relation to capacity-building and stress that capacity development is a key issue for Africa to implement both mitigation and adaptation measures. The mandate of the Durban Forum on Capacity-Building should be extended in order to explore ways of enhancing the implementation of capacity-building initiatives.

Negotiations under the Durban Platform for Enhanced Action

Enhancing ambition pre-2020 to implement the Convention under workstream II of the Durban Platform

58. We urge the Conference of the Parties to the United Nations Framework Convention on Climate Change at its nineteenth session to initiate focused discussion in order to structure its work and formulate a clear road map, linking activities and outcome, and timelines and interim and final outcomes.

59. We call upon developed countries to show increased commitment to closing the ambition gap under workstream II of the Ad Hoc Working Group on the Durban Platform for Enhanced Action through the following:

- (a) Enhanced 2020 mitigation commitments under the Kyoto Protocol and Framework Convention on Climate Change;
- (b) Enhanced finance provision and technology transfer for mitigation and adaptation during the period 2013–2020;
- (c) Specific means of implementation for the current pipeline of Clean Development Mechanism projects that amounts to a reduction of 6.2 gigatonnes of carbon dioxide emissions;
- (d) Balanced progress on all issues in the context of the Ad Hoc Working Group on the Durban Platform for Enhanced Action and other bodies under the Convention.

60. We welcome the call by the United Nations Secretary-General for a leaders summit on climate change to be held in 2014 and call for the following:

- (a) Annex I parties to come forward with enhanced mitigation commitments under the Kyoto Protocol and the Convention;
- (b) Annex II and other developed country parties to commit to enhanced finance and technology transfers for 2014–2015, including Green Climate Fund capitalization and a finance pathway to 2020;
- (c) Non-Annex I parties to come forward with nationally and regionally appropriate mitigation actions, to be supported and enabled by finance and technology.

Agreeing on an effective post-2020 agreement to implement the Convention under workstream I of the Durban Platform

61. We reaffirm our commitment to the negotiations under the Ad Hoc Working Group on the Durban Platform for Enhanced Action to develop a protocol, another legal instrument or an agreed outcome with legal force under the Convention addressing, inter alia, mitigation, finance, adaptation, capacity-building, technology transfer and transparency of action and support.

62. We stress that the negotiations on a future legal outcome under the Durban Platform for Enhanced Action are under the Convention. The Convention's annexes and all its principles and provisions, including the principles of common but differentiated responsibilities and respective capabilities, shall apply.

63. We emphasize that the outcome must be a legally-binding agreement that reinforces a fair, multilateral and rules-based regime based on science and that brings into effect the right to equitable access to sustainable development and the sharing of atmospheric space and resources, taking into

account cumulative historical responsibility and the use of such by Annex I parties, with the principle of equity reflected in all aspects of the future agreement.

64. Furthermore, we stress that the 2015 agreement must give equal priority to both adaptation and mitigation. The 2015 agreement should enshrine a commitment to adaptation support that is commensurate with the dynamic relationship between the temperature goal and mitigation ambition.

Decision SS.V/2: Africa and the United Nations Environment Assembly

We, African ministers of the environment,

Having met in Gaborone on 17 and 18 October 2013 at the fifth special session of the African Ministerial Conference on the Environment,

Recalling General Assembly resolution 67/251 of 13 March 2013, by which the Assembly changed the designation of the Governing Council of the United Nations Environment Programme to the United Nations Environment Assembly of the United Nations Environment Programme,

Recalling also General Assembly resolution 67/213 of 21 December 2012, by which the Assembly decided to strengthen and upgrade the United Nations Environment Programme in the manner set out in subparagraphs (a) to (h) of paragraph 88 of the outcome document of the United Nations Conference on Sustainable Development, entitled “The future we want”, as endorsed by the General Assembly in its resolution 66/288 of 27 July 2012,

Recalling further paragraph 15 of Governing Council decision 27/2 on the implementation of paragraph 88 of the outcome document of the United Nations Conference on Sustainable Development, which stressed the importance of regional ministerial environment forums for which the United Nations Environment Programme serves as secretariat, and invited those forums to contribute, as appropriate, to the work of the governing body of the United Nations Environment Programme,

Aware of the need for Africa to take a proactive role to articulate Africa’s environmental priorities in the United Nations Environment Assembly,

Noting the efforts of the African Union in enhancing its participation in the work of the United Nations and its entities,

Recognizing that the African Ministerial Conference on the Environment is the main regional forum to advance the environment priorities of Africa in the United Nations Environment Assembly,

Recognizing also the need to support the formulation of the rules of procedures of the United Nations Environment Assembly to enable the Committee of Permanent Representatives effectively to contribute to the setting of the agenda,

Decide:

(a) To strengthen coherence and increased engagement between Member State diplomatic missions in Addis Ababa, Geneva, Nairobi and New York on sustainable development matters;

(b) To mandate the African group of the Committee of Permanent Representatives to the United Nations Environment Programme, in collaboration with African permanent missions in Addis Ababa, Geneva and New York, to prepare and advance a common strategy for Africa’s engagement with the United Nations Environment Assembly that will be considered by the African Ministerial Conference on the Environment at its fifteenth session;

(c) To encourage African countries to accredit representatives to the United Nations Environment Programme so as to ensure the full and active participation of Africa;

(d) To request the Executive Director of the United Nations Environment Programme to continue supporting the African Ministerial Conference on the Environment in the advancement of its responsibilities as the regional ministerial forum on environmental matters;

(e) To request the United Nations Environment Programme to strengthen its strategic operations and regional presence by strengthening and establishing subregional offices in all the five subregions of Africa and strengthening its presence and the coordination of programmes at the national level;

(f) To commit ourselves to continue paying our contributions and consider increasing our contributions to the Environment Fund of the United Nations Environment Programme and the General Trust Fund for the African Ministerial Conference on the Environment;

(g) To support the efforts of the African Union in enhancing its participation in the work of the United Nations and its entities;

(h) To ensure and promote the active participation of all relevant stakeholders, major groups and the private sector, including civil society, especially from developing countries, drawing on the best practices of and models from other institutions and processes with the aim of achieving wider consultations, effective engagement and transparency in the work of the United Nations Environment Assembly, with due regard to its intergovernmental character.

Decision SS.V/3: Development of regional flagship programmes

We, African ministers of the environment,

Having met in Gaborone on 17 and 18 October 2013 at the fifth special session of the African Ministerial Conference on the Environment,

Recalling the decisions of the Assembly of the African Union² and the African Ministerial Conference on the Environment³ with the aim to develop and implement key African regional flagship programmes identified on the basis of the outcome document of the United Nations Conference on Sustainable Development, entitled “The future we want”, and key priorities for Africa as a means to ensure the effective implementation of the outcomes of the United Nations Conference on Sustainable Development,

Recognizing the need to ensure that the development and implementation of the regional flagship programmes are owned and led by member States and that the flagship programmes are to be implemented under the overall framework of the Environment Action Plan of the NEPAD Planning and Coordinating Agency towards harmonized and collective action in the management of environmental and natural resources,

Acknowledging the fact that a sound environment is the foundation for sustainable development, particularly in the areas of agricultural productivity, poverty eradication, wealth creation in the context of climate change, variability and disaster risk reduction,

Decide:

(a) To establish a steering committee within the NEPAD Planning and Coordinating Agency to guide the overall coherent development and implementation of the regional flagship programmes, and that the steering committee shall work in close consultation with member States and shall be composed of representatives of the African Union Commission, the United Nations Economic Commission for Africa, the NEPAD Planning and Coordinating Agency, the African Development Bank, and the Bureau and secretariat of the African Ministerial Conference on the Environment;

(b) To agree that the steering committee shall establish such programme coordination committees and working groups or other relevant bodies as may be necessary to ensure effective implementation, monitoring and evaluation of the regional flagship programmes;

(c) To request the secretariat, in consultation with the members of the steering committee, to undertake a detailed assessment of existing programmes and other initiatives with a view to ensuring that the regional flagship programmes build on and promote coherence and synergies with existing work, prevent duplication and place a special premium on value addition, and that the assessment shall determine the nature and subregional locations of partnerships and resource needs and present progress thereon to the African Ministerial Conference on the Environment at its fifteenth session;

(d) To mandate the NEPAD Planning and Coordinating Agency to support member States to develop bankable projects based on regional flagship programmes and informed by the outcome of the detailed assessment of existing programmes and initiatives using a bottom-up approach;

(e) To request the NEPAD Planning and Coordinating Agency, in collaboration with the steering committee, regional economic communities and member States, to develop a resource mobilization strategy for the regional flagship programmes that should include mainstreaming the implementation of flagship projects into national budgeting processes;

(f) To encourage member States to allocate at least 5 per cent or a significant portion of their national budgets to the environment;

² Assembly/AU/Dec.437(XIX).

³ Decision 14/1 on Africa’s post Rio+20 strategy for sustainable development.

(g) To invite member States and other stakeholders to promote and raise awareness and support for the implementation of the regional flagship programmes at national, subregional and regional levels;

(h) To institutionalize regular reporting to the Assembly of the African Union by the President of the African Ministerial Conference on the Environment on the progress made in the development and implementation of the regional flagship programmes.
