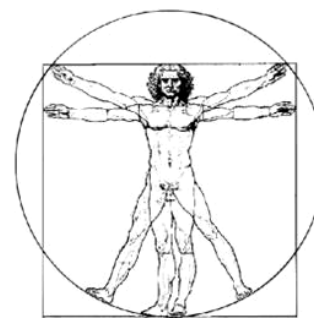


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# european capacity building initiative (ecbi)



for sustained capacity building in support of the  
international climate change negotiations

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## 2008 ecbi Regional Workshop for East and Southern Africa,

23-25 SEPTEMBER 2008

GABORONE, BOTSWANA



The ecbi Regional Workshop for East & southern Africa in Gaborone was attended by participants from Botswana, Comoros, Ethiopia, Kenya, Lesotho, Malawi, Namibia, South Africa, Sudan, Uganda, Zambia

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### Opening of the workshop

Opening the workshop, Mr Mathias Chakalisa, Permanent Secretary at the Ministry of Environment, Wildlife and Tourism said that it was an honour and a privilege for Botswana to host this ecbi event. Botswana was a small contributor to global warming but would unfortunately suffer from its impacts. Mr Chakalisa regarded this workshop as a prime opportunity to cross-fertilise ideas across ministries of environment and finance of the region. Mr Chakalisa commended ecbi and IIED for organising the workshop which significantly contributed to building the capacity of negotiators in the region, and through them, across Africa.



Dr Saleemul Huq thanked Botswana for its hospitality and welcomed participants to the workshop. He briefly outlined the objectives of the European Capacity Building Initiative (ecbi): to build capacity, as well as understanding and trust, between negotiators from developing countries and between developing country negotiators and their European counterparts. The regional workshops aimed at enhancing the group dynamics in the group of most vulnerable countries. They took place in various regions in the period leading up to a UNFCCC COP or just before a COP. So far, they had received very positive feedback.

### The UNFCCC & Kyoto Protocol - key issues in the negotiating process from Bali to Copenhagen

Linda Siegele, FIELD and ecbi resource person presented an overview of the main negotiating issues on the agenda of the UNFCCC process between now and December 2009, when it was hoped a post 2012 regime would be agreed upon. The Bali Action Plan had established two tracks of negotiation: one under the Convention (in the Ad Hoc Working Group on Long-term Cooperative Action, AWG-LCA) and one under the Kyoto Protocol

(in the Ad Hoc Working Group on Further Commitments from Annex I Parties under the Kyoto Protocol, AWG-KP) The AWG-LCA was the forum that regrouped all UNFCCC Parties and where most of the issues directly relevant to developing countries were to be discussed. The overarching principle for the work of the AWG-LCA was that of a 'shared vision' for a future regime. Four building blocks had been identified for its work: adaptation and mitigation, plus technology transfer and financial resources as cross cutting issues.

Participants expressed interest in enforcement of the UNFCCC and the Kyoto Protocol; the following short discussion around enforcement of international environmental law ensued. In general, enforcing multilateral environmental agreements depends upon the will of the State Party to comply. It is in the best interests of all Parties to encourage States to act responsibly in the case of global environmental issues as opposed to applying sanctions for causing environmental damage. Therefore, compliance provisions in global environmental agreements tend to be aimed at building consensus around common environmental objectives.

Where enforcement mechanisms in multilateral environmental agreements appear weak, it may be possible to access 'enforcement' mechanisms in supporting international law. One example is the recent case of the Inuit Circumpolar Conference's use of international human rights law where they petitioned the Inter-American Commission on Human Rights seeking relief from violations of the human rights of Inuit people resulting from global warming caused by greenhouse gas emissions from the United States of America.

It is worth noting that the Kyoto Protocol has a compliance mechanism and that the Parties have established a Compliance Committee, which consists of an enforcement branch and a facilitative branch. The facilitative branch aims to provide advice and assistance to Parties in order to promote compliance, whereas the enforcement branch has the responsibility to determine consequences for Parties not meeting their commitments. For more information on compliance with the Kyoto Protocol, please visit the following UNFCCC Secretariat webpage: [http://unfccc.int/kyoto\\_protocol/compliance/items/2875.php](http://unfccc.int/kyoto_protocol/compliance/items/2875.php). Other topics of particular interest among participants were the adequacy of a 2 °C 'limit' on the increase of global average temperatures; the adaptation levy on the CDM; the newly created Adaptation Fund. Some of these topics were discussed in detail later in the workshop.

### An Introduction to the basic Science of Climate Change and the IPCC Process

Claire Parker, ecbi consultant, presented a short overview of the science underlying climate change, aimed mainly at the participants who were 'new' to the issue or unfamiliar with its scientific aspects. This was followed by a question-and-answer session.

### Major issues under negotiation towards the post 2012 UNFCCC regime which are relevant to the region

Emily Massawa (Kenya) presented the developing countries' perspectives on the post -2012 issues. She highlighted Africa's vulnerability to climate variability and change: impacts were starting to undermine sustainable development; the costs of disaster management were rising beyond affordable limits and the poor were particularly at risk. Most countries in Africa combined weak institutional weakness with weak technical capacity. Access to both funding and opportunity was poor. During the last round of negotiations, a number of proposals had been made with regard to adaptation and adaptation finance, among which the Africa-Regional implementation initiative which would involve a network of African centers of excellence and the implementation of pilot projects. Adaptation and adaptation finance were, so far, the most promising issues for reaching early agreement on.

Differentiation among NA1 was a contentious issue. The G-77/China and the African Group strongly opposed it, among other reasons because the emissions per capita criterion disadvantaged countries with smaller economies. The G77 was therefore focusing on the implementation of the Convention. Most of these issues were discussed again in the last session – please see below under Consultation among participants on possible African positions for COP14 in Poznan, December 2008.

Dr Huq explained that because of the crucial nature of the funding issue in the ongoing negotiations, there was an important role to play for officials from the ministries of finance. The 'disconnect' which had long existed between them and their colleagues from environment, who traditionally dealt with climate change, needed to be addressed.

Dr Huq and Dr Müller explained some of the funding issues now on the agenda of the negotiations, and some of the proposals made (see also the Chapter in this report on Adaptation and Adaptation Finance). One participant suggested that in order to progress the discussions on funding, it may be useful for the non-Annex I countries to take a proactive stance on climate change in the context of their development. These countries should determine: what they would wish to see achieved in the various sectors, over what period of time and at what cost. In response, the Annex I countries could propose a financial mechanism to achieve these aims. Several participants reported that such planning was already being done in their country, in some of them along the NAPA model. Some non Annex I countries had set up their own funds for adaptation, to which Annex I countries were invited to contribute.



The participants discussed what an agreement in Copenhagen would need to comprise: (a) larger mitigation commitments by Annex I countries (b) US participation (c) large scale financial support from Annex I countries for technology transfer and adaptation and (d) action by the larger G77 countries. It was pointed out that the larger non-Annex I countries were prepared to take mitigation action, provided these were financed in a 'mrv' (measurable, reportable and verifiable) manner by the Annex I countries. However, neither 'emissions per capita' nor 'emissions per GDP' was acceptable as a criterion to impose commitments on the other, smaller and/or more vulnerable countries. The importance of good cooperation between the G77 countries was underlined, as was the need for these countries to prepare their negotiating positions carefully and to make submissions to the COP and its bodies.

## Development and Transfer of Technology

Angela Kabuswe (Zambia) made a presentation on the development and transfer of technology, with special reference to Africa. She recalled that transfer of technology was provided for in the Convention under article 4.5 and explained that so far, it had mainly applied to mitigation technology (in particular, hardware for the energy sector). She further described some of the challenges technology transfer was facing.



In the discussion, it was pointed out that AI countries said that their governments were not in a position to transfer technology as the intellectual property rights were in the hands of the private sector. The NAI countries therefore wanted funding to buy out these rights, or to acquire licenses to the technology on a concessionary basis. There was a Chinese proposal for the establishment of a technology transfer fund, which may become part of the post 2012 agreement.

Africa's adaptation needs would be less well served by big and expensive 'hardware' technology than by know-how: how to put in place effective disaster management, how to protect communities, how to use natural barriers to sea level rise etc. This type of know-how could usefully be transferred South-South, and needn't be part of the technology transfer framework under the Convention. However, in the negotiations, the African countries should support the G77 with furthering the technology transfer issue and request in return support for their adaptation strategies and finance.

### The CDM: past experience and prospects for the new regime

The participants heard a presentation about the future of the CDM: African Perspectives, by Dr Mueller. The CDM was designed with the dual aim of assisting developing countries in achieving sustainable development and assisting industrialised countries in achieving compliance with their Greenhouse Gas (GHG) emission-reduction commitments. It was also meant to transfer low carbon technologies to developing countries. Its

uneven geographical distribution had been a problem: in Africa in particular the uptake of projects had been poor (2.6% of the total). This could be due to the complexity of the CDM procedures, to domestic barriers or to the fact that as emissions are low, mitigation potential is limited and transaction costs are relatively high. Methodologies designed for small scale projects intended to stimulate development of CDM projects in Africa, as well as the possibility of project bundling had failed to address this problem. The solution may be to facilitate the development of simplified methodologies which encompass regional baselines to enable small scale projects to feed into regional electricity grids.

Participants discussed a number of other factors that had so far played a role in Africa's low share of CDM projects: the first funds established by the World Bank went to big emitters; there was a belief that only LULUCF projects were suitable for Africa (although landfill projects were plentiful); Designated Operational Entities (DOEs) were unhelpful and African countries had not sufficiently well established their Sustainable Development criteria. It was pointed out that the EU was now looking at running at least one CDM project in each African country. A pilot project in each country would be the ideal way to build capacity, develop the institutional framework and to 'learn by doing'. It was also suggested that the World Bank could be asked to establish a special CDM facility for Africa.

Dr Mueller also explained that a new type of CDM was being envisaged, provisionally called CDM+. The present CDM does not (necessarily) lead to global emission reductions and has not delivered on technology transfer or capacity building. The CDM+ would be designed to yield CERs that developed countries would have to 'retire' - i.e. not to sell- and which would be sold internationally to finance, in particular, technology transfer and capacity building (in a measurable, reportable and verifiable manner). One participant noted that it would be timely to add biodiversity criteria to CERs earned from CDM projects (in addition to the existing ones on sustainable development).

### REDD

David Lesolle (Botswana) explained how the work on the agenda item on 'Reducing emissions from deforestation in developing countries: approaches to stimulate action' was progressing. He also highlighted the issues of special relevance to Africa, such as ownership issues, illegal logging, inventories of stocks etc. He pointed out that reduction of emissions from deforestation and forest degradation required stable and predictable availability of resources. He explained that SBSTA was still discussing the methodological aspects of REDD, as well as a range of policy approaches and positive

incentives. Participants noted that this issue was actively being negotiated as potentially being part of the post 2012 regime and that it cut across the traditional negotiating blocks



A dedicated REDD fund might be created to finance the preservation of the sequestration potential of tropical forests; an alternative would be to credit REDD activities as part of a wider carbon market.

#### Adaptation Financing

Dr Huq gave a brief introduction about where the issue of adaptation stood within the process; it was being discussed in both SBSTA and SBI. SBSTA was dealing with the methodological issues and the sharing of information (Nairobi Work Programme). The SBI dealt with the funding for adaptation. Several funds had been established that covered adaptation projects (SCCF, LDC Fund, and Adaptation Fund). These were still insufficient to cover the predicted huge costs of adaptation; funding therefore remained the most important issue to be resolved yet. Dr Huq explained the innovative character of the Adaptation Fund, in that its governance is placed directly under the COP/MOP and that its Executive Board has a majority of developing countries and a one country-one vote rule (unlike the GEF Council)

He said that the G77 countries wanted the future financial architecture to reflect this type of governance. The participants were informed about the various funding proposals on the table and briefly discussed their advantages and disadvantages. The proposals needed to be evaluated on the basis of a number of criteria: adaptation finance needed to be new and additional; predictable; adequate; equitable and appropriate. They noted that adaptation does not lend itself easily to be financed through market incentives, which is why there is a need for a significant element of public finance through some form of taxation and levies. They were given a short presentation on a possible adaptation levy on international travel (the International Air Passenger Adaptation levy or IAPAL), which was under discussion within the In conclusion, participants agreed that it was timely for the African group to make decisions about what funding proposals to support and to draw up a list of preferential adaptation projects to be funded, on the basis of a comprehensive needs assessment LDCs.

#### Consultation among participants on possible African positions for COP14 in Poznan, December 2008

This consultation, led by David Lesolle (Botswana) was held to prepare African delegations' positions for the forthcoming UNFCCC COP14. It was held among African participants without facilitation from the ecbi team. A summary of the discussions is distributed together with this report.

#### Excursion

Participants visited the Gaborone Game Reserve, a short distance on the western side of the city. Participants enjoyed a guided visit of the reserve, which has a good network of game viewing roads, a visitors education centre, a couple of picnic sites, a game hide and a remote bird hide overlooking a reeded expanse of wetland.

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**Participants list**

Botswana, Mr. Phetolo Phage, Ministry of Environment, Wildlife & Tourism  
Botswana, Mr. Gopolang Balisi, Ministry of Environment, Wildlife & Tourism  
Botswana, Mr. Lesolle David, Ministry of Environment, Wildlife & Tourism  
Botswana, Mr. Macheke Chandapiwa, Ministry of Environment, Wildlife & Tourism  
Comoros, Mr. El Kadere Abdou, Ministry of Finance about Climate Change  
Comoros, Mr. Youssouf Aboulhouda, Government of Comoros  
Ethiopia, Mr. Jember Gebru, National Meteorological Agency  
Ethiopia, Mr. Koira Markos Feleke, Ministry of Finance and Economic Development  
Kenya, Ms Manyonge Beatrice, Ministry of State for Planning, National Development and vision 2030  
Kenya, Ms. Ojoo-Massawa Emily, National Environment Management Authority  
Lesotho, Ms Hlakane Mafatima, Ministry of Natural Resources  
Lesotho, Mr. Peshoane Limomane, Lesotho Meteorological Services  
Malawi, Dr Kamperewera Aloysius, Environmental Affairs Department  
Malawi, Mr. Wirima Davie, Ministry of Finance  
Namibia, Mr. Nghishindi Jonas, Ministry of Environment and Tourism  
South Africa, Ms. Dlamini Tshilidzi, Department of Environmental Affairs and Tourism  
Sudan, Ms. Hamedella Hana, Higher Council for Environment and Natural Resources  
Sudan, Mr. Husein Asim, Ministry of Finance  
Uganda, Mr. Magezi-Akiiki James, Dept of Meteorology  
Uganda, Mr. Ocailap Patrick, Ministry of Finance Planning and Economic Development  
Zambia, Ms. Chitundu-Musonda Priscilla, Ministry of Finance & National Planning  
Zambia, Ms. Kabuswe Angela, Ministry of Tourism, Environment & Natural Resources  
Zambia, Ms. Mwape Carol, Ministry of Tourism, Environment & Natural Resources  
ECBI, UK, Dr. Huq Saleemul, Climate Change Programme  
ECBI, UK, Dr Müller Benito, Oxford Climate Policy  
ECBI, UK, Ms. Parker Claire N, IIED consultant  
ECBI, UK, Ms. Siegele Linda, Foundation for International Environmental Law & Development  
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