

Africa Regional Workshop

LEGAL AND REGULATORY CAPACITY BUILDING FOR CARBON TRADING & CDM INVESTMENT

28 - 29 September 2010

Introduction

The Africa Regional Workshop on Legal and Regulatory Capacity Building for Carbon Trading & CDM Investment was held on 28 - 29 September 2010 in Nairobi, at the headquarters of the United Nations Environment Programme. The workshop was co-organized by UNEP and its Risoe Center, the Swedish Energy Agency and the African Carbon Asset Development (ACAD) Facility.¹

The objective of the workshop was to build capacities on the legal aspects of carbon trading and the Clean Development Mechanism (CDM) among stakeholders that are active in this field in African countries involved in the abovementioned projects.

Over the course of the first day, participants discussed options on how to strengthen domestic legal and regulatory frameworks to facilitate increased carbon market investment in African countries. The second day of the workshop trained participants on the most prevalent contractual structures for CDM/carbon market investment transactions and highlighted how project proponents could incorporate international and domestic legal issues into existing and new CDM implementation structures. The full programme of the meeting is reproduced as Annex 1.

The workshop targeted a wide range of participants including Legal Advisors and Policy Directors working within CDM Designated National Authorities (DNAs) and other relevant ministries or agencies in charge of justice and governance, planning, environment, energy, finance, trade and investment. Also participating were delegates from African law firms active in carbon market as well as African CDM project developers, lawyers working within African financial institutions on due diligence and financial structuring of projects, including possibly CDM.

The workshop was attended by representatives from the DNAs and other governmental offices from over 15 African countries, private sector representatives (law firms, financial sector, consulting firms), parastatals (power generation companies, utilities, waste management institutions) and non-governmental organizations. Several resource persons also attended the meeting. A full list of participants is reproduced as Annex 2. All the presentations made during the workshop are reproduced in the organizers respective websites.

¹ For further details see the relevant organizations and project websites. For UNEP and its Risoe Center: www.unep.org/environmentalgovernance , <http://www.unep.fr/energy> , www.unep.org/risoe , for the EC/ACP MEAs programme <http://www.unep.org/AfricanCaribbeanPacific/MEAs/> ; for the Swedish Capacity building programme for CDM in East Africa <http://www.energimyndigheten.se/en/International/For-a-better-climate/Capacity-Building/> and for the ACAD Facility (www.acadfacility.org).

Opening of the meeting

The meeting was opened at 9.00 am by Mr. Arkadiy Levintanus, UNEP, Division of Environmental Law and Conventions, DELC. His intervention was followed by the opening remarks of Mr. Erik Eriksson, Swedish Energy Agency (SEA), Dr. Todd Ngara, UNEP Risoe Center and Mr. James Vener, UNEP, Division of Technology, Industry and Economics (DTIE).

In his speech Mr. Levintanus emphasized the importance of fighting climate change as contributing to the achievement of the Millennium Development Goals (MDGs). He stressed that one of the aims of CDM was the promotion of sustainable development in developing countries. While commenting on the low numbers of CDM projects in Africa, Mr. Levintanus acknowledged the increase of CDM projects in Africa for the past 3 years and the potential for even more projects. According to Mr. Levintanus, one of the key hindrances to the success of CDM in Africa is the lack of adequate legal and institutional frameworks. Thus, he explained that the workshop organizers aimed to improve an understanding of the CDM and its associated legal issues as a way to remove barriers to the implementation of new investment activities. He also stressed the important role played by African countries, including through the CDM ; in the overall strive to achieve mitigation and adaptation.

Mr. Eriksson welcomed all the participants and presented how the Swedish Energy Agency and the Swedish International Development Cooperation Agency (SIDA) had been managing a capacity building programme for CDM since 2008 in East Africa.

He explained that the programme consisted of two tracks; the first focusing on building capacity on technical, legal and financial aspects of CDM through seminars and workshops and the second focusing on building capacity for developing CDM-projects through learning-by-doing. He indicated that the partners in the programme were: the National Environment Management Authority (NEMA) in Kenya, the Ministry of Energy and Mines (MEM) in Tanzania and the Ministry of Water and Environment (MoWE) in Uganda.

He informed the participants that the workshop would focus on the legal aspects of the carbon market. This was an important aspect in relation to both the domestic legislation and Emission Reduction Purchase Agreements for CDM projects. The Swedish Energy Agency also thanked UNEP and ACAD for the co-operation.

Mr. James Vener, speaking on behalf of the ACAD Facility, noted that lack of local service providers who are conversant with carbon finance and the predominant contractual structures behind emission purchase agreements had hindered market uptake in Africa. In addition, as more and more commercial banks across Africa get engaged in the carbon market, there was a need to increase the understanding within these banks of the key legal issues that can prove to be significant risk factors underlying lending and investment decision-making. For these reasons, ACAD was working with a variety of stakeholders to improve capacities among local banks, CDM project developers and service providers in the African market to catalyze long-term market growth.

Substantive sessions

International Legal Framework for the Carbon Markets and New Developments

The first substantive session on Day I was based on a presentation by Mr. Moritz von Unger from Climate Focus. Mr. Moritz made a presentation on the trends in negotiations on climate change since Copenhagen and the prospects of the incoming Cancun climate change summit. He outlined the successes and the shortcomings of the CDM and explained the potential for CDM in Africa even after 2012. After his presentation several participants posed questions and engaged in a discussion on issues related to the international regime supporting the CDM

Developing a Host Country Legal Framework: a Case Study from Zambia

Ms. Lanette Chiti, an environmental & corporate lawyer, made a presentation on this topic, which brought out some of the recurring issues that contribute to the lagging behind of CDM projects in Africa. Ms. Chiti detailed the status of CDM project and regulatory development in Zambia. She outlined important elements of the domestic legal framework affecting the implementation of the CDM, and among other things, stressed the importance of providing a sound legal basis for the DNA, Foreign Direct Investment Law, title to CERs, recognition of rights to GHGs, classification of CERs, and Taxation. She also shared with the participants recommendations that were developed in Zambia to support the further development and strengthening of the national legal framework.

Regulating CDM Projects in Africa: Sharing Lessons and Good Practice

A panel discussion on sharing lessons and good practice in regulating CDM projects also took place on Day I, moderated by Dr. Todd Ngara from the UNEP Risoe Center. The session sought to facilitate the exchange of experiences on how various building blocks –play their role in the CDM national scenario in relation to: the DNA's functions, political requirements, technical expertise, availability of resources and adequate legal frameworks.

The panelists were Mr. Ziad Boodoo, from the Mauritian DNA, Mr. Alassana Ba from the Malian DNA and Dr. Soren Lütken from UNEP Risoe Center. The panelists presented on their respective experiences in Mauritius, Mali and in various countries where Dr. Lütken had been involved in the set up of the respective DNAs.

Group Work on Improving Regulatory Structures in African Host counties

The participants were divided into five groups, whose tasks were to tackle a number of issues concerning: features of a national legal regime to support the wide implementation of the CDM mechanism, obstacles that a host country may face in attracting investments through such mechanism and the crucial aspects of a national institutional set up. Each group was required to respond to key questions focusing on the issues above, and to present their findings back to the plenary.

Carbon project implementation in Africa: Perspectives on legal and financial gaps

On Day II, the first session was devoted to the analysis of the legal and financial gaps that can be encountered in carbon project implementation in Africa. Three experts in on-the-ground implementation of carbon projects presented their perspectives on this subject

Ms. Teni Majekodunmi, a private sector lawyer from Eco Exchange Ltd, Nigeria presented the situation in Nigeria and highlighted some of the main difficulties in relation to CDM. These included; complex CDM Modalities and Procedures, high transaction costs to hire service providers, knowledge gaps for project owners, financial institutions and lawyers, limited budgets for operations of DNAs, the majority of potential in small CDM projects, legal framework, modalities of communication, low investor confidence, among others. She stressed the need for the engagement of the private sector, i.e. law firms and financial institutions in the CDM process, which in her view, would also in turn improve investor confidence. She concluded by emphasizing the need to build and put in place proper legal frameworks so as to improve and reassure investor confidence.

Mr. Bernard Namanya, from the law firm Twesigye & Namanya, Uganda, highlighted some gaps and bottlenecks observed across different CDM projects in various countries, including Nigeria, Mozambique, Uganda, Rwanda and Mali. Some of these pertained to: lack of skilled manpower to operate and maintain complex technologies; limited financial means to purchase expensive green products promoted through the CDM; uncertain definition of carbon credit ownership, which in turn discouraged CDM investment; inadequate property rights regulation; and limited availability of commercial long term credit for the capital investment required by projects. He offered some possible solutions that are being looked at by the CDM Executive Board, such as: the abolition of project registration fees, the creation of a CDM fund, the development of small scale methodologies and conservative criteria for the assessment of additionality of CDM projects. He also indicated that regional trade policies had the potential for boosting CDM investments.

Mr. Glenn Hodes, from the ACAD Facility in addressing the topic of Carbon Markets Experiences in Africa, drew the context in which legal issues should be considered:

- Carbon can help fill financing gaps, but needs to leverage other financing resources;
- The global upturn in renewable energy investment is still largely bypassing Sub-Saharan Africa;
- The African carbon market needs catalysts to take to scale ;
- Public funding for seed capital and risk sharing can play a critical role; and
- Demand for African projects is strong and growing.

Based on this background, he provided an overview of the financial flows that had been mobilized for the reduction of GHG emissions in developing countries and the main types of CDM projects in Africa, and pointed out some of the factors that affect carbon market prices, as well as the main CDM challenges in Africa. These were, in his view: limited finance, lack of knowledge of CDM & risk management, weak investment climate, limited budgetary support for operations of DNAs, majority of potential in small projects and difficulty to attract financing. However UNEP had initiated some activities to encourage investment in African countries, including the ACAD Facility (for African carbon projects), the SCAF Facility (for renewables), several forums and workshops, and publications, including a guidebook on financing CDM.

Carbon Contracting: Negotiating Emission Reduction Purchase Agreements

Mr. Paul Curnow, Baker and McKenzie, presented on this topic, particularly focusing on: CDM project structuring and Financing, Domestic legal issues, Spot and forward Transactions, Delivery Obligations, Prices and Payment, Costs and Taxes, Default and Remedies and Dispute Resolution. The presentation generated many questions that led to further exploration of the

specific aspects of carbon contracting particularly from the perspective of minimizing risks for the host country.

Programmatic CDM

Dr. Soren Lütken, UNEP Risoe Centre and Mr. Moritz von Unger from Climate Focus presented on the topic of Programmatic CDM. According to Dr. Lütken Programmatic CDM, which can cover a wide range of activities under one Programme of Activities (PoAs), originated from criticism that the traditional normal CDM projects were not being fully able to meet the needs of least developed countries and poor communities; for its high costs and complicated rules, and for not being able to tackle energy efficiency within households, the service sector, renewable energy for end users, and transportation. He outlined the process and procedures for the development of programmatic CDM and the relevant international rules and referred to specific cases to illustrate the possible content of PoAs.

Dr. Moritz Von Unger focused his presentation on Legal Recommendations for Contracting PoAs. He explained that PoAs were programmes and not projects and that they were cross cutting and usually challenging in terms of transaction risks, financing and transaction costs. He highlighted that contracts in this field draw from Public International law, International Private Law and Domestic law. He identified the main categories of contracts and their applicable law regime and he outlined the key concepts for PoAs transactions and concluded with the liability of validators.

Simulation and Group Exercise: Negotiating a Carbon Emission Reduction Purchase Sale Agreement

The participants were divided in 6 groups, each of which was composed of hypothetical buyers and sellers. They were requested to negotiate agreements, on the basis of different negotiating terms that were provided to them. The groups reported back on the main elements of their negotiation and on difficulties encountered. Each group faced different difficulties.

Workshop closure

Mr. Peter Acquah, Deputy Director of the Regional Office for Africa of UNEP, and Mr. Erik Eriksson, Deputy Head of Unit, Swedish Energy Agency, delivered the closing remarks.

Mr. Acquah commented further on the state of the CDM in Africa and sought to recapture the reasons for this. He urged full involvement by African countries in exploring the potential for the CDM projects and for African negotiators to be fully prepared to broker a better deal in the upcoming negotiations on climate change.

Mr. Eriksson commented on the significance of the workshop in raising awareness amongst various stakeholders of CDM and thanked everyone for their invaluable input. He insisted on the necessity for better distribution of CDM.

The meeting was closed at 5.45 pm on 29 September.

**Annex 1
Workshop programme**

Africa Regional Workshop

**LEGAL AND REGULATORY CAPACITY BUILDING
FOR CARBON TRADING & CDM INVESTMENT**

**28 - 29 September 2010
Nairobi (UN complex, Gigiri)**

DAY 1	<p><i>Objective:</i> to build capacity and discuss options on how to strengthen domestic legal and regulatory frameworks to facilitate increased carbon market investment in African countries.</p> <p><i>Primary target audience:</i> Legal Advisors and Policy Directors working within CDM Designated National Authorities (DNAs) or other relevant ministries or agencies in charge of justice and governance, planning, environment, energy, finance, trade and investment. Also African law firms active in carbon market</p>	
TIME	SESSION	SPEAKER or FACILITATOR
08.30 – 09.00	Welcoming and registration	
09.00 – 09.30	Introductory remarks	<p>Mr. Arkadiy Levintanus <i>UNEP, Division of Environmental Law and Conventions, (DELIC)</i></p> <p>Mr. Erik Eriksson <i>Swedish Energy Agency (SEA)</i></p> <p>Dr. Todd Ngara <i>UNEP Risoe</i></p> <p>Mr. James Vener <i>UNEP/DTIE, ACAD Facility</i></p>
09.30– 10.45	<p>International Legal Frameworks for the Carbon Market & New Developments</p> <ul style="list-style-type: none"> - Development of CDM and carbon market under UNFCCC, Kyoto Protocol and Marrakesh Accords - Legal issues concerning post 2012 climate regime and carbon market, including possible Kyoto gap - Forest and agricultural sector carbon markets under the international climate frameworks 	<p>Mr. Moritz von Unger <i>Climate Focus</i></p>
10.45 – 11.00	Networking Break (Coffee)	
11.00 – 12.00	Developing a Host Country Legal Framework : a Case Study from Zambia	<p>Ms. Lanette Chiti <i>Environment & Corporate Lawyer</i></p>
12.00 – 13.30	Lunch	
13.30 – 14.45	<p>Regulating CDM Projects in Africa: Sharing Lessons and Good Practice</p> <ul style="list-style-type: none"> - Identification of host country barriers and development of country-specific solutions 	<p>Facilitator: Mr.Todd Ngara <i>UNEP /RISOE</i></p>

	<ul style="list-style-type: none"> - How to manage interagency coordination - Approval procedures - DNA financing (e.g., administrative charges) - CDM project portfolio monitoring, including sustainable development delivery - Outreach and stakeholder consultation 	<p>Panelists:</p> <p>Mr. Bundhoo <i>DNA, Mauritius</i></p> <p>Mr. Larsey Mensah <i>Director, Division on Environmental Compliance and Enforcement, EPA, Ghana</i></p> <p>Alassane Ba <i>Legal Advisor, DNA, Mali</i></p>
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14.45 – 15.30	<p>Group Work : Improving Regulatory Structures in African host countries</p> <p>Identification of key factors of enabling domestic policy, legal and institutional frameworks</p>	<p>Facilitators:</p> <p>Ms. Cristina Zucca <i>UNEP DELC</i></p> <p>Ms. Ina Engelbrekton <i>STEM</i></p> <p>Dr. Todd Ngara <i>UNEP Risoe</i></p>
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15.30 – 16.00 **Networking Break (Coffee)**

16.00 – 17.30	<p>Group Work : Improving Regulatory Structures in African host countries- continued</p> <p>Identification of key factors of enabling domestic policy, legal and institutional frameworks</p>	<p>Facilitators:</p> <p>Ms. Cristina Zucca <i>UNEP DELC</i></p> <p>Ms. Ina Engelbrekton <i>STEM</i></p> <p>Dr. Todd Ngara <i>UNEP Risoe</i></p>
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DAY 2 *Objective:* to build capacity on most prevalent contractual structures for CDM/carbon market investment transactions and how project proponents incorporate international and domestic legal issues into existing and new CDM implementation structures

Primary target audience: African CDM project developers, law firms active in or interested in the carbon market, lawyers working within African financial institutions on due diligence and financial structuring of projects, including possibly CDM

TIME	SESSION	MODERATOR or FACILITATOR
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08.30 –9.45	<p>Carbon project implementation in Africa: perspectives on legal and financial gaps</p> <ul style="list-style-type: none"> - View of market gaps and bottlenecks - Review of experiences and typical transactions - ACAD experiences & lessons - Engagement of law firms in Africa, commercial issues, market needs - Impact of regional policies, including trade integration, foreign exchange, etc. 	<p>Mr. Bernard Namanya <i>Twesigye & Namanya</i></p> <p>Ms. Teni Majekodunmi <i>EcoXchange Ltd, Nigeria</i></p> <p>Mr. Glenn Hodes <i>ACAD Facility</i></p>
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9:45 – 10.45	<p>Carbon Contracts</p> <ul style="list-style-type: none"> - Carbon contracts and letters of intent: key terms, 	<p>Mr. Paul Curnow <i>Baker & McKenzie</i></p>
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- provisions & conditions
- Key template documents
- Risk mitigation mechanisms

10.45 – 11.00 **Networking Break (Coffee)**

11.10 – 11.30 **Carbon Contracts - continued**

Mr. Paul Curnow
Baker & McKenzie

11:30 – 13:00 **Lunch**

Parallel lunch groups:

- UNEP CDM Activities, including CD4CDM MEA
- DELC
- ACAD

13.00 – 14.15 **Programmatic CDM – How is it different?**

- Taking into account domestic policies and laws (i.e. E+/E-)
- Issues to consider in contracts, due diligence
- Best practice to date, practical examples

Dr. Soren Lütken
UNEP Risoe Center

Mr. Mauritz von Unger
Climate Focus

14.15 – 15.15 **Simulation & Group Exercise: Negotiating a Carbon Emission Reduction Purchase and Sale Agreement**

- Simulation and group exercise

Paul Curnow
Baker & McKenzie

Glenn Hodes
UNEP/ACAD

Ina Engelbrektson
SEA

15.15 – 15.30 **Networking Break (Coffee)**

15.30 – 17.00 **Simulation & Group Exercise: Negotiating a Carbon Emission Reduction Purchase and Sale Agreement - continued**

- Simulation and group exercise

Paul Curnow
Baker & McKenzie

Glenn Hodes
UNEP/ACAD

Ina Engelbrektson
SEA

17.00 – 17.30 **Discussion & Closing Remarks**

- How to better engage law firms
- Closing Remarks

Mr. Erik Eriksson
Swedish Energy Agency

Mr. Peter Aquah
Deputy Director, UNEP, Regional Office for Africa



Annex 2
List of participants

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