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执行蒙特利尔议定书
多边基金执行委员会
第五十四次会议
2008年4月7日至11日，蒙特利尔

国家方案增订：尼日利亚

本文件由以下几部分组成：

- 多边基金秘书处的评论和建议
- 尼日利亚政府的来函
- 国家方案增订（尼日利亚政府提交的执行摘要）

执行蒙特利尔议定书多边基金执行委员会的会前文件不妨碍文件印发后执行委员会可能作出的任何决定。
为节省经费起见，本文件印数有限。请各代表携带文件到会，不索取更多副本。

说明

1. 开发计划署代表尼日利亚政府向执行委员会第五十四次会议提交了尼日利亚的国家方案增订。执行委员会在 2002 年 3 月举行的第三十六次会议上为编写尼日利亚的国家方案增订核准了经费 241,493 美元。

尼日利亚的国家方案

2. 1994 年 7 月举行的执行委员会第四次会议首次核准编写尼日利亚国家方案的经费，作为拟定由世界银行执行的全面淘汰战略的起步工作。后来在执行委员会第六次、第九次、第十二次和第十六次会议上又作出了各次核准，致使执行委员会在 1998 年 7 月举行的第二十五次会议上批准了最后国家方案。在提交最后国家方案时，尼日利亚的消耗臭氧层物质消费量为 5,476.1 ODP 吨，全部都仰赖进口。

3. 在审议核准国家方案时，尼日利亚已经收到投资方案的经费，款额为 480 万美元，估计将淘汰超过 650 公吨的消耗臭氧层物质。原先的国家方案并没有订定消耗臭氧层物质的淘汰量目标，但提出了一项行动计划，其中载有该国为实现《蒙特利尔议定书》的各项目标所欲采取的技术和政策措施。

国家方案增订

4. 国家方案增订的目的是：审查原先国家方案的执行情况并对执行工作进行全面评估，包括得到的经验教训；增订消耗臭氧层物质的淘汰和消费趋势；审查各行业转用不含消耗臭氧层物质的技术情况及其与政策和法规措施的关系；和更新政府管制和监测消耗臭氧层物质的使用的举措和行动。国家方案增订也对目前在国家氟氯化碳淘汰计划下执行的各项活动的进展情况进行了审查。此外，这份文件还指明未来可能遭遇的挑战，特别是尼日利亚如何面对氟氯烃的淘汰、结尾服务时期的影响和消耗臭氧层物质作为原料使用的各项问题。

消耗臭氧层物质的消费和生产

5. 尼日利亚在管制消耗臭氧层物质的生产和消费方面已经作出重大进展。在 2006 年，尼日利亚报告其消耗臭氧层物质的消费量仅 490 ODP 吨，超过《议定书》规定的管制措施。全部淘汰哈龙（附件 A 第二类物质）和甲基氯仿（附件 B 第三类物质）已在 2005 年实现。虽然甲基溴的使用在尼日利亚并不广泛，但它已经报告甲基溴的消费量在 2005 年和 2006 年均为零消费量。

6. 执行委员会在第三十八次会议上，核准了尼日利亚基于表现的国家氟氯化碳淘汰计划，由开发计划署和工发组织联合执行。这个项目根据单一的协定由泡沫塑料、制冷制造和维修及气雾剂行业的各项淘汰活动组成，以便淘汰属于附件 A 第一类的氟氯化碳。这项

国家淘汰计划的供资总额为 1,430 万美元，其中包括了支助费用。尼日利亚还另外收到资金 500,000 美元，通过德国政府的协助，用于设立哈龙库，并收到用于淘汰溶剂行业消耗臭氧层物质的经费 110 万美元。

7. 在 2006 年底以前，执行委员会核准供资总额超过 2,600 万美元，用于淘汰消费部门的各种消耗臭氧层物质约 4,000 ODP 吨。超过 50% 的消耗臭氧层物质淘汰项目已经完成，包括几乎所有单独核准的项目。

未来的优先工作和挑战

8. 尼日利亚政府已经指明将《蒙特利尔议定书》规定的下列活动领域作为未来的优先工作：

- (a) 监测国家氟氯化碳淘汰计划以满足 2010 年履约的规定。查明的主要挑战有：通过培训机构确保维修技术员培训方案的可持续性；消耗臭氧层物质的回收/再循环和再生；确保进口配额严格设定并坚决遵守；加速改装/替换使用氟氯化碳的设备，以减少在维修中对氟氯化碳的依赖；在维修现场提高能力建设和技术员的认识，以便尽量减少氟氯化碳的排放和丧失；和充分执行剩余活动之一的最终用户奖励制度。
- (b) 在 2010 年以前完成溶剂行业消耗臭氧层物质的淘汰；
- (c) 打击消耗臭氧层物质的非法交易和持续执行并增订禁用消耗臭氧层物质的法规。尼日利亚为遵守规定已经实施了严格的法规和加强了能力建设，这将大幅减少可用的消耗臭氧层物质。尼日利亚将执行法规，防止消耗臭氧层物质非法交易的扩散。海关官员的培训将持续进行，并将与培训机构挂钩，确保可持续性。
- (d) 氟氯烃消费量的管理。尼日利亚估计氟氯烃的使用在未来几年还会持续增长。该国已将氟氯烃的管制作为一项主要优先工作，要求从 2012 年开始，这项物质的消费量冻结在 2009/2010 年的平均水平。尼日利亚政府认为氟氯烃的长期管理是一项关键活动，应尽早展开，并预期多边基金将提供适当的技术和财务援助，支持这项活动。
- (e) 颁布和执行新的禁用消耗臭氧层物质法规。尼日利亚全力加强现行禁用消耗臭氧层物质法规，以反映国家目前的需要，并强力支持已经执行的淘汰项目。对此进行的审查已经促成目前正在最后拟定并预期在 2008 年底以前充分执行的新的禁用消耗臭氧层物质的法令和法规。这项法规将对 2010 年以后氟氯化碳的持续淘汰提供了框架。

- (f) 监测消耗臭氧层物质在计量吸入器方面的使用。为了满足罹患气喘和慢性阻塞性肺病病人的需要，尼日利亚需要继续致力于拟定关于使用氟氯化碳的计量吸入器的过渡战略。它期望多边基金可提供援助，以便充分拟定和执行将于 2008 年的某一时间展开的计量吸入器过渡战略。
- (g) 未来处理无用的氟氯化碳和装有消耗臭氧层物质的设备可能成为问题。尼日利亚政府已经想到与消耗臭氧层物质废料和其他产品的管理特别有关的各项潜在问题。

行动计划

9. 提出了履行《蒙特利尔议定书》的行动计划，包括政府的政策措施、机构安排、设立和维持全面监测和核查制度、以及技术信息和提高认识的措施。

秘书处的评论和建议

评论

10. 国家方案增订对原先国家方案的执行情况、不同行业的结构和使用的替代技术、政策和法规措施以及尼日利亚目前为国家淘汰计划和溶剂行业计划执行的活动提供了全盘说明。

11. 尼日利亚消费部门剩余的消耗臭氧层物质的淘汰已经纳入国家淘汰计划、泡沫塑料和溶剂行业的淘汰计划。国家方案增订对这些计划的目标、里程碑和执行现况作了一般性说明。执行委员会有机会每年对这些计划的执行进行详细监测，并根据资金付款要求，审议相关年度进度报告。

12. 国家方案增订内有一节说明该国政府未来预备进行的优先工作。其中一项优先工作是氟氯烃的长期管理。秘书处还注意到，虽然目前还不是一项全面法规，但尼日利亚已经开始对氟氯烃的消费进行管制，这是满足加速氟氯烃淘汰日程的最初管制措施的重要起步。虽然该国认识到氟氯烃的消费可能增加，但在增订中没有显示未来可能增加的迹象。

13. 秘书处还注意到，尼日利亚已经指明需要一项计量吸入器过渡战略，将其作为未来两年主要优先工作之一。该国将根据第 51/34 号决定要求多边基金提供协助，以便在 2008 年拟定这项战略。

建议

14. 基金秘书处建议批准尼日利亚的国家方案增订，但指出批准国家方案并不表示批准该方案内所列的项目及其供资数额。



FEDERAL MINISTRY OF ENVIRONMENT, HOUSING AND URBAN DEVELOPMENT

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**ENDORSEMENT OF RENEWAL OF INSTITUTIONAL STRENGTHENING (PHASE 5)
PROJECT AND NIGERIA'S COUNTRY PROGRAMME (CP) DOCUMENT FOR SUBMISSION
TO THE MARCH 2008 MEETING OF THE EXECUTIVE COMMITTEE OF THE
MULTILATERAL FUND FOR THE IMPLEMENTATION OF THE MONTREAL PROTOCOL
ON SUBSTANCES THAT DEplete THE OZONE LAYER**

I am directed to forward to you the request of the Government of Nigeria for the submission of the of the following documents for consideration at the forthcoming March, 2008 meeting of the Executive Committee of the Multilateral Fund for the Implementation of the Montreal Protocol on Substances that Deplete the Ozone Layer holding in Montreal, Canada:

- i) Revised Terminal Report for IS Phase 4 Project,
 - ii) Extension of Institutional Strengthening Projects: Revised Plan of Action,
 - iii) Country Programme Update.
2. Our government also requests for a resubmission of tranches 4 & 5 of the National CFC Phaseout Plan, including the verification report.
 3. Please accept Sir/Madam, the assurances of our best regards.


A. K. Bayero,

National Ozone Officer,

For: Hon. Minister.

EXECUTIVE SUMMARY

1 Introduction

Since the preparation and approval of Nigeria's Country Programme for the Implementation of the Montreal Protocol on Substances that Deplete the Ozone Layer in 1998, the country has made good progress in efforts to phase out the use of the controlled substances. However, situations prevailing during the preparation of the document have changed, as result of which it has become necessary for the Country Programme to be updated. The Executive Committee at its 36th meeting held in Montreal in March 2002 gave approval for the formulation of a Country Programme Update.

2 Aims of the Country Programme Update

The aims of the Country Programme Update, among others, include:

- Reviewing the original 1998 country programme;
- Providing an overall assessment of the implementation of the original country programme;
- Examining experience and lessons learnt so far with the aim of using such to improve project implementation;
- Providing updates on ODS consumption trends;
- Considering new implementation strategies in light of new institutional and policy changes;
- Presenting a schedule and action plan for implementing compliance;
- Describing planned implementation mechanism; and
- Reviewing performance-based national Phase-out agreement.

3 Nigeria's ODS Phase-out and Montreal Protocol's Achievements

The Government of the Federal Republic of Nigeria is committed to the successful implementation of the Montreal Protocol. Since the approval of the initial Country Programme in 1998, the Country has taken giant strides and made good progress in reducing its consumption of the controlled substances. Table 1 shows that from a consumption level of Annexes A, B and E substances in 1998 of about 5,476 ODP T the consumption of these substances by 2006 was only about 490 ODP T.

Table 1: Nigeria's ODS Consumption (1998 - 2006)

Year	1998	1999	2000	2001	2002	2003	2004	2005	2006
ODP Consumption	5,476.1	4,970.5	4,810.9	4,310.3	3,933.3	3,119.8	2,533.6	497.6	489.8

The impressive reductions were possible on account of the financial and technical support received from the Multilateral Fund, the good logistics support from the Implementing Agencies and the target achievement oriented policy and actions of the Government of the Federal Republic of Nigeria. All ODS consumption under Annexes A, B and E resulting from manufacturing activities within the country (except in two factories with a consumption of 58 MT) have been totally eliminated. In addition, all Multilateral Fund approvals under the project-by-project approach have been completed. The major challenge that lies ahead has to do with consumption related to refrigeration servicing and the transitional substances of HCFCs.

In addition, Nigeria has been able to achieve major Montreal Protocol's set targets and milestones, of which the main ones are:

- Compliance with the freeze in CFC (Annex A, Group-1 substances) consumption set at the country's baseline level (average of 1995, 1996 and 1997 consumption) which came into effect on 01 July 1999;
- Compliance with the reduction in CFC (Annex A, Group-I substances) consumption set at 50% of the country's baseline level which came into effect on 01 January 2005;
- Compliance with the freeze in Halon (Annex A, Group-II substances) consumption set at 50% of the country's baseline level by 01 January 2005; and
- Compliance with the reduction in Halon (Annex A, Group-II substances) consumption set at the country's baseline level by 01 January 2002.

4 National Phase-out Programmes

Nigeria has phased out ODS from their respective baseline values to the current 2006 values shown in Table 2. This shows that Nigeria complied with the Montreal Protocol milestones.

Table 2: ODP phase-out (tons)

Chemical	Baseline	2000	2001	2002	2003	2004	2005	2006	2007 target	2008 target	2009 target	2010 target
CFC	3,650.0	4,094	3,665	3,286	2,662	2,116	466.1	454.0	507.6	286.1	86.1	0.0
CTC	152.8	146.6	143.0	140.8	166.7	166.7	0.0	0.0	0.0	0.0	0.0	0.0
Halons	285.3	486.7	412.0	412.1	191.2	151.0	0.0	0.0	0.0	0.0	0.0	0.0
HCFC	NA	48.0	56.2	60.7	66.2	66.8	31.5	35.8	NA	NA	NA	NA
MB	2.8	2.1	2.1	2.0	2.0	1.7	0.0	0.0	0.0	0.0	0.0	0.0
TCA	32.9	32.7	31.5	31.0	31.3	31.3	0.0	0.0	0.0	0.0	0.0	0.0
TOTAL	4,123.8	4,810.9	4,310.3	3,933.3	3,119.8	2,533.6	497.6	489.8	507.6	286.1	86.1	0.0

Nigeria has phased out CFC, CTC, Halons, HCFC, MB and TCA from the respective baseline values of 3,650.0; 152.8; 285.3; NA; 2.8 and 32.9 to the current 2006 values of 454.0; 0.0; 0.0; 35.8; 0.0 and 0.0, respectively.

The implementation of the National CFC Phase Out Plan as agreed between the Multilateral Fund of the Montreal Protocol and the Nigerian Government is ongoing. The project is performance-based and consists of phase out activities in the Foam, Refrigeration Manufacturing, Servicing and the Aerosol Sectors, under a single agreement. The other ODS phase-out activities in the halon, solvent and methyl bromide sectors are also reported. There are agreed set annual phase out targets to be met and maximum allowable consumption. The ExCom agreement with Nigeria commits that in exchange for the total MLF funding level of US\$14,325,167 made up of US\$13,130,786 total agreed funding and US\$1,194,381 total agency support cost, Nigeria will eliminate its total Annex A, Group I CFC consumption in accordance with the annual consumption limits and the performance targets in this Agreement and as detailed in the annual implementation programmes. Good progress is being made in the activities of the National CFC plan, including for the aerosol sector, the box foam programme (phases I, II, III), the rigid foam projects (VITA Foam and Ondo Plastics), the refrigeration and air conditioning manufacturing projects, the training of customs officials and of refrigeration servicing technicians and the refrigeration recovery-recycling programme. More details on these activities can be found in chapter 2 - section 2.3 below.

Apart from the National CFC Phase Out Plan, activities are also progressing for the halons, solvents and the methyl bromide sectors, details of which are provided in chapter 2 - section 2.4 below.

5 Government Action Plan

The Nigerian Government is committed to totally phasing-out the consumption of ODS in the country in a cost-effective manner and to be as painless as it could be to ODS End Users. The action plan outlines the steps that the Government of Nigeria intends to take in the years ahead to meet its obligation as a party to the Montreal Protocol. A plan of action, made up of technical and policy measures, has been developed by the Government to guide its implementation of ODS Phase-out from now till 2010.

5.1. Technical Measures

The technical measures to be deployed by Government towards ODS phase out are:

- Continuation of the provision of physical safety measures in favour of enterprises that have under the guidance of Government substituted methylene chloride for CFC-11 in blowing of non-insulating foam, using Multilateral Fund of the Montreal Protocol funds to cover associated incremental costs, to sustain Phase-out already achieved;
- Substitution with hydrocarbon, CFC-12 being used in the two remaining aerosol filling enterprises using Multilateral Fund of the Montreal Protocol funds to cover associated incremental costs, to achieve Phase-out before the end of 2007;
- Conversion of domestic refrigerators and self-contained commercial refrigeration units to drop-in hydrocarbon blends at time of servicing;
- Continuation of the training programme for refrigeration technicians in the country;
- Continuation of the training programme for NCS and other chemical monitoring officers;
- Adoption of refrigerant conservation measures for all refrigeration and air-conditioning equipment. This measure will be initiated through the refrigeration technicians training programmes. As from the first quarter of 2007, servicing and replacements of equipment will begin to use refrigerant conservation techniques;
- Deployment of a Recovery/Recycling Programme as from the second quarter of 2007;
- A certification programme for technicians in the Refrigeration and Air-Conditioning sector to be instituted in collaboration with the National Board for Technical Education (NBTE) and the Federal Ministry of Education;
- Continued use of the Facility provided in the Halon Centre, but with no recourse to Multilateral Fund for funds and efforts will be made to make the Facility pay for its operations;
- Initiate an HCFC survey/strategy and follow-up investment activities;
- Develop a transition strategy for Metered Doses Inhalers (MDIs); and
- Develop an ODS Waste Disposal Management Plan.

5.2. Policy Measures

Government policy measures towards ODS phase out are as follows:

- Existing ODS import quotas to continue and, in fact, strengthening its operation in collaboration with NAFDAC and the Nigeria Customs Service;
- The existing import ban of ODS-based equipment, especially refrigerators, air conditioners and freezers to continue;
- A ban on all ODS imports to take effect in January 2010;
- Continue to strengthen Nigeria's National Ozone Office to further enhance the implementation of the new ODS Phase-out action plan;
- To use NAOCOM in a more meaningful way by having more regular meetings that are purpose-driven and Implementation Progress to be reported to NAOCOM meetings by OPIAMU on a regular basis;

- The Federal Ministry of Environment in collaboration with the State Environmental Protection Agencies(SEPAs), State Ministries of Environment and other relevant stakeholders, will intensify its awareness and enlightenment programmes in ODS Phase-out;
- With almost all manufacturing outfits having converted to ozone-friendly alternatives, the Federal Ministry of Environment in collaboration with relevant regulatory agencies, will put in place “eco-labelling”;
- The Federal Ministry of Environment will encourage recycling of ODS and training/certification of technicians handling ODS;
- Government to continue to support private initiatives in local sourcing of hydrocarbon drop-ins for refrigeration equipment servicing;
- Government to continue to support private initiatives in local fabrication of box foam machines;
- Continue to support the operations of the Ozone Programme Implementation and Management Unit (OPIAMU);
- Establishment of a National ODS Database that will enable easy monitoring of ODS imports, which will be an online data management system that will be deployed in collaboration with the Nigeria Customs Service (NCS).
- Reactivation of the publication of “ Ozone Outreach Newsletter”; and
- Launching of websites for both NOO and OPIAMU, both of which, by providing information, will raise public awareness on national activities related to the implementation of the Montreal Protocol.

5.3. Monitoring

Monitoring of ODS consumption in Nigeria will continue to be accomplished through the Federal Ministry of Environment’s National Ozone Office. The office will be responsible for collecting all relevant data to enable government submit:

- Annual reports on ODS consumption to the Ozone Secretariat of UNEP, as per the requirements of Article 7 of the Montreal Protocol; and
- Annual reports on the progress of implementation of Country Programme to the Multilateral Fund Secretariat, as per decision at the 10th meeting of the Executive Committee (ExCom).

5.4 Timing of Action Plan Measures

The measures with the envisaged timing are summarized in the Table 3 (see following page).

Table 3: Nigeria's ODS Phase-out Action Plan

Issue	Action	Timing	Role	Achievement	Future Action
1. Constraining Supply of ODS					
A	Conversion of Domestic refrigerators to drop-in hydrocarbon blend	As from 2007	Relevant stakeholders/OPIAMU	Some completed	To complete ongoing projects
B	Adoption of refrigerant conservation measures	As from 2007	Relevant stakeholders/OPIAMU	Some completed	To complete ongoing projects
C	Deployment of a Recovery/Recycling Program	2007 onwards	Relevant stakeholders/OPIAMU	Not yet implemented	To establish the Programme 2007
D	Continuation of the use of the Halon Centre facilities.	ongoing	Relevant stakeholders/NOO	Rendering Services	Usage of Centre to Continue
E	Continuation of the ODS import quotas	Ongoing	NCS/NAFDAC/OPIAMU	Target Met	To stop Importation
F	A ban on all ODS imports, taking effect in January 2010	2010	Government / Importers	Pending	Stop Importation in January 2010
G	Development of a HCFC-strategy and follow-up projects	2007 onwards	Stakeholders/NOO	Initiated Survey Strategy	2015 Level to be Maintained
H	Develop a transition strategy for MDIs	2007	Stakeholders/NOO	Ongoing	Complete in 2010
I	Develop an ODS Waste Disposal Management Plan	2008 onwards	Stakeholders/NOO	Not yet Implemented	Machinery in place to start 2008
2. Institutional Strengthening					
A	Continue to strengthen NOO to enhance implementation	2007-2010	Government / NOO	Ongoing	Further funding from MLFS
B	Continue to support OPIAMU's operations	2007 - 2010	Government/OPIAMU	Ongoing	Mutual cooperation
C	Use NAOCOM more meaningfully	2007 Onwards	Key Stakeholders	Ongoing	Regular meetings
D	Establishment of National ODS Database	2007	OPIAMU / NAFDAC / NCS / Stakeholders	Ongoing	To be completed before 2010
E	Training of Refrigeration technicians in good practices	2007 onwards	OPIAMU / Stakeholders	Ongoing	Complete Training in 2008
F	Institution of certification Programme for Refrigeration Technicians	2007 onwards	Ministry of Education / OPIAMU	Already Commenced	To Continue the Programme
G	Training of Customs Officers and staff of other chemical Regulator Agencies	2007 onwards	Customs / OPIAMU	Ongoing	To Intensify Training
3. Industrial Consumption Phase-out					
A	Continuation of provision of physical safety measures in foam outfits	To end of 2007	Relevant Industries/OPIAMU	Ongoing	Complete in early 2008
B	Replacement of CFC-12 at the two remaining aerosol filling enterprises	2007	Relevant Industries/OPIAMU	Commenced	To be completed in 2008
C	Continue to support private initiatives in local fabrication of box Foam Machines	2007 & Beyond	Government/Private Enterprises	Already commenced	Continue Intervention
D	Continue to support private initiatives in local sourcing of hydrocarbon drop-ins.	2007 & Beyond	Government/Private Enterprises	Ongoing	Continue till 2010
F	Training of Enforcement Officers	2007	OPIAMU/ NCS/Consults	Ongoing	Continue Training
4. Fiscal/Trade Incentives					
A	Waiver of import tariffs for import of non-ODS based equipment,	Ongoing since 1998	Customs/ OPIAMU/ Foreign Affairs Ministry	Already being implemented	More importation incentives
B	Continuation of import ban on used ODS-based Equipment and compressors	On-going	NCS / NAFDAC / NOO / NESREA	Already being implemented	Ban continues
C	Continuation of import ban on used cars of more than 5 years of age	Ongoing	Customs Service / NOO / NESREA	Already being implemented	Continue the Ban
5. Public Awareness and Enlightenment					
A	NOO to intensify awareness in collaboration with State EPAs	2007 - 2010	NOO/SEPAs	Ongoing	Invitation and Visits to SEPAs
D	Launching of Website	2007	NOO / OPIAMU	No website yet	Launch in 2008
C	Reactivation of "Ozone Outreach Newsletter"	2007	NOO	Not yet Implemented	Make Available as from 2008
D	Eco-labelling	2007	NOO/SON	Not in Place	Projected for 2008
E	Awareness seminars for importers, End users and other stakeholders	2007 onwards	NOO/relevant stakeholders	Ongoing	More awareness seminars