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African Ministerial Conference on the Environment

African Ministerial Conference on the Environment

Tenth special session

Abidjan, 3–6 September 2024

Decision AMCEN/SS.X/3: Climate change*

We, African ministers for the environment,

Having met in Abidjan on 5 and 6 of September 2024 at the tenth special session of the African Ministerial Conference on the Environment,

Welcoming and appreciating the participation of the ministers and their representatives at the tenth special session of the African Ministerial Conference on the Environment,

Recalling the outcomes of the nineteenth session of the African Ministerial Conference on the Environment held in Addis Ababa on 17 and 18 August 2023,

Welcoming the ‘UAE consensus’ (COP 28 decisions) and urge implementation of the Global Stocktake outcomes in a manner that addresses the sustainable development challenges in African countries and enables a just, orderly and equitable transitions to low carbon and climate resilient development;

Welcoming the steps taken by the secretariat of the United Nations Framework Convention on Climate Change to implement the mandate to rectify the imbalance in the distribution of Observer badges at COPs and Subsidiary Bodies meetings and for boosting the proportion of Observer Organisations from Africa and the rest of the Global South at this year’s Conference following the guidance from all Parties at the June meeting this year.

Decide:

1. To call for the adoption of an ambitious and outcome-based New Collective Quantified Goal on climate finance (NCQG) at COP29 that supports developing countries’ transitions to low carbon and climate resilient development through implementation of Nationally Determined Contributions (NDCs) and National Adaptation Plans (NAPs). Further call for an NCQG that responds to the global economic challenges, high capital costs, and debt sustainability issues faced by developing countries and emphasise the commitment of developed countries to their obligations on provision of finance in accordance with the UN Convention on Climate Change and its Paris Agreement;
2. To call for an NCQG with a quantum of not less than USD 1.3 trillion annually, as a mobilisation and provision of climate finance goal to be regularly reviewed to reflect the evolving needs of developing countries, delivered mainly through concessional finance and grants, in particular for adaptation and loss and damage, with enhanced access and transparency for such resources;
3. To emphasise the importance of advancing discussions on the reform of the International Financial Institutions (IFIs) and Multilateral Development Banks (MDBs) and a new financing architecture that is responsive to Africa’s and other developing countries’ needs including debt

* The present document is being issued without formal editing.

- restructuring and relief, governance issues, finance terms and instruments to enhance quantum of finance that is consistent with the objectives of the Paris Agreement;
4. To underscore the importance of advancing work at COP 29 towards fully operationalising the Global Goal on Adaptation (GGA) including through UAE–Belem work programme on indicators; particularly in respect of adaptation dimensions - impacts, planning, implementation, Monitoring, Evaluation and Learning (MEL) – noting the importance of means of implementation (finance, capacity building and technology transfer) as a cross-cutting issue in each of the dimensions and themes;
 5. To urge developed countries to implement the GST outcome that recognises the need to significantly scale-up adaptation finance beyond the doubling agreed at COP 26 to support the urgent and evolving needs to accelerate adaptation and build resilience in developing countries;
 6. To call for the full operationalization of the Fund for responding to Loss and Damage with sufficient resources to respond to the needs of developing countries that are particularly vulnerable to the adverse effect of climate change in responding to loss and damage, including a focus on addressing loss and damage, and for the operationalisation of the Santiago Network for Loss and damage (SNLD) including provision of adequate support for technical assistance;
 7. To call for reconsideration of the decision of the SNLD Board on hosting of the network in Geneva to be in line with the assessment report of the host UN agencies that recommended Nairobi as the most cost-effective host city for the Secretariat;
 8. To reiterate the importance of progress on the just transition work programme and for the COP to send the right policy signals on operationalising equity and Common but Differentiated Responsibilities & Respective Capabilities (CBDR&RC) in advancing the achievement of the goals of the Paris Agreement;
 9. To call on COP 29 to launch work on the consideration of the special needs and special circumstances of Africa under the Paris Agreement in line with the relevant and previous decisions adopted by the COPs;
 10. To agree that all African countries including African Least Developing Countries (LDCs), and Small Island Developing States (SIDS) align with Africa’s unified position, particularly regarding the continent’s special needs and circumstances under the Paris Agreement in relation to support;
 11. To strengthen the coordination and linkages among African Group of Negotiators on Climate Change, the Africa Union Commission, the African Ministerial Conference on Environment , and the Committee of Heads of State and Governments on Climate Change and, in this regard, decide to establish and institutionalize the secretariat of the Africa group of Negotiators with direct collaboration with AMCEN Secretariat and the Secretariat of the African Climate Summit approved by the Africa Union Assembly and request the AGN Chair to provide an update on the progress of this matter at the next AMCEN meeting.
 12. To appreciate the work of the African Group of Negotiators on climate change, led by Kenya, for representing the interests of Africa in the climate change negotiations and endorse the key messages annexed, and the African common position for the twenty-ninth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change;
 13. To commend the work of the African scientists in their contribution to IPCC Assessment report and call for enhanced contribution in the upcoming assessment to reflect the interest of the continent. Call for improved coordination between African scientists, and IPCC and UNFCCC focal points.

Annex

Key messages on the African position to the twenty-ninth meeting of the Conference of the Parties to the United Nations Framework Convention on Climate Change

1. The climate crisis is increasingly alarming, with 2024 likely to be one of the hottest years on record. Greenhouse gas concentrations have surpassed 420 ppm of CO₂, driving global warming towards a dangerous 2.7°C increase by century's end. The first Global Stocktake reaffirms the inadequacies of both climate actions and support. There is need for urgent and enhanced action and support, with developed countries taking lead, to close both the implementation and ambition gaps and prevent severe impacts on lives, ecosystems, and economies especially in Africa and vulnerable regions.
2. Africa is disproportionately affected by climate impacts despite the continent's insignificant contribution of less than 4% of global greenhouse gases (GHG) emissions. The continent is disadvantaged in accessing and attracting international climate finance and global trade resulting in the continent's spending of more than 5% of their GDP to respond to climate impacts. This contributes to most African countries facing an unsustainable debt situation which also worsened by the general global rise in interest rates and exchange rate shifts after the Covid 19 and the war in Ukraine.
3. COP 29 referred to as the "Finance COP" should deliver on NCQG that is based on achieving the goals agreed to in Glasgow, Sharm and Dubai, as well as evolving needs as reflected in countries' NDCs, NAPs, and other national climate planning and programming instruments, and should reflect the GST outcome. The NCQG should respond to the Standing Committee on Finance (SCF) needs determination report, which states that financial support needed for current NDCs is at the scale of USD 5.8 trillion by 2030
4. Developed countries must provide leadership to provide the scale of climate finance required as trillions of dollars are needed annually to tackle the climate crisis and restore trust in the multilateral system. The NCQG should invite, attract, and recognise a range of contributions and mechanisms, with a shared expectation on transparency, accountability, and high ambition.
5. The quality of finance is particularly critical for African countries. There is need to address the unsustainable debt burden, high cost of capital and increasing use of non-concessional finance instruments that hinder the ability of African countries to achieve their climate and development goals. The current financial instruments provided to developing countries are increasing debt stress, and the share of loans to Africa in total ODA in 2022 increased by 29%. The NCQG framework should therefore address the types of finance instruments and their relative contribution to the quantum, with a clear share for public grant finance.
6. Africa faces a severe energy poverty, with over 600 million people lacking access to electricity and more than 900 million people without access to clean cooking solutions. This challenge underscores the urgent need for substantial finance and investment in the energy sector as a top priority for the continent. The implementation of COP28 decisions relating to the energy sector must be accompanied by the provision and mobilisation of the necessary means of implementation, ensuring that the continent can transition to sustainable energy systems while addressing the pressing energy access needs of its population.
7. Making financial flows consistent with Paris Agreement goals (Article 2.1C of the Paris agreement) should be in the context of supporting sustainable development and poverty eradication as per Article 2 of the Paris Agreement and in line with the agreed principles in Article 2.2 of the Paris Agreement. We stress that such an approach should reflect just transitions taking into account fully the social and economic dimensions of the transitions, while avoiding creating conditionalities on access to finance or flows of investments to African countries. And that financial flows alignment must be assessed against African countries' needs for adaptation, mitigation and loss and damage actions and projects, not as an aspirational transparency goal.
8. Latest reports on needs to address climate change in particular adaptation and loss and damage, specially the UNEP adaptation gap report confirms that the annual needs for adaptation finance is in the scale of USD360 billion annually, and in this regard raises concerns on the limited resources provided for adaptation that are in the scale of USD 9-18 billion in 2019, and the low ambition of doubling such limited resources by 2025, as decided by COP26, and never fulfilled.

9. There is need to scale up adaptation action and support to ensure an adequate adaptation response in the context of the temperature goal. The Global Goal on Adaptation (GGA) and its framework needs to be further operationalised, and in particular the adequacy of adaptation action and support in relation to adaptation needs. The UAE-Belem work Programme on indicators must make significant progress in the development of indicators in key areas including agriculture, water, health, biodiversity, infrastructure and human settlements. Adaptation finance should be significantly scaled up to support development and implementations of NAPs and other adaptation strategies.
10. Agriculture and food security are key priorities of Africa, and we call for means of implementation (finance, technology development and transfer, and capacity-building) for the implementation of adaptation measures in the agricultural sector.
11. Africa must build understanding of the nexus between climate change and health and the linkages to environmental and socio-economic imperatives. We support ambitious targets for enhancing climate resilience in health services, aimed at reducing climate related morbidity and mortality
12. The increasing frequency and intensity of climate impacts results in irreversible loss and damages. The Fund for responding to Loss and Damage needs to be fully operationalised and resourced to support developing countries effectively respond to these losses and damages, prioritising grant-based and concessional financing. Additionally, there is need to operationalise the Santiago Network to catalyse for technical assistance for the implementation of relevant approaches for addressing L&D at the local, national and regional level in developing countries.
13. There is need to enhance synergy, coordination, collaboration and coherence in the implementation of the respective mandates and functions of the different bodies dealing with loss and damage including the Fund, Santiago Network, and Warsaw International Mechanism (WIM), and ensure that developing countries that are particularly vulnerable to the adverse effects of climate change are adequately supported
14. Climate change impacts continue to affect peace and security in Africa, resulting in massive displacement and migration of vulnerable populations. There is need for policies that protect and empower those affected by climate-induced displacement as a result of losses and damages associated with climate change and also integrate human mobility into national climate adaptation plans, enhancing cross-border cooperation, and ensuring the rights and dignity of all displaced persons.
15. There is need to implement the GST outcomes in a manner that addresses the sustainable development challenges in African countries and enables a just, orderly and equitable transitions and the UAE Dialogue should make progress in discussing finance aspect of implementing the GST outcomes. The ambition and implementation gaps emphasise the importance of enhanced international cooperation and the international enabling environment under the Roadmap to Mission 1.5 and call on the TROIKA to provide clear guidance of UNFCCC engagement of the international cooperation ecosystem with a view to enhancing climate action, whilst maximising sustainable development and poverty eradication.
16. COP 29 must advance just transition work programme and send the right policy signals on operationalising equity and CBDR&RC in advancing the achievement of the goals of the Paris Agreement. The Just transition work programme should reflect the priorities of Africa, in particular green industrialisation, sustainable use and value addition of natural resources, addressing energy poverty and clean cooking needs, in the context of sustainable development and efforts towards poverty eradication.
17. The Mitigation work programme should support the implementation of countries' NDCs and promote equity and fairness in the policy space for sustainable development by developing countries, cognisant of the need for a just transition to low-carbon and climate resilient economies in line with different development needs, social, economic and environmental implications.
18. The COP 28 GST decision called for revised and ambitious NDCs and enhanced international cooperation that respond to the GST outcomes. African countries have submitted ambitious NDCs but note that many NDCs have not been implemented due to lack of effective support. As we embark on the preparation of updated NDCs, support must be provided to African countries for the implementation of existing and new NDCs.
19. Developed countries in the implementation of their mitigation policies, including the energy transition targets of the GST outcome must ensure appropriate measures to minimise intended or unintended negative impacts on the socio-economic development of developing countries and provide

the appropriate support to address any challenges. We call for finalisation of the five-year work program on implementation of Response Measures which will continue to guide this cooperation.

20. Technology development and transfer and capacity building are key to achieving NDCs and NAPs. Africa requires access to cost-effective and modern technologies in this regard. The promotion of unproven and destructive technologies, particularly solar radiation management should be avoided, and thus call for a global governance mechanism for non-use of solar radiation management.

21. Cities, local and regional governments play an important role in the implementation Nationally Determined Contributions (NDCs). African countries are encouraged to join the Coalition for High Ambition Multilevel Partnerships (CHAMP) launched at COP 28, which fosters collaboration across all levels of government, stakeholders, and subnational entities for enhanced climate action. To support these efforts, there is need for scaled-up and accessible climate finance that addresses the specific needs of vulnerable regions, and international financial reforms to better respond to local priorities.

22. Africa is concerned with the climate and environment based unilateral trade measures, including CBAM, and incoming UK and US carbon border taxes among others, and stresses that the GST outcomes confirmed that measures taken to combat climate change, including unilateral ones, should not constitute a means of arbitrary or unjustifiable discrimination or a disguised restriction on international trade.

23. On transparency, developed countries should provide sufficient and predictable resources to support building of sustainable institutional capacities and for regular reporting by developing country Parties.

24. Africa considers carbon markets as instruments to leverage low carbon and resilient development and deliver meaningful sustainable development impacts beyond emissions reductions. Many Africa countries are currently engaged in development of national carbon markets frameworks. This offers an opportunity to strengthen regional collaboration and exchange experiences. COP 29 should conclude the rules for carbon markets that are robust and deliver environmental integrity and the long-term goals of the Paris Agreement.

25. The Nairobi Declaration adopted by the AU Assembly on the February 2024 Assembly/AU/Dec.883(XXXVII) endorsed in Africa Climate Summit 2023 will continue to guide Africa's engagements in the climate change matters.

26. We welcome the efforts by African endorsed initiatives including the Africa Green Industrialisation Initiative (AGII), Africa Green Infrastructure Alliance (AGIA), Africa Adaptation Initiative (AAI), Adaptation of African Agriculture (AAA), the Africa Renewable Energy Initiative (AREI) to support Africa's sustainable development and climate action and call for support for these initiatives.
