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African Ministerial Conference on the Environment

African Ministerial Conference on the Environment
Tenth special session
Abidjan, Côte d'Ivoire, 3–6 September 2024

Decision AMCEN/SS.X/3: Climate change

We, African ministers for the environment,

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

Welcoming and expressing appreciation for the participation of the ministers and their representatives in the ministerial meeting of the tenth special session,

Recalling the outcomes of the nineteenth ordinary session of the African Ministerial Conference on the Environment, held in Addis Ababa from 14 to 18 August 2023,

Welcoming the United Arab Emirates Consensus,[1] and urging the 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 transition to low-carbon and climate-resilient development,

Welcoming also 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 sessions of the Conference of the Parties to the Convention and at meetings of subsidiary bodies and to boost the proportion of observer organizations from Africa and the rest of the global South at the twenty-ninth session, following the guidance from all parties at the sixtieth session of the subsidiary body for implementation, held in Bonn, Germany, from 3 to 13 June 2024,

Decide:

1. To call for the adoption of an ambitious and outcome-based new collective quantified goal on climate finance at the twenty-ninth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change that supports developing countries' transition to low-carbon and climate-resilient development through the implementation of nationally determined contributions and national adaptation plans, and to also call for a new collective quantified goal that responds to the global economic challenges, high capital costs and debt sustainability issues faced by developing countries and emphasizes the commitment of developed countries to their obligations with regard to the provision of finance in accordance with the United Nations Framework Convention on Climate Change[2] and the Paris Agreement;[3]

2. To also call for a new collective quantified goal with a quantum of not less than 1.3 trillion dollars annually, as a mobilization 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;

[1] See document FCCC/PA/CMA/2023/16.

[2] United Nations, *Treaty Series*, vol. 1771, no. 30822.

[3] See document FCCC/CP/2015/10/Add.1, decision 1/CP.21, annex.

3. To emphasize the importance of advancing discussions on the reform of international financial institutions and multilateral development banks and a new financing architecture that is responsive to Africa’s and developing countries’ needs, including through debt restructuring and relief, governance issues, finance terms and instruments to enhance the quantum of finance, consistent with the objectives of the Paris Agreement;

4. To underscore the importance of advancing work at the twenty-ninth session of the Conference of the Parties towards fully operationalizing the global goal on adaptation, including through the United Arab Emirates–Belém work programme on indicators for measuring progress achieved towards the targets referred to in paragraphs 9 and 10 of Conference of the Parties decision 2/CMA.5, in particular in respect of adaptation dimensions (impacts, planning, implementation, monitoring, evaluation and learning), 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 global stocktake outcome that recognizes the need to significantly scale up adaptation finance beyond the doubling agreed on by the Conference of the Parties at its twenty-sixth session 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 effects of climate change in responding to loss and damage, including a focus on addressing loss and damage, and for the operationalization of the Santiago network for averting, minimizing and addressing loss and damage associated with the adverse effects of climate change, including through the provision of adequate support for technical assistance;

7. To also call for the reconsideration of the decision by the Santiago network Board to host the network in Geneva, so as to be in line with the assessment report of the host United Nations 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 of the Conference of the Parties sending the right policy signals on operationalizing equity and on common but differentiated responsibilities and respective capabilities in advancing the achievement of the goals of the Paris Agreement;

9. To call on the Conference of the Parties to launch work, at its twenty-ninth session, on the consideration of the special needs and special circumstances of Africa under the Paris Agreement, in line with relevant decisions adopted previously by the Conference;

10. To agree that all African countries, including least developed countries and small island developing States, align themselves with Africa’s unified position, in particular regarding the continent’s special needs and circumstances under the Paris Agreement in relation to support;

11. To strengthen the coordination and linkages among the African Group of Negotiators for climate change, the African Union Commission, the African Ministerial Conference on the Environment and the Committee of African Heads of State and Government on Climate Change, and, in this regard decide to establish and institutionalize the secretariat of the African Group of Negotiators, with direct collaboration with the secretariat of the African Ministerial Conference on the Environment and the secretariat of the African Climate Summit, as approved by the Assembly of Heads of State and Government of the African Union, and to request the Chair of the African Group of Negotiators for climate change to provide an update on the progress of this matter at the next session of the African Ministerial Conference on the Environment;

12. To express appreciation for the work of the African Group of Negotiators for climate change, led by Kenya, for representing the interests of Africa in the climate change negotiations, and to endorse the key messages on the African common position for the twenty-ninth session of the Conference of the Parties, annexed to the present decision;

13. To commend the work of African scientists in their contribution to the Intergovernmental Panel on Climate Change assessment reports; to call for enhanced contributions to the upcoming assessment in order to reflect the interests of the continent; and to also call for improved coordination between African scientists and focal points from, respectively, the Intergovernmental Panel on Climate Change and the United Nations Framework Convention on Climate Change

Annex to decision AMCEN/SS.X/3

Key messages on the African position for the twenty-ninth session 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 carbon dioxide, driving global warming towards a dangerous 2.7°C increase by the end of the century. The first global stocktake reaffirmed the inadequacies of both actions and support to tackle climate change. There is a need for urgent and enhanced action and support, with developed countries taking the lead, to close both the implementation and ambition gaps and prevent severe impacts on lives, ecosystems and economies, in particular in Africa and other vulnerable regions.

2. Africa is disproportionately affected by the impacts of climate change, despite the continent's insignificant contribution of less than 4 per cent of global greenhouse gas emissions. The continent is disadvantaged in accessing and attracting international climate finance and global trade, so that it spends more than 5 per cent of gross domestic product to respond to the impacts of climate change. This contributes to most African countries' facing an unsustainable debt situation, which has been worsened by the global rise in interest rates and exchange rate shifts since the coronavirus disease (COVID-19) pandemic and the start of the armed conflict in Ukraine.

3. The Conference of the Parties to the United Nations Framework Convention on Climate Change, at its twenty-ninth session, referred to as the "finance Conference", should deliver on a new collective quantified goal that is based on achieving the goals agreed to at its twenty-sixth, twenty-seventh and twenty-eighth sessions, as well as the evolving needs reflected in countries' nationally determined contributions, national adaptation plans and other national climate planning and programming instruments, and should reflect the global stocktake outcome. The new collective quantified goal should respond to the Standing Committee on Finance needs determination report, in which the Committee stated that the financial support needed for the current nationally determined contributions would amount to 5.8 trillion dollars until 2030.[4]

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 new collective quantified goal should invite, attract and recognize a range of contributions and mechanisms, with a shared expectation of transparency, accountability and high ambition.

5. The quality of finance is particularly critical for African countries. There is a need to address the unsustainable debt burden, the high cost of capital and the 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 official development assistance in 2022 increased by 29 per cent. The new collective quantified goal 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 severe energy poverty, with more than 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 the United Arab Emirates Consensus relating to the energy sector must be accompanied by the provision and mobilization of the necessary means of implementation to ensure 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 the goals of the Paris Agreement (art. 2, para. 1 (c) of the Agreement) should be in the context of supporting sustainable development and poverty eradication, in line with article 2 of the Agreement and with the agreed principles in paragraph 2 of that article. We stress that such an approach should reflect just transitions, taking fully into account the social and economic dimensions of the transitions while avoiding creating conditionalities regarding access to finance or flows of investments to African countries. Financial flows alignment must be

[4] First Report on the Determination of the Needs of Developing-Country Parties related to Implementing the Convention and the Paris Agreement (Bonn, Germany, 2021), para. 16.

assessed against African countries' needs for adaptation, mitigation and loss and damage actions and projects, not as an aspirational transparency goal.

8. The latest reports on needs to address climate change, adaptation and loss and damage, in particular the United Nations Environment Programme *Adaptation Gap Report 2023*, confirm that the annual need for adaptation finance is in the region of $360 billion annually. This raises concerns about the limited resources provided for adaptation, which were in the region of $9 billion to $18 billion in 2019, and the low ambition of doubling such limited resources by 2025, a goal decided on by the Conference of the Parties at its twenty-sixth session but never fulfilled.

9. There is a 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 and its framework need to be further operationalized, and, in particular, the adequacy of adaptation action and support in relation to adaptation needs must be improved. The United Arab Emirates–Belém work programme on indicators for measuring progress achieved towards the targets referred to in paragraphs 9 and 10 of Conference of the Parties decision 2/CMA.5 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 the development and implementation of national adaptation plans and other adaptation strategies.

10. Agriculture and food security are key priorities for 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 socioeconomic 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 result in irreversible loss and damage. The Fund for Responding to Loss and Damage needs to be fully operationalized and resourced to support developing countries in effectively responding to losses and damages, prioritizing grant-based and concessional financing. In addition, there is a need to operationalize the Santiago network for averting, minimizing and addressing loss and damage associated with the adverse effects of climate change, to catalyse technical assistance for the implementation of relevant approaches for addressing loss and damage at the local, national and regional levels in developing countries.

13. There is a 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 for Responding to Loss and Damage, the Santiago network and the Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts, and ensure that developing countries that are particularly vulnerable to the adverse effects of climate change are adequately supported.

14. The impacts of climate change continue to affect peace and security in Africa, resulting in massive displacement and migration of vulnerable populations. There is a need for policies that protect and empower those affected by climate-change-induced displacement as a result of loss and damage associated with climate change and that 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 a need to implement the global stocktake outcomes in a manner that addresses the sustainable development challenges in African countries and enables a just, orderly and equitable transition. Progress should be made under the United Arab Emirates dialogue on implementing the global stocktake outcomes in discussing the finance aspect of implementing those outcomes. The ambition and implementation gaps emphasize the importance of enhanced international cooperation and the international enabling environment under the Roadmap to Mission 1.5. The Troika should provide clear guidance on engagement by the secretariat of the Convention with the international cooperation ecosystem with a view to enhancing climate action, while maximizing sustainable development and poverty eradication.

16. The Conference of the Parties, at its twenty-ninth session, must advance the just transition work programme and send the right policy signals on operationalizing equity and common but differentiated responsibilities and respective capabilities 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 industrialization, sustainable use and value addition regarding 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' nationally determined contributions and promote equity and fairness in the policy space for sustainable development by developing countries, with awareness of the need for a just transition to low-carbon and climate-change-resilient economies in line with different development needs and social, economic and environmental implications.

18. In its decision 1/CMA.5, the Conference of the Parties called for revised and ambitious nationally determined contributions and enhanced international cooperation responding to the global stocktake outcomes. African countries have submitted ambitious nationally determined contributions but many have not been implemented owing to a lack of effective support. As countries embark on the preparation of updated nationally determined contributions, support must be provided to African countries for the implementation of existing and new nationally determined contributions.

19. In implementing their mitigation policies, including the energy transition targets of the global stocktake outcome, developed countries must ensure the use of appropriate measures to minimize intended and unintended negative impacts on the socioeconomic development of developing countries and provide the appropriate support to address any challenges. The five-year work programme on the implementation of response measures should be finalized to guide this cooperation.

20. Technology development and transfer and capacity-building are key to achieving nationally determined contributions and national adaptation plans. Africa requires access to cost-effective and modern technologies in this regard. The promotion of unproven and destructive technologies, in particular solar radiation management, should be avoided, and a global governance mechanism for the non-use of solar radiation management should be called for.

21. Cities and local and regional governments play an important role in the implementation of nationally determined contributions. African countries are encouraged to join the Coalition for High-Ambition Multilevel Partnerships for Climate Action, launched during the twenty-eighth session of the Conference of the Parties, which fosters collaboration across all levels of government, stakeholders and subnational entities for enhanced climate action. To support these efforts, there is a need for scaled-up and accessible climate finance that addresses the specific needs of vulnerable regions, and for international financial reforms to better respond to local priorities.

22. Africa is concerned about climate- and environment-based unilateral trade measures, including the Carbon Border Adjustment Mechanism of the European Union and the forthcoming carbon border taxes of the United Kingdom of Great Britain and Northern Ireland and the United States of America, among others, and stresses that the global stocktake 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. In terms of transparency, developed countries should provide sufficient and predictable resources to support the building of sustainable institutional capacities and for regular reporting by developing-country parties.

24. Africa considers carbon markets as instruments for leveraging low-carbon and resilient development and delivering meaningful sustainable development impacts beyond emissions reductions. Many Africa countries are engaged in the development of national carbon market frameworks. This offers an opportunity to strengthen regional collaboration and exchange experiences. The Conference of the Parties, at its twenty-ninth session, should conclude rules for carbon markets that are robust and deliver environmental integrity and the long-term goals of the Paris Agreement.

25. The African Leaders Nairobi Declaration on Climate Change and Call to Action, adopted during the Africa Climate Summit held in Nairobi on 4 and 5 September 2023, will continue to guide Africa's engagement in climate change matters.

26. We welcome the efforts by African-endorsed initiatives, including the Africa Green Industrialization Initiative, the Alliance for Green Infrastructure in Africa, the Africa Adaptation Initiative, the initiative for the Adaptation of African Agriculture to Climate Change and the Africa Renewable Energy Initiative to support Africa's sustainable development and climate action, and call for support for these initiatives.