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ECOSOCC
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Roadmap to COP28

EXECUTIVE SUMMARY

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As COP28 approaches, the AU stands at a critical juncture in its climate diplomacy journey. Lessons from COP27 must be analyzed to solidify the AU's leadership in global climate negotiations. COP28 outcomes will profoundly impact Africa's ability to address climate change and build resilience.

AFRICA'S AGENCY IN GLOBAL CLIMATE GOVERNANCE

Africa's involvement in global climate governance evolved, with the emergence of coordinated mechanisms in the late 20th century. The African common position on climate change was declared in 1991, and after challenges, a unified stance was achieved in the 2009 Nairobi Declaration. The shift to a unified front was a turning point, enhancing Africa's coherence, unity, and influence in global climate negotiations. The AU and its committees played a pivotal role, ensuring effective representation of Africa's interests. Despite initial challenges, African negotiators have improved access to resources, enhancing delegation size and quality. Partnerships, including funding from the African Development Bank, supported effective participation in climate negotiations. Three institutions, AMCEN, CAHOSOCC, and AGN, play crucial roles in steering Africa's environmental protection efforts. Their coordinated interactions are integral to the AU's climate framework.

CHALLENGES AND DIVERSE PERSPECTIVES ON CLIMATE CHANGE IN AFRICA

Despite widespread African participation in the Paris Agreement, challenges persist in addressing climate change. An information deficit, inadequate funding, and weak coordination hinder effective action. National approaches often conflict with regional policies, creating inconsistencies. Adaptation efforts vary due to differences in capacity and commitment. The 2023 Africa Climate Summit revealed a divergence on renewable energy and fossil fuels, with calls to phase down coal but debates on gas as a transitional source. The challenge lies in balancing economic development and climate goals, as demonstrated by conflicting views on the role of gas.

OUTCOMES AND TAKEAWAYS OF COP27

In alignment with a strategic vision set forth by the African Group of Negotiators (AGN), the forthcoming presentation of the main outcomes and takeaways of COP27 follows a meticulously crafted six-point plan. This plan, strategically unveiled ahead of COP27, articulates a comprehensive framework to address the pressing challenges of the climate crisis, emphasizing Africa's unique vulnerabilities and the imperative for decisive global action. The structure of the presentation mirrors the six-point plan, providing a coherent and systematic exploration of COP27 outcomes.

1. Delivery of Enhanced Climate Finance and Support

The UNFCCC Standing Committee on Finance (SCF) set the scene for finance discussions ahead of COP27 with four reports. While global climate finance increased by 12% in 2019-2020, international public sources fell short of the target, eroding trust in the financial architecture.

- COP27 recognized the unmet \$100 billion by 2020 pledge from developed countries.
- Commitments were made, but concrete actions were lacking, highlighting the challenge of timely financial support.

- COP27 saw eight donor governments pledging USD 105 million for the Least Developed Countries Fund (LDCF) and Special Climate Change Fund (SCCF).
- Concerns persisted about overall delivery on the \$100 billion annual commitment and a lack of clarity on doubling adaptation finance by 2025
- COP27 called for reforms in Multilateral Development Banks (MDBs) and International Financial Institutions (IFIs) to increase climate finance and enhance access.
- Three workstreams focused on increasing finance scale, enhancing access, and using concessional instruments.
- . The Second Replenishment of the Green Climate Fund (GCF) for 2024-2026 was launched.

2. Strengthening Adaptation Action and Support at COP27

While the conference adopted a process decision on the Global Goal on Adaptation (GGA), there were challenges and gaps in meeting Africa's expectations for a concrete framework with science-based indicators, metrics, and targets.

- COP27 initiated the development of a framework for the GGA in 2023 but fell short of providing a concrete framework with science-based indicators.
- The decision recognized the crucial role of the Adaptation Fund and urged contributors to fulfill pledges in a timely manner.
- Challenges were faced in adopting an agenda item on the COP26 decision to double adaptation finance by 2025.
- The Standing Committee on Finance was tasked with preparing a report for consideration at COP28, acknowledging ongoing challenges in accessing climate finance.
- COP27 outcomes emphasized the need to simplify access to adaptation finance, with \$230 million committed at the conference, but it constitutes less than 10% of Africa's estimated needs.
- The Six-point plan called for an agreement on a program to improve access to adaptation finance, and COP27 outcomes encourage ongoing efforts to simplify access.
- Reducing procedural complexities is seen as crucial to ensuring that developing countries have the necessary resources to adapt to climate change.
- Positive developments include pledges of USD 230 million to the Adaptation Fund, fulfilling commitments made at COP26.
- COP27 launched the Sharm el-Sheikh Adaptation Agenda, a collaborative plan to accelerate transformative solutions and align state and non-state actors toward achieving adaptation targets by 2030.

3. Addressing Climate-Induced Loss and Damage at COP27

COP27 marked a significant milestone in addressing the longstanding plea of vulnerable nations by establishing a fund dedicated to climate-induced loss and damage.

- Vulnerable countries advocated for a fund to cope with severe climate impacts for three decades.

- The 6-point agenda emphasized the equivalence of loss and damage with adaptation and mitigation, urging new and additional finance for vulnerable communities.
- Responding to the persistent call, COP27 adopted a standalone agenda item on funding arrangements for loss and damage.
- A fund exclusively focusing on addressing loss and damage was established, with a Transitional Committee tasked with operationalizing funding arrangements.
- The roadmap outlined activities, including dialogues on loss and damage finance, with expectations for modalities and operationalization decisions at COP28.
- COP27 concluded negotiations on the institutional arrangements for the Santiago Network for Loss and Damage (SNLD), designed to provide technical assistance related to loss and damage. Progress was made on the governance structure and host selection process, with plans for full operationalization by COP28.
- In tandem with COP27 outcomes, a USD 3.1 billion plan was revealed to ensure global coverage by early-warning systems within five years.

4. Enhancing Ambition on Mitigation Towards 1.5°C at COP27

COP27, with a focus on limiting global temperature rise to 1.5°C, saw mixed outcomes in enhancing mitigation ambition. Despite urging countries to submit ambitious emission reduction targets, the progress at COP27 reflected incremental steps.

- The emissions gap between submitted NDCs and the required trajectory to limit temperature rise persisted, with few countries updating their NDCs with new ambitious commitments.
- Progress in devising long-term strategies for a just transition to net-zero emissions by COP27 was slow, with only a few countries presenting new strategies.
- The need for countries to communicate long-term strategies by COP28 was emphasized, underlining the urgency of robust planning for a sustainable transition.
- Progress was observed in designing the Mitigation Work Programme, established at COP26, to amplify ambition and implementation leading up to 2030.
- The program's duration through 2026 was decided, but it fell short of setting new emissions reduction goals, maintaining a bottom-up NDC policy-setting approach.
- Robust accountability mechanisms for governments to enhance emission reduction targets were not adopted.
- COP27 missed an opportunity to call for global emissions to peak by 2025, a crucial milestone according to IPCC recommendations.
- Rich and high-emitting countries' emission reduction targets were noted to fall short of aligning with the imperative of limiting global temperature rise to 1.5 degrees.

- Countries are urged to reassess their 2030 emission reduction targets, aligning them with the imperative of limiting global temperature rise to 1.5°C.

5. Supporting African Just Transitions and Sustainable Development at COP27

- COP27 included a groundbreaking call to accelerate renewable energy deployment but faced criticism for including fossil gas as a low-emission source.
- The COP26 commitments to 'phase down' coal and 'phase out' inefficient fossil fuel subsidies were reiterated.
- COP27 established a work programme on just transition, aiming to align transitions with the Paris temperature goal.
- Introduced an annual high-level Ministerial roundtable on Just Transition, starting at COP28, focusing on ambitious and equitable climate actions.

6. Maximizing the Global Stocktake to Highlight Equity at COP27

The sixth point of the six-point plan centered on maximizing the Global Stocktake (GST) to highlight equity as a crucial element in addressing the scale of the climate crisis.

- COP27 emphasized the need for comprehensive GST discussions, creating a platform to scrutinize implementation gaps, challenges, and overall progress.
- COP27 facilitated GST discussions through a Technical Dialogue, featuring interactive sessions among all stakeholders.
- Procedural conclusions were adopted under the Joint Contact Group, signaling a push for early political consideration of the GST outputs in 2023.
- The Sharm el-Sheikh Implementation Plan welcomed the progress of the first global stocktake, noting its balanced, comprehensive, and inclusive nature.

CONCLUSION – FORWARD TRAJECTORY AND CONSIDERATIONS

The Africa Climate Summit held in September 2023 in Nairobi, Kenya, served as a prelude to COP28, bringing together African leaders and stakeholders to discuss sustainable growth and climate finance solutions. The Nairobi Declaration, endorsed during the summit, will shape Africa's unified stance in global climate discussions. Some key points of the Nairobi Declaration include:

- Commitment to elevate Africa's renewable generation capacity to a minimum of 300 GW by 2030.
- Advocacy for a new financing framework, including debt restructuring, relief, and the development of a Global Climate Finance Charter by 2025.
- Proposal for a global carbon tax and financial transaction tax for impactful climate investments.

The following key points present the forward trajectory and considerations for COP28:

- Ongoing reforms in MDBs and IFIs require close monitoring to avoid undue conditions on vulnerable nations.
- Progress on the Sharm el-Sheikh dialogue and the new financial goal is crucial for consensus and effective resource utilization.
- The COP decision called for scaled-up public grants for mitigation and adaptation in vulnerable regions, especially sub-Saharan Africa.
- COP28 awaits critical decisions on a robust GGA framework, fulfillment of financial pledges, and progress on doubling adaptation finance.
- Accelerating negotiations, committing to allocate at least 50% of climate finance to adaptation in alignment with COP26 decisions, and agreeing on a delivery plan for doubling adaptation finance will be crucial actions.
- As COP28 approaches, focus shifts to the operationalization of the loss and damage fund, SNLD's full functionality, and global initiatives.
- An inclusive and transparent approach to modalities, along with bolstering financial and technical support, will be pivotal for effective action on loss and damage.
- The Mitigation Work Programme holds the potential to catalyze transformative change, emphasizing the urgency of peaking emissions and fostering accountability mechanisms for a climate-resilient future.
- As COP28 approaches, critical decisions are needed on the scope and operational modalities of the Just Transition Work Programme.
- Decisions should advance a comprehensive understanding of just transitions, converging pathways to low emissions, and climate-resilient development, underscoring the role of climate finance.
- The program should translate into policy-relevant recommendations, safeguarding communities, empowering the marginalized, and ensuring a rights-based approach for climate migrants, refugees, and future generations.
- A concerted effort is required to ensure that the GST becomes a robust mechanism driving enhanced climate actions with fairness and equity at its core.
- By the end of COP28, countries must agree on how they will leverage the Stocktake's findings to keep the global goal of limiting temperature rise to 1.5°C alive.
- It is crucial to connect the Bridgetown Initiative talks to existing tools like the Adaptation Fund and the Green Climate Fund developed under the UN climate talks and push for stronger integration of proposed reforms within the UN framework.