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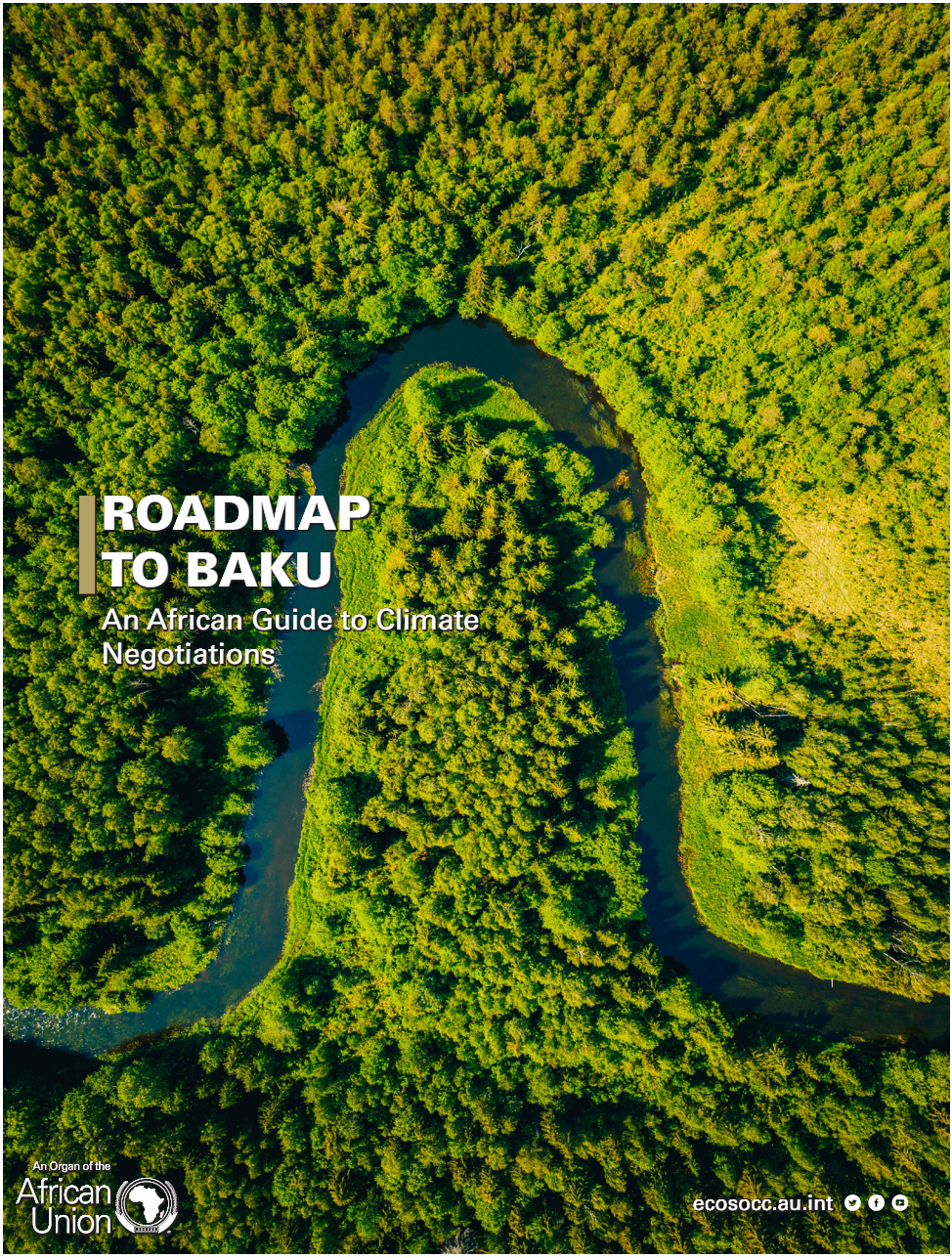

ROADMAP TO BAKU

An African Guide to Climate Negotiations

An Organ of the African Union

ecosocc.au.int

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INTRODUCTION

COP28 distinguished itself in global climate negotiations with significant achievements, including a historic international agreement to initiate a transition away from fossil fuels and the first-ever global pledge to transform food systems for sustainability. The introduction of Health Day added another dimension to the discourse on climate change, resulting in the UAE Declaration on Climate and Health, endorsed by 143 nations.[1] This initiative reflected the critical intersection of health and climate action, reiterating the need for integrated approaches to both sectors.

Additionally, a day dedicated to assessing the impact of climate change in Africa brought attention to the considerable gap in climate finance, particularly concerning adaptation, with leaders advocating for increased funding to support climate resilience actions and green growth initiatives. As the largest climate negotiation conference to date, COP28 achieved unprecedented engagement, with over 83,884 in-person attendees and more than 2,000 joining virtually.[2]

The **UAE Consensus**, developed from the outcomes of the Global Stocktake, laid out an actionable roadmap addressing a broad spectrum of climate priorities, including just energy transitions, mitigation, food security, climate finance, and loss and damage.[3] This framework offers signatories of the **Paris Agreement** a clear directive on the pressing matters that require attention for the upcoming **Nationally Determined Contributions (NDCs),** highlighting the need for accelerated climate action. With participation from both state and non-state actors and a commitment of $85 billion toward climate action, COP28 demonstrated the global collective effort required to confront climate change.[4]

Following the **Africa Climate Summit**, COP28 saw leaders adopt the **Nairobi Declaration** as the foundation for Africa's unified stance at the conference and beyond. In addition, a **COP28 African Common Agenda** was formulated, indicating collaborative efforts of African Nations. Moreover, **Civil Society Organizations (CSOs)** outlined five key priorities, focusing on adaptation, loss and damage, food systems, land use, and the protection and restoration of forests.[5]The involvement of CSOs was particularly important for ensuring that diverse voices and perspectives were represented in climate negotiations.

1 COP28 UAE, « COP28 UAE Declaration on Climate and Health », 2023, URL: https://www.cop28.com/en/cop28-uae-declaration-on-climate-and-health
2 UNFCCC, « List of participants », December 22 2023, URL : https://unfccc.int/documents/636676
3 COP28 UAE, « COP28 delivers historic consensus in Dubai to accelerate Climate Action », Dubai, December 13 2023, URL: https://www.cop28.com/en/news/2023/12/COP28-delivers-historic-consensus-in-Dubai-to-accelerate-climate-action
4 COP28 UAE, « COP28 Declaration Status Report », 2023, URL : https://www.cop28.com/en/
5 AFDB, « COP28 : African civil society unveils its recommendations for the fight against climate change in Africa », December 6 2023, URL: https://www.afdb.org/en/news-and-events/cop28-african-civil-society-unveils-its-recommendations-fight-against-climate-change-africa-66720

METHODOLOGY

The methodology used to develop this roadmap combines literature review, document analysis and data synthesis. The literature review and document analysis drew upon a range of existing sources including but not limited to:

Academic Sources: A systematic review of peer-reviewed literature and scholarly articles was conducted using reputable databases.

Policy Documents: An extensive review of policy documents, reports, and official publications from international organizations, governments, and non-governmental organizations was undertaken. Key sources included documents from the **African Union, the United Nations Framework Convention on Climate Change, the World Bank, the African Development Bank (AfDB)**, etc.

Grey Literature: Reports and working papers from think tanks, research institutions (such as **the African Climate Policy Centre, the African Climate Foundation the International Development Research Centre**), international organizations (including **UNEP, the IPCC, the World Resources Institute, the Institute for Security Studies**) and civil society organizations were consulted to capture diverse perspectives and insights on the subject.

Through these documents, a comprehensive review of academic and policy literature was conducted to identify the major points of discussion and negotiation, assess the current status of international climate negotiations, examine the regulatory framework and highlight the key outcomes and decisions adopted by the Parties.

I. AN OVERVIEW OF EXTREME WEATHER EVENTS IN 2023-2024

As global temperatures continue to rise, Africa faces an unprecedented burden of extreme weather events in 2023 and 2024. These years stand out due to record-breaking heatwaves, floods, droughts, and other climate-related disasters, each contributing to severe socioeconomic and environmental impacts across the continent. According to a new report from the World Meteorological Organization (WMO), Africa bears an increasingly heavy burden from climate change and disproportionately high costs for essential climate adaptation. On average, African countries are losing 2 to 5% of GDP and many are diverting up to 9% of their budgets responding to climate extremes. In sub-Saharan Africa, the cost of adaptation is estimated to be between 30 to 50 billion dollars annually over the next decade, or 2 to 3% of the region's GDP[6]. This WMO report is crucial for African countries, providing comprehensive statistics and insights on climate patterns and highlighting the vulnerability of the continent to extreme weather events. It can serve as an authoritative guide for African governments to prioritize climate adaptation strategies and secure climate financing. The findings of the WMO report could be instrumental in empowering Africa's delegation in advocating for the continent's specific needs during the COP29 negotiations.

This section provides a detailed account of these extreme weather events, focusing on their scale, impact, and implications for the future.

RECORD GLOBAL HEAT AND RISING OCEAN TEMPERATURES

The year 2023 emerged as the hottest year on record, with ocean heat content reaching its highest level in 65 years of observation. The global mean sea level also surged, doubling its rate of increase compared to the first decade of satellite records (1993-2002). These phenomena have amplified the impacts of extreme weather, especially in vulnerable regions like Africa. The continent experienced deadly heatwaves, notably in the Northern regions such as Morocco, Algeria, and Mauritania, where temperature anomalies were the high est in 2023. North Africa, in particular, warmed at a rate of +0.4°C per decade between 1991 and 2023, exceeding global averages[7].

6 World Meteorological Organization, "State of the Climate in Africa 2023", WMO, September 2024
7 Ibid.

DEVASTATING FLOODS AND TROPICAL CYCLONES

In 2023, extreme rainfall and flooding wreaked havoc across various parts of Africa. The Mediterranean Cyclone Daniel, for instance, caused catastrophic floods in Libya, resulting in thousands of casualties and widespread displacement. Flooding also affected countries in East and West Africa, including Kenya, Sudan, and Nigeria, causing severe infrastructure damage and threatening food security. In 2024, East Africa continued to experience heavy rains, especially during the long rains in March-May, leading to severe flooding in countries like Kenya and Tanzania. More than 700,000 people were affected by these floods, which destroyed crops, livestock, and infrastructure[8].

PERSISTING DROUGHT AND WATER SCARCITY

While some regions were inundated by heavy rainfall, others faced extreme drought. Southern Africa, including Zimbabwe, Zambia, Malawi, and Angola, experienced a devastating drought in 2024, receiving less than 20% of their expected rainfall in key months like February. The drought severely impacted rainfed agriculture, leading to widespread water shortages, food insecurity, and outbreaks of waterborne diseases such as cholera, particularly in Zambia and Zimbabwe[9]. The Horn of Africa also endured multi-year droughts, further straining the region's fragile food security systems.

8 World Weather Attribution, "Urban planning at the heart of increasingly severe East African flood impacts in a warming world", May 23rd 2024, URL: https://www.worldweatherattribution.org/urban-planning-at-the-heart-of-increasingly-severe-east-african-flood-impacts-in-a-warming-world/

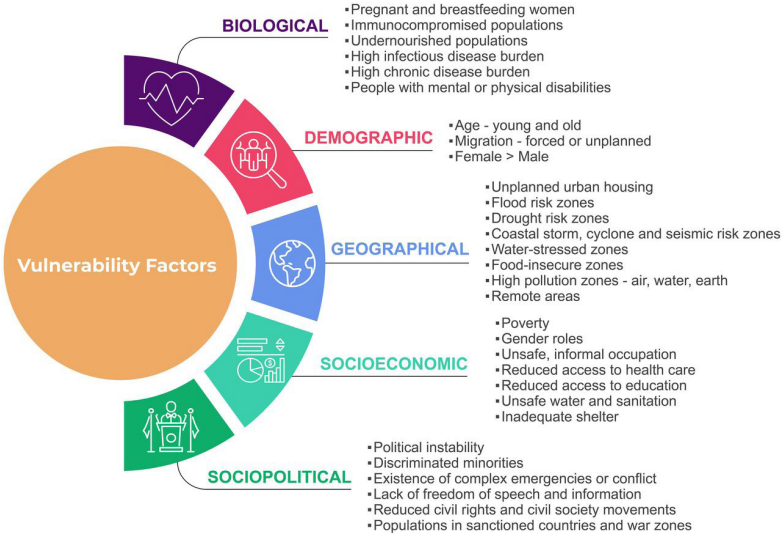
9 World Weather Attribution, "El Nino key driver of drought in highly vulnerable Southern African countries", April 18th, 2024, URL: https://www.worldweatherattribution.org/el-nino-key-driver-of-drought-in-highly-vulnerable-southern-african-countries/

WILDFIRES AND AIR POLLUTION

Extreme heatwaves combined with increased biomass and dry conditions, fueled by the El Niño effect, heightened the risk of wildfires in various parts of the world. A United Nations Environment Programme (UNEP) Frontiers report highlighted that variability associated with El Nino has implications for biomass and fire weather, which increases the risk of large and intense wildfires in some places[10]. Wildfires in Canada, Europe and Hawaii led to loss of life, the destruction of homes and large-scale air pollution. In Africa, wildfires added to the toll of extreme weather events, destroying ecosystems and contributing to air pollution. In 2023, these fires were particularly destructive in North Africa, with widespread wildfires in countries such as Algeria and Morocco.

SOCIOECONOMIC IMPACTS AND VULNERABLE POPULATIONS

The socioeconomic impacts of these extreme weather events are disproportionately felt in Africa. A 2023 report from the World Meteorological Organization (WMO) underscored the heavy toll that climate change is taking on the continent. African nations are losing 2-5% of their GDP annually due to climate extremes, with some diverting up to 9% of their national budgets to respond to disasters. In sub-Saharan Africa, the annual cost of adaptation is estimated to be between $30 and $50 billion, a figure expected to rise in the coming years as climate impacts intensify.



10 United Nations Environment Programme, "Frontiers 2022: noise, blazes and mismatches – emerging issues of environmental concern", UNEP, Nairobi, 2022

GAPS IN CLIMATE PREDICTION AND EARLY WARNING SYSTEMS

Africa faces significant challenges in tracking and forecasting extreme weather events, largely due to outdated and inadequate infrastructure. In West Africa, more than 70% of the population is affected at least once every two years by flood, drought or sandstorms[11]. Over 60% of weather data in West Africa is still collected manually, leading to inaccuracies in weather forecasting. The continent's radar coverage is highly deficient, with only 37 radar stations across Africa, compared to 345 in Europe and Russia. This lack of accurate data and technology hampers the continent's ability to prepare for and mitigate the effects of extreme weather, contributing to higher casualty rates[12]. For example, flooding events in Africa result in four times more deaths than in Europe or North America[13].

Adding to this difficulty, the global models used to predict the weather in Africa perform poorly. African weather patterns such as monsoons haven't been incorporated into the models, and many African nations lack computing facilities powerful enough to run complex weather models, while power cuts and weak internet connections limit access to global data sets.

11 ECOWAS, "Stenghtening weather, climate and water services in West Africa – An Analytical Report", ECOWAS Hydromet Initiative, September 2021

12 Fred Lewsey, "Death told from climate disasters will 'balloon' without investment in Africa's weather stations", University of Cambridge, November 2023, URL: https://www.eng.cam.ac.uk/africa-weather

13 Ibid.

II. MAIN TAKEAWAYS AND KEY OUTCOMES OF COP28

Table 1: Summary of COP28 main takeaways

Area of discussion	Main takeaway
 Nationally determined contributions	In order to align with the Paris Agreement temperature goal by the end of 2024, countries are requested to revisit and strengthen the 2030 targets in their NDCs which are intended to cover commitments from 2025-2035[14]. Governments will need to effect policy changes at the national and state levels to prompt action from public and private actors, to address the implementation gap between NDCs and policies.
 Mitigation finance	Six countries jointly pledged $3.5 billion to the Green Climate Fund, amounting to $12.8 billion from 31 countries, to support developing countries in achieving NDCs[15]. The Coal Transition Accelerator was created by countries and organisations to share expertise, design new policies, and unlock public and private financing to facilitate just transition from coal[16]. Moreover, $5 billion was pledged by the GCF, Allied Climate Partners and Allianz Global Investors to unlock $20 billion in long-term capital to advance climate action. However, there is concern about the transparent delivery of funds and ease of access for developing countries, given the history of announcements exceeding contributions and inconsistent impact on local communities.

14 COP28 UAE Final Text

15 Green Climate Fund, "COP28: Green Climate Fund reaches record funding level", Press release, 3 December 2023: URL: https://www.greenclimate.fund/news/cop28-green-climate-fund-reaches-record-funding-level

16 European Commission, "Statement by President von der Leyen at the Coal Transition Accelerator initiative", Statement, 2 December 2023, URL: https://ec.europa.eu/commission/presscorner/detail/en/statement_23_6260

Area of discussion	Main takeaway
 Adaptation finance	Pledges toward adaptation from developed parties totalled $330 million across the Adaptation Fund, Least Developed Countries Fund and Special Climate Change Fund[17]. 80 countries and 43 organizations endorsed the Declaration on Climate, Relief, Recovery & Peace to provide resources to those most affected by fragility, conflict or humanitarian needs. There is concern over the fulfilment of the pledges promptly and over the widening adaptation finance gap, with an urgent need for multilateral development banks and other institutions to scale commitments. Moreover, progress on targets via the Global Goal on Adaptation has stalled[18].
 Loss and Damage	As of today, contributions to the fund total $792 million with hopes of quickly reaching 1 billion dollars. The long-term host is still undecided amid concerns donors will have outsized influence via the World Bank, as it has been agreed that the World Bank will serve as interim trustee and host of the fund for its four-year period[19]. Moreover, developed countries are yet to agree on contributions, timelines or criteria for the disbursement of funds to affected countries.

17 COP28 Declaration on Sustainable Agriculture, Resilient Food Systems and Climate Action
18 Fatuma Hussein, Mohamed Adow et. Al., « Understanding the Paris Agreement's Global Goal on Adaptation', World Resources Institute , February 2024, URL: https://www.wri.org/insights/global-goal-on-adaptation-explained
19 COP28 Final Text

Area of discussion	Main takeaway
 Compliance markets	There was strong support around the world for the establishment of carbon markets, with Turkey set to launch its ETS in 2025, and Canada announcing a cap-and-trade system for oil and gas companies. The UNDP launched the "High Integrity" initiative to support access to carbon markets, mitigate social and environmental risks, and promote accurate carbon accounting[20]. However, there was no consensus on Article 6.2 for country-to-country cooperation in carbon markets, with no rule or guidelines in the final GST text. The discussions are set to continue in this regard. There was also a failure to agree on the text for Article 6.4 implementation of the global carbon market.
 Voluntary markets	An initiative was launched to develop integrated, end-to-end guidance for corporate use of carbon credits[21]. Six independent crediting organizations have formed a coalition to establish standards that align with new integrity guidance for carbon credits. The Energy Transition Accelerator was launched, and the World Bank announced plans for high-integrity carbon markets with 15 countries to earn income from the sale of credits generated from forest preservation by 2028[22].

20 UNDP, "UN Development Programme launches plan to boost integrity in carbon markets and increase access to finance schemes for developing countries", News Centre, December 2023, URL: https://www.undp.org/press-releases/un-development-programme-launches-plan-boost-integrity-carbon-markets-and-increase-access-finance-schemes-developing-countries

21 Integrity Council, "Achieving high-integrity corporate climate action: animation and infographic launched by international organizations driving and supporting corporate climate transitions", News, 5 December 2023: URL: https://icvcm.org/achieving-high-integrity-corporate-climate-action-animation-and-infographic-launched-by-international-organizations-driving-and-supporting-corporate-climate-transitions/

22 World Bank Group, "World Bank Carbon Credits to boost international carbon markets", Press Release, 1 December 2023, URL: https://www.worldbank.org/en/news/press-release/2023/12/01/world-bank-carbon-credits-to-boost-international-carbon-markets

Area of discussion	Main takeaway
 Energy supply	130 countries pledged to triple renewable power capacity to 11,000 GW by 2030. Through the O&G Decarbonization Charter, 52 energy companies committed to no routine methane flaring and near-zero methane emissions by 2030 and net-zero emissions by 2050. However, these pledges do not include short-term targets. Over 20 countries committed to triple nuclear generation by 2050[23]. The highlight of the conference was the final text including language on "phasing out inefficient fossil fuel subsidies".
 Energy demand	130 countries pledged to double the rate of energy efficiency gains from 2% to over 4% each year through 2030, and 66 countries committed to the Global Cooling Pledge to cut air conditioning emissions by 68% by 2050[24]. The challenge lies in rolling back direct and indirect subsidies for fossil fuels while ensuring access and affordability of energy.
 Food systems transformation	158 countries signed the Declaration on Agriculture, Food & Climate to include emissions from agriculture and farming in NDCs, and over 20 companies established the First Movers Coalition for Food, committing to $10-20 billion in sustainably produced and low-emissions agricultural commodities by 2030[25]. Public climate finance will need to rebalance towards food systems and private climate finance for food will need to scale.

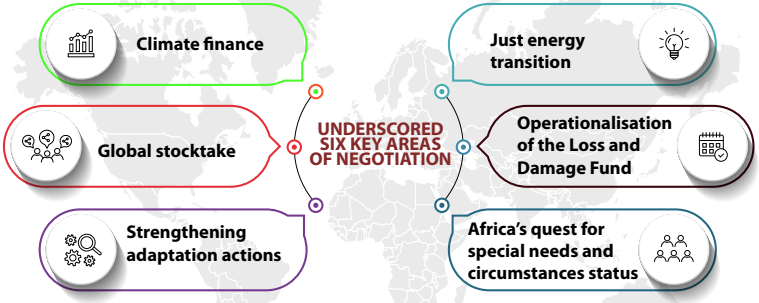
23 U.S. Department of Energy, "At COP28, countries launch declaration to triple nuclear energy capacity by 2050, recognizing the key role of nuclear energy in reaching net zero", 1 December 2023, URL: https://www.energy.gov/articles/cop28-countries-launch-declaration-triple-nuclear-energy-capacity-2050-recognizing-key

24 UNEP, "Global Cooling Pledge", Report, 2023, URL: https://www.unep.org/resources/report/global-cooling-pledge

25 World Economic Forum, "First Movers Coalition for Food to create up to $20 billion value chain for sustainable farming", News Releases, 1 December 2023, URL: https://www.weforum.org/press/2023/12/first-movers-coalition-for-food-to-create-up-to-20-billion-value-chain-for-sustainable-farming/#:~:text=World%20Economic%20Forum%20First%20Movers%20Coalition%20for%20Food%20aims%20to,%2D%2420%20billion%20by%202030.

Area of discussion	Main takeaway
 Nature-based solutions	Over 25 leading agri-food organizations committed to scaling regenerative agriculture through the Regenerative Landscapes Initiative, accelerating the transition of over 160 million hectares to protect the soil and limit carbon emissions with an initial investment of $2.2 billion[26]. Moreover, 18 countries endorsed the Declaration on Climate, Nature & People, recognizing the impact of climate on biodiversity and land degradation. However, there is still a need to invest in technologies that prioritize climate-smart production of both staples and non-staples. Additionally, it has also become increasingly important to establish clear standards, certifications, and messaging to validate food produced through regenerative, sustainable practices.

COP28, held in Dubai amid growing global climate crises, marked significant milestones but also revealed persistent challenges, particularly for the African continent. As African nations increasingly bear the brunt of climate change, the outcomes of COP28 provide both opportunities and areas of concern. In the lead-up to the conference, Africa clearly articulated its core priorities. The COP28 African common agenda, which was negotiated and spearheaded by the African Group of Nefotatoris on Climate Change (AGN) and Civil Society Organisations (CSOs), indicated that African States and CSO actors agree on important African issues and matters of extreme urgency for climate action. Ephraim Mwepya Shitima, Chair of the African Group of Negotiators on Climate Change, underscored six key areas of negotiation:



26 WBCSD, "COP28 Action Agenda on Regenerative Landscapes launched in Dubai", 4 December 2023, URL: https://www.wbcsd.org/news/cop28-action-agenda-on-regenerative-landscapes-launched-in-dubai/

According to Collins Nzovu, Chair of the African Group of Negotiators on Climate Change, "The just transition and resilient low-carbon development, if not properly designed, risks widening the developmental gap between Africa and the rest of the world"[27]. During COP28, a record of over 85 billion dollars was mobilized. Alongside were declarations to support those ambitions. Below is an analysis of the main takeaways and key results from the conference, with a focus on their implications for Africa.

A HISTORIC AGREEMENT ON FOSSIL FUELS

One of the most notable achievements of COP28 was the agreement to transition away from fossil fuels, a first in nearly three decades of climate negotiations. Dubbed the "UAE Consensus", this landmark agreement urges countries to swiftly transition their energy systems away from fossil fuels in an equitable and orderly manner. This is a critical outcome for Africa, where many nations are heavily reliant on fossil fuels for economic development but also face the severe consequences of climate change driven by global fossil fuel consumption.

While this agreement is celebrated, African leaders expressed concerns over the absence of a clear commitment to phase out fossil fuels by the end of this decade. The continent, particularly its oil-producing nations, faces a delicate balance between transitioning to renewable energy and maintaining economic stability. Additionally, the lack of binding language on fossil fuel subsidies leaves room for flexibility, which could slow down meaningful action.

The absence of specific climate adaptation targets and mandates for wealthier countries to boost climate finance to developing counterparts leaves a lot of room for improvement.

OPERATIONALISATION OF THE LOSS AND DAMAGE FUND

A major breakthrough at COP28 was the operationalization of the Loss and Damage Fund, designed to assist countries most affected by climate-related disasters. For African nations, this fund represents a critical resource, as the continent is disproportionately vulnerable to climate impacts such as floods, droughts, and rising temperatures.

Despite this advancement, concerns linger over the fund's adequacy.

27 AGN statement read at a briefing session on the Status of COP28 climate change negotiations at COP28 in Dubai organized by ECA and AGN.

Initial contributions, such as the $100 million from the United Arab Emirates, are only a fraction of the financial needs of developing nations. African countries, which have already lost 2-5% of their GDP annually to climate extremes, require substantial financial commitments from developed nations to address the mounting costs of loss and damage.

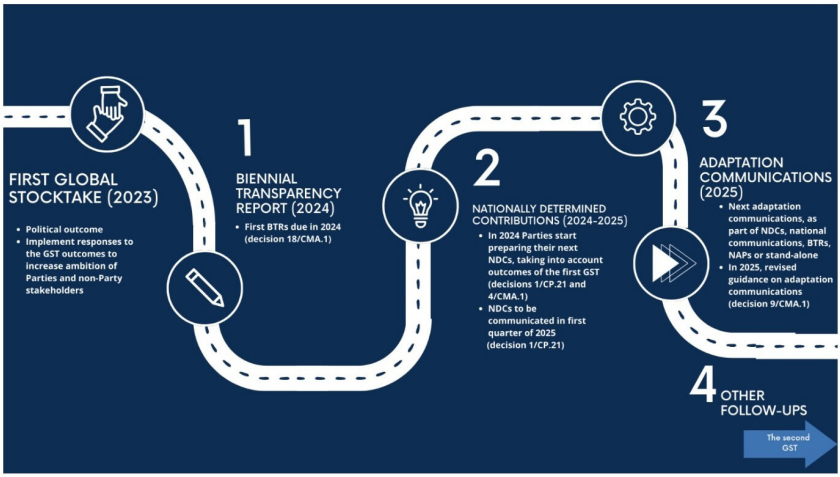
The decision to host the fund within the World Bank also raised concerns regarding administrative costs and the Bank's ability to respond swiftly and flexibly to the needs of vulnerable African communities. African leaders have called for stronger assurances that the fund will be governed in line with the principles of the United Nations Framework Convention on Climate Change (UNFCCC).

All developing countries are eligible to access the fund, with a specific allocation designated for **Least Developed Countries (LDCs)** and **Small Island Developing States (SIDS)**. However, progress has been hindered by the limited disbursement of funds, amounting to only $792 million. According to the **UNFCCC Standing Committee on Finance**, developing nations will require between **$5.8 and $5.9 trillion by 2030** to address climate-related loss and damages. Additionally, the fund operates voluntarily, which contrasts with the demands of LDCs, SIDS, and climate justice advocates who seek to hold major climate polluters accountable for financing loss and damage[28].

GLOBAL STOCKTAKE AND MITIGATION CHALLENGES

The 2023 Global Stocktake, a key mechanism under the Paris Agreement, was a major focus of COP28. It provided a comprehensive review of global progress toward meeting climate goals, particularly the target of limiting warming to 1.5°C. For African countries, the results underscored the urgent need for more ambitious climate action.

28 African Policy Research Institute, « Developed and developing countries are still far apart on Loss and Damage ahead of COP28 », Short Analysis, 2023, URL: https://afripoli.org/developed-and-developing-countries-are-still-far-apart-on-loss-and-damage-ahead-of-cop28



At COP28, African climate negotiators emphasized the importance of a fair and balanced Global Stocktake (GST), urging it to catalyze greater ambition across all aspects of climate action. It is seen as a crucial mechanism to assess progress in achieving the goals of the Paris Agreement, particularly in the areas of adaptation, mitigation and finance.

African nations were vocal in their calls for climate justice, highlighting the disparity between the historical emissions of developed nations and the responsibilities now placed on developing countries. The final text calls for tripling renewable energy capacity and doubling energy efficiency by 2030. However, these goals lack binding commitments, which leaves African countries concerned about whether the necessary financial and technological support will materialize.

While the exclusion of fossil fuels from future energy planning was a step forward, the text failed to mandate the complete elimination of fossil fuels, frustrating many African nations that are facing the immediate impacts of climate change, such as food insecurity and population displacement.

INADEQUATE PROGRESS ON CLIMATE ADAPTATION

The GGA framework at COP28 called the UAE Framework for Global Climate Resilience, highlights key areas that will require adaptation action in all countries. This framework lays out global targets which include:

By 2027, all Parties have established systemic observation to gather climate data, as well as multi-hazard early warning systems and climate information services to support risk reduction. By 2030, all Parties have conducted assessments of climate hazards, climate change impacts and exposure to risks and vulnerabilities and have used the outcomes to inform their national adaptation plans, policy instruments, and planning processes and/or strategies.

By 2030, all Parties have country-driven, gender-responsive, participatory and fully transparent national adaptation plans, policy instruments and planning processes, and have mainstreamed adaptation in all relevant strategies and plans.

By 2030, all Parties have progressed in implementing their national adaptation plans, policies and strategies, and have reduced the social and economic impacts of key climate hazards.

By 2030, all Parties have designed, established and operationalized systems for monitoring, evaluation and learning for their national adaptation efforts and have built institutional capacity to fully implement their systems.

While the more inclusive framework of the Global Goal on Adaptation (GGA) established at COP28 marks substantial advancement, African parties pointed to the low ambitions and lack of decisions on the means of implementation[29]. Africa is among the regions most in need of adaptation financing, as extreme weather events—ranging from floods to prolonged droughts—continue to devastate communities. However, COP28 failed to deliver significant advancements in the Global Goal on Adaptation (GGA).

Despite the promise made at COP26 to double adaptation financing by 2025, progress remains slow. The financial commitments required to meet the adaptation needs of African countries—estimated at $30 to $50 billion annually—are far from being met. The final text of COP28, though it emphasizes the importance of adaptation, lacks binding targets for adaptation financing, leaving African nations underfunded.

The conference also saw disputes between developed and developing nations over how adaptation should be implemented. African countries advocated for concrete goals and indicators, while developed nations preferred a more flexible framework, resulting in vague language that limits actionable progress. References to "common but differentiated responsibilities and respective capabilities" (CBDR-RC) were also missing. The two-year UAE-Belém work programme will seek to address some of these shortcomings.

CLIMATE FINANCE AND THE NEW COLLECTIVE QUANTIFIED GOAL

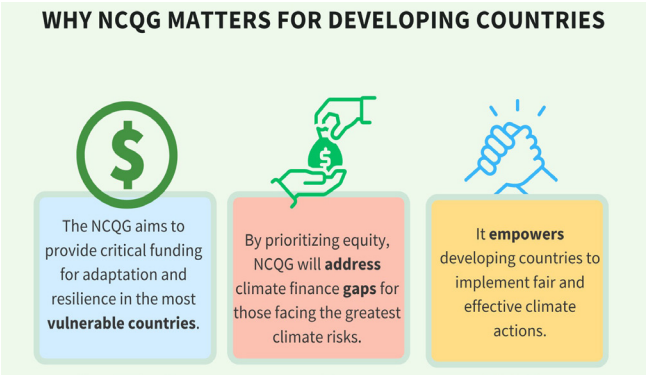
Climate finance was a central theme of COP28, as developing nations, including those in Africa, reiterated the need for increased financial support. Since the $100 billion annual climate finance goal set in 2009 has yet to be fully realized, trust between the Global North and South continues to erode.

Discussions began on replacing the $100 billion target with a new post-2025 climate finance goal. African nations emphasized the urgency of setting higher financial targets to meet the escalating costs of climate adaptation and mitigation. However, developed nations have resisted setting specific numbers, leading to slow progress in negotiations.

29 UNECA, « African Group of Negotiators call on COP28 to conclude with a decision on CLimate Justice designed for Africa », December 10th 2023

The inclusion of the private sector and multilateral development banks in financing was another controversial point. While developed nations support widening the pool of financial contributors, many African countries oppose this, arguing that it shifts the financial responsibility away from the historically responsible developed nations.

On the second day of the conference, the finance agenda for COP28 was introduced with the Declaration on a Global Climate Finance Framework, which seeks to ensure that climate finance is accessible, affordable, and readily available[30]. This declaration builds on the momentum generated by initiatives such as the **Bridgetown Initiative**, the **Accra-Marrakech Agenda**, the **G20 New Delhi Leaders' Declaration**, and the **African Leaders' Nairobi Declaration on Climate Change and Call to Action**. However, many of the key financial issues were postponed to **COP29** with the adoption of the **New Collective Quantified Goal (NCQG)**.



Significant financial commitments were made, including an additional $3.5 billion allocated to the replenishment of the Green Climate Fund. Nevertheless, the postponement of critical financial decisions to COP29, alongside the inadequate contributions of $134 million and $792 million to the Adaptation Fund and the Loss and Damage Fund, respectively, remain problematic.

Notably, substantial progress was made in parallel discussions, where private sector entities and other non-state actors pledged financial support for climate initiatives in developing countries. The United Arab Emirates (UAE) announced a commitment of $30 billion through

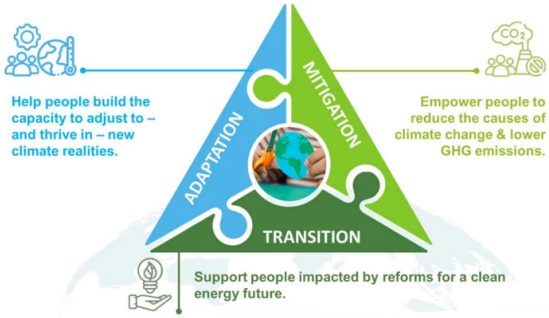
30 COP28 UAE, « COP28 UAE Leaders' Declaration on a Global Climate Finance Framework », 2023, URL: https://www.cop28.com/en/climate_finance_framework

the ALTÉRRA fund, which is positioned as the largest private climate financing vehicle[31]. This fund aims to mobilize $250 billion in private-sector investments by 2030 to facilitate large-scale financing for climate solutions, particularly targeting the Global South.

Additionally, the UAE established the Global Climate Finance Centre (GCFC), a think tank focused on the private sector, designed to enhance the availability, affordability, and accessibility of climate finance[32].

ADAPTATION, MITIGATION AND JUST ENERGY TRANSITION

The UAE Framework for Global Climate Resilience was adopted by the parties as a component of the UAE Consensus, incorporating significant provisions concerning thematic targets in critical areas such as health, poverty alleviation, water resources, and livelihood support[33].



However, the framework was criticized for its lack of specific implementation provisions, including metrics and indicators to assess progress—an essential concern for African nations. The most recent Adaptation Gap Report indicates that adaptation needs are now estimated to be over 50% greater than previously assessed[34]. In this context, a framework devoid of clear implementation mechanisms, such as definitive targets or guidelines for measuring progress, is insufficient to address the pressing challenges at hand.

31 Charles Avery, « Altérra : what we know about UAE's $30bn climate vehicle", New Private Markets, December 5th 2023, URL: https://www.newprivatemarkets.com/alterra-what-we-know-about-uaes-30bn-climate-vehicle/

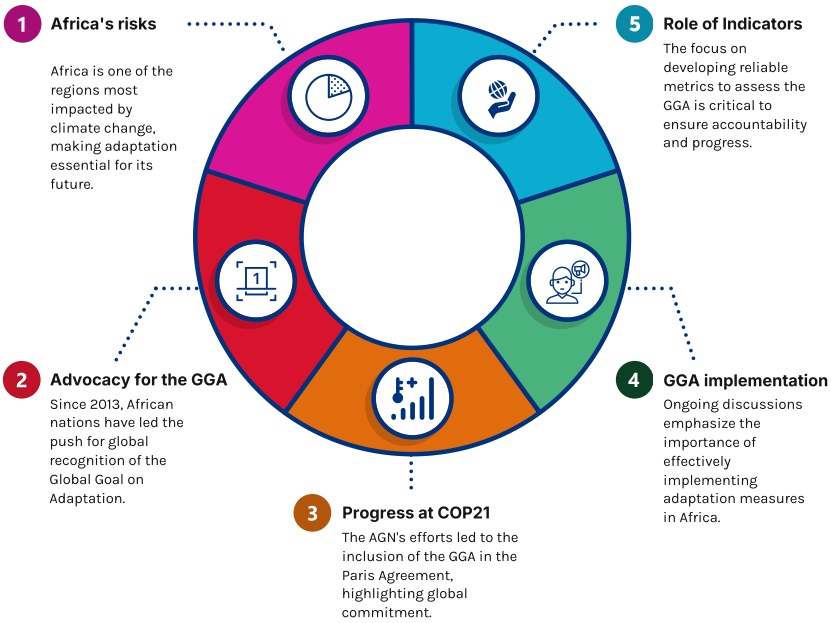
32 COP28 UAE, « COP28 President calls UAE Declaration Chance to 'Accelerate Climate Action by reforming climate finance", 2023, URL: https://www.cop28.com/en/news/2023/12/COP28-President-calls-UAE-Declaration-chance-to-accelerate-climate-action

33 UNFCCC, « Glasgow-Sharm el-Sheikh work programme on the global goal on adaptation referred to in decision 7/CMA.3", December 13 2023, URL: https://unfccc.int/documents/636595

34 UNEP, « Adaptation Gap Report 2023 », Report, November 2023, URL : https://www.unep.org/resources/adaptation-gap-report-2023

Global Adaptation Goals

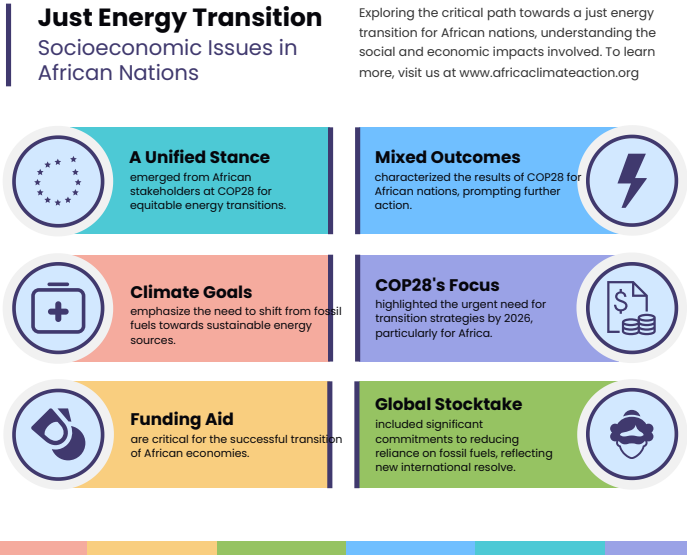
Africa's climate plan



The focus on energy transitions at COP28, especially through the lens of a Just Energy Transition, was a central issue for African nations. Africa, home to vast renewable energy potential, is poised to lead in the green energy revolution, but only if sufficient support is provided.

African nations stressed the importance of a just energy transition that addresses the socioeconomic impacts of moving away from fossil fuels. COP28's work program on mitigation highlighted the need for transition planning up to 2026, but gaps remain, particularly in terms of financing and technical support for African nations to transition sustainably.

African stakeholders arrived at COP28 with a unified position advocating for a just energy transition, following the Africa Climate Summit held in Nairobi. However, the outcomes of COP28 presented a mixed result for African nations. On one hand, for the first time since the inception of COP, global commitments were made to transition away from fossil fuels, as articulated in Paragraph 28(d) of the Global Stocktake. This paragraph urges a transition "away from fossil fuels in energy systems,



in a just, orderly, and equitable manner, accelerating action in this critical decade, to achieve net zero by 2050 in accordance with scientific recommendations.»[35].

On the other hand, the terminology employed in these commitments has sparked considerable debate. The choice of the phrase "phase-down" instead of "phase-out," along with the absence of specific implementation commitments and actionable pathways, has drawn criticism from various stakeholders.

A variety of discussions, side events, announcements, commitments, and agreements from both state and non-state actors culminated in several noteworthy advancements, such as the Global Renewables and Energy Efficiency Pledge, a surge in support for the Global Methane Pledge—with new leadership from countries like Nigeria—and a unified call from global leaders to enhance resources for access to clean cooking solutions in Africa. In this regard, the African Development Bank Group committed to increasing its lending for clean cooking initiatives.

35 UNFCCC, « First global stockake », Conference of the Parties serving as the meeting of the Parties to the Paris Agreement, Fifth session, UAE, 30 November to 12 December 2023, Agenda Item 4, URL: https://unfccc.int/sites/default/files/resource/cma2023_L17_adv.pdf

However, the negotiations at COP28 offered limited avenues to address the ambitious energy transition challenges facing African countries, particularly in relation to energy access, poverty alleviation, and green industrialization. The Global Stocktake emphasizes the significant funding gap and insufficient ambition in meeting the extensive needs for clean energy transitions and adaptation efforts within developing nations.

COP28 was a pivotal moment for global climate negotiations, with significant, yet insufficient, outcomes for Africa. While the agreements on fossil fuels and the Loss and Damage Fund are important steps forward, African nations are left with many unresolved issues, particularly in terms of climate finance, adaptation, and mitigation. As the continent continues to face disproportionate climate risks, COP29 will need to prioritize binding commitments, more robust financial mechanisms, and stronger global cooperation to ensure that Africa can build resilience and thrive in the face of a warming planet.

FOOD SYSTEMS AND AGRICULTURE

COP28 acknowledged the connections between climate change and food security through the UAE Declaration on Sustainable Agriculture, Resilient Food Systems, and Climate Action[36]. The Declaration, signed by 159 countries home to over 5.7 billion people and almost 500 million farmers, emphasizes the crucial role of agriculture and food systems in combating climate change and fostering sustainable, resilient societies. It aims to unite diverse stakeholders within the food and agriculture sectors around a common vision for transforming food systems and enhancing resilience. The Declaration calls for the establishment of time-bound, aligned, holistic, and global targets by COP29, along with actionable, evidence-based, and locally relevant pathways for transitioning food systems. This framework seeks to drive further action and accountability from governments, businesses, and financial actors. Ultimately, the Declaration is poised to strengthen food systems, enhance resilience to climate change, reduce global emissions, and contribute to the global fight against hunger.

Another significant announcement was the launch of the Alliance of Champions for Food Systems Transformation (ACF), a multilateral initiative involving Brazil, Cambodia, Norway, Rwanda, and Sierra Leone. This initiative aims to develop a comprehensive framework for enhancing food systems across key areas, including food and nutrition security, adaptation and resilience, equity and livelihoods, nature and biodiversity, and climate mitigation[37]. Notably, the ACF shows an amplification of African voices on adaptation measures, with 40% of its founding members being African states.

36 COP28 UAE, « COP28 UAE Declaration on SUstainable Agriculture, Resilient Food Systems, and Climate Action », December 2023, URL : https://www.cop28.com/en/food-and-agriculture

37 Alliance of Champions for Food Systems Transformation, "Alliance of Champions launched at COP28 to supercharge global food systems transformation efforts", December 2023, URL: https://allianceofchampions.org/wp-content/uploads/2023/12/ACF-press-release-FINAL.pdf

Additionally, the COP presidency announced a commitment of over $2.5 billion to support food security initiatives. In collaboration with the Bill and Melinda Gates Foundation, the UAE pledged $200 million to address the food security and nutrition challenges exacerbated by climate change. This partnership will focus on agricultural research, the scaling of agricultural innovations, and providing technical assistance for the implementation of the declaration. This represents a significant advancement for African countries, given that substantial portions of greenhouse gas emissions stem from unsustainable practices, land use changes, and waste management issues.

Table 2: Initiatives and pledges at COP28

Initiative	Signatories	Information
Declaration on Agriculture, Food and Climate[38]	134 countries	The declaration addresses both global emissions while protecting the lives and livelihoods of farmers who live on the frontlines of climate change. Endorsement of this Declaration will help in strengthening food systems, building resilience to climate change and contributing to the global fight against hunger. COP28 and a group of partners announced a collaborative effort to offer countries quality technical cooperation and to help deliver on the objectives of the Declaration.
Declaration on Climate and Health[39]	143 countries	This is a non-binding, non-negotiated call to action and collective commitment reflecting on the importance of health within climate discourse and in the COP process. It is intended to serve as a joint vision to collaborate around and begin to articulate how the climate-health nexus is defined.
Global Renewables & Energy Efficiency Pledge[40]	130 countries	A promise of tripling renewable energy and the doubling of energy efficiency by 2030. It emphasized that there are requirements that will enable this pledge to be realized: a need for expanding financial support for renewable energy and energy efficiency, including accessible finance for developing economies. Policies for just energy transitions must also be developed. Also, it recognizes the enablers for renewable energy and energy efficiency (accelerating permitting, grid expansion, public awareness…)

38 COP28, "COP28 UAE Declaration on Sustainable Agriculture, Resilient Food Systems, and Climate Action", December 2023, URL: https://www.cop28.com/en/food-and-agriculture

39 COP28, "COP28 UAE: Declaration on Climate and Health", December 2023, URL: https://www.cop28.com/en/cop28-uae-declaration-on-climate-and-health

40 COP28, "Global Renewables and Energy Efficiency Pledge", December 2023, URL: https://www.cop28.com/en/global-renewables-and-energy-efficiency-pledge

Initiative	Signatories	Information
Declaration on Climate Relief, Recovery & Peace[41]	80 countries and 40 international organizations	It recognizes the connections between climate change, peace and security. It represents a collective commitment to increase investment and actions to drive resilience in countries and communities affected by conflict, fragility and/or humanitarian crisis. Crucially, it is underpinned by a "package of solutions", encompassing individual pledges and announcements by Declaration signatories.
Gender-Responsive Just Transitions Partnership[42]	76 countries	The partnership has three core pillars: better quality data to support decision-making in transition planning; more effective flows to regions most impacted by climate change; education, skills and capacity building to support individuals to benefit from transitions. It includes a package of commitments on finance, data and equal opportunities.
Coalition for High-Ambition Multilevel Partnerships Pledge (CHAMP)[43]	72 countries	CHAMP is a commitment to greater multilevel cooperation in producing a country's climate plans, such as NDCs, to ensure that the next round of national pledges reflects greater ambition and inclusivity. It seeks to unlock emissions reductions and build resilience through concerted action across all levels of government. It aims to demonstrate the implementation of its pledge principles in at least 10 countries by COP30 in 2025.

41 COP28 UAE, "COP28 Declaration on Climate, Relief, Recovery and Peace", December 2023, URL: https://www.cop28.com/en/cop28-declaration-on-climate-relief-recovery-and-peace

42 COP28 UAE, "COP28 Gender-Responsive Just Transitions and Climate Action Partnership", December 2023, URL: https://www.cop28.com/en/cop28-gender-responsive-just-transitions-and-climate-action-partnership#:~:text=We%2C%20ministers%20and%20government%20officials,-to%20achieve%20gender%20equality%20and

43 COP28 UAE, "Coalition for High Ambition Multilevel Partnerships for Climate Action", December 2023, URL/ https://www.cop28.com/en/cop28-uae-coalition-for-high-ambition-multilevel-partnerships-for-climate-action

Initiative	Signatories	Information
Global Cooling Pledge[44]	66 countries	This pledge marks the world's first collective focus on climate-warming emissions from cooling, which includes refrigeration for food and medicine and air conditioning. Aims to raise ambition and international cooperation through collective global targets to reduce cooling-related emissions by 68% from today by 2050.
Declaration of Intent on Clean Hydrogen[45]	37 countries	This is a declaration of intent on the mutual recognition of certification schemes for renewable and low-carbon hydrogen and hydrogen derivatives. It recognizes the role of clean hydrogen in global decarbonization and meeting global energy needs.
Joint Statement on Climate, Nature & People[46]	18 countries	This joint statement ambitions to raise stronger awareness of and capacity to deliver the necessary synergies between the Paris Agreement and the Kunming-Montreal Global Biodiversity Framework. It encourages additional engagement with countries' Land Degradation Neutrality targets and National Drought Plans.
Declaration on a Global Climate Finance Frame-work[47]	13 countries	It aims to bridge the Global North and South trust gap. It sets out fundamental principles, and includes calls for the delivery of promises, replenishment of the Green Climate Fund, operationalization of the Loss and Damage Fund, demands for an international finance architecture fit for more frequent shocks, and calls for the MDBs to adopt reforms.

44 COP28 UAE, "Announcement of the Global Cooling Pledge", December 2023, URL: https://www.cop28.com/en/energy-and-industry/global-cooling-pledge

45 COP28 UAE, "COP28 Declaration of Intent", December 2023, URL: https://www.cop28.com/en/cop28-uae-declaration-on-hydrogen-and-derivatives

46 COP28 UAE, "COP28 Joint Statement on Climate, Nature and People", December 2023, URL: https://www.cop28.com/en/joint-statement-on-climate-nature

47 COP28 UAE, "COP28 UAE Leaders' Declaration on a Global Climate Finance Framework", December 2023, URL: https://www.cop28.com/en/climate_finance_framework

Initiative	Signatories	Information
Operation-alization of the Loss and Dam-age Fund	Consensus from all countries	
Oil and Gas Decarbon-ization Charter (OGDC)[48]	40% of global oil production companies and over 60% of national oil companies	It was launched to help rally a broad set of national, private and independent oil and gas companies to implement and accelerate climate actions. It marks the first time a large number of state-owned oil and gas companies have publicly supported an ambition to reduce greenhouse gas emissions from their operations. It aims to achieve net zero from oil and gas operations by 2050.
Fossil to Clean Campaign by the "We Mean Business Coalition"	Signed by 200 companies	
Utilities for Net-Zero Alliance[49]	IRENA, UN Climate Change High-Level CHampion-ship, and 25 global utility/power companies	Established at COP28, it unites leading global utilities and power companies with the aim of spearheading the development of grids that are ready for renewable energy, promoting clean energy solutions, and advancing electrification efforts.

48 COP28 UAE, "Oil & Gas Decarbonization Charter launched to accelerate climate action", December 2023, URL: https://www.cop28.com/en/news/2023/12/Oil-Gas-Decarbonization-Charter-launched-to--accelerate-climate-action

49 UNEZA, URL: https://www.utilitiesfornetzero.org

Initiative	Signatories	Information
Alliance of Champions for Food Systems Transformation (ACF)[50]	Brazil, Cambodia, Norway, Rwanda and Sierra Leone	The Alliance was launched at COP28 to supercharge global food systems transformation efforts. Signatories are committing to driving systemic change, taking a 'whole of government' approach and inspiring others to go further, and faster to deliver better outcomes across five key themes: food and nutrition security; adaptation and resilience; equity and livelihoods; nature and biodiversity; and climate mitigation.
Partnership for Forest Ecosystems, Nature and Climate	France, Republic of Congo & EU multilateral development banks, international organizations, NGOs, private sector and philanthropies	
Green Maritime Africa Coalition (GMAC)	African public and private sector organizations	

50 ACF, "Alliance of Champions launched at COP28 to supercharge global food systems transformation efforts", Press Release, 10 December 2023, URL: https://allianceofchampions.org/wp-content/uploads/2023/12/ACF-press-release-FINAL.pdf

Initiative	Signatories	Information
Action Agenda on Regenerative Landscapes	UAE, World Business Council on Sustainable Development (WBCSD), Boston Consulting Group (BCG), UN Climate Change High-Level Champions	This Agenda will see leading food and agriculture organizations join forces to scale regenerative agriculture, transitioning 160 million hectares to regenerative agriculture by 2030, accompanied by $2.2 billion in future investment, and engaging 3.6 million farmers worldwide[51].

51 COP28 UAE, "CO28 Presidency puts food systems transformation on global climate agenda", December 2023, URL: https://www.cop28.com/en/news/2023/12/COP28-UAE-Presidency-puts-food-systems-transformation

III THE ROAD TO BAKU

As Africa prepares for COP29 in Baku, several critical issues have emerged as priorities for the continent. Ahead of COP29, African ministers adopted a unified position, stressing the need for ambitious climate finance outcomes. Their position includes a quantum of 1.3 trillion US dollars per year by 2030, the quality of finance informed by criteria including debt sustainability, cost of borrowing and a significant amount of public sources, emphasizing grant and highly concessional finance and transparent mechanisms in respect of accountability[52].

The African Group of Negotiators (AGN) and regional leaders have consolidated their positions on climate finance, adaptation, mitigation, and carbon markets, seeking to address the continent's vulnerabilities and ensure that Africa's voice is amplified in global climate negotiations. This section outlines the key areas of focus for Africa leading up to COP29, based on the continent's specific needs and challenges, providing strategic recommendations to ensure that African interests are safeguarded and advanced.

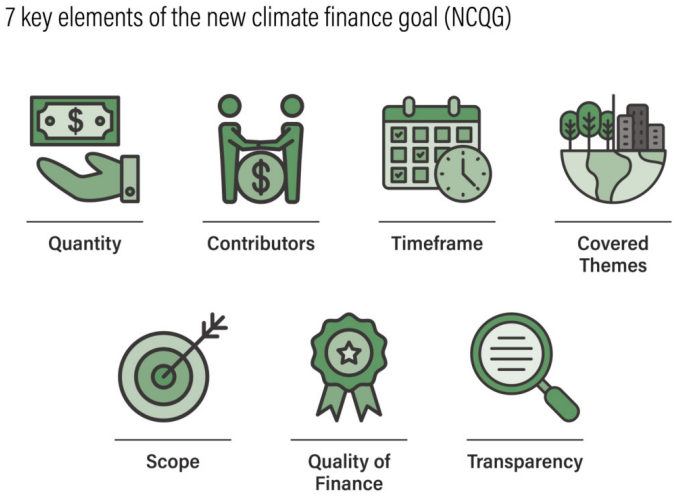
THE NCQG AND CLIMATE FINANCE: A CRITICAL ENABLER FOR AFRICA'S CLIMATE ACTION

The central issue for Africa at COP29 will be climate finance, particularly the delivery of adequate and predictable funding to support the continent's mitigation and adaptation efforts. COP29 has been dubbed the "finance COP" where countries will have to determine a New Collective Quantified Goal, the new climate finance goal for post-2025, replacing the current $100 billion target. The Bonn talks held in June 2024 were a key moment to advance towards this goal. However, countries failed to make progress, with negotiators from developed and developing countries blaming each other in fiery exchanges. The talks led to a 35-page informal "input paper", described as "unbalanced" by negotiators during the final session. India, the Arab and African groups landed their proposals for a quantum between $1.1 trillion and $1.3

52 Ali Mohamed (Chair of the African Group of Negotiators on Climate Change) at the 10th Special Session of the African Ministerial Conference on the Environment (AMCEN), Abidjan, September 2024

trillion a year for the five years from 2025. Some countries argued that key elements such as time frame, scope and contributors needed to be decided first before engaging with actual amounts. Some countries, including African countries, have suggested that the goal be reviewed periodically and adjusted based on evolving needs and more available data[53].

Current financial flows are far from sufficient, and this funding gap was also a primary concern during the **10th Special Session of the African Ministerial Conference on the Environment (AMCEN)** held in September 2024 in Nairobi.



53 Olivia Rumble, « African Ministers call for $1.3 trillion Climate Finance Target", African Climate Wire, 16 September 2024, URL: https://africanclimatewire.org/2024/09/african-ministers-call-for-1-3-trillion-climate-finance-target/

African ministers adopted a unified position that calls for ambitious climate finance outcomes at COP29, emphasizing the need for **$1.3 trillion annually** to be mobilized by 2030. They also stressed the importance of **debt sustainability**, ensuring that climate finance does not exacerbate existing financial burdens. A significant portion of this funding must come from public sources, particularly in the form of grants and highly concessional finance, with transparent accountability mechanisms in place.

Indeed, the NCQG needs to provide a clear framework in terms of access and quality of finance, in a context where climate finance is increasingly provided through loans[54]. According to an estimation, of the $69.6 billion received by developing countries for adaptation and mitigation in 2021, $53.2 billion were in the form of new debt, with only about half of this debt being provided on concessional terms[55].

The AGN is advocating for the NCQG to provide clarity and predictability regarding financial flows, ensuring that African nations have the resources necessary to implement their **NDCs**. They are pushing for regular reviews of the NCQG and the establishment of a **burden-sharing arrangement** to ensure that the responsibility for providing finance is transparent and equitable.

During a strategic expert meeting of the African Group of Negotiators Expert Support (AGNES) in Kenya in July 2024, it was agreed that the NCQG should be a genuine commitment rooted in the reality of climate needs, rather than a politically negotiated figure. The debates also highlighted the need for a proper split between the sources of funds for adaptation and mitigation, with experts arguing that there is a greater need for adaptation investment now to support vulnerable African communities[56].

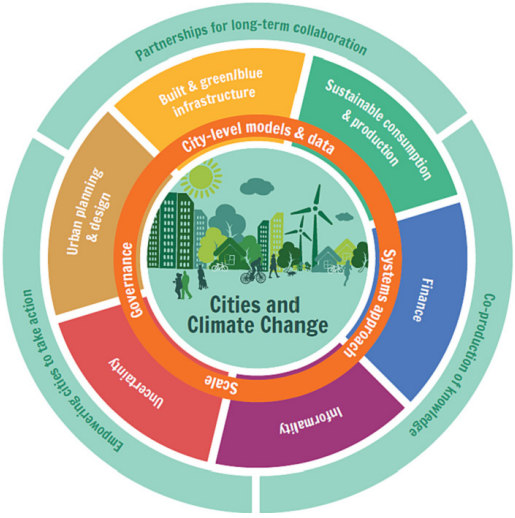
54 Organisation for Economic Cooperation and Development, "Climate Finance provided and mobilized by developed countries in 2013-2021: aggregate trends and opportunities for scaling up adaptation and mobilized private finance", Paris:OECD Publishing, 2023

55 International Insitute for Environment & Development, "Grants for developing nations to address climate change outweighed two to one by new debt", Press Release, 2023

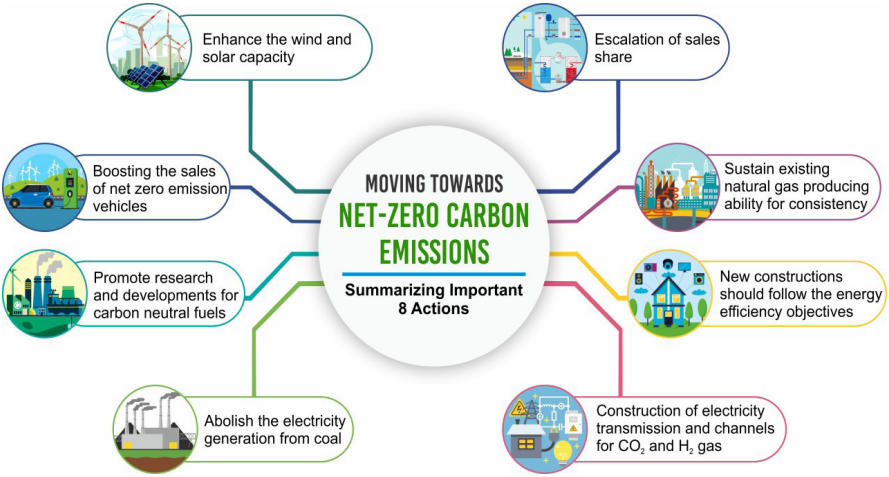
56 AGNES, "Unpacking the African Climate Adaptation Agenda: implications of the African Expert Meeting on Global Goal on Adaptation and Climate Finance", AGNES Africa, July 2024, URL: https://agnesafrica.org/2024/08/19/unpacking-the-african-climate-adaptation-agenda-implications-of-the-african-expert-meeting-on-global-goal-on-adaptation-gga-and-climate-finance/

ADAPTATION AND THE GLOBAL GOAL ON ADAPTATION

Africa remains one of the most vulnerable regions to the impacts of climate change, making **adaptation** a priority for the continent. To support Africa's stand on adaptation, the concept of the Global Goal on Adaptation (GGA) was proposed by the AGN in 2013. In 2015 during COP21 in Paris, the AGN successfully rallied the global community to integrate GGA in the Paris Agreement. Africa has since been advocating for the operationalization of the GGA with a lot of resistance from the developed parties. At **COP28**, the parties agreed to the **UAE Framework for Global Climate Resilience** on the Global Goal on Adaptation (GGA), and efforts are now focused on operationalizing this framework. The Bonn bi-annual climate negotiations held in June included an intense session on adaptation. The UAE Framework contains 11 broad targets, and the focus this year is on the development of indicators to measure the GGA and the associated methodologies. While the targets were agreed upon after a long negotiation process, their content was judged relatively feeble. Developed countries pushed back on the proposal to have quantified targets (percentage, time driven-goals…), a proposal that was largely promoted by African countries. As for the indicators, they were pushed out into a two-year working programme to be finalized by COP30 in Belem. Given the importance of adaptation for the African continent, and the fact that the GGA was first put forward by Africa, African experts must be significantly involved in the processes geared towards its operationalization.



African negotiators emphasized that the indicators must bring certainty by being "well-defined, specific, measurable, quantifiable, aggregable, science-based, accessible, meaningful and realistic"[57]. Some consensus was reached to capitalize on other related goals, like re-using the SDG indicators. A mapping process will thus be initiated to examine existing landscapes and identify where new indicators are needed and where existing ones can be reused.



In preparation for COP29, African countries are seeking to finalize robust **indicators** to track progress on adaptation. The AGN is supportive of efforts to reach an agreement on these indicators, which will be discussed further at a pre-COP workshop in November 2024. A key goal is to include **finance** as a component of the GGA, ensuring that African nations receive the necessary financial support for adaptation efforts. During COP28, negotiators did not include finance as one of the targets of the GGA. During the Bonn talks in June, developed countries pushed back on any target or related indicator on finance. During COP29, it will be crucial for African negotiators to stress the need to have sub-themes within both the GGA and NCQG with an adaptation finance target and

57 Submission by the Republic of Zambia on behalf of the Africa Group of Negotiators (AGN) on the UAE-Belém Work Program on indicators for measuring progress achieved towards targets in the UAE Framework for Global Climate Resilience, URL: https://www4.unfccc.int/sites/SubmissionsStaging/Documents/202404051339---Submission%20by%20the%20Republic%20of%20Zambia%20on%20behalf%20of%20the%20AGN%20on%20%20UAE%20Belem%20Programme.pdf

a mitigation finance target, ensuring greater equity and predictability in how money is channelled to adaptation. This would avoid funding being disguised as adaptation finance or going to less strategic projects.

At the Bonn conference in June, countries debated which body should be responsible for developing and recommending the indicators. It was suggested that an ad hoc expert working group be established for developing countries, given that the Global Goal on Adaptation (GGA) encompasses 11 targets across at least seven sectors, thereby requiring a diverse set of expertise. However, developed countries expressed a preference for using existing institutions and bodies within the UNFCCC to develop the indicators, citing concerns about costs and overlapping mandates. Ultimately, this issue was left unresolved in the final text[58].

Some expected outcomes at COP29 on the Framework for Global Climate Resilience include more ambitious adaptation outcomes, with the inclusion of equity and the principle of Common but Differentiated Responsibilities, stronger language and a specific target for means of implementation support for developing countries which should aim for 50% of global climate finance dedicated to adaptation, and the recognition and identification of the linkages between the GGA and the second GST, notably by identifying indicators aligned with the UAE Framework.

58 Olivia Rumble, « Getting the Global Goal on Adaptation up and running", African Climate Wire, 12 July 2024, URL: https://africanclimatewire.org/2024/07/getting-the-global-goal-on-adaptation-up-and-running/

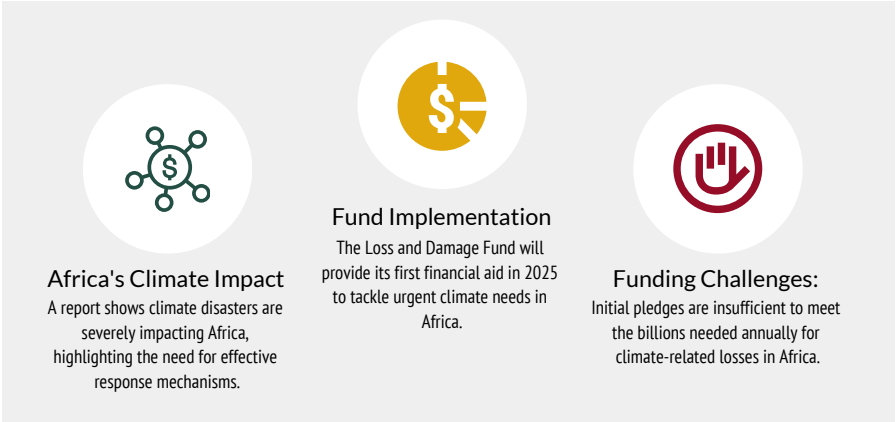
As for the UAE-Belém Work Programme, negotiators could agree on some principles at COP29, with the development of indicators that must be relevant to the agreed targets of the GGA, also designed to feed into the GST process. The indicators should cover all dimensions of adaptation, they should be applicable at various scales, and maintain scientific accuracy while being easy to understand by policymakers, practitioners and other stakeholders. Indicators should also be integrated into existing UNFCCC reporting mechanisms (National Communications and the Enhanced Transparency Framework) and must include measurable finance indicators that would enable progress toward the targets.

Health is also emerging as a crucial agenda item in climate talks, particularly in the context of adaptation. The AGN is advocating for the integration of **climate resilience in health services** and the reduction of climate-related morbidity and mortality. The UAE-Belem work programme offers an opportunity to further mainstream health into climate policies and plans, with Africa seeking meaningful representation in these discussions.

OPERATIONALIZATION OF THE LOSS AND DAMAGE FUND

The **Loss and Damage Fund**, which was operationalized at COP28, remains a priority for Africa, especially in light of recent climate-induced disasters, such as floods in East Africa and droughts in Southern Africa. African negotiators are focused on ensuring that the fund becomes fully operational and equipped to address the continent's pressing needs. The Board of the Fund for Responding to Loss and Damage made crucial decisions in September 2024 during its third meeting in Baku, with the decision to disburse its first tranche of financial aid in 2025, and the election of Ibrahima Cheikh Diong as the inaugural Executive Director of the Fund. COP29 is expected to serve as a platform for the Presidency to work with donor countries to actualize the pledges and push for additional financial commitments.

The AGN is working to finalize the **modalities** of the Loss and Damage Fund, aiming to reach an agreement at COP29. They are also pushing for greater financial commitments to the fund, given that the initial pledges made at COP28, though welcome, fall short of the billions of dollars required annually to address climate-related loss and damage. One of



Support during climate crises

Boosting Africa's Loss and Damage Fund

the key decisions will be the involvement of the private sector, with the Transitional Committee's proposal recommending that the fund be able to receive financial inputs from non-public and alternative sources.

African negotiators have expressed disappointment with the recent decision to locate the **Santiago Network on Loss and Damage** in Geneva, Switzerland, instead of Nairobi, Kenya, as recommended by a report. The AGN will challenge this decision at COP29, arguing that it undermines efforts to reduce the costs of managing climate disasters and limits African access to technical assistance.

In order to safeguard the interest of the African continent, it should be ensured that L&D finance takes the form of grants and not loans. Moreover, one of the main challenges is to advocate for separate sub-goals on adaptation and L&D finance, based on the needs of developing countries. This will be important to avoid double counting of financing commitments. COP29 will also represent an opportunity for the Santiago Network on Loss and Damage's advisory board to adopt its rules of procedure, and for the secretariat to adopt guidelines and procedures.

MITIGATION, ARTICLE 6 AND THE JUST TRANSITION

Mitigation efforts remain a significant focus for Africa as the continent navigates its path toward low-carbon development. However, African leaders emphasize that this transition must be equitable and aligned with the continent's developmental goals.

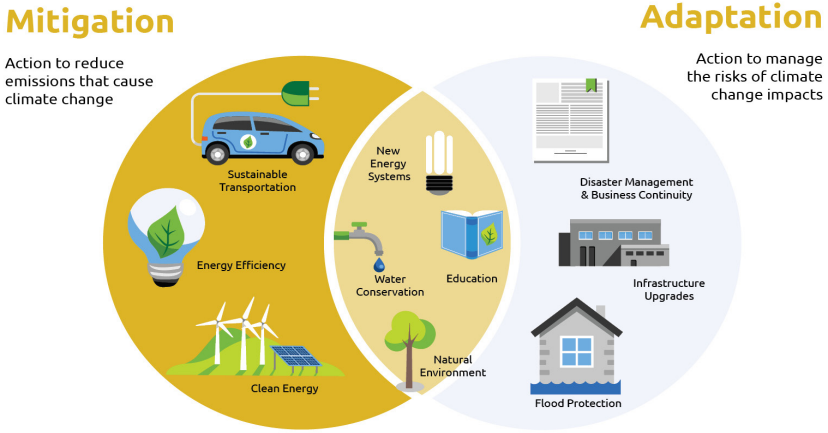
The AGN is keen to advance the just transition agenda, with a particular focus on securing finance for expanded access to low-carbon energy and clean cooking technologies. At the Bonn climate talks in June 2024, African countries voiced concerns over the potential for new emissions targets that could limit their developmental ambitions. The AGN argues that mitigation measures should be self-determined within each country's NDC framework.

Africa is also pushing for the urgent operationalization of Article 6 of the Paris Agreement, which governs carbon markets. Carbon markets have become a very debated point in international climate policy, as they have shown potential as a debt-free way to channel finance from heavy emitters to promising clean projects. However, due to a lack of rigour, they do not drive real emissions reductions, instead enabling greenwashing. Article 6 of the Paris Agreement created principles for carbon markets, with rules agreed to at COP26[59].

Article 6 mechanisms include market-based approaches (Articles 6.2 and 6.4) and collaborative non-market strategies (Article 6.9) that promote sustainable development. A fully operationalized Article 6 would provide the foundation for better quality carbon markets, with reviewable bilateral agreements and a centralized multilateral marketplace. However, negotiators need to agree on definition and content, project eligibility, and review processes, among other issues. The last two COPs failed to get Article 6 operationalized, with COP28 failing to conclude several areas even though over 4/5 of countries have signalled their reliance on Article 6 to meet their NDCs.

African negotiators are seeking decisions at COP29 that will allow the mechanisms under Articles 6.2 and 6.4 to become fully operational

59 UNFCCC, « COP26 Outcomes : market mechanisms and non-market approaches (Article 6)", URL: https://unfccc.int/process-and-meetings/the-paris-agreement/the-glasgow-climate-pact/cop26-outcomes-market-mechanisms-and-non-market-approaches-article-6



by 2025. This would enable African countries to begin developing real projects that benefit from carbon markets, contributing to both mitigation and sustainable development.

However, there is still a lot to be done following COP28's failure to tackle Article 6. Issues include the need for a clear specification of what a cooperative approach would mean. There is also concern due to the lack of firm measures under Article 6.2 to safeguard the rights of indigenous peoples and local communities. Another issue left open is the future of the Sustainable Development Mechanism developed under Article 6.4, which has seen a particularly slow development[60].

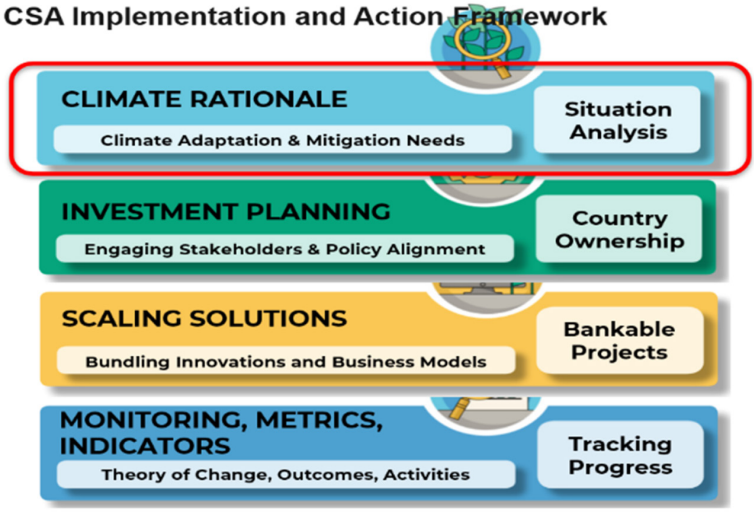
There was insufficient consensus behind the final text presented at COP28, meaning that these issues will be reconsidered during COP29, which will be a make-or-break moment for Article 6.

THE ROLE OF CLIMATE DIPLOMACY AND CAPACITY BUILDING

As Africa heads toward COP29, climate diplomacy will be a critical tool for securing favourable outcomes. African nations are focusing on building alliances with other developing countries to push for greater financial commitments and to ensure that the voices of vulnerable nations are heard.

60 Smith School of Enterprise and the Environment, "Article 6 in focus: outcomes from COP28", University of Oxford, January 2024, URL: https://www.smithschool.ox.ac.uk/news/article-6-focus-outcomes-cop28

African countries are also prioritizing capacity building and technology transfer, which are essential for the implementation of their climate goals. The AGN has highlighted the lack of sufficient financial and technical support for NDC implementation, particularly in terms of tracking and reporting progress. Addressing this gap will be a key objective in the negotiations at COP29.



Thus, Africa's roadmap to COP29 is centred on securing adequate and predictable climate finance, operationalizing the Loss and Damage Fund, advancing the Global Goal on Adaptation, and ensuring that mitigation efforts align with the continent's developmental needs. With finance at the heart of climate diplomacy, African negotiators will push for ambitious outcomes that reflect the true scale of the continent's challenges. COP29 presents an opportunity for Africa to build on the gains of COP28 and to ensure that the international community delivers on its commitments to support the continent's fight against climate change.

RECOMMENDATIONS

Climate Finance

Advocate for the full operationalization of the NCQG: African countries should continue to push for the New Collective Quantified Goal (NCQG) to reflect the continent's financial needs, estimated at $1.3 trillion annually by 2030. Strategies should include forming partnerships with global/local advocacy groups and utilizing specific negotiation platforms to ensure that financial targets are robust, dynamic, and regularly reviewed to adapt to evolving needs.

Prioritize public and grant-based finance: African nations must emphasize the need for public finance and grant-based funding to avoid exacerbating debt burdens. Collectively, they must develop a strategic framework for navigating complexities in securing these funds, including showcasing successful examples of effective public finance utilization in similar contexts. The AU should work closely with global financial institutions to ensure that concessional finance is prioritized and financial flows are directed toward adaptation and mitigation projects.

Strengthen accountability and transparency in climate finance: AU member states should advocate for the establishment of transparent mechanisms to track finance flows, ensuring that commitments from developed countries are honoured. Furthermore, there should be a collective call for a burden-sharing arrangement that outlines the contributions of developed nations and timelines for those contributions.

Enhance access to climate finance: Improving access to international climate finance mechanisms is important for the continent, particularly in ensuring that funds are accessible, affordable, and allocated equitably across the continent. This is especially important for Least Developed Countries (LDCs) and Small Island Developing States (SIDS). Therefore, African nations should work towards building local capacities to access, manage, and effectively utilize these funds, ensuring that resources are allocated fairly and in a manner that meets the specific needs of these vulnerable regions.

Loss and Damage Fund: Ensuring Full Operationalization and Adequate Financing

Prioritize the full operationalization of the Loss and Damage Fund: African countries must ensure that the Loss and Damage Fund, created at COP28, is fully operational by COP29. This effort should focus on advocating for and developing clear modalities and mechanisms for efficiently channelling funds to countries experiencing climate-related losses and damages.

Push for increased financial commitments: Given the disproportionate impact of climate change on Africa with regions experiencing severe heatwaves, floods, and prolonged droughts, resulting in devastating socioeconomic consequences, it is imperative that African nations actively pursue significantly higher financial commitment to the Loss and Damage Fund, exceeding the initial pledges made at COP28. This funding is important not only for immediate disaster response but also for long-term resilience-building initiatives that address the root causes of vulnerability. By securing increased financial commitments, African nations can better equip themselves to handle the escalating costs of climate-related disasters and ensure a sustainable future for their populations.

Separate sub-goals on adaptation and L&D finance: African countries should advocate for the creation of separate sub-goals on adaptation and L&D finance, based on the needs of developing countries as outlined in their reporting to the UNFCCC. This approach will be important to avoid double counting of financing commitments ensuring that resources are allocated effectively and transparently to address the unique challenges posed by climate change in Africa.

Adaptation and the GGA

Finalize adaptation indicators and targets: African countries should lead efforts to finalize robust indicators for the Global Goal on Adaptation (GGA) by COP29. These indicators should cover key areas such as resilience building, disaster risk reduction, and climate-related health impacts.

Advocate for adaptation finance targets: African countries should ensure that finance for adaptation is included as a critical component of the GGA and push for a specific finance mobilization target under the adaptation framework to be adopted at COP29, while also exploring strategies to leverage domestic resources for adaptation financing.

Integrate health into adaptation planning: In line with the UAE Climate Resilience Framework, African countries should advocate for the integration of health resilience into their adaptation strategies. This integration is important for effectively addressing climate-related health risks, which encompass heat-related illnesses, the proliferation of vector-borne diseases, respiratory issues linked to air pollution, waterborne diseases resulting from contaminated supplies, food insecurity and malnutrition and health challenges arising from displacement and overcrowding, and injuries associated with extreme weather events, including hurricanes and floods. By doing so, African nations can enhance their capacity to protect public health and ensure community well-being in the face of climate change.

Engage in the UAE-Belem Work Programme: African negotiators should take an active role in the UAE-Belem work programme, ensuring that health is prioritized in the discussions around adaptation and resilience-building.

Mitigation and the Just Energy Transition

Ensure a just transition for African economies: African countries should continue to advocate for a just energy transition, ensuring that the shift to low-carbon energy sources does not hinder development or worsen economic inequality. Efforts should be made to secure financial and technical support for African nations transitioning away from fossil fuels.

Expand access to low-carbon energy: African countries should focus on securing international support for expanded access to low-carbon energy and clean cooking solutions. This approach is especially important for addressing both energy poverty and environmental sustainability across the continent. Further, the AU should work with private sector stakeholders and global partners to attract investment in these areas. Through such partnerships, African nations can implement projects that not only improve energy access but also significantly reduce greenhouse gas emissions.

Oppose Top-Down Mitigation Targets: African countries should resist efforts to impose top-down mitigation targets that do not consider the unique socio-economic contexts and development goals of the continent. s, Instead, countries should advocate for a system of country-determined contributions that align with national development goals. Moreso, this is key as African nations need to maintain the flexibility to self-determine their Nationally Determined Contributions (NDCs) based on local circumstances, capacities, and needs. This approach ensures that climate commitments are not only realistic and achievable.

Carbon Markets and Article 6 of the Paris Agreement

Operationalize Article 6 by early 2025: African countries should prioritize the full operationalization of mechanisms under Article 6 of the Paris Agreement, ensuring that both Article 6.2 (bilateral cooperation) and Article 6.4 (market-based mechanism) are fully functional by early 2025.

Ensure fair participation in carbon markets: African nations should advocate for a fair share of the benefits from carbon markets, ensuring that projects in Africa receive adequate financial support and that carbon credits generated from African initiatives are valued equitably in global markets.

Strengthening Climate Diplomacy and Capacity Building

Build strong alliances with other developing nations: African countries should continue to strengthen their alliances with other developing nations, forming a united front for pushing stronger financial commitments, adaptation support, and mitigation flexibility at COP29.

Prioritize capacity building and technology transfer: African nations must emphasize the need for capacity building and technology transfer, ensuring that they have the tools, expertise, and infrastructure needed to implement climate strategies effectively. This includes building capacity for NDC implementation, tracking, and reporting.

Improve data and early warning systems: Africa should champion improving data collection and early warning systems to better enhance their ability to predict and respond to climate disasters. This will require both financial and technical support from the international community.

Health as a Core Component of Climate Action

Addressing Food Security and Land Use

Prioritize climate-resilient agriculture: African countries should continue to advocate for climate-resilient agricultural practices, ensuring that food systems can withstand extreme weather events and shifting climate patterns. This includes securing financial support for agricultural adaptation projects, alongside promoting successful agricultural practices tailored to regional contexts.

Promote sustainable land use and forestry: African nations should emphasize the importance of sustainable land use and forest conservation in their climate negotiations. This includes advocating for policies that protect forests and restore degraded lands while promoting carbon sequestration and biodiversity.

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