



# DELIVERING AN AFRICAN PEOPLE'S COP

*Key messages to the African Group of Negotiators Meeting in Zambia; Africa Ministers; COP27 Presidency and Heads of States in Africa*

Kigali, Rwanda | March 5, 2022

**Whereas** at the invitation of the Pan-African Climate and Environmental Justice Alliance (PACJA), more than 100 civil society representatives (joined by representatives from government, the private sector, and the academia) from throughout Africa met in Cairo, Egypt on 16<sup>th</sup>, 17<sup>th</sup> and 18<sup>th</sup> December 2021 and in Addis Ababa, Ethiopia on the side-lines of the 35<sup>th</sup> African Union Summit on 4<sup>th</sup> and 5<sup>th</sup> February 2022 to reflect on COP26 and develop strategies for mobilising African stakeholders to make COP27 an African People's COP.

**Conscious** of the diversity of the African continent and its people and determined to ensure that the communique to the political leaders captures the spirit and imagination of all actors to the extent that is possible, a cross-network consultative forum was held at the side-lines of the 8<sup>th</sup> African Regional Forum on Sustainable Development (ARFSD) from 1<sup>st</sup> to 5<sup>th</sup> March 2022 in order to synthesize and polish the strategy and to build a broader consensus on the recommendations made in Cairo and Addis Ababa.

**Recognizing** that Africa have a common interest in achieving climate resilience and sustainable development as espoused in the Agenda 2063 amongst other climate intervention strategies such as AU Regional Climate Change and the Climate for Development in Africa Initiative;

**Recalling** that justly addressing climate change requires that states and those for whom they are responsible such as corporations and others with high greenhouse gas emissions bear the burdens and duties of mitigation, adaptation, and reparations proportionate to their historic and current emission of greenhouse gasses; that the principle of *common but differentiated responsibilities and respective capabilities* – a divisive issue in international climate negotiations - also requires those with more resources do more to address climate change than those with weak capacities; that international climate change negotiations operationalise this principle, but that litigation against emitters and solidarity campaigning for climate reparations outside the COP process move forward more rapidly, given how reticent the leading Western and emerging-market powers are in recognising their liabilities.

**Noting** that with barely four per cent of the global total emissions, Africa has the lowest historical and current emission levels compared to every other region; that even then, emission levels are concentrated in a few countries so that most African countries are net zero and net

negative emitters; and that the most ambitious mitigation actions by African countries – aside from leaving fossil fuels unexploited – are therefore highly unlikely to make any significant contribution to reducing greenhouse gas emissions to levels commensurate with science and climate justice.

**Noting** that the Loss and Damage occurring as a result of scientifically attributed anthropogenic climate change, symbolized by the prevailing cyclones Idai, ravaging Southern African countries, recent record flooding and extreme wildfires, as well as climate-induced droughts in the Horn of Africa, Southern Africa and the Sahel, in the wake of locust plagues attributed to climate change, are unjust legacies for people in Africa. This legacy has adversely affected the human rights and fundamental freedoms of the African people, which brings into perspective the need for the current and future losses and damages resulting from climate change.

**Concerned** that despite little to no responsibility for climate change, African communities bear a disproportionately higher burden of its impacts than most parts of the world in terms of increased extreme weather events leading to loss of life, livelihoods, migration and conflicts; and that the recognition of its special needs and circumstances as spelt out in article 4(e) of the UNFCCC remains marginal to global negotiations; despite the science most of the African countries temperatures are increasing two to three times the rate of global warming, adaptation to the crisis remains a low priority in global efforts to combat climate change.

**Alarmed** by the latest IPCC report which reveals that the world is on a path to exceed 1.5°C warming within the next decade and points to poor climate leadership.

**Drawing** from Oxfam International report that found in 2020 that “the provision of climate finance as grants has barely changed, from around \$11bn in 2015–16 to \$12.5bn in 2017–18, while provision of concessional loans and other non-grant instruments is estimated to have increased from \$18.5bn per year in 2015–16 to \$22bn per year in 2017–18.” And further fully aware that even if the climate pledges were honored without cutting on emissions, the situation may not have been too much different

**Disappointed** that COP26 was a failed opportunity to spur ambitious action, enhance inclusive participation of the representatives of the most affected populations, transparency and secure protection for hundreds of millions of people at the frontline of climate crisis in Africa and other developing nations; it is obvious to the world that efforts to secure a healthy planet and resilient communities were derailed by the narrow interests of developed countries, notably those required to do more to address the climate crisis because of their past and current share of greenhouse gas emissions; and it was just as obvious that COP26 accommodated and comforted the big polluters.

**Affirming** that Sharm-El-Sheikh presents a unique opportunity post- Glasgow for the African people to expose and urgently address the massive and mostly ignored adverse impacts of climate change on the African people and also showcase climate solutions embedded within their traditional, indigenous and local knowledge; we aim to close the widening

North-South divisions and the stalling progress in climate action, particularly the urgent strengthening and implementation of NDCs.

**We conclude** that the African Group of Negotiators and African Governments, based on available research, data and evidence of the adverse impacts of climate change to life and livelihoods in Africa, should show leadership, draw on support and commitment from across all stakeholders, including the Civil Society and seize the moment to ensure COP27 embodies the aspirations of the African people. A COP27 responsive to African realities and priorities (The African People's COP), will thus constitute the following minimum elements:

### **Access, Participation, and Inclusion**

1. Procedural justice should be an integral part of conversations in the run-up to COP27. The COP26 was self-delegitimising, because the British government kept progressive civil society representatives far away from powerful negotiators. In the spirit of “leaving no one behind”, the UNFCCC Secretariat and all constituent bodies charged with facilitating the negotiations should ensure that all stakeholders, including communities at the frontline of the climate crisis, are legitimately represented in the process. This requires that an enabling environment so that all levels and forms of participation including critical voices are heard, particularly those of women and girls, the youth, civil society, smallholder producers, people from small islands states, people with disabilities and indigenous people. The most oppressed among us must be effectively engaged in the dialogue and decision-making processes. In this light, innovative ways should be explored to enhance women and youth participation, including the allocation of quotas to marginal communities in national delegations. The UNFCCC should invest in additional schemes to enable this participation, especially from Africa.
2. For those civil society activists who wish to express themselves in dissent, marches, protests and picket lines, the COP27 host government security officials must make extra efforts to ensure that this will be possible, and that no state oppression of political dissidents or human rights advocates distracts attention from the imperative of allowing civil society voices to be heard.
3. Every effort possible must be made by the COP27 Presidency and other agencies to get delegations from all parties to COP27 especially those from Africa. This effort must include enhancing the roll-out of vaccines, arrangements for hotel quarantine if necessary and added capacity for visa processing.
4. To underscore the importance and pertinence of this COP to the African People, an exclusive physical space should be dedicated for African community-led activities, and there should be a day set aside as a day of the African People (which is different from the Africa Day).

### **Adaptation**

1. The UNFCCC and the COP Presidency should put Adaptation on top of the agenda at COP27. This entails, among others, that the Glasgow-Sharm-El-Sheikh work programme on Global Goal on Adaptation (GGA) must be operationalised to elaborate on the GGA by

COP28. COP27 must also deliver an ambitious plan on how to meet the current and future needs for adaptation finance in Africa by 2025 and beyond. In this regard, COP27 should agree on a dedicated and ambitious global adaptation finance goal

2. Additional financing of adaptation – recognizing that the overall funding available for climate action is limited, inadequate and more skewed towards mitigation, through the discussions on the global goal on adaptation, the newly published IPCC report (AR6) pursue additional financing for adaptation without compromising loss and damage. In this, also pursue proportionate financing for adaptation and mitigation.
3. Private Sector Investment in Adaptation and Loss and Damage and in line with the convention, must pursue the involvement and investment of the private sector in climate action through setting clear adaptation indicators

## **Finance**

1. Climate finance definition – in line with the decision of the standing committee on finance at COP 26, the Glasgow Climate Pact and in collaboration with the Africa Group of negotiators, pursue climate finance definitions that are friendly to the continent for tabling at COP 27 to enhance additional financing for adaptation and loss and damage, with a quantifiable goal by 2024. One way to do this, is to reassess the Social Cost of Carbon and assess this as a “polluter pays” responsibility, as is the norm in many governments’ environmental legislation.
2. The COP-27 must move from rhetoric to demonstrable action and ensure that the target of 50:50 split between mitigation and adaptation finance is met. Additionally, climate finance for adaptation must be delivered to African countries through grants and must be new and additional to Official Development Assistance (ODA), based on their needs and special circumstances. Additional and significant financial modalities that give support to those who are directly impacted by climate change; affected communities and organizations who support them.
3. COP 27 must deliver an ambitious plan to deliver on the US\$100 billion per year in grant-equivalent funding by 2020 from developed countries (US 1T) by the new deadline of 2025. Furthermore, access to climate finance must be significantly enhanced for African countries through more agile and direct funding mechanisms.
4. The amount of climate finance reaching local communities must be urgently increased, and barriers to accessing climate finance must be removed. More investment is required in local climate action, and the principles for locally led adaptation should be formally endorsed by all Parties to the UNFCCC. A new goal for the proportion of climate finance going to local-level actions should be considered at COP27. This will help in monitoring the progress on driving more climate finance to communities at the frontline of the climate crisis
5. That while it is important to understand climate insurancing, we stand against the deployment and use of climate insurance as a tool to financing loss and damage.

## **Loss and Damage**

1. It is an imperative of climate justice that a shared global responsibility for loss and damage should be expressed proportionally through a *Loss and Damage Fund* that channels financial support to those who need it most in Africa. An outcome in Sharm El-Sheikh should be the elevation of *Loss and damage* as a stand-alone pillar in the UNFCCC negotiation, incorporating all the components noted above. The special facility for loss and damage should be totally delinked from insurance. The UNFCCC needs to move on from trying to understand the complexity of climate loss and damage to the necessity of addressing it.
2. Support the role of Indigenous Knowledge in shaping financing for loss and damage by harnessing the continued use of indigenous knowledge in shaping financing for loss and damage and adaptation in finance instruments including Green Climate Fund, among other relevant funding streams.
3. To enhance transparency and accountability in financing adaptation and in line with the Paris Agreement, demand for transparency and accountability in finance flows to adaptation and loss and damage especially by fund mechanisms like GCF, GEF and Adaptation fund etc.

## **Mitigation**

1. Renewable energy access for all must be a key mitigation priority for Africa, accompanied by a just energy transition that is supported with affordable technology and financing.
2. To mitigate against environmental destruction associated with CO<sub>2</sub> must not open the door to use of nuclear or fossil-gas in energy generation.
3. African leaders must continue to demand their northern counterparts to undertake deep emission reductions commensurate with the Paris Agreement goal of limiting global warming at 1.5 degrees and in proportion to the historical and current emissions.
4. Mitigation goal as envisaged in the Paris Agreement ought to enable African countries to be paid for the lost opportunity of not following business as usual development in the coming decades and not exploit fossil fuel energy sources and increase access to sustainable energy sources as their contribution to the 1.5 degrees temperature goal.
5. We demand stronger language on fossil fuel phase-out as opposed to fossil fuel phase down.

## **General and cross cutting comments**

1. Media Engagement on Adaptation and Loss and Damage Financing – work with the media in building a case through the liability and compensation approach for financing adaptation and loss and damage