

ANALYSIS

THE ADDIS ABABA DECLARATION OF THE SECOND AFRICA CLIMATE SUMMIT 2025

Pan African Climate
Justice Alliance on Behalf
of Africa Non-State Actors



A. Overview

Building on the momentum established by the inaugural Africa Climate Summit in Nairobi, the Government of Ethiopia played a critical role in placing the Non-State Actors at the centre of the Second Africa Climate Summit. The government, working in cooperation with the African Union Commission (AUC), not only mainstreamed the role of non-state actors across various functional structures but also explicitly established the Non-State Actors and Inclusivity Committee to lead and consolidate NSA efforts and engagement with the Second Africa Climate Summit (ACS2), held in Addis Ababa from 8–10 September 2025. For Ethiopia, ACS2 was more than a continental gathering. It was a political moment, a diplomatic opportunity, and an economic imperative, and the role of the non-state actors was deemed as central to delivering effective African-led climate action by embedding day to day realities of our communities. With the Second Africa Climate Summit having been convened under a theme that resonates deeply with aspirations of African societies, ‘Accelerating Global Climate Solutions: Financing for Africa’s Resilient and Green Development’, the role of NSA in catalysing action on the resolutions remains cut out.

Working closely with the government of the Federal Democratic Republic of Ethiopia to ensure smooth preparations for the summit The Pan African Climate Justice Alliance (PACJA) and our Designated National Platform, Consortium for Climate Change in Ethiopia (CCCE) organized the non-state actors entities in the continent and at national level to promote, to the greatest extent possible their inclusion and contribution in the ACS-2 process and outcomes of the summit. To enhance their effectiveness, non-state actors were organised into 16 clusters, which served to galvanise their perspectives, ideals and positions contributing to the discussions during the African Climate Summit (ACS2). Fourteen clusters shared their perspectives in a consolidated document, which was shared with the team drafting the ACS-2 declaration. A number of interests pursued are reflected in the ACS-2 declaration.

The strength of their contribution was not only evident in their demands but also in their critical leadership in key discourses that shaped the outcomes of the ACS-2 and other complementary outputs.

The processes preceding the Africa Climate Summit were unprecedented, giving PACJA unparalleled latitude in leading the convening and organising multiple non-state actors’ efforts, all geared toward ensuring a successful and people centered second Africa Climate Summit. Indeed, the Africa Climate Summit was a culmination of 4-month long processes all aimed at securing intense and massive mobilization from across the continent to achieve progressive outcomes in the second ACS, leveraging on lessons from the inaugural summit. Some of the notable Pre-ACS-2 Summit processes included:

a)The Launch of the Climate and Economic Justice Campaign and the technical think through the campaign, influencing the direction of conversations relevant to the African context

b)Pre-ACS-2 Non-State Actors convening in Addis Ababa over June, which was quite instrumental in producing the inaugural NSA statement on the vision they had for the ACS-2 and providing propositions on an ideal framework for NSAs inclusion process. The Government of Ethiopia and the AUC mainstreamed some of the proposals of this statement in the ACS-2 concept note and procedural approaches.

c)Extensive non-state actors consultative process through the 16 clusters that shaped a holistic process of consulting and engaging with all the stakeholders. To this end, 14 clusters developed a clear position statement on the nature of outcomes they envisage from the ACS-2, and this was shared with the convenors of the summit

d)The Nairobi Summer School on Climate Justice: This flagship served a pivotal role in enhancing the capacity of youth from across Africa to enhance climate diplomacy, with over 500 young people benefiting from the training and subsequently joining ACS-2 pre-events, notably, the Africa Youth Climate Assembly and the Conference on Climate Change and Development.

e) Conference on Climate Change and Development

in Africa: PACJA has a CSOs voice that contributed to shaping this agenda and equally in its execution, including mobilising a cross-section of the non-state actors to contribute to the outcome statement. Serving as a technical segment of the ACS-2, the CCDA XIII served as a vantage space to generate a statement whose aspirations are mirrored in the ACS-2 declaration.

f) Africa Climate Youth Assembly: This flagship convening was held for the second time, culminating in a declaration from youth on ACS-2

g) Separately, all the clusters held major convenings in the margins of CCDA XIII in Addis Ababa and as a precursor of the ACS-2 to detail their position, enhance shared understanding and popularise their position as well as lay strategies for its advancement. Notable clusters that delved deeper into this included the women's movement, the Youth, the Peace, Security cluster, and the Faith Actors.

h) Non-state Actor Assembly: Convened in the margins of the Conference on Climate Change and Development in Africa (CCDA XIII), the assembly served as a pivotal point to level knowledge across the clusters, bridge capacity gaps and harmonise thoughts in contested issues. It was also a critical space to advance the imperatives of the Climate and Economic Justice campaign.

i) Pre-meeting on climate finance by finance ministers: To deliberate on sensitive topics, a pre-convening of the finance ministers on climate finance was held on September 07, providing a technical space for deliberation of sensitive and occasionally controversial topics such as carbon markets and carbon tax, reforming Multilateral Development Banks and International finance architecture, Debt, Trade reforms, and Adaptation finance

B .ACS-2 Declaration: Major Commitments for Climate Action

Before the ACS-2, the NSAs identified their priority thematic issues as comprising:

i. Securing ambitious commitment by all, including developed countries, taking into account the new trend of relapse to dirty energy sources;

ii. Transitioning to clean energy – Approaches for strengthening people-centred energy systems;

iii. Eliminating bottlenecks to securing the Global Goal on Adaptation, its means of implementation and progressive actions towards the 1.3 trillion New Collective Quantified Goal on climate finance;

iv. Addressing disparities in financing the adaptation agenda in both the global north and in the global south;

v. Beyond climate determinism – a realistic assessment of the potential of climate action to secure livelihood opportunities for African youth and tweaks in development aid, climate finance and architecture of programs supported by development partners;

vi. Protecting the primary rights – the right to health and life in the midst of new climate threats and desirable actions;

vii. Critical minerals – which way to avoid the resource curse challenge that is taking precedence over just transition, and VIII. Climate governance in African countries.

The Addis Ababa Declaration embody several major commitments for advancing climate action not only on the continent, but also in the global space. The declaration places substantial weight on climate financing, adaptation and resilience, just transitions, energy access and more so renewable energy, food security, ecosystem protection and Africa's leadership in global climate governance. Notable commitment to climate actions is:

a. Mobilising Climate Finance & advancing for Global Reforms: Under this cadre of bold reforms, the declaration is specifically pursuing:

i. Reforms in international financial architecture and Multilateral Development Banks (MDBs) to make climate finance fairer, cheaper, and more accessible for Africa.

ii. Explicitly demands over \$3 trillion by 2030 for Africa's climate goals; calls for finance to be delivered as grants, not loans, to avoid worsening debt.

iii. Calls for operationalisation of the Fund for Responding to Loss and Damage and ensuring simplified direct access modalities for vulnerable countries and a funding window to be established for slow-onset events and climate-induced mobility.

iv. And roots for support towards African-led instruments like AfDB green bonds, climate funds, and Climate Innovation Compact mobilising \$50B annually.

b. On Adaptation & Resilience building the declaration calls for:

i. Prioritisation of adaptation as Africa's foremost climate challenge (water, food, fragile ecosystems, resilient infrastructure).

ii. Support the Africa Urban Resilience Programme (AURP) for green cities and resilient infrastructure.

iii. Strengthen the framing and implementation of the national adaptation plans (NAPs) with financing integrated into development strategies.

iv. The declaration gives special attention to agriculture and points to prioritisation of climate-resilient agriculture and food security and supporting full implementation of the Kampala CAADP Declaration, noting the need to mobilise direct grant-based support for smallholder farmers. Strengthening digital agriculture, resilient infrastructure, and regional knowledge-sharing platforms is key among the commitments

v. Specifically on health, the declaration builds on climate-resilient health systems, aligned with the Belém Health Action Plan and calls for the development of climate-health strategies for clean air, water, and energy access.

vi. While recognising climate as a threat multiplier for conflict, migration, and security, the declaration calls for the finalisation of the Common African Position on Climate Change, Peace and Security (CAP-CPS) and promotion of climate-sensitive peace strategies and regional cooperation for managing shared resources (rivers, forests, rangelands).

c. Nature-Based Solutions (NbS)

i. Commits to land restoration, supporting initiatives like the Great Green Wall, AFR100, and Ethiopian Green Legacy and promoting synergies between climate action, biodiversity conservation and addressing land degradation.

ii. Promote a continental NbS knowledge platform and strengthen carbon market standards (Africa Gold Standard).

iii. A commitment to scaling up community-led conservation, integrating indigenous knowledge and local stewardship.

d. Energy Access and Transition

i. Commits to deliver universal energy access to 300 million people and clean cooking solutions for 900 million people under the Mission 300 agenda through expansion of grid infrastructure, regional interconnectors, and community mini-grids.

ii. Increase Africa's share of global renewable energy financing from 2% to at least 20% by 2030 as part of the bold collective ambition to reach 300 GW of renewable energy capacity by 2030.

Call for just and equitable energy transitions, balancing renewable expansion with transitional energy sources for energy security.

e. Just Transition Pathways

i. Implement just transitions that are aligned to Africa's priorities and across all sectors (not just energy) in line with sustainable development and poverty eradication goals of the continent.

ii. Roots for transitions that are inclusive, equitable, and socially balanced, integrating adaptation, resilience, and job creation.

iii. The declaration recommends a bold rejection of punitive unilateral measures like the EU Carbon Border Adjustment Mechanism.

f. Green Minerals & Industrialization

i. Implement the Africa's Green Minerals Strategy to ensure fair, sustainable supply chains for green minerals.

ii. Promote local beneficiation, value addition, and industrial transformation through the Africa Green Industrialisation Initiative (AGII) to establish green industrial clusters.

g. Technology & Innovation

i. Launch the Africa Climate Innovation Compact (ACIC) and African Climate Facility (ACF) to mobilize \$50 billion annually for innovation.

ii. Promote AI, digital technologies, and climate tech incubators tailored for African contexts.

iii. Prioritise and expand on early warning systems, e-mobility, and climate-resilient technologies across sectors and scale up transboundary early warning systems for droughts, floods, and mobility risks.

h. Reaffirm Africa's unity in global climate negotiations (especially towards COP30 in Brazil)

i. Call on developed countries to triple adaptation finance by 2030 and deliver the Baku-Belém Roadmap to \$1.3 trillion per year, mainly through grants, not loans, by 2035.

ii. Strengthen African unity, solidarity, and negotiation capacity to ensure Africa's voice is central in shaping global climate solutions.

iii. A bold call for implementation of debt pauses, cancellation, and swaps (debt-for-climate projects) to free fiscal space for climate action.

iv. Pursue a collective push for reforms in MDBs and international financial architecture to lower borrowing costs and improve African representation.

i. Governance & Negotiation

- i. Strengthen African unity in climate negotiations, especially ahead of COP30 (Brazil, 2025).
- ii. Hold the Africa Climate Summit every 3 years (rotating across AU regions)
- iii. Ensure Africa's role as a global hub for green manufacturing, renewable energy, and climate solutions.

Other transformative elements of the declaration with far-reaching ramifications include

a. The pursuit of global reforms – with the ACS2 declaration calling for reforms of global financial architecture to better reflect Africa's realities, including issues around debt, access to finance, and private sector mobilisation.

b. The call to establish global carbon taxation regimes (on fossil fuel trade, aviation, shipping) with fair governance, and a well-structured mechanism for channelling revenues into Africa's resilience.

C. Key hooks for advancing a transformative agenda

The ACS-2 declaration is instrumental in providing clear and substantial hooks for advancing our influence agenda, with notable hooks revolving around:

a. Call for scale up of responses to Climate Change through solutions that are science-informed, fair, and based on just finance, bold and harmonized Nationally Determined Contributions (NDCs) and which drive green 1 employment, youth and women empowerment, and climate-resilient development while reinforcing and advancing the implementation of Agenda 2063, the African Climate Change and Resilient Development Strategy (2022-2032)

b. The broad-based reforms as envisaged in the declaration – debt, global financial architecture, reform in economic order, aid and reforms in the climate finance sphere

c. Urgent call to create millions of decent green jobs across the continent, leveraging Africa's natural resources, renewable energy, biodiversity, and digital transformation to drive inclusive and climate-resilient growth.

d. Proposal to establish Country Platforms and their role as centred on dramatically ramping up engagement and support for sub-national authorities to develop programmes and scale up investments for climate resilience in the context of driving local action to achieve tangible results and supporting the projected rapid urbanisation in Africa.

D. Areas for Further Action

In addition, and as a topline overview, NSAs take note of several issues that were not given sufficient attention in the ACS-2 declaration and will be part of the ongoing reform agenda.

The ramifications of the ACS2 declaration call for a shift from 'Aid' to 'Investments' need to be unpacked regarding its implications on the delivery of global commitments premised on aid commitments and, in a broad sense, the delivery of the Sustainable Development Goals. The strive for global equity and addressing social injustice ought to be a guiding frame in this regard. Fundamentally, in the climate space, the implications of this shift in the delivery of Paris Agreement-aligned climate finance are an important consideration.

An honest reassessment of the 'Gold standards' applicability in carbon investments and a mechanism for a unified continental approach that shifts power to communities and African governments is an imperative for our engagement. We must be honest in assessing the extent to which the continent is in control of this market and its capacity to push back on global forces in control of the carbon offset and biodiversity credit markets, ensuring control of Africa's natural assets and ecosystems is in the firm grip of African communities and governments.

For effective leadership at pan African level – the AU level, a genuine commitment by states to cede power to ACU to enable a collective pursuit of common interest at Africa level in the global diplomacy arena would be an imperative.

Multilateral Development Banks (MDBs) are known for their inclination to deliver loans that increase debts rather than grants. Usefully, it is important to reflect on what their central role in the delivery of climate finance means to the implementation of Debt Pause and Cancellations as per the aspirations of the ACS-2 declaration. The thorough process of MDBs and their delivery of grant-based and concessional funding must be developed further, given their centrality in the delivery of both the NCQG on climate finance and ACS-2.

Gaps in discerning the most appropriate mechanisms for governance of the implementation of the declaration at the country level. This is a pitfall that characterised gaps in the implementation of the ACS-1 Nairobi Declaration, and attempts to create a post-summit implementation framework anchored at the country level did not make significant progress. The three-year timeline for holding ACS is notable from a cost-effectiveness point of view. Nevertheless, there is a need, at Pan African level, for an appropriate mechanism of monitoring progress and accountability in the implementation of the declaration in the interim period.

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