



# AFRICAN CIVIL SOCIETY COMMON POSITION ON CLIMATE ADAPTATION + LOSS & DAMAGE FOR COP28





# Key Political Messages

- 1. Operationalise the Global Goal on Adaptation to Boost Action:** Establishing a comprehensive framework for the Global Goal on Adaptation (GGA) must be a key outcome of COP28. This COP must decide on clear, quantitative, and holistic targets for the GGA to facilitate adaptation action and increase the ability of parties to adapt to adverse climate impacts.
- 2. Significant Increase in Reliable and Quality Adaptation Finance:** COP28 must tackle global and African adaptation finance gaps, delivering on commitments to double adaptation funding, setting new targets to address the existing gap, reforming the financial system, and prioritising quality, accessible finance. Additionally, it should incentivise financing options favourable to Africa like debt relief, tax waivers, and grants to bridge the climate finance gap effectively.
- 3. Address Loss and Damage (L&D) Associated with Climate Change:** Recent extreme weather events caused significant losses and damages in regions that contributed the least to climate change. COP28's success hinges on funding and operationalising the Loss and Damage (L&D) fund, launching technical assistance through the Santiago Network on L&D, and ensuring effective governance with the L&D fund serving both the UNFCCC and the Paris Agreement. A comprehensive L&D financing approach is needed, with it being a standalone entity, accessible, and low-interest rate financing for affected communities and civil society groups.
- 4. Global Stocktake (GST) Must "Course Correct" Climate Action:** At COP28, the GST decision must respond decisively to the IPCC's findings and the technical assessments under the GST regarding the adaptation ambition and implementation gaps. The IPCC's report highlights the severity of climate impacts, especially in Africa, emphasising the need for action on adaptation and resilience. COP28 should prioritise closing the adaptation finance gap, doubling adaptation finance, recognizing the link between adaptation and sustainable development, and acknowledge Africa's vulnerability.
- 5. Integrate Climate Adaptation and Resilience into Just Transition Work Programme:** A just transition for adaptation is essential in Africa, addressing multiple injustices such as insecure land rights, unsustainable food systems, biodiversity loss, and energy poverty. To operationalise justice for resilience, principles of equity, increased focus on social vulnerability, and the dimensions of justice in relation to adaptation must be integrated into the Just Transition Work Programme. Social protection programmes must include adaptation to reduce vulnerability, while promoting justice and equity.
- 6. Make Progress Towards Resilient and Just Food and Agriculture Systems:** Climate change affects food systems at all levels, including production, supply chains, retailers, and diets. In Africa, climate vulnerability goes beyond food production to urban areas and the informal food sector. Shifting to farmer-led, rights-based models is vital, promoting gender equity, agroecology, food sovereignty, and protecting Indigenous knowledge. COP28 should enhance global support for resilient food systems through a roadmap, reallocating funds, and expanding the joint work plan to focus on food systems, specifically smallholders and local food systems.
- 7. Strengthen Transformative Adaptation Priorities:** COP28 should prioritise support and implementation of national adaptation plans, ensuring alignment with the Global Goal on Adaptation and African needs. Other priorities include locally-led and gender-responsive adaptation projects, land governance, Indigenous knowledge, climate education, health risks, and climate-related mobility. COP28 is an opportunity to meet Africa's adaptation needs by safeguarding biodiversity, land rights, and promoting climate mobility in policies.

# Africa's Adaptation Context for COP28

*At the 28<sup>th</sup> Conference of Parties (COP28) in Dubai, Africa's adaptation needs must take centre stage in the global response to the climate crisis.*

Despite contributing less than 4 per cent to global emissions, Africa faces disproportionate vulnerability to climate change<sup>1</sup>. These impacts are expected to only become more frequent and severe, with parts of the continent warming at twice the global rate<sup>2</sup>. Each degree of warming has consequences for food production, food security, agricultural workers' well-being, livelihoods, water access, health, human mobility, and conflict.



In 2022 and 2023, extreme weather events across Africa led to thousands of lives lost, displacement, food insecurity, and widespread suffering<sup>3</sup>. These events serve as a warning that Africa's capacity to adapt and mitigate climate impacts is lagging, leaving the continent inadequately prepared for climate challenges. Strong adaptation efforts are essential, given the irreversible losses and damage African nations face from climate impacts<sup>4</sup>.

Africa's climate adaptation is inseparable from justice, equity, and the historical responsibility of the global North for the climate crisis. The United Nations Framework Convention on Climate Change principles of historical responsibility, equity, and Common But Differentiated Responsibilities and Respective Capabilities<sup>5</sup> (CBDR-RC) set the groundwork for a just transition for Africa's adaptation and resilience.

COP27 in Sharm-El-Sheikh, Egypt, in 2022, saw mixed results for adaptation and addressing climate impacts. Notable successes included the agreement to establish a loss and damage fund for climate-affected developing countries and increased pressure to reform the global financial architecture. However, there was limited progress in advancing climate finance and adaptation action, despite initiating a process for developing the Global Goal on Adaptation (GGA) framework<sup>6</sup>.

In 2023, progress on adaptation and finance remained limited, with insufficient commitments from global summits. Despite high hopes for the Paris Climate Finance Summit to boost climate financing, it delivered disappointing results with meagre commitments. Similarly, the African Climate Summit and the Nairobi Declaration fell short in advancing Africa's adaptation priorities, particularly in finance, gender equity, land rights, and agriculture<sup>7</sup>. Furthermore, discussions around Loss and Damage during the transitional committee meetings faced disagreements on funding sources, governance, and eligibility criteria. Meanwhile, the Sharm-el-Sheik work programme on the GGA completed the remaining workshops to develop a global adaptation assessment framework, but unresolved issues, like the design of GGA targets and the means of implementation, cast uncertainty on COP28's outcome.

<sup>1</sup> [https://report.ipcc.ch/ar6/wg2/IPCC\\_AR6\\_WGII\\_FullReport.pdf](https://report.ipcc.ch/ar6/wg2/IPCC_AR6_WGII_FullReport.pdf)

<sup>2</sup> [https://gca.org/wp-content/uploads/2022/08/GCA\\_STA\\_2021\\_Complete\\_website.pdf](https://gca.org/wp-content/uploads/2022/08/GCA_STA_2021_Complete_website.pdf)

<sup>3</sup> <https://www.carbonbrief.org/analysis-africas-unreported-extreme-weather-in-2022-and-climate-change/>

<sup>4</sup> <https://www.tralac.org/blog/article/15560-climate-change-impacts-adaption-and-vulnerability-in-africa-key-findings-in-the-ipcc-sixth-assessment-report.html>

<sup>5</sup> [https://unfccc.int/files/essential\\_background/background\\_publications\\_htmlpdf/application/pdf/conveng.pdf](https://unfccc.int/files/essential_background/background_publications_htmlpdf/application/pdf/conveng.pdf)

<sup>6</sup> [https://www.powershiftafrica.org/storage/publications/COP%2027%20Assessment\\_1689600881.pdf](https://www.powershiftafrica.org/storage/publications/COP%2027%20Assessment_1689600881.pdf)

<sup>7</sup> [https://www.news24.com/fin24/climate\\_future/news/opinion-nairobi-declaration-a-missed-opportunity-to-raise-ambition-for-climate-action-in-africa-20230912](https://www.news24.com/fin24/climate_future/news/opinion-nairobi-declaration-a-missed-opportunity-to-raise-ambition-for-climate-action-in-africa-20230912)

This limited progress in global summits and finance commitments further compounds the challenges posed by scarce adaptation funds, global unpreparedness, and inadequate investments. Adding to these concerns, progress on adaptation planning, implementation and funding have stagnated, while developing nations find themselves in need of 50% more financial support for immediate climate adaptation than previously estimated<sup>8</sup>.

As COP28 in Dubai approaches, the Global Stocktake, evaluating global climate progress under the Paris Agreement, offers a crucial chance for course correction to achieve global climate goals<sup>9</sup>. The Synthesis Report from the Technical Dialogue<sup>10</sup> identified 17 technical findings but overlooks critical issues relevant to the African context like the right to sustainable development, just transitions, equity, the finance gap, and diverse national circumstances and responsibilities<sup>11</sup>.

Africa's climate adaptation is essential for immediate survival and securing the future for our people. Proactive locally-led adaptive solutions are vital. At COP28, global leaders must acknowledge the urgency of the situation and commit to transformative action and bold commitments, addressing Africa's unique challenges. The time for meaningful progress is now, and the world must rise to the occasion to secure a sustainable and just future for all.

## Guiding Principles and Approaches for Africa's Adaptation and Resilience

The following principles and approaches should inform and drive Africa's climate vision and agenda for climate adaptation and resilience.

1. **Social Justice and Equity** are essential to rectify Africa's climate vulnerability despite minimal emissions. Equity aims to distribute resources and opportunities fairly, while social justice ensures fair wealth, distribution of privileges, individual rights, and inclusion. Africa's unique challenges and negligible emissions require a multifaceted approach for holistic solutions.<sup>12</sup>
2. **Gender and Social Inclusion:** Promoting gender and social inclusion in climate adaptation means recognizing disparities in climate needs, especially in Africa where cultural norms limit women's access to and ownership of resources. Participation of women, youth, Indigenous peoples, and other marginalised groups in decision-making is key. COP28 must prioritise gender equity and inclusive participation to align with the Paris Agreement goals.
3. **Historical Responsibility and Common But Differentiated Responsibility - Respective Capabilities (CBDR-RC)** are key principles in the UN Framework Convention on Climate Change<sup>13</sup>. These principles are pertinent in Africa, as they highlight the obligation of global North countries to address colonial and climate-related damage over centuries<sup>14</sup>.

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<sup>8</sup> <https://www.unep.org/resources/adaptation-gap-report-2023>

<sup>9</sup> <https://www.wri.org/insights/explaining-global-stocktake-paris-agreement>

<sup>10</sup> <https://unfccc.int/documents/631600>

<sup>11</sup> <https://twitter.com/friphiri/status/1701784383684759846>

<sup>12</sup> <https://insights.taylorandfrancis.com/social-justice/what-is-social-justice/#>

<sup>13</sup> [https://unfccc.int/files/essential\\_background/background\\_publications\\_htmlpdf/application/pdf/conveng.pdf](https://unfccc.int/files/essential_background/background_publications_htmlpdf/application/pdf/conveng.pdf)

<sup>14</sup> <https://www.powershiftafrica.org/publications/just-transition-a-climate-energy-and-development-vision-for-africa>

4. **Decoloniality and Systems Change:** The climate crisis results from exploiting Africa's resources through imperialism and neo-imperialism. To address it, we must recognize the colonial legacy in North-South relationships and take a comprehensive systems change approach to transform structures, institutions, power dynamics, and mindsets<sup>15</sup>.
5. **Transparency and Accountability Principles** are vital for Paris Agreement goals. Countries should prioritise comprehensive, timely reporting on their objectives and commitments, such as doubling adaptation finance. Public participation is key for assessing progress, shaping policies, and holding governments accountable.
6. **Human Rights and Indigenous Peoples, Local Communities Rights:** Human rights, climate action, and development are inextricably linked. Protecting land rights and Indigenous knowledge systems and practices that enable communities to lead initiatives, while sustaining their livelihoods and biodiversity, must be at the heart of Africa's climate adaptation approaches.
7. **Equal Access to Secure Land Rights and People-Centred Land Governance:** Equitable access to secure land rights is pivotal for enabling communities to adapt to resource scarcity and changing climate conditions. Prioritising secure land tenure, including conflict resolution, is key for local-level adaptation. Sustainable, people-centred land governance approaches are instrumental in mitigating climate impacts on ecosystems and society, reinforcing climate adaptation and resilience.
8. **Transformative Adaptation** measures must be a priority for Africa rather than incremental adaptation. Adaptation measures should be proactive, context-specific, embrace holistic and complex systems thinking, and lead to social and systems change.
9. **Just Transition for Resilience:** Negotiations must prioritise Africa's pressing sustainable development challenges and prioritise the continent's transition to a low-carbon and resilient pathway. Additionally, adaptation must be integrated into the Just Transition Work Programme by incorporating key principles such as social vulnerability, justice, equity, CBDR-RC, etc.
10. **Africa's Climate Circumstances** are unique due to its distinctive vulnerabilities, scarce resources for adaptation, capacity limitations, inadequate climate data, development challenges, and urgent adaptation requirements. It is imperative to not only acknowledge, but vehemently advocate for Africa's exceptional climate circumstances and adaptation needs as critical for immediate survival and enduring resilience.

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<sup>15</sup> <https://catalyst2030.net/what-is-systems-change/>

# Adaptation Priorities for COP28

## A. Operationalise the Global Goal on Adaptation to Boost Action

A significant achievement of the Paris Agreement was the establishment of the Global Goal on Adaptation (GGA) in Article 7.1, designed to boost adaptive capacity, resilience, and reduce vulnerability in line with the temperature goal, while supporting vulnerable nations to achieve resilience<sup>16</sup>.

The Sharm-el-Sheikh work programme, initiated at COP26 in 2021, sought to create a framework for measuring global adaptation efforts through eight workshops, carried out by the Subsidiary Body for Scientific and Technological Advice and Subsidiary Body for Implementation<sup>17</sup>. Though adaptation featured as a key theme, COP27 mainly addressed process-oriented matters<sup>18</sup>, deferring the development of a concrete framework, targets, and metrics for the GGA to four workshops held across 2023.

In the final Botswana workshop, participants agreed to include an “overarching” goal in the GGA framework, with some debate over whether its form is best as a high-level quantitative target or political messages / priorities<sup>19</sup>. Additional contentions centred on the GGA target design, whether they should be thematic or generic and applicable to developed and developing countries. There were also disagreements about distinguishing means of implementation (i.e. finance, technology transfer, and capacity building) from broader enabling conditions for adaptation (non-prescriptive national conditions)<sup>20</sup>. There are varying views, with some countries seeing them as connected, while developing countries advocate for keeping the two separate to maintain focus on international finance and historical responsibility for climate change. These unresolved issues could affect the outcome at COP28.

During the Global Stocktake at COP28 in Dubai, governments should decide on GGA targets, focusing on people, livelihoods, ecosystems, and finance. This approach aligns with the Paris Agreement goals and enhances the GGA’s ambition and effectiveness, safeguarding African interests<sup>21</sup>.

### *COP28 must develop a decision under the Glasgow-Sharm-El-Sheikh Work Programme on the Global Goal on Adaptation that:*

- ▶ ***Includes the preamble, purpose and structure of the GGA’s framework***, identifies underlying equity, justice, CBDR-RC as underlying principles and specific targets related to dimensions and thematic areas, connections with other UNFCCC processes, further work plans, and a budgetary assessment.
- ▶ ***Recognises the framework must explore options to integrate adaptation into national priority themes*** using globally recognised and adaptable metrics. The framework must consider contextual and qualitative elements of adaptation, acknowledging the Paris Agreement’s call for diverse approaches to the GGA.
- ▶ ***Identifies 6 key elements*** to ensure the goal is **ambitious and effective**. For instance, the goal must be:
  1. **Clear:** Similar to the 1.5 degree goal or the UN Convention on Biological Diversity Kunming-Montreal Biodiversity Framework.

<sup>16</sup> UNFCCC, Paris Agreement, Article 7.1: [https://unfccc.int/sites/default/files/english\\_paris\\_agreement.pdf](https://unfccc.int/sites/default/files/english_paris_agreement.pdf)

<sup>17</sup> [https://unfccc.int/topics/adaptation-and-resilience/workstreams/glasgow-sharm-el-sheikh-WP-GGA#:~:text=In%202021%2C%20at%20COP26%20in,\(SBI\)%2C%20through%20which%20countries](https://unfccc.int/topics/adaptation-and-resilience/workstreams/glasgow-sharm-el-sheikh-WP-GGA#:~:text=In%202021%2C%20at%20COP26%20in,(SBI)%2C%20through%20which%20countries)

<sup>18</sup> [https://www.powershiftafrica.org/storage/publications/COP%2027%20Assessment\\_1689600881.pdf](https://www.powershiftafrica.org/storage/publications/COP%2027%20Assessment_1689600881.pdf)

<sup>19</sup> <https://unfccc.int/documents/632815>

<sup>20</sup> <https://sdg.iisd.org/commentary/guest-articles/robust-framework-for-global-goal-on-adaptation-needed-no-time-to-waste/>

<sup>21</sup> [https://unfccc.int/sites/default/files/english\\_paris\\_agreement.pdf](https://unfccc.int/sites/default/files/english_paris_agreement.pdf)



2. **Quantitative and qualitative:** The goal must include a mix of qualitative and quantitative elements to truly represent the complexity of adaptation, especially equity and justice issues. If possible, it must include a reference to a baseline of the current status and a time-bound target (SMART outcomes).
  3. **Holistic and principle-based:** The goal must include issues and principles that are important for Africa (e.g. finance, equity or justice) and avoid a siloed or piecemeal approach to adaptation.
  4. **Address finance needs:** The goal should include an objective to fund adaptation based on current adaptation needs and be anchored in the Global Stocktake.
  5. **Be easy to institutionalise:** The goal must be easy to institutionalise within existing global institutions, frameworks, mechanisms, and environmental agreements.
  6. **Be globally applicable:** The goal should explicitly discourage bilateral plans and programmes, and instead work towards solutions that apply to as many nations as possible.
- ***Develops and agrees on an overarching target for the Global Goal on Adaptation*** at COP28 that aims to reduce vulnerability and enhance the long-term adaptive capacity and resilience of social, financial, and ecological systems. People, livelihoods, and biodiversity must be placed at the centre while acknowledging the importance of scaling up means of implementation (finance, technology transfer, and capacity building) in line with the temperature goal and requisite needs of developing countries. In this regard, we believe the Least Developed Countries Group's<sup>22</sup> and African Group's proposals provide a good basis and inform the following recommended overarching goal:
- By 2030, reduce vulnerability and enhance long-term [effective] resilience + adaptive capacity reaching + benefitting at least **50% of the global population + people's** livelihoods, **restoring 30%** of land, freshwater and ocean ecosystems **while increasing climate action and finance in line** with 1.5 degree target **and needs**.**
- ***Sets clear goals for the adaptation policy cycle with separate targets*** for (i) impacts, vulnerability, and risk assessment, (ii) planning, (iii) implementation, and (iv) monitoring and evaluation. Targets must aim to significantly reduce climate impacts, risk and mortality by 2030 and 2050, aligning with the Sendai framework. They must also prioritise 100% coverage of early warning systems, comprehensive national adaptation plans by 2025 that align with the GGA and ensure free, prior, and informed consent processes for Indigenous peoples and local communities and enhance adaptive capacity by 2030.
- See Annex 1 for further details regarding targets.*
- ***Prioritises setting clear, quantifiable targets for priority thematic areas*** such as water, food and agriculture, land rights and resource governance, biodiversity and ecosystems, cities, settlements, and infrastructure, health, poverty and livelihoods, energy, transport, and tangible cultural livelihoods.
- See Annex 1 for detailed targets per sector.*
- ***Identifies a concrete target for means of implementation (finance, technology transfer, and capacity building). Our recommended target is:*** By 2030, international climate financing for adaptation achieves a balance with respect to mitigation making up at least 50% of climate finance, and has increased according to developing countries' needs expressed in their NAPs, NDCs or other policies, in line with the commitments made and the new quantified collective goal for climate financing.

<sup>22</sup> [https://www4.unfccc.int/sites/SubmissionsStaging/Documents/202307122209---LDC%20Submission\\_GGA\\_7th%20Workshop.pdf](https://www4.unfccc.int/sites/SubmissionsStaging/Documents/202307122209---LDC%20Submission_GGA_7th%20Workshop.pdf)



- **Recognises further work is needed beyond COP28 to achieve its mandate**, with specific focus on the following priorities: developing and implementing evidence-based metrics and indicators for tracking targets across various dimensions and thematic areas, utilising adaptable methodological frameworks; establishing robust monitoring, evaluation, and learning systems to ensure traceable adaptation actions at all scales (local to transnational), while also creating and maintaining national and local databases of adaptation initiatives. Additionally, support and finance for African adaptation interventions based on country priorities and efforts is key.

## B. Advocate for a Significant Increase in Reliable and Quality Adaptation Finance

Africa's foremost priority for COP28 is a substantial, reliable increase in high-quality adaptation finance from developed countries to the most vulnerable, aligning with the urgency of the climate crisis. Developed nations' failure to meet the \$100 billion annual climate finance goal by 2020 and the Glasgow commitment to double adaptation finance remains a contentious issue.

Discussions to reform global climate finance in 2023, notably the New Collective Quantified Goal (NCQG) on climate finance, were largely underwhelming<sup>23</sup>. Developing countries are advocating for a needs-based approach, considering the escalating climate risks, with estimates indicating \$5 trillion by 2030 is required to avoid severe climate impacts<sup>24</sup>. The COP28 finance agenda will build upon the Technical Expert Dialogue 7 sessions, focusing on doubling adaptation finance, delivering on the \$100 billion target, and setting a post-2025 climate finance goal<sup>25</sup>.



A significant hurdle to scaling adaptation in Africa is the vast adaptation finance gap, which is growing due to rising adaptation costs driven by accelerated climate impacts. Adaptation finance, on the other hand, is growing more slowly. Current adaptation finance of \$11.4 billion annually falls far short of the estimated \$53 billion annual adaptation requirement<sup>26</sup>. Africa could lose up to \$6 trillion in economic gains by 2035 due to the disparity between current funding and the \$100 billion target. Even if the 2021 Glasgow Climate Pact is fully implemented, it would cover just a small fraction (5-10%) of the current funding gap, amounting to around \$38 billion per year<sup>27</sup>. To bolster Africa's resilience, adaptation funding must increase five to ten times, with a proposed target of \$100 billion annually by 2035<sup>28</sup>.

Several factors contribute to the funding gap. First, global climate finance primarily focuses on mitigation, leaving adaptation underfunded. Second, African nations face barriers in accessing international climate finance due to stringent criteria and complex application processes. Additionally, adaptation projects often appear unattractive to private investors due to the lack of immediate returns, despite their long-term

<sup>23</sup> <https://africanarguments.org/2023/10/what-africa-needs-from-the-world-bank-annual-meetings/>

<sup>24</sup> <https://www.climatepolicyinitiative.org/wp-content/uploads/2022/10/Global-Landscape-of-Climate-Finance-A-Decade-of-Data.pdf>

<sup>25</sup> <https://unfccc.int/blog/the-climate-finance-question#:~:text=At%20COP15%20in%20Copenhagen%20in,goal%20has%20never%20been%20reached.>

<sup>26</sup> [https://gca.org/wp-content/uploads/2023/09/Accelerating-Adaptation-Finance\\_Web.pdf](https://gca.org/wp-content/uploads/2023/09/Accelerating-Adaptation-Finance_Web.pdf)

<sup>27</sup> [https://www.unep.org/resources/adaptation-gap-report-2023?gclid=Cj0KCQjwJKqBhCaARIsAN\\_yS\\_mzv92Ii06udFYMMiedh66mz4HwWa9xIIldO2NBukqZ325XLBfBnIaAsbPEALw\\_wcB](https://www.unep.org/resources/adaptation-gap-report-2023?gclid=Cj0KCQjwJKqBhCaARIsAN_yS_mzv92Ii06udFYMMiedh66mz4HwWa9xIIldO2NBukqZ325XLBfBnIaAsbPEALw_wcB)

<sup>28</sup> <https://gca.org/news/new-research-shows-africa-needs-ten-fold-increase-in-funding-for-climate-adaptation/>

developmental (societal, economic, and environmental) benefits. Africa's debt challenge exacerbates the problem, with over half of adaptation finance coming as loans<sup>29</sup>. This cycle deepens existing debt burdens<sup>30</sup>, hampers fiscal health, and impedes investment in adaptation, perpetuating climate related losses and damages. In line with the Common But Differentiated Responsibilities and Respective Capabilities (CBDR-RC) principle, Global North countries must address colonial and climate debt<sup>31</sup>.

Accessible climate financing mechanisms are crucial for African nations, particularly through the new financial arrangements and funds established at COP27. Finance commitments at COP28 must truly be additional funding that does not result in unsustainable debts, enabling the continent to effectively address the climate crisis and advance its adaptation efforts.

### ***COP28 must make a decision to develop an ambitious finance package that:***

- ▶ ***Urges developed countries to urgently meet delivery of:***
  - ***Climate finance commitments*** under the convention and Paris Agreement by establishing a transparent and robust roadmap for countries to deliver on these commitments.
  - ***Glasgow commitments to double adaptation finance*** given that climate adaptation action in Africa remains chronically underfunded.
  - ***Providing additional financial support to Africa*** considering the continent requires up to \$86 billion per annum by 2030 by identifying new sources such as allocating their special drawing rights to multilateral development banks for climate adaptation and resilience.
- ▶ ***Pushes for the reform of the global financial architecture*** and places adaptation finance as the top priority, taking into account 1) increasing the scale of additional climate finance; 2) improving access to finance, and 3) the need for concessional finance, specifically grants<sup>32</sup>.
- ▶ ***Advances the reform agenda of the World Bank and other public finance institutions*** to ensure they are effectively tailored for addressing the climate emergency. Their operational strategies and guidelines must align with the goals of the Paris Agreement. Organisational incentives and accountability mechanisms must be adjusted to encourage leaders and personnel to both achieve and openly report their progress towards climate objectives.
- ▶ ***Calls for a new collective quantified finance goal*** based on developing countries adaptation needs and vulnerability to be agreed upon at COP28, with separate goals for adaptation, mitigation, and Loss & Damage.
- ▶ ***Rapidly scales up reliable finance*** that is new, additional, debt-free, grant-based, and accessible to African institutions such as the African Adaptation Initiative, and community-led resilience efforts. Ensure this finance ***champions quality adaptation*** that is fair, unbiased, flexible, meets local needs, predictable, transparent, gender responsive, and integrates free, prior, and informed consent processes, thereby facilitating Africa's resilience building efforts.
- ▶ ***Advocates for incentives and financing options*** that are more favourable to Africa<sup>33</sup>, including tax waivers, debt write offs, grant and highly concessional loans, green credits, and even including externalities in project costs<sup>34</sup>.

<sup>29</sup> [https://gca.org/wp-content/uploads/2023/09/Accelerating-Adaptation-Finance\\_Web.pdf](https://gca.org/wp-content/uploads/2023/09/Accelerating-Adaptation-Finance_Web.pdf)

<sup>30</sup> [https://www.powershiftafrica.org/storage/publications/Just-Transition-Africa-report-ENG\\_single-pages\\_1685021139.pdf](https://www.powershiftafrica.org/storage/publications/Just-Transition-Africa-report-ENG_single-pages_1685021139.pdf)

<sup>31</sup> <https://www.powershiftafrica.org/publications/just-transition-a-climate-energy-and-development-vision-for-africa>

<sup>32</sup> [https://www.powershiftafrica.org/storage/publications/COP%2027%20Assessment\\_1689600881.pdf](https://www.powershiftafrica.org/storage/publications/COP%2027%20Assessment_1689600881.pdf)

<sup>33</sup> <https://www.powershiftafrica.org/publications/just-transition-a-climate-energy-and-development-vision-for-africa>

<sup>34</sup> <https://unfccc.int/documents/627908>

- **Requires finance commitments and providers of finance to align with the UNFCCC Gender Action Plan and Paris Agreement** to include gender-responsive and socially inclusion- responsive adaptation projects, with particular emphasis on women, smallholders, youth, and Indigenous Peoples<sup>35</sup>.

## C. Address Loss & Damage Associated with Climate Change

After the landmark agreement on Loss and Damage (L&D) finance at COP27 — a topic that remained static for three decades — COP28 now shoulders the responsibility of making decisive moves for the swift operationalization and capitalisation of the L&D fund. The detrimental climate impacts in Africa are not just forecasts; they are present-day realities. Recent extreme weather events, such as Cyclone Freddy affecting Malawi, Mozambique, and Madagascar<sup>36</sup>, along with flash floods in countries like Congo<sup>37</sup>, Eastern Uganda<sup>38</sup>, Rwanda<sup>39</sup>, Nigeria<sup>40</sup>, and the catastrophic events in Libya<sup>41</sup>, have inflicted substantial economic losses, surpassing millions of dollars. Such climate-related losses, when juxtaposed with prevailing debt burdens, further undermine Africa's ability to effectively adapt and respond to extreme weather — both in human and financial terms.

The Transitional Committee<sup>42</sup> on Loss and Damage bears a significant responsibility to formulate recommendations that resonate with the magnitude of African countries' and other vulnerable nations' challenges. Yet, these recommendations are the foundational building stones that would mark the beginning of a path of addressing evolving needs.

During the 4th meeting of the Transitional Committee in October 2023, discussions collapsed between developed and developed countries as they failed to reach an agreement on who should contribute to the loss and damage fund, its location, and eligibility criteria. Developing countries raised concerns about the World Bank hosting the fund and funding capitalisation<sup>43</sup>. At the 5th Transitional Committee meeting, tensions remained. While developing nations compromised and agreed to an interim placement of the L&D fund at the World Bank, developed countries remained reluctant to commit to funding, denying their historical responsibility to pay for climate harms. Concerns linger that the current text is inadequate and will undermine the fund's effectiveness<sup>44</sup>. These disputes set the stage for a challenging COP28 and failure to resolve them could jeopardise negotiations.

In addition to finance, technical assistance is a paramount priority for Africa. COP27 saw progress in moving towards the operationalization of the Santiago Network on Loss and Damage (SNLD)<sup>45</sup> by setting up institutional arrangements. However, the pace of the Secretariat host selection<sup>46</sup> has been underwhelming. COP28 must fully operationalize the SNLD by 2024, both by finalising a host agreement and by operationalizing the Advisory Board with fair representation.

<sup>35</sup> [https://www.unep.org/resources/adaptation-gap-report-2023?gclid=Cj0KCQjwTjKqBhCaARIsAN\\_yS\\_mzv92Ii06udFYMMiedh66mz4HwWa9xIIdO2NBukqZ325XLBfBnIaAsbPEALw\\_wcB](https://www.unep.org/resources/adaptation-gap-report-2023?gclid=Cj0KCQjwTjKqBhCaARIsAN_yS_mzv92Ii06udFYMMiedh66mz4HwWa9xIIdO2NBukqZ325XLBfBnIaAsbPEALw_wcB)

<sup>36</sup> <https://actionaid.org/news/2023/cyclone-freddy-record-breaking-destruction#:~:text=%23Cyclone%20Freddy%20has%20affected%20over,changed%20forever%20by%20this%20cyclone.>

<sup>37</sup> <https://www.npr.org/2023/05/07/1174628714/over-200-people-are-dead-and-many-more-are-missing-after-floods-in-eastern-congo>

<sup>38</sup> <https://floodlist.com/africa/uganda-floods-kasese-mbale-rukungiri-april-2023>

<sup>39</sup> <https://www.aljazeera.com/news/2023/5/3/at-least-55-killed-in-rwanda-flash-floods>

<sup>40</sup> <https://www.france24.com/en/africa/20221012-nigeria-s-worst-floods-in-a-decade-kill-500-displace-1-4-million>

<sup>41</sup> <https://www.unicef.org/emergencies/devastating-flooding-libya>

<sup>42</sup> <https://unfccc.int/process-and-meetings/bodies/constituted-bodies/transitional-committee>

<sup>43</sup> <https://www.ft.com/content/20356e04-4fcf-4034-9bcc-5b998e8caf15>

<sup>44</sup> <https://www.hindustantimes.com/india-news/rich-nations-voice-opposition-talks-on-loss-and-damage-fund-stall-again-101699121075531.html>

<sup>45</sup> <https://unfccc.int/santiago-network/about>

<sup>46</sup> <https://www.lossanddamagecollaboration.org/pages/the-host-of-the-santiago-network-secretariat-expectations-and-challenges>

## **COP28 should make a robust decision on Loss and Damage which:**

- ▶ **Stresses that the Fund should be the centrepiece of the L&D finance arrangements as an operating entity of the financial mechanism.** This positioning is important to ensure accountability both to COP and CMA, and clarifies the core guiding principles governing the operations and policies of the fund. Importantly, the L&D fund should exist as a standalone entity, with a secretariat independent of the World Bank.
- ▶ **Urges Parties to consider early pledges for the Fund,** both for starting-up the Fund, and for early projects/programmes financing. Building on the lessons from previous climate and development funds, an expedited contribution process should be considered as a tangible manifestation of commitment to the most vulnerable countries.
- ▶ **Emphasises the need for a governance structure that involves a tracking mechanism and ensures equal decision-making power among all actors.** Contributions to the Fund must not manipulate or derail the resource allocation process. Recognizing the dynamic nature of vulnerabilities, the Fund's governance should remain flexible to accommodate emerging stakeholders as circumstances change. Beyond representation, successful governance lies in creating a tracking mechanism for accountability and ensuring that representation leads to meaningful participation.
- ▶ **Emphasises Africa's limited resources for addressing loss and damage** related to climate impacts even though the continent needs up to \$16-60 billion per year under a 2°C scenario<sup>47</sup>, with emphasis on the need for a full spectrum approach to L&D finance covering both economic and non-economic impacts resulting from rapid and slow-onset events.
- ▶ **Advocates for a direct access window at the Loss and Damage fund,** to be accessed by frontline impacted communities, farmers, and civil society organisations in a timely manner.
- ▶ **Calls for the full operationalisation and capitalisation through provision of new and additional resources with non-debt generating finance instruments** of the new Loss and Damage Fund that is accessible to all developing countries.
- ▶ **Launch an operational SNLD and agree on the host institution** with the necessary capacity and mandate to provide technical support on loss and damage to developing countries. Developed countries should pledge financial resources to support the network to deliver on its mandate.

## **D. Global Stocktake Must Course Correct Climate Action**

The Global Stocktake (GST) is a crucial mechanism within the Paris Agreement, designed to assess the collective progress of Parties towards the Agreement's goals. It is essential for evaluating global climate actions and tracking collective progress on how human and natural systems are responding to climatic changes<sup>48</sup>. The Intergovernmental Panel on Climate Change (IPCC)'s Sixth Assessment Report<sup>49</sup> is a stark reminder that the world is not on track to achieve the goals of the Paris Agreement. The report underscores the severity of current climate change impacts and the escalating future risks that the world faces. Moreover, the report highlights the compounding and, in some cases, irreversible nature of these impacts, which affect not only human societies but also highly vulnerable ecosystems. For example, the report confirms that climate change has exacerbated food and water insecurity, extreme weather disasters, declines in people's physical and mental health, premature deaths, species loss and extinctions, and vector-borne

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<sup>47</sup> [https://report.ipcc.ch/ar6/wg2/IPCC\\_AR6\\_WGII\\_FullReport.pdf](https://report.ipcc.ch/ar6/wg2/IPCC_AR6_WGII_FullReport.pdf)

<sup>48</sup> Berrang-Ford, L., Siders, A. R., Lesnikowski, A., Fischer, A. P., Callaghan, M. W., Haddaway, N. R., ... & Abu, T. Z. (2021). A systematic global stocktake of evidence on human adaptation to climate change. *Nature Climate Change*, 11(11), 989-1000.

<sup>49</sup> <https://www.ipcc.ch/report/sixth-assessment-report-cycle/>

diseases in regions around the world. The consequences of climate inaction, where billions of people and ecosystems are already grappling with the adverse effects of a warming planet. Furthermore, the report confirms that Africa is warming faster than the rest of the world and if unabated, climate change will pose increasing challenges for African economies, despite their low historical and current contributions to global greenhouse gas emissions.

As section B highlights, adaptation finance for Africa falls significantly short of the financial requirements needed to effectively address the increasing impacts of climate change on the continent. The GST should serve as a platform to underscore the urgency of closing this adaptation finance gap, emphasising the need for substantial increases in climate finance to support African countries in their adaptation efforts.

The Synthesis Report<sup>50</sup> of the GST's technical phase provides an evidence base that must be translated into concrete, actionable steps for Parties and Non-Party Stakeholders to shift from current incremental progress toward the transformational levels of ambition, implementation, and fairness needed to meet the Paris Agreement goals. The first Global Stocktake which will conclude at COP28 offers a pivotal opportunity to correct course by including a comprehensive outcome, both backward and forward looking.

***At COP 28, governments must respond decisively to the IPCC and GST's technical phase findings and recommendations and take decisive action that:***

- ▶ ***Explicitly recognizes the interlinkages between climate adaptation and sustainable development.*** Climate impacts have the potential to undermine the very foundations of sustainable development, jeopardising efforts towards poverty reduction, food security, and economic growth. On the other hand, sustainable development efforts can enhance adaptive capacity and resilience to climate impacts. The GST must acknowledge these interlinkages and integrate them into climate policies and actions.
- ▶ ***Acknowledge the disproportionate risks posed by climate change in Africa as the most vulnerable geography.*** Also acknowledge and recognize adaptation efforts by African governments, who invest a significant portion of their limited public resources ranging from 4% to 7% of annual GDP, in climate adaptation measures. The GST should commend adaptation efforts and acknowledge key challenges, lessons learned, and good practices while emphasising the need for additional international support and solidarity
- ▶ ***Send a clear message towards implementing the commitment of achieving doubling the provision of adaptation finance*** by developed countries and at least 50% allocation of finance for adaptation in the finance mechanism by 2025. The GST should advocate for a substantial increase in adaptation finance to reach a target of \$300 billion per annum by 2030, primarily from public grants finance.
- ▶ ***Support the operationalization of the Global Goal on Adaptation*** by adopting targets for adaptation action under the GGA framework including the adaptation policy cycle: (i) risk and vulnerability; (ii) adaptation planning; (iii) implementation; (iv) adaptation finance.
- ▶ ***Commit to effective and at scale delivery on support for adaptation*** in key sectors including agriculture and food systems, health, water, cities and infrastructure.
- ▶ ***Acknowledge the significant scale of costs related to loss and damage*** associated with climate change in developing countries, with a temperature increase of 2.5-3.4°C by 2100; which could be in the range of \$116–435 billion in 2020, rising to \$290–580 billion in 2030, \$551–1,016 billion in 2040, and \$1,132–1,741 billion in 2050<sup>51</sup>.

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<sup>50</sup> [https://unfccc.int/sites/default/files/resource/sb2023\\_09\\_adv.pdf](https://unfccc.int/sites/default/files/resource/sb2023_09_adv.pdf)

<sup>51</sup> <https://www.semanticscholar.org/paper/Integrated-Assessment-for-Identifying-Climate-Needs-Markandya-Gonz%C3%A1lez%E2%80%90Eguino/4bfff8fee915534c8d961e6d049144272c3f5334b>

- ▶ **Decide on full operationalization of the loss and damage fund** designated as an Operating Entity of the financial mechanism of the Convention, and also serving the Paris Agreement to provide adequate, predictable, accessible, and appropriate finance for addressing loss and damage.
- ▶ **Leverage the GST to align climate and biodiversity actions** with the Kunming-Montreal Global Biodiversity Framework for nature restoration by 2030 with specific focus on
  - Enhancing climate and biodiversity ambitions in NDCs, NAPs, and LT-LEDs, with a focus on preserving the ocean and safeguarding the rights of Indigenous Peoples and Local Communities.
  - Improving definitions, rules, and fostering a unified framework to incentivize protecting carbon- and biodiversity-rich ecosystems.
  - Assessing collective progress in implementing Article 5 (ecosystem provisions) of the Paris Agreement, promoting integrated climate and biodiversity goals.

## E. Integrate Climate Adaptation and Resilience into the Just Transition Work Programme

Climate adaptation has been overshadowed by mitigation efforts in global climate agendas, resulting in insufficient funding and fragmented responses. However, Africa's unique circumstances demands a reimagined approach that prioritises adaptation without neglecting mitigation.

The 2015 Paris Agreement highlights the need for “a just transition for the work force and creation of decent work”, which has gained momentum in climate action on mitigation issues<sup>52</sup>. While transitioning to cleaner energy systems is crucial<sup>53</sup>, these measures alone may not be sufficient to tackle Africa's extensive climate challenges. To truly tackle these issues, fairness, justice, and equity must be at the core of Africa's adaptation efforts.

The Sharm-el-Sheikh decision, 1/CMA.4<sup>54</sup>, established a Just Transition Work Programme aligned with Paris Agreement goals, covering mitigation, adaptation, and finance pathways<sup>55</sup>. Although operationalising equity and justice principles under the UNFCCC remains a challenge, the Sharm-el-Sheikh decision emphasises that a just transition should consider various dimensions, including energy, workforce, socioeconomic factors, and adaptation.

Justice is a pivotal aspect of adaptation, as recognised by the Intergovernmental Panel on Climate Change's Sixth Assessment Report<sup>56</sup>. It encompasses distributive justice (costs and benefits distribution), procedural justice (use of just procedures), and restorative justice (rehabilitation of those harmed). Intergenerational, intersectional, and epistemic justice, and capacities or capabilities, are equally relevant to Africa's adaptation context<sup>57</sup>. **See Annex 2 for more detailed descriptions of each dimension of justice and its key features.**

Neglecting justice considerations can lead to “maladaptation”, burdening vulnerable groups or regions<sup>58</sup>. A just transition for resilience is therefore integral to climate justice, linking development and human rights. Box 1 highlights a definition for a just transition for resilience.

<sup>52</sup> [https://unfccc.int/sites/default/files/english\\_paris\\_agreement.pdf](https://unfccc.int/sites/default/files/english_paris_agreement.pdf)

<sup>53</sup> [https://www.tips.org.za/just-transition/item/download/2151\\_e9251830e7b5f166713013e32a7f3acd](https://www.tips.org.za/just-transition/item/download/2151_e9251830e7b5f166713013e32a7f3acd)

<sup>54</sup> [https://unfccc.int/sites/default/files/resource/UNFCCC\\_Climate%20Finance\\_Decisions%20Booklet\\_2022.pdf?download#page=105](https://unfccc.int/sites/default/files/resource/UNFCCC_Climate%20Finance_Decisions%20Booklet_2022.pdf?download#page=105)

<sup>55</sup> [https://unfccc.int/sites/default/files/english\\_paris\\_agreement.pdf](https://unfccc.int/sites/default/files/english_paris_agreement.pdf)

<sup>56</sup> [https://report.ipcc.ch/ar6/wg2/IPCC\\_AR6\\_WGII\\_FullReport.pdf](https://report.ipcc.ch/ar6/wg2/IPCC_AR6_WGII_FullReport.pdf)

<sup>57</sup> <https://www.eionet.europa.eu/etcs/etc-ca/products/just-resilience-for-europe-towards-measuring-justice-in-climate-change-adaptation>

<sup>58</sup> <https://www.theccc.org.uk/wp-content/uploads/2022/03/CCC-The-just-transition-and-climate-change-adaptation.pdf>



## Box 1 - Defining a Just Transition For Resilience

The concept Just Transition can be traced back to the 1970s US labour movement<sup>59</sup> but is now integral to climate action on energy transitions. A just transition for resilience prioritises equitable distribution of the consequences of climate impacts<sup>60</sup> and adaptation measures to address them<sup>61</sup>. Climate change affects communities and regions such as Africa unevenly, similarly adaptation efforts to address these risks have disparate effects. Based on existing definitions, key aspects of the concept include recognising the importance of addressing social vulnerability, ensuring equitable participation in decision making processes by groups most affected<sup>62</sup>, acknowledging historical responsibility for climate impacts, and integrating various dimensions of justice (*see Annex 1*) to create a fair and inclusive path towards climate resilience.

Two ways in which justice and equity relate to adaptation in order to achieve just resilience<sup>63</sup>:

1. **Climate Impacts + Risk - Uneven burdens:** The unequal burdens and risks associated with climate impacts that affects regions and communities, particularly Africa, unequally.
2. **Adaptation Action - “Leaving no one behind”:** Recognition that adaptation measures, similarly to mitigation, can also have unequal and unjust outcomes, creating losers and winners.

In Africa, achieving a just transition for climate adaptation and resilience is imperative, addressing several key injustices. Historical legacies from colonialism persist, hindering Indigenous and local communities' land rights and leading to tenure insecurity, land grabs, and climate-induced migration<sup>64</sup>. Furthermore, Africa's unsustainable and unjust food system results in food insecurity, disproportionately affecting smallholders and women farmers. A transition to a more sustainable food system would need to consider the implications for farmers and agricultural workers who may not have the resources to adapt or transition to more sustainable practices. Just transition principles also apply to biodiversity as climate change disrupts ecosystems, impacting livelihoods, emphasising the need for secure land rights<sup>65</sup>. Additionally, ensuring a transition to reliable and equitable access to clean energy, along with combating deforestation and protecting workers' wellbeing, is crucial for just resilience in Africa<sup>66</sup>.

### *COP28 must take a decision under the Just Transition Work Programme that:*

- **Effectively operationalise principles of social vulnerability, equity, and justice** into actionable strategies for mitigation, adaptation, and financial mechanisms within the Paris Agreement framework. This action is crucial for guaranteeing a just and fair transition toward low-carbon and climate-resilient development.

<sup>59</sup> [https://www.tips.org.za/just-transition/item/download/2151\\_e9251830e7b5f166713013e32a7f3acd](https://www.tips.org.za/just-transition/item/download/2151_e9251830e7b5f166713013e32a7f3acd)

<sup>60</sup> [https://www.google.com/url?q=https://www.theccc.org.uk/wp-content/uploads/2022/03/CCC-The-just-transition-and-climate-change-adaptation.pdf&sa=D&source=docs&ust=1697565041270737&usg=AOvVaw2Qt2a7uje43\\_I5FVUt9bJ3](https://www.google.com/url?q=https://www.theccc.org.uk/wp-content/uploads/2022/03/CCC-The-just-transition-and-climate-change-adaptation.pdf&sa=D&source=docs&ust=1697565041270737&usg=AOvVaw2Qt2a7uje43_I5FVUt9bJ3)

<sup>61</sup> <https://www.eionet.europa.eu/etcs/etc-ca/products/just-resilience-for-europe-towards-measuring-justice-in-climate-change-adaptation>

<sup>62</sup> <https://www.weadapt.org/knowledge-base/adaptation-without-borders/a-just-transition-for-climate-change-adaptation-towards-justice-and-security-in-a-globalising-world>

<sup>63</sup> <https://www.eionet.europa.eu/etcs/etc-ca/products/just-resilience-for-europe-towards-measuring-justice-in-climate-change-adaptation>

<sup>64</sup> <https://www.theafricareport.com/77291/inside-the-great-african-land-rush/>

<sup>65</sup> <https://www.un.org/en/climatechange/science/climate-issues/biodiversity>

<sup>66</sup> <https://www.iisd.org/topics/just-transition>



- ▶ ***Integrate just and equitable transition for adaptation and resilience within the scope of the Just Transition Work Programme*** in order to achieve parity and balance with mitigation and strengthened adaptation actions.
- ▶ ***Identify key principles and approaches*** to inform and drive the agenda for a just transition to climate adaptation and resilience. Recommendations include social vulnerability, equity, dimensions of justice (procedural, distributive, - see Annex 2), rights-based approaches, system change, transformative adaptive measures, the principle of Common but Different Responsibilities - Respective Capabilities, decoloniality, and transparency and accountability.
- ▶ ***Recognise the need to reconfigure social protection programmes*** to include adaptation as a way to reduce communities' vulnerability to future climate impacts, while also strengthening justice and equity. Examples of social protection programmes include cash transfers, public works programmes, and social safety nets.

## F. Progress Towards Resilient Food and Agriculture Systems

A 2019 IPCC report emphasises the need for transformative measures integrating resilience and mitigation throughout the food system<sup>67</sup>. Climate change impacts all aspects of the food system, including production, supply chains, social dimensions and actors, infrastructure, and dietary choices, shaped by location and socioeconomic factors<sup>68</sup>. In Africa, climate vulnerability extends beyond smallholders or agricultural production to areas like urban centres, food retailers, and informal sectors of the food system<sup>69</sup>.

The corporate-controlled global food system and its industrial agricultural model, particularly the livestock sector, is a major driver of the climate crisis, biodiversity loss<sup>70</sup>, and socio-economic issues, including rising hunger, malnutrition, inequality, economic disparity, land use change, and dependency on food aid, particularly in Africa<sup>71</sup>. These challenges disproportionately affect women, smallholders, farm workers, and informal traders, who often have little to no social protection in terms of resources and their land rights. The 2022 FAO report confirms rising food insecurity and hunger in Africa, with the latter affecting 278 million people<sup>72</sup>.

A rapid transition from the current global food system to decentralised, farmer-led food systems rooted in democratic, human-rights based policy frameworks is essential. This transition should create enabling conditions for food system actors (e.g. smallholders, pastoralists, fisherfolk, informal traders), protect Indigenous knowledge, promote gender equality, inclusivity, agroecology, and food sovereignty. Agroecology, tied to Indigenous knowledge and food sovereignty movements, shifts power back into smallholders' hands, enhances farms' resilience to extreme weather events through its practices, and promotes local food sovereignty<sup>73</sup>.

Historically, climate summits had overlooked agriculture and food systems<sup>74</sup>, but at COP27, the Sharm El-Sheik joint work on implementation on agriculture and food security was initiated, building on the Koronivia Joint Work on Agriculture launched during COP23 in 2017. Under the Subsidiary Body on Scientific and Technological Advice and the Subsidiary Body on Implementation, the programme aims to implement the outcomes of the Koronivia Joint Work on Agriculture and related initiatives, along with determining future workshop subjects organised by the UNFCCC.

<sup>67</sup> <https://www.ipcc.ch/site/assets/uploads/2019/11/SRCCL-Full-Report-Compiled-191128.pdf>

<sup>68</sup> <https://www.annualreviews.org/doi/pdf/10.1146/annurev-environ-020411-130608>

<sup>69</sup> <https://www.sciencedirect.com/science/article/abs/pii/S1877343522000215>

<sup>70</sup> [https://www.ipcc.ch/site/assets/uploads/sites/4/2022/11/SRCCL\\_Chapter\\_5.pdf](https://www.ipcc.ch/site/assets/uploads/sites/4/2022/11/SRCCL_Chapter_5.pdf)

<sup>71</sup> <https://www.fao.org/3/ca9731en/ca9731en.pdf>

<sup>72</sup> <https://www.fao.org/3/cc0639en/online/sofi-2022/food-security-nutrition-indicators.html>

<sup>73</sup> <https://edepot.wur.nl/422246>

<sup>74</sup> <https://www.theguardian.com/environment/2023/oct/20/impact-farming-climate-crisis-key-cop-topic-finally>

Leading up to COP28, there is growing diplomatic focus on food systems and agriculture. The COP28 Food Systems and Agriculture agenda, introduced by the COP28 presidency and UN Food Systems Coordination Hub in July, urges countries to align their national food systems and agricultural policies with their nationally determined contributions and national adaptation plans<sup>75</sup>.

### ***COP28 must take a decision under the Sharm-el-Sheikh joint work plan that:***

- ▶ ***Recognises that agriculture, food systems, and support for smallholder farmers*** are essential climate solutions and must be top priorities for climate adaptation, with food sovereignty and agroecology key to just resilience.
- ▶ ***Advocates for a just transition to more equitable and sustainable food systems rooted in democratic, rights-based policy frameworks*** to ensure gender inclusion, equity, and justice are central to a more sustainable and just food system. The rights of farmers and Indigenous people must be respected, as enshrined in the UN Declaration on Rights of Peasants and UN Declaration on the Rights of Indigenous Peoples.
- ▶ ***Expands the scope of the joint work plan to include a food systems approach*** that integrates thematic areas and interventions in nutrition, dietary shifts, agroecology and food sovereignty, rights and inclusion of underrepresented groups, climate finance, Loss and Damage in agriculture, just transition, trade, biodiversity, adaptation, and mitigation, among others<sup>76</sup>. A broader focus is key to achieving multiple aspects across the three Rio Conventions and will also contribute to a more holistic response to the challenges posed by climate change in food and agriculture systems<sup>77</sup>.
- ▶ ***Urges the development and implementation of a roadmap with concrete steps at the global and national levels aimed at reducing emissions from food and agriculture systems***, in line with the 1.5-degree celsius target. The roadmap should align with countries' Nationally Determined Contributions and National Adaptation Plans, emphasising accessibility of financing and support for these plans<sup>78</sup>. It should utilise UNFCCC-related financial mechanisms such as the Green Climate Fund<sup>79</sup> or Adaptation Fund and provide clear guidance to attract investments for emissions reduction in the agriculture sector.
- ▶ ***Recognises interlinkages between the joint work plan and climate finance, trade, adaptation, Loss & Damage, and Just Transition***, with a specific emphasis on
  - ***Calling for finance for adaptation and Loss & Damage to be directed towards smallholder farmers***, particularly females, in the developing world<sup>80</sup>;
  - ***Shifting finance towards*** farmer and peasant-led-agroecological transition, phasing out toxic farming inputs, and promoting truly sustainable practices that improve soil health, biodiversity, and pest management to strengthen food and seed sovereignty.
- ▶ ***Encourages developed countries to reform farming subsidies*** to reduce emissions from production through to consumption.
- ▶ ***Promotes an inclusive and multi-stakeholder approach*** in the ongoing work of the joint work plan, including perspectives from farmers, women, pastoralists, fisherfolk, Indigenous peoples, informal traders, other vulnerable groups, local communities, civil society, and the scientific community.

<sup>75</sup> <https://www.cop28.com/en/news/2023/09/priorities-for-investment-and-scaling>

<sup>76</sup> <https://www.cgjar.org/news-events/news/survey-of-submissions-on-the-sharm-el-sheik-joint-work-on-implementation-on-agriculture-and-food-security/>

<sup>77</sup> <https://www.cgjar.org/news-events/news/survey-of-submissions-on-the-sharm-el-sheik-joint-work-on-implementation-on-agriculture-and-food-security/>

<sup>78</sup> [https://wwfint.awsassets.panda.org/downloads/wwf\\_cop28\\_expectations.pdf](https://wwfint.awsassets.panda.org/downloads/wwf_cop28_expectations.pdf)

<sup>79</sup> [https://wwfint.awsassets.panda.org/downloads/wwf\\_cop28\\_expectations.pdf](https://wwfint.awsassets.panda.org/downloads/wwf_cop28_expectations.pdf)

<sup>80</sup> <https://www.theguardian.com/environment/2023/oct/20/impact-farming-climate-crisis-key-cop-topic-finally>

## G. Strengthen Transformative National Adaptation

Addressing climate adaptation and resilience requires a holistic and comprehensive approach, with an emphasis on transformative adaptation actions, local leadership, and connecting local needs to global commitments.

### National Adaptation Plans and Adaptation Communications

Established during COP16 and integrated in the Paris Agreement, National Adaptation Plans (NAPs) are crucial tools for countries to implement transformative adaptation and mobilise resources<sup>81</sup>. The NAPs serve two main purposes: enhancing resilience and adaptive capacity to reduce vulnerability to climate impacts, and integrate climate adaptation into new and existing policies and programs, particularly in development planning processes and strategies across various sectors<sup>82</sup>.

Another vital process is adaptation communications (ACs) under the Paris Agreement (Article 7, paragraphs 10-11)<sup>83</sup>. These communications require parties to consistently provide details regarding their priorities, execution requirements, strategies, and activities. The objective is to elevate the prominence of adaptation alongside mitigation, strengthen adaptation efforts, contribute to the global stocktake, and advance knowledge and initiatives associated with adaptation<sup>84</sup>.

Despite their importance, many developing countries, especially in Africa, struggle with preparation and implementation of NAPs and Adaptation Communications.

#### *COP28 must develop a decisive position on NAPs that:*

- ▶ ***Calls for developed nations to provide sufficient means of financial and technical support*** for developing countries to implement their NAPs.
- ▶ ***Encourages countries that have not yet submitted their National Adaptation Plans to do so*** by latest 2025 in order to inform assessment of the GGA in the second GST, which begins in 2028.
- ▶ ***Urge the UNFCCC financial mechanisms (Green Climate Fund, Adaptation Fund, and Global Environment Facility) to provide scaled up, expedited, accessible and direct financial support*** for developing countries to prepare and execute their NAPs.
- ▶ ***Urges all country parties to update and align their National Adaptation Plans*** with the targets identified in the GGA and GST findings.
- ▶ ***Promotes equity and regional balance in communication platforms*** such as UN4NAPs, Adaptation Committee workshops, NAP expos, and Least Developed Countries Expert Group training sessions.
- ▶ ***Encourages countries to integrate priority sectors into NAPs***, including Food and Agriculture Systems, Climate Mobility, Health, Biodiversity and Ecosystem Restoration, Land Governance and Rights based approaches, and Indigenous rights, knowledge, and practices.

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<sup>81</sup> <https://unfccc.int/topics/adaptation-and-resilience/workstreams/national-adaptation-plans>

<sup>82</sup> <https://unfccc.int/sites/default/files/resource/UNFCCC-NAP2021-Progress-report.pdf>

<sup>83</sup> UNFCCC, Paris Agreement, Article 7: [https://unfccc.int/sites/default/files/english\\_paris\\_agreement.pdf](https://unfccc.int/sites/default/files/english_paris_agreement.pdf)

<sup>84</sup> <https://unfccc.int/topics/adaptation-and-resilience/workstreams/adaptation-communications#:~:text=The%20adaptation%20communication%20was%20established,support%20needs%2C%20plans%20and%20actions.>

## Other Priority Areas

Focusing on innovative and community-led adaptation projects in Africa is crucial for bolstering climate resilience, safeguarding vulnerable communities, and ensuring sustainable livelihoods. Prioritising locally-led, people-centred initiatives for adaptation financing is key, as these initiatives, rooted in traditional knowledge, often outperform top-down government interventions<sup>85</sup>. These community driven initiatives, as highlighted in an IPBES-IPCC report<sup>86</sup>, may have limited global impact, but significantly enhance local wellbeing, with benefits that extend to global climate and biodiversity goals. COP28 should take action towards these vulnerable sectors and groups in Africa which are central to adaptation actions.

**Biodiversity and Ecosystem Restoration:** Biodiversity needs to be recognised globally as critical for community resilience, human development, and existence. African governments need to limit damage to biodiversity caused by mining, extraction of resources, industrial logging, commercial agriculture, and large scale land acquisitions. Land degradation is a pressing concern in Africa, and poses significant challenges to agriculture, food security, environmental sustainability, and exacerbates the impacts of climate change.

**Land governance, Rights-based approaches and Community led adaptation:** The legacy of colonialism continues to plague the continents' land governance system. Securing land rights is an important first step in ensuring community led adaptation and resilience. People-centred locally led adaptation grants local communities decision-making authority, resources, an ability to define their needs and priorities, and support for effective climate adaptation investments<sup>87</sup>. Locally led solutions already exist including agroecology, food sovereignty movements, water harvesting, community forest restoration, and more, which must be prioritised and invested in. Adaptation needs and priorities must also be defined by those experiencing the problem.

**Indigenous rights, practices, and knowledge systems:** The roots of Africa's resilience to climate impacts lies in its people's innate wisdom, in traditional knowledge systems and practices and with communities that have lived on the land for centuries. Indigenous knowledge often includes practices for sustainable resource management, such as crop selection, water conservation, and natural resource use. Incorporating these practices into adaptation strategies can promote resilience and reduce vulnerability to climate change. Indigenous knowledge systems must be recorded, recognised as equally valuable, and used in conjunction with scientific research. Equally, governments and policy makers need to be capacitated with Indigenous knowledge.

**Climate Education, Capacity Building, and Skills Transfer:** Investment in climate education, merging traditional and modern knowledge, fosters climate-savvy citizens who can adapt to and mitigate climate change. It addresses the climate literacy gap between the Global North and South, preserves Indigenous knowledge, sparks innovation, and empowers African youth. Simultaneously, capacity building in areas like agroecology, clean cooking, and renewable energy equips communities, governments, and organisations with the skills to tackle climate challenges effectively.

**Climate Mobility:** Africa is already one of the most climate vulnerable regions in the world, with widespread losses and damage. Deteriorating living conditions will drive people to leave areas where climate pressures become intolerable. If these movements are mismanaged and uncoordinated, it could intensify pressures in already fragile regions, potentially escalating disputes over land and water resources. Africa can leverage climate mobility by investing in resilience and adequately preparing its people, as well as institutions, to adapt and avoid loss and damage from climate change. This approach could also promote regional integration, bolster development in the face of harsh climate conditions, and advance continental progress<sup>88</sup>.

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<sup>85</sup> [https://gca.org/wp-content/uploads/2022/08/GCA\\_STA\\_2021\\_Complete\\_website.pdf](https://gca.org/wp-content/uploads/2022/08/GCA_STA_2021_Complete_website.pdf)

<sup>86</sup> <https://zenodo.org/record/5101125>

<sup>87</sup> <https://www.wri.org/insights/climate-finance-frontline-communities>

<sup>88</sup> <https://cdn.sanity.io/files/pd7x7lde/production/2a4ad38091846247068faf2d2493413f88b607d8.pdf>

**Health:** The Intergovernmental Panel on Climate Change reports<sup>89</sup> that numerous Africans are already experiencing adverse health effects due to climate change, such as heat stress, extreme weather events, and the heightened spread of infectious diseases. Various climate factors, like temperature, rainfall, and humidity, impact the transmission and geographical range of diseases like malaria. Heat-related illnesses and death, particularly, are considered “low hanging fruit” in early-warning systems because they are preventable. Temperature and humidity can be forecasted and shared with governments, organisations, and the public for preventable action<sup>90</sup>.

**At COP28, we urge world leaders and governments to:**

- ▶ **Clearly articulate the urgency of Africa's adaptation** needs as one of immediate survival and lasting resilience.
- ▶ **Emphasise principles of locally led adaptation** given that transformative and community led adaptive solutions like agroecology, food sovereignty, forest restoration, Indigenous knowledge systems and practices, and more already exist, particularly at the grassroots and community level.
- ▶ **Utilise the Global Stocktake to align climate and biodiversity efforts** with the Kunming-Montreal Global Biodiversity Framework, prioritising enhanced climate and biodiversity goals in NDCs, NAPs, with a focus on ocean conservation and Indigenous rights. Discussions are also initiated to expand implementation of Article 5 of the Paris Agreement through a new SBSTA work programme, fully realising its critical objectives.
- ▶ **Secure, protect, and advance the land rights** and security of tenure of farmers, pastoralists, women, Indigenous groups, and other vulnerable groups in order to enhance their resilience, sustain their livelihoods, and protect biodiversity. More decisive action is agreed on to enshrine the rights of Indigenous peoples as outlined in the UNDRIP and integrate Indigenous Peoples' perspectives into Parties' actions, including NDC updates, addressing the needs of affected communities in nature-related mitigation and adaptation efforts.
- ▶ **Recognise and promote climate mobility as a valid climate adaptation strategy** in local, national, and international policies, including national adaptation plans and nationally determined contributions.
- ▶ **Acknowledge health as a priority area**, promoting country parties to develop climate-friendly healthcare systems and allocate finance to safeguarding well-being today and for the future.

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<sup>89</sup> [https://report.ipcc.ch/ar6/wg2/IPCC\\_AR6\\_WGII\\_FullReport.pdf](https://report.ipcc.ch/ar6/wg2/IPCC_AR6_WGII_FullReport.pdf)

<sup>90</sup> <https://www.carbonbrief.org/in-depth-how-climate-change-affects-health-in-africa/>

# Conclusion

COP28 shoulders the crucial responsibility of shaping the future of climate adaptation in the world and, most importantly, in Africa. It should prioritise finalising a comprehensive framework for the Global Goal on Adaptation and commit to bridging the adaptation finance gap, reforming the financial system, and providing accessible, quality adaptation finance for Africa. Simultaneously, the operationalisation and financing of the Loss and Damage fund are paramount to ensure that new resources are accessible to communities on the frontlines of climate impacts. COP28 must take decisive action in response to the IPCC's findings and the technical assessments under the Global Stocktake to address adaptation ambition and implementation gaps.

Moreover, the scope of the Just Transition Work Programme must be expanded at COP to include a focus on adaptation, incorporating aspects such as land rights, sustainable food systems, and equitable energy access, based on equity and justice principles. Shifting toward farmer-led, sustainable food systems that uphold human rights is indispensable.

COP28 marks the pivotal moment to focus on transformative adaptation priorities, from securing land rights, to safeguarding biodiversity, integrating indigenous knowledge to climate education, health risks, and climate-related mobility. These issues must become embedded in both international and national adaptation policies to effectively address Africa's adaptation imperatives. The future of climate adaptation rests in our hands, and COP28 is our opportunity to course correct global climate action.



## Annex 1 - Framework For The Global Goal On Adaptation

<b>Overarching target:</b> <b>By 2030</b> , reduce vulnerability and enhance long-term [effective] resilience + adaptive capacity reaching + benefitting at least <b>50% of the global population + people's</b> livelihoods, <b>restoring 30%</b> of land, freshwater and ocean ecosystems [in line with the 1.5 degree target] <b>while increasing climate action and finance in line</b> with increasing global warming <b>and needs</b> .	
Dimensions _ Themes	Targers
<b>Impact, Vulnerability + Risk Assessment</b>	By 2030, align with targets set under the Sendai framework by reducing the climate impacts, risk, and mortality related to climate hazards on people, the economy, and biophysical environment (human, economic, and non-economic impacts) by at least 30% in 2030 and by at least 50% in 2050.
<b>Planning</b>	Every person is protected by 100% coverage of multi-hazard early warning systems and climate information services and response systems by 2027. By 2027, 100% of developing countries have been supported to develop effective, implementable and comprehensive national adaptation planning instruments that align with the GGA, are integrated into national development strategies, and ensure free, prior, and informed consent of Indigenous peoples + local communities.
<b>Implementation</b>	Enhance the global population's adaptive capacity and resilience to adverse climate impacts, aiming to reduce climate-related risk and impacts by at least 50% by 2030 and by at least 90% by 2050, accelerated implementation of adaptation actions and support to close the adaptation gap
<b>Implementation</b>	By 2030, all developing countries have been supported to establish and implement robust monitoring, evaluation, and learning frameworks to assess potential impacts, vulnerabilities, and adaptation progress.
<b>Water</b>	By 2030, achieve universal access to safe drinking water, adoption of sustainable water management practices in all communities, and reduce climate induced water scarcity for domestic, ecological, and industrial purposes through drought management, sustainable agricultural practices, flood protection, and climate resilient infrastructure.
<b>Food + Agriculture</b>	Adoption of food sovereignty principles and methodology and agroecology in global to local food systems, policies, and supply chains by 50% in 2030 and 100% in 2050 to create just and resilient food systems, with a focus on supporting vulnerable groups, such as smallholders, women, and pastoralists, ensuring food security and improved nutrition for all.
<b>Land rights + resource governance</b>	By 2030, Indigenous People and Local Communities rights over their lands and waters are recognised and safeguarded under international law.
<b>Biodiversity + Ecosystem restoration:</b>	Achieve the targets set under the Kunming-Montreal Global Biodiversity Framework by 2030 by safeguarding Indigenous Peoples' rights and a minimum of 50% of terrestrial, freshwater, marine, and coastal ecosystems from climate-related risks, while concurrently restoring at least 30% of degraded terrestrial, inland water, and coastal ecosystems to enhance biodiversity,
<b>Cities, Settlements + Infrastructure</b>	Reduce people and infrastructure vulnerable to climate risk and impacts by 50% in 2030, and 100% by 2050, while increasing development of climate resilient urban and rural infrastructure, including housing and public facilities.
<b>Health</b>	By 2030, achieve universal coverage for addressing climate related risks, accompanied by 100% reduction in global climate-related mortality and 50% reduction in morbidity between 2035 and 2040.
<b>Poverty + Livelihoods</b>	Reduce people living in poverty and climate related adverse impacts on livelihoods by at least 50% in 2030 and 100% in 2050, through a combination of adaptation and social protection measures to enhance economic resilience.
<b>Energy</b>	By 2030, ensure universal access to energy and transition 80% of global energy systems to clean energy.
<b>Transport</b>	By 2030, 30% of vehicles are hybrid and/or electric, with increased accessibility and affordability of hybrid/ electric vehicles, along with an increase in public transportation by 30% in 2030 and 80% in 2050.
<b>Tangible Cultural Livelihoods</b>	By 2050, protect and enhance the resilience of tangible and intangible cultural heritage, including significant heritage sites, cultural practices, and Indigenous knowledge, to climate change impacts through climate resilient infrastructure development, documenting practices and knowledge, and passing this information on to the next generations.
<b>Means of Implementation:</b> By 2030, international climate financing for adaptation achieves a balance with respect to mitigation making up at least 50% of climate finance, and has increased according to developing countries' needs expressed in their NAPs, NDCs or other policies, in line with the commitments made and the new quantified collective goal for climate financing.	



## Annex 2 - Social Dimensions of Justice for Resilience

Dimensions of Justice	Explanation	Key Features + Applicability to Resilience
<b>Procedural Justice</b>	Refers to the use of just procedures - the forms and aims at facilitating an inclusive process	<ul style="list-style-type: none"> <li>Voices of local communities are heard</li> <li>Transparency and accountability</li> <li>Dignity and respect</li> </ul>
<b>Distributive Justice</b>	Refers to a just distribution of costs and benefits, and addresses direct impacts from transition processes	<ul style="list-style-type: none"> <li>Social and economic policies</li> <li>Social protection</li> <li>Industry Policies</li> </ul>
<b>Restorative Justice</b>	Refers to the rehabilitation of those who are harmed in the process, provides a framework to rectify situations of harmed or disenfranchised communities	<ul style="list-style-type: none"> <li>Environmental restoration</li> <li>Socio-cultural restoration</li> <li>Socio-economic empowerment</li> </ul>
<b>Intergenerational Justice</b>	Refers to uneven distribution of impacts or resources across generations	<ul style="list-style-type: none"> <li>Voice of future generations included in decision making</li> <li>Biodiversity and natural resources protected for future generations to access</li> </ul>
<b>Intersectional Justice</b>	Refers to fairness within and between groups across and within social characteristics such as gender (gender, race, ethnicity, etc.)	<ul style="list-style-type: none"> <li>Movements are inclusive of differences</li> <li>Fair + equal distribution of wealth, opportunities, rights, political power across society</li> </ul>
<b>Spatial Justice</b>	Refers to fair geographic distribution of benefits + burdens linked to climate impacts	<ul style="list-style-type: none"> <li>Climate and finance policies</li> <li>Just distribution + access to necessary resources to meet basic needs</li> </ul>
<b>Epistemic Justice</b>	Refers to fairness in the production and distribution of information and knowledge	<ul style="list-style-type: none"> <li>Harms associated with the exclusion of certain groups from participating in knowledge sharing<sup>91</sup></li> <li>Whose voice counts, and who gets listened to</li> <li>Whose knowledge is valued</li> </ul>
<b>Capacities + Capabilities</b>	Capacities refer to ability to respond to an impact or risk. Capability refers to ability to function, including wellbeing and freedoms in relation to climate impacts + risk	<ul style="list-style-type: none"> <li>Influence of socio-economic factors, age, gender, on adaptive capacity</li> <li>Ability to engage in + benefit from adaptation planning + action</li> </ul>

<sup>91</sup> <https://www.justgender.org/wp-content/uploads/2021/04/Townsend-monograph-ebook.pdf>



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