

# ASSESSMENT OF COP 28 OUTCOMES AGAINST THE AFRICAN AGENDA FOR COP 28



**POWER SHIFT**  
AFRICA



# Introduction



The twenty eighth session of the UNFCCC conference of Parties (COP 28) was held in Dubai, UAE, from November 30th to December 12th, 2023. The UN Climate summit marked a pivotal moment in the global climate discourse, convening over 85,000 participants including more than 150 Heads of State and Government, among the representatives from diverse sectors, including governments, civil society organizations (CSOs), private sector, research and academia and local communities to discuss the implementation of the Paris Agreement.

Amidst its complex backdrop of weakening trust and ongoing geopolitics and conflicts, the summit agreed on key outcomes, the “UAE Consensus” that was acceptable to all parties. These included the operationalization and initial capitalization of the loss and damage fund, the outcome of first Global Stock take that among other things called for transitioning away from fossil fuels and tripling of renewable energy, the establishment of a comprehensive framework for the global goal on adaptation and design of the just transition work programme.

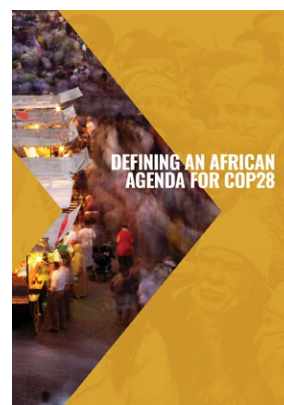
However, the summit’s context—hosted by UAE and presided over by an individual deeply entwined with the fossil fuel industry—cast a shadow over its proceedings and outcomes. This tension highlighted the ongoing challenges and disparities in global climate efforts, particularly the critical issue of finance to actualize the ambitious decisions made.

Going into COP 28, Africa faced several imperatives. According to science, the African continent is heating faster than the rest of the world. This is having impacts on economies, ecosystems and on people in Africa. Additionally, climate science indicates that the world is not on track to stay within the 1.5°C limit agreed upon in Paris. Despite Africa’s low historical and current minimal contribution to global greenhouse gas emissions, African countries are among the most affected and least able to meet adaptation and mitigation costs.

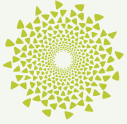
Therefore, the COP 28 summit took place against the backdrop of converging and intensifying crises in Africa. The question that was lingering in the minds of African stakeholders was whether we would get an unprecedented COP 28 climate summit that responds with the scale and urgency that matches the escalating climate crisis on the

continent? The answer we got from Dubai is partly yes, we got a historic summit, but there were loopholes that might derail the implementation of the outcomes.

Ahead of COP 28, African civil society organizations, with support from African governments, developed an **African Agenda for COP 28**. This paper aimed to ensure the continent’s interests were robustly represented and addressed, focusing on enhanced adaptation, mitigation ambition aligned with 1.5 °C, increased climate finance, ambitious GST outcomes and equitable transitions. Similarly, African CSOs, aware of the adaptation needs of the African continent and the need to help communities already impacted by the adverse effects of climate change, produced a **Common Position paper** on Adaptation and Loss & Damage which they used to lobby governments to factor in their negotiations.



This report aims to assess COP 28’s outcomes against the African agenda paper, critically evaluating the progress and identifying gaps where further action is required to meet the continent’s unique climate action and justice challenges.



# African Agenda for COP 28: An Overview

The **African Agenda for COP 28** articulates the continent's strategic priorities and expectations from the global climate summit, emphasizing the urgency and significance of addressing climate change impacts in Africa. It outlines a comprehensive framework aimed at ensuring ambitious and equitable outcomes from COP 28, focusing on critical areas such as adaptation, loss and damage, mitigation, climate finance, just transitions, and equitable Global Stocktake outcomes. Below is a summary of key priorities for Africa as highlighted in the African Agenda for COP 28:

## i. **Addressing Climate Induced Loss and Damage as a Key Part of Multilateral Cooperative Climate Action**

The African Agenda for COP 28 underscores the critical issue of addressing climate-induced loss and damage as a vital component of multilateral cooperative action. Given Africa's vulnerability to climate change and the significant economic and developmental impacts of climate-induced losses, the continent calls for scaled-up international support. The paper called for operationalization and capitalization of the fund as a significant new multilateral fund under the UNFCCC mechanism, also aligned with the Paris Agreement. The fund would aim to secure new financial contributions from developed nations to support developing countries facing the adverse impacts of climate change. The fund would significantly enhance grant-based funding for loss and damage (LD) issues, streamline investments, and foster collaboration among key stakeholders for robust loss and damage solutions. The fund would have a direct access window for local entities and would be accessed by frontline impacted communities and civil society organizations.

The paper also called for the launch of the Santiago Network on loss and damage, a critical institution for providing technical support on loss and damage to developing countries. The selection of a host institution with the appropriate capacity and mandate is essential, ensuring the Network has access to adequate and predictable financial resources for its operations.

## ii. **Supporting African Just Transitions and Sustainable Development**

While acknowledging Africa's vast energy resources, arable land, and critical minerals and its sustainable development potential, the African Agenda highlights key interlinked challenges like climate change, structural poverty, and minimal investments. Currently, renewable energy forms only a small fraction of Africa's energy mix, despite the continent's considerable renewable potential and critical role in the global energy transition. Addressing these challenges and leveraging Africa's natural and human resources requires continent-wide cooperation, significant

investment in sustainable infrastructure, and a just transition to renewable energy, supporting energy access, economic diversification, and sustainable development.

Building from the COP27 decision that established a work programme on the just transition, the paper highlights the adoption of the modalities for a work programme on just transition pathways as crucial for ensuring equitable transitions to low-emission, climate-resilient economies, with a strong emphasis on sustainable development and poverty eradication. This work programme should aim to align with the Paris Agreement's goals, fostering international cooperation to reduce global inequalities, providing financial and technological support to developing nations, and integrating adaptation to balance mitigation efforts. It should also consider and address challenges to sustainable development and promote fair trade practices and unilateral measures. The modalities and institutional arrangements should be through formal agenda items under the COP and CMA for annual decisions.

## iii. **Strengthening Adaptation action and support**

The paper called for COP 28 to prioritize adaptation alongside mitigation, addressing Africa's special circumstances and vulnerabilities to climate change, including floods and droughts. With Africa warming at twice the global average and facing significant development and adaptation finance gaps, the continent's ability to achieve the Sustainable Development Goals by 2030 is at risk. Immediate action and increased adaptation finance are essential to build resilience, with a focus on sustainable development and just transitions.



**With Africa warming at twice the global average and facing significant development and adaptation finance gaps, the continent's ability to achieve the Sustainable Development Goals by 2030 is at risk.**

The Africa agenda for COP 28 prioritizes the adoption of an elaborated framework for the global goal on adaptation to enhance ambition and implementation of adaptation as well as enable assessment of progress against negative impacts of climate change. It calls for increased adaptation funding, aiming for parity with mitigation finance, and seeks to ensure predictable and adequate finance, particularly through fulfilling the COP 26 commitment of developed countries to double provision of adaptation finance. The paper also advocates for a programme to improve access to finance by developing countries and increased support for the Adaptation Fund. Emphasis is placed on addressing Africa's urgent adaptation needs, with a focus on agriculture, smallholder farmers, land rights, and resilience for vulnerable groups.

#### **iv. Maximizing the Global Stocktake to highlight equity**

The Africa agenda acknowledges the first GST at COP 28 in Dubai, as the main mechanism for assessing collective progress, identify gaps and promote ambition towards achieving the purpose of the Paris Agreement, particularly by developed countries. It calls for use the GST as a crucial moment to tackle climate change and implementation gaps, covering adaptation, mitigation, loss and damage, and support mechanisms, with a focus on equity and informed by the latest science. The GST outcome that provides a fair and balanced perspective and informs addressing gaps in the implementation and the ambition required in nationally determined contributions and international cooperation to achieve the global goals of the Paris Agreement. Specifically, it calls for an outcome that supports the effective operationalization of the Global Goal on Adaptation, taking into account the increasing adaptation implementation gaps in African countries, the adaptation needs articulated by African countries, and the impact on key economic sectors.

#### **v. Real delivery of enhanced climate finance and other support to Africa and other developing countries**

The Africa agenda acknowledges the importance of climate finance as a key enabling of ambition and current context for climate finance and challenges in relation to lack of fulfilment of obligations by developed countries and capacities of developing countries to implement climate action. It calls for ambitious financial commitments from developed countries, including fulfilling the overdue \$100 billion climate finance pledge, increasing annual climate finance to at least \$700 billion, prioritizing grants over loans, doubling adaptation finance, defining climate finance operationally, progressing on the New Collective Quantified Goal on climate finance, and reforming the global financial architecture to prioritize adaptation finance and improve access and scale of climate finance.

#### **vi. Enhancing ambition on mitigation towards 1.5 °C**

The Africa agenda called for a COP 28 mitigation outcome that reflects enhanced NDCs from developed nations, aligned with the latest science and addressing pre-2020 mitigation gaps. It also requires developing countries to also update their NDCs with adequate support from developed nations. The outcome should operationalize the Glasgow Pact and the Sharm el-Sheikh Plan, prioritize renewable energy investments, and address the mitigation and implementation gaps urgently. The African asks call for support for just transitions, and for countries to consider the development needs of Africa and other developing regions.





# COP 28 Outcomes: A Summary

COP 28 marked a critical juncture in global climate efforts, culminating in significant decisions and initiatives under the UAE Consensus. This included the historic first Global Stocktake outcome, operationalizing the Loss and Damage Fund, and establishing the GGA framework and design of the just transitions work programme. This section provides a summary of key outcomes achieved at COP 28.



## Outcome of the first global stocktake

The first GST outcome covers broad areas for climate action:

On **mitigation**, the decision acknowledged the existing ambition and implementation gaps on mitigation and called for deep, rapid and sustained reductions in greenhouse gas emissions in line with 1.5 °C. The decision called on parties to submit their subsequent and ambitious nationally determined contribution in the first quarter of 2025. It outlines comprehensive global efforts, including tripling renewable energy, enhancing energy efficiency, phasing down coal power, moving towards net-zero emissions, and transitioning away from fossil fuels in an orderly and equitable manner. Additionally, it calls for the promotion of zero- and low-emission technologies and the reduction of non-CO<sub>2</sub> emissions, such as methane, alongside improvements in road transport emissions and the elimination of inefficient fossil fuel subsidies.

On **adaptation**, the highlights the importance of enhancing adaptive capacity and resilience to climate change, recognizing efforts and challenges in adaptation planning and implementation. It emphasizes the need for global solidarity, encourages integrated solutions like ecosystem-based approaches, and outlines specific GGA targets for 2030 to reduce vulnerability and enhance resilience across various sectors, including water, food, health, ecosystems, and infrastructure. It affirms the iterative adaptation cycle's role in achieving these targets, stressing country-driven and participatory approaches.

On **means of implementation**, particularly finance, the decision acknowledged the significant gap between developing countries' needs and available support, emphasizing the necessity for scaling up finance, especially through grants and non-debt instruments. However, the decision remains weak to respond to the needs of developing countries to address the gaps in ambition and implementation.

## Operationalizing the Loss and Damage Fund

A historic step was taken at COP 28 with the operationalization of the Loss and Damage Fund, which was initially established at COP 27. This move marked a significant milestone by not only bringing the fund into action at the outset of COP 28 but also by mobilizing the initial USD 792 million. In addition, the decision approved the governing instrument of the Fund, decided that the Fund would be serviced by a new, dedicated, and independent secretariat, and agreed that the Fund would be governed and supervised by a Board. The operationalization of the Fund is a critical step in addressing the urgent needs of vulnerable populations and sets a precedent for future action and international cooperation on climate change. The decision mandates further work by the Loss and Damage Fund Board in 2024 to fully operationalise the fund.

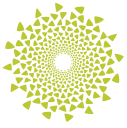
## Operationalization of the Global Goal on Adaptation (GGA)

The establishment of GGA framework at COP 28 represents a critical step towards achieving political parity between adaptation and mitigation under the Paris Agreement. Despite its shortcomings especially on lack of concrete financial provisions, the framework established for the first time under the UNFCCC, sets out seven thematic targets and time-bound targets for the adaptation policy cycle by 2030 and demonstrates a structured and ambitious approach to enhancing resilience against climate impacts. The established follow up work programmes, including on developing indicators for the targets, will continue to build momentum to further solidify action on adaptation globally.

## The design of the work programme Just Transition Pathways

The COP adopted the UAE just transition work programme that is aimed at facilitating the shift to a sustainable, low-carbon economy in a manner that is fair and inclusive and addresses all dimensions of sustainable development. The decision on inclusive transitions represents an evolution in the international community's collective understanding of just transitions away from mitigation centric to comprehensive approach.





# Analysis of COP 28 outcomes against the African Agenda's priorities

While COP 28 under the UAE presidency made significant strides in addressing key global climate issues, the perspective from Africa on these achievements is nuanced, reflecting a mix of alignment with the continent's priorities and areas of shortfall. The progress made at the summit, though notable, did not fully meet Africa's comprehensive expectations under the African Agenda for COP 28.

This section presents a comparative analysis of the outcomes of COP 28 against the priorities set forth in the African Agenda paper, evaluating the extent to which the summit's resolutions align with and address the specific needs and expectations of African governments and stakeholders in the global climate discourse. This analysis sheds light on the progress made towards the continent's priorities and identifies areas requiring further attention and effort.

## A. Addressing climate induced Loss and Damage



**US\$ 792 million**

Financial commitments by various parties

### Pledges made

- UAE - \$100 M
- Germany - \$100 M
- France - \$108 M
- UK - £60 M
- Denmark - \$50 M
- EU - €25 M
- Norway - \$25 M
- Spain - €20 M
- USA - \$17.5 M
- Canada - \$12 M

**Loss & Damage**

One of the foremost priorities identified in the African Agenda for COP 28 centred on the importance of addressing climate induced Loss and Damage for African and developing countries. The Africa Agenda for COP 28 calls for the finalization of loss and damage financial and technical institutional arrangements. This includes the full operationalization of the loss and damage fund and launch of the Santiago Network on loss and damage:

### Operationalization of the loss and damage fund

After 30 years of waiting, the launch and operationalisation of the Loss and Damage fund during the COP opening session is one of the highlights and substantial outcomes of COP 28. During the opening plenary, the COP adopted a decision<sup>1</sup> based on recommendations made by the Transitional Committee.

The decision comprised several pivotal components. These included that the Fund will operate under the COP/CMA guidance and accountability, established an independent secretariat and governing board (reflecting balanced representation with 14 members from developing and 12 from developed countries), appointing the World Bank as the temporary trustee and fund host for a duration of four years, and ratifying the Governing Instrument of the fund, outlining

criteria for resource allocation. Concurrently, during the session where the decision was endorsed, numerous Parties also made significant financial commitments amounting to USD 792 million. These included pledges such as \$100 million from the UAE, \$100 million from Germany, £60 million from the UK, \$17.5 million from the US, subject to Congressional approval, \$10 million from Japan, and €225 million from the EU<sup>2</sup> among others.

All developing countries, regional and subregional entities are eligible to apply for funds including small grants to communities. Developed countries are called to contribute to the fund albeit on a voluntary basis. On the issue of other funding arrangements, the decision is for the Fund to act as the platform for coordination and complementarity within the funding arrangements through establishing and operationalizing high-level dialogue. Additionally, the Board of the Fund is also encouraged to create an approach for developing partnerships with other entities that form part of the funding arrangements.

The operationalization of the Loss & Damage Fund at COP 28 marked a significant milestone, reflecting the relentless efforts and advocacy of vulnerable developing countries most affected by climate change, along with robust support from civil society.

<sup>1</sup> See [https://unfccc.int/sites/default/files/resource/cp2023\\_L1\\_cma2023\\_L1\\_adv.pdf](https://unfccc.int/sites/default/files/resource/cp2023_L1_cma2023_L1_adv.pdf)

<sup>2</sup> See <https://www.theguardian.com/environment/2023/dec/06/700m-pledged-to-loss-and-damage-fund-COP-28-covers-less-than-02-percent-needed#:~:text=In%20a%20historic%20move%2C%20the,some%20of%20the%20destruction%20already>



**✘ The Loss & Damage fund is to be housed by the World Bank for four years**

**✘ Contribution to the fund is not mandatory to the states responsible for pollution**

**✘ The finance pledged to the fund amounts to less than 0.2 % of the damages**

**✘ Loss & Damage is not recognized as the third pillar, alongside mitigation and adaptation**

This achievement, building on the foundation laid at COP 27 which established the Fund, signifies a pivotal moment in recognizing and addressing loss and damage on an equal footing with mitigation and adaptation efforts, highlighting the persistent struggle of vulnerable nations to ensure their challenges are acknowledged and acted upon in global climate policy discussions.

However, there are significant weaknesses and issues underpinning the final decision. The fund is to be housed by the World Bank for four years. For many, this is to be looked at with skepticism given the cumbersome processes of the World Bank. The World Bank board also being heavily western and having been accused of serving the interests of the west, there is fear they could pass this to the Loss and Damage Fund when it fully becomes operational. Contribution to the fund was also not mandatory to the states responsible for pollution. Additionally, the finance pledged to the fund amounts to less than 0.2 % of the damages which is very little compared to the need. According to UNEP, Africa currently needs 350 billion USD annually for the loss and damage. Even more worrying is the fact that the pledges made by some developed countries such as UK was not new or additional funds, raising questions about the effectiveness and sincerity of these commitments in addressing the urgent needs for climate action.

### **Launch the Santiago Network for Loss and Damage**

Another major decision involved countries agreeing to the UN's Office of Disaster Risk Reduction (UNDRR) and Office for Project Services (UNOPS) as the host for the Santiago Network on Loss & Damage. The aim of the Santiago Network is to provide crucial technical assistance and capacity building to vulnerable developing countries to effectively manage climate-related loss and damage. The agreement on the institutional arrangements to operationalize the Santiago Network marks a significant step in linking it with the Loss & Damage Fund, aiming to catalyze essential technical assistance for vulnerable countries affected by climate change. Pledges totaling approximately \$40.7 million were made at the COP by the European Union, its member states Denmark, Germany, Ireland, Luxembourg, along with Switzerland and the United Kingdom among others.



However, these pledges are hugely insufficient and thus it is essential that parties agree on a predictable funding source for the Network. Additionally, another gap is that parties could not agree on Santiago Network's host location due to differing positions on various options, the consortium hosting the network's secretariat (UNDRR/UNOPS) is tasked with conducting a cost-effectiveness analysis, including a cost-benefit analysis, of potential locations worldwide. This analysis will consider locations that offer the necessary privileges and immunities, with the findings and recommendations to be presented to the Advisory Board for a decision at its first meeting in 2024.

Finally, Loss & Damage issues were also included in the Global Stocktake, however, a major weakness is that it's not recognized as the third pillar, alongside mitigation and adaptation.





The table below summarizes the assessment of COP 28 against the Africa agenda for COP in relation to loss and damage:

Africa Agenda for COP 28 demands	COP 28 outcomes	Progress achieved (Colour rating)
<p>Loss and damage fund operationalized and capitalized- Create LD fund as a new and dedicated multilateral fund, designated as an Operating Entity of the financial mechanism of the Convention, and also serving the Paris Agreement, new and additional finance provided, large volumes and no-debt instruments, all developing countries eligible, direct access window for local entities</p>	<p>The Loss and Damage Fund was operationalized at the UAE COP 28. It will be steered by an independent board, will be hosted by the world bank on an interim basis for 4 years. Instruments of the Fund will supersede those of the world bank where they differ. All developing countries, regional and subregional entities are eligible to apply for funds including small grants to communities. Developed countries are called to contribute to the fund albeit on a voluntary basis. This makes the fund not to be very predictable and reliable.</p>	
<p>Launch the Santiago Network for Loss and Damage and agree on the host institution with the necessary capacity and mandate to provide technical support on loss and damage to developing countries.</p>	<p>Institutional arrangements for the Santiago Network for loss and damage finalized.</p> <p>UN's Office of Disaster Risk Reduction and Office for Project Services as the host for the Santiago Network secretariat. Further work to be undertaken by the Board to access and select the location of the secretariat. USD 40m pledged to support the network and this is insufficient and unpredictable.</p>	

 Least aligned 
  Moderately aligned 
  Most aligned

## B. Supporting African Just Transitions and Sustainable Development



At COP 28, Parties adopted the UAE Just Transition work programme.

### Objective:

Discuss pathways to achieving the goals of the Paris Agreement

- ✓ Address socioeconomic, energy, and workforce dimensions
- ✓ Enhance adaptation and resilience in line with the Africa position
- ✓ Explore challenges and opportunities for sustainable development & poverty eradication
- ✓ Advance international cooperation

**Just Transition  
& Sustainable  
Development**

The African agenda prioritizes the adoption of the modalities of the work programme on just transition pathways that ensures a just transition towards low-emission, climate-resilient economies, emphasizing sustainable development and poverty eradication. The paper highlights key elements of the work programme for a decision at COP 28 including:

- » The need to align with the three goals of the Paris Agreement, facilitating transitions to low-emission, climate-resilient economies with financing that supports both mitigation and adaptation efforts.
- » This program should aim to advance international cooperation to foster transitions that also reduce inequalities globally. This should include calling on developed nations to provide new, adequate, and appropriate financial and technological support to African and other developing countries.
- » Acknowledge multiple forms and stages of nationally determined transition pathways in line with the provisions of the Paris Agreement.
- » Integrates adaptation into the Work Programme to ensure balance with mitigation efforts and address justice issues related to climate adaptation and resilience.
- » Underscore their concerns over the adverse impacts of response measures on African countries and to assert that Africa will not bear the costs or assume the responsibilities of other regions for climate actions, such as through unfair and discriminatory carbon border taxes.
- » Oppose trade barriers including those under the pretext of tackling climate change imposed by certain developed countries and enhance African coordination with other developing countries on these issues, to underline and ensure that measures taken to tackle climate change and biodiversity loss must not constitute a means of arbitrary or unjustifiable discrimination or a disguised restriction on international trade and should not create unnecessary obstacles to international trade of African and other developing countries.

- » Establish a CMA agenda item and annual high-level dialogue to capture decisions that links the technical and high-level discussions of the work programme, including a consideration of political declarations where appropriate.

At COP 28, Parties adopted the UAE Just Transition work programme which confirmed that the objective of the work programme on just transition shall be the discussion of pathways to achieving the goals of the Paris Agreement outlined in Article 2, paragraph 1, in the context of Article 2, paragraph 2. The decision agreed on a comprehensive scope of the work programme that covers just transition pathways, aiming to fulfill the Paris Agreement's objectives by addressing socioeconomic, energy, and workforce dimensions, all rooted in national priorities and supported by social protections. The work programme integrates approaches to enhance adaptation and resilience in line with the Africa position. It will also explore challenges and opportunities for sustainable development and poverty eradication, and ensuring workforce transitions offer quality jobs and uphold labor rights and inclusive and participatory approaches. Another key element is advancing international cooperation as a key enabler for equitable transitions, ensuring no one is left behind.





- X Mechanisms to counteract the adverse effects of response measures
- X Means of implementation

The work programme will be under the Subsidiary bodies of the UNFCCC(SBI/SBSTA) with annual CMA decisions and will be reviewed in 2026 to assess its effectiveness and way forward. It involves biannual dialogues and encourages submissions from Parties and stakeholders on potential topics and solutions. The programme's outcomes will support the global stocktake and foster collaboration across UNFCCC bodies.

The COP 28 decision on just transition pathways reflects some of the African Agenda's demands, such as comprehensive scope of just transitions towards low-emission and climate-resilient economies with equitable financing. However, gaps remain in fully addressing Africa's calls for developed nations to commit new, additional, and adequate support for economic

diversification and energy transitions. The decision lacks explicit consideration in the scope on mechanisms to counteract the adverse effects of response measures like carbon border taxes and does not strongly oppose discriminatory trade barriers. Moreover, while the decision in the preamble underscores the importance of urgent delivery of means of implementation (capacity-building, climate finance, and technology development and transfer) to facilitate just transition pathways especially for developing country Parties, means of implementation is not explicitly included a key element of focus for the work programme.

Below is a summary comparison of the COP 28 outcome around just transitions against the African agenda:

Africa Agenda for COP 28 demands	COP 28 outcomes	Progress achieved (Colour rating)
<p>Design a comprehensive work programme for just transition pathways, aiming for alignment with the Paris Agreement's goals towards sustainable, low-emission, and climate-resilient economies. It advocates for international cooperation, equitable financial and technological support from developed countries, recognition of diverse stages and scope, integration of adaptation to balance mitigation, opposition to discriminatory trade measures and carbon taxes, and the establishment of a CMA agenda item for ongoing high-level dialogue.</p>	<p>COP 28 adopted the UAE work programme on Just transition focusing on just transition pathways across socioeconomic, energy, and workforce dimensions. It incorporates adaptation and resilience, seeks to consider opportunities and challenges in sustainable development, and advocates for international cooperation for equitable transitions. The programme will undergo review in 2026 to evaluate its effectiveness and will include biannual dialogues for stakeholder input.</p>	<p style="text-align: center;"></p>

● Least aligned   
 ● Moderately aligned   
 ● Most aligned

## C. Strengthening Adaptation Action and Support



One of the key outcomes of COP 28 is the establishment of the Global Goal on Adaptation (GGA)

11

Total targets identified by the framework

7

Targets relate to urgent action required by 2030

4

Targets relate to each stage of the adaptation policy cycle

Accelerating and strengthening support for adaptation action is vital in the context of escalating climate impacts. The African Agenda emphasizes the economic benefits of adaptation, highlights the adaptation finance gap, and stresses the necessity for low-risk and concessional grants; all of which are particularly crucial in the African context where the need for climate adaptation is urgent due to its vulnerability to climate impacts. Key adaptation priorities identified in the African Agenda include:

- » Accelerate negotiations to establish a comprehensive framework on the Global Goal on Adaptation, with quantifiable targets and indicators for enhanced adaptation ambition and implementation
- » Scale up adaptation funding to 50% of climate finance for it to be on equal footing to mitigation and develop a delivery and implementation plan to double adaptation finance, in line with the Glasgow Climate Pact.
- » Agree on a program at COP 28 to improve accessibility of adaptation finance to developing countries
- » Scale up predictable finance for the Adaptation Fund through implementation of decisions on share of proceeds and the delivery of COP26 pledges to the fund
- » Recognises Africa's urgent adaptation needs for immediate survival and long-term resilience, recognising that agriculture, food systems, and supporting smallholder farmers is a top priority for climate adaptation.
- » Safeguard land rights for vulnerable groups to enhance resilience, sustain livelihoods, and protect biodiversity.

At COP 28, adaptation remained a central focus for African countries and developing countries who emphasized the urgency of action and increased support for adaptation in the face of escalating climate impacts. One of the key outcomes of COP 28 is the establishment of the Global Goal on Adaptation (GGA) through the adoption of the UAE Framework for Global Climate Resilience, bringing the two-year Glasgow - Sharm el-Sheikh work programme to an end.



According to Articles 6 and 7, the framework aims to guide the achievement of the GGA and assess the overall progress towards its achievement and the targets identified. This involves minimizing the escalating adverse effects, risks, and vulnerabilities linked to climate change, while also boosting efforts and assistance for adaptation.<sup>3</sup> The framework identifies 11 targets, with seven of those relating to urgent action required by 2030 in key sectors such as food and agriculture, water, cities, infrastructure, ecosystems, health, livelihoods, and cultural heritage. The four remaining targets identified are set in relation to each stage of the adaptation policy cycle – beginning with assessing impacts, vulnerability, and risks, and moving to planning, implementation, and monitoring and evaluation. Despite several gaps, the identification of time-bound targets for adaptation and the adoption of the framework remains significant and serves as a blueprint to guide adaptation work globally.

Although the framework recognises and urges developed countries to double adaptation finance (article 31) and provide means of implementation support (article 32) to developing countries, the weak language and lack of enforceability means that accountability and responsibility for fulfilling financial commitments remains unclear.

<sup>3</sup> See [https://unfccc.int/sites/default/files/resource/cma5\\_auv\\_8a\\_gga.pdf](https://unfccc.int/sites/default/files/resource/cma5_auv_8a_gga.pdf)



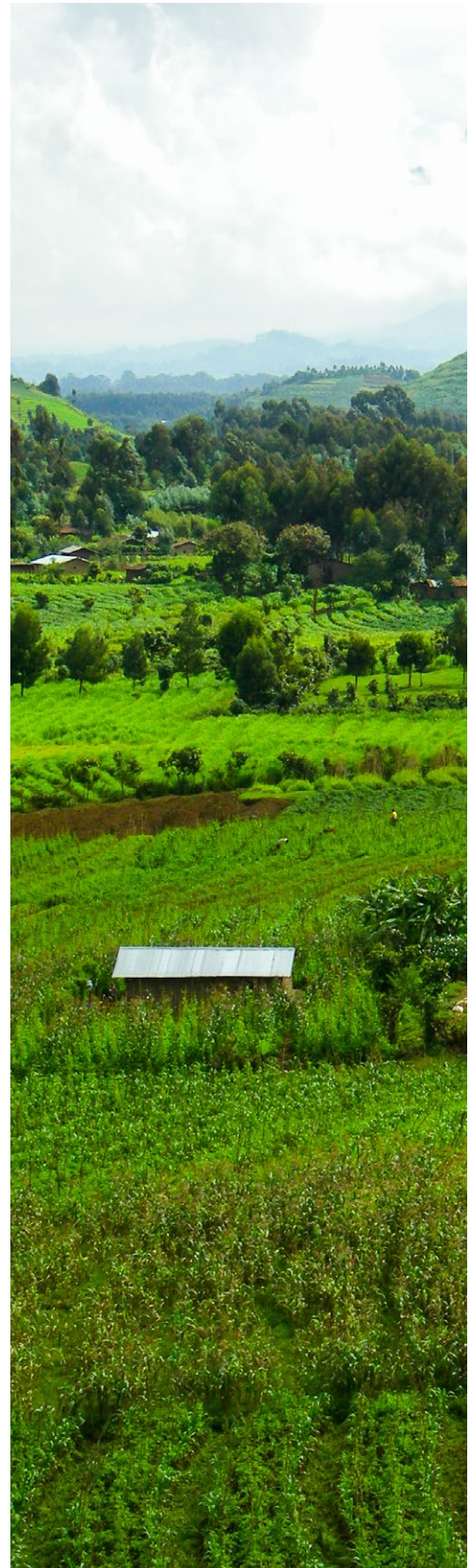
- ✘ The weak language and lack of enforceability means that accountability and responsibility for fulfilling financial commitments remains unclear.
- ✘ Lack of not making it mandatory for the developed nations to double the financing means that those responsible for the climate change impacts will only finance the adaptation needs up to the extent they deem fit for them.
- ✘ The text falls short in addressing means of implementation, lacking specificity.
- ✘ The absence of explicit principles hinders its potential

The framework urges developed country Parties to at least double their collective provision of climate finance for adaptation to developing country Parties from 2019 levels by 2025, in the context of achieving a balance between mitigation and adaptation in the provision of scaled-up financial resources (article 31). The lack of not making it mandatory for the developed nations to double the financing means that those responsible for the climate change impacts will only finance the adaptation needs up to the extent they deem fit for them. This in the long run will have implications on meeting adaptation needs of developing countries.




Article 32 recognizes that the extent to which the UAE Framework for Global Climate Resilience is implemented by developing country Parties depends on, inter alia, engagement and action at all levels, and the effective implementation by developed country Parties of means of implementation and support commitments. This recognition is important as it places the onus of meeting the adaptation gaps on developed countries. The recognition alone is however not sufficient. Article 34 urges developed country Parties and invites other Parties that provide resources on a voluntary basis, United Nations organizations, specialized agencies and other relevant organizations, as well as bilateral and multilateral agencies, to mobilize support, including private finance, for developing country Parties for their efforts towards the implementation of the UAE Framework for Global Climate Resilience, including towards achieving the targets. The fact that the contribution is on a voluntary basis waters down the framework as this will have ramifications on the implementation of the framework. Developed countries will decide when and when not to contribute to the adaptation fund. If the adaptation fund is anything to go by then it means that more work needs to be done to ensure developed countries stay on course to providing resources to meet the adaptation needs of developing countries.

Despite the establishment of the GGA being a key outcome of COP 28, overall progress on adaptation commitments was limited, with vague and unquantified targets. The text also fell short in addressing means of implementation, lacking specificity in developed countries' financial, capacity building, and technology transfer support for adaptation. While the GGA's establishment







is a positive step, the absence of explicit principles like equity and CBDR-RC, and the failure to link public financial support to achieving targets, hinders its potential to expedite climate-resilient development in developing countries.



Below is a summary comparison of COP 28 Outcomes Against the Africa Agenda for COP 28 in relation to adaptation:

Africa Agenda for COP 28 demands	COP 28 Outcome	Progress achieved (Colour rating)
Operationalize the Global Goal on Adaptation to Boost Action	<p>UAE Framework for Global Climate Resilience was adopted. The Framework has 11 thematic targets covering resilience in key sectors such as, agriculture, water, infrastructure, health, biodiversity, and quantitative adaptation policy cycle targets. The COP also launched a two-year UAE – Belém work programme on indicators for measuring progress achieved towards the targets. The framework urges developed country Parties to at least double their collective provision of climate finance for adaptation to developing country Parties from 2019 levels by 2025. The decision recognizes the extent to which the UAE Framework for Global Climate Resilience is implemented by developing country Parties depends on, inter alia, engagement and action at all levels, and the effective implementation by developed country Parties of means of implementation and support commitments. The decision urges developed country Parties and invites other Parties that provide resources on a voluntary basis towards the implementation of the UAE Framework for Global Climate Resilience, including towards achieving the targets. The fact that the contribution is on a voluntary basis water down the framework as this will have ramifications on the implementation of the framework.</p>	
Scale up adaptation funding to 50% of climate finance for it to be on equal footing to mitigation and develop a delivery and implementation plan to double adaptation finance, in line with the Glasgow Climate Pact.	<p>The framework Recognizes that means of implementation for adaptation, such as finance, technology transfer and capacity-building, are crucial to the implementation of the UAE Framework for Global Climate Resilience (article 24). It further recognizes the importance of the timeliness and predictability of adaptation finance and the need to accelerate efforts to enhance access to adaptation finance, with a focus on facilitating direct access by harmonizing and simplifying access procedures; (article 25). While the framework speaks of predictability, the timelines are not elaborated, this thus makes it to be a mere aspiration. The framework recognizes that the current provision of climate finance for adaptation remains insufficient to respond to worsening climate change impacts in developing country Parties (the insignificance signals lack of quality). It Notes with concern that the adaptation finance gap is widening; (article 30) The recognition that the current climate financing remains insufficient and the noting that the gap is widening is crucial. The framework, however, falls short of providing remedies to this short fall. Parties need to come up with concrete steps and modalities to address the shortfalls.</p> <p>Developed countries are expected to submit a report on progress achieved towards doubling adaptation finance.</p>	
Agree on a program at COP 28 to improve accessibility of adaptation finance to developing countries	<p>The GST decision acknowledges the challenges relating to accessibility of finance. The decision encourages further efforts, including by the operating entities of the Financial Mechanism, to simplify access to such finance in developing countries.</p>	

 Least aligned 
  Moderately aligned 
  Most aligned

Africa Agenda for COP 28 demands	COP 28 Outcome	Progress achieved (Colour rating)
Scale up predictable finance for the Adaptation Fund through implementation of decisions on share of proceeds and the delivery of COP26 pledges to the fund	At COP 28, Adaptation Fund received pledges amounting to USD 187.74 million against its goal of USD 300M. This means the Fund will not be able to effectively deliver on its mandate to support adaptation at scale. Countries that have pledged have been called to deliver their pledges in a timely manner	
Global Stocktake (GST) Must “Course Correct” Climate Action	The GGA acknowledges that most of the activities that led to the spiral in climate change happened in the period when most of the countries especially in Africa were under the yoke of colonization. The injustices committed during this period should be taken in consideration when allocating resources.	
Integrate Climate Adaptation and Resilience into Just Transition Work Programme	Article 2 of the UAE framework notes that the works of the Just Transition programme shall include pathways to achieving the goals of the Paris Agreement outlined in Article 2, paragraph 1, in the context of Article 2, paragraph 2;	
Make Progress Towards Resilient and Just Food and Agriculture Systems	<p>Under article 8B, the framework aims to attain climate-resilient food and agricultural production and supply and distribution of food, as well as increasing sustainable and regenerative production and equitable access to adequate food and nutrition for all;</p> <p>Lack of consensus on a decision under the work programme on agriculture and food security.</p>	
Strengthen Transformative Adaptation Priorities	The UAE Framework for Global Climate Resilience aims to guide and strengthen efforts, including long-term transformational and incremental adaptation, towards reducing vulnerability and enhancing adaptive capacity and resilience, as well as the collective well-being of all people, the protection of livelihoods and economies, and the preservation and regeneration of nature, for current and future generations, in the context of the temperature goal referred to in Article 2 of the Paris Agreement, should be inclusive in terms of adaptation approaches, and should take into account the best available science and the worldviews and values of Indigenous Peoples, to support the achievement of the global goal on adaptation; (article 8). The framework (article 12) acknowledges the challenges to implementing transformational adaptation for countries that have significant capacity constraints;	
Safeguard land rights for vulnerable groups to enhance resilience, sustain livelihoods, and protect biodiversity.	While the COP decisions acknowledge the role of land-based climate solutions, no advances have been made to safeguard land rights for vulnerable groups.	

 Least aligned  Moderately aligned  Most aligned

## D. Maximizing the Global Stocktake to highlight Equity



The outcome decision highlighted the need to enhance efforts to combat climate change within the context of sustainable development and poverty eradication framework.

It also stressed the importance of equity and common but differentiated responsibilities, acknowledging the critical role of multilateralism and international cooperation.

# Global Stocktake

The African agenda paper considers the first Global Stocktake (GST) under the Paris Agreement, initiated at COP26, as pivotal for enhancing collective climate action and support to meet the Agreement's goals. The paper considers equity as central to the GST, requiring consideration of backward looking and forward-looking analysis of actions and gaps, underpinned by the principle of historical responsibility and common but differentiated responsibilities and respective capabilities, in light of different national circumstances. For Africa, the GST outcome should center sustainable development and poverty eradication and acknowledge the legitimate rights for Africa and other developing countries to pursue sustainable development in line with the UNFCCC and Paris Agreement. The paper also called for consideration of Africa's special circumstances as disproportionately affected while being the least contributor to the climate crisis, but also facing significant development challenges thus the need for significant support and space for sustainable development. Other specific priorities identified in the Africa agenda include:

- » Successful GST outcome at COP 28 in Dubai, as the main mechanism for assessing collective progress, identify gaps and promote ambition towards achieving the purpose of the Paris Agreement, particularly by developed countries.
- » Use the GST as a crucial moment to tackle climate action and implementation gaps, covering adaptation, mitigation, loss and damage, and support mechanisms, with a focus on equity and informed by the latest science.
- » GST outcome that provides a fair and balanced perspective and informs addressing gaps in the implementation and the ambition required in nationally determined contributions and international cooperation to achieve the global goals of the Paris Agreement.
- » An outcome that supports the effective operationalization of the Global Goal on Adaptation, taking into account the increasing adaptation implementation gaps in African countries, the adaptation needs articulated by African

countries, and the impact on key economic sectors.

One of the key highlights of COP 28 was the successful conclusion of the 1<sup>st</sup> Global Stocktake (GST) process and the adoption of a GST outcome that provides contexts and cross cutting considerations, assessment of collective action on mitigation, adaptation, loss and damage, response measures and means of implementation as well as guidance on the way forward. The outcome decision highlighted the need to enhance efforts to combat climate change within the context of sustainable development and poverty eradication framework. It stressed the importance of equity and common but differentiated responsibilities, acknowledging the critical role of multilateralism and international cooperation. The stocktake recognized the existing gaps in mitigation, adaptation and means of implementation and called for the urgent need for enhanced climate ambition and action and support to meet the Paris Agreement goals, emphasizing finance, technology transfer, and capacity-building as key enablers.







- X The COP 28 decision had its inadequacies. It provides an intentional loophole for countries and companies to “abate” the use of fossil fuels by using carbon capture and storage. This justifies the continued burning of oil and gas.
- X The COP decision did not commit to predictable, grant based, new, additional and adequate financing support to developing countries.

Below is an assessment of specific outcome against Africa’s expectations:

On consideration of Africa specific circumstances, the outcome acknowledged the unique needs of developing countries, particularly those vulnerable to climate change effects as provided for in the Convention and the Paris Agreement, emphasizing the need for enhanced and focused support and flexibility. It is important to note that Africa is the only region mentioned specifically in the Convention due to its unique and special circumstances in the context of climate change. The decision acknowledges the capacity challenges of especially LDCs, who are mostly from Africa, in preparation and access to finance, stressing the importance of support for implementing climate policies and achieving ambitious climate outcomes.

#### **GST mitigation outcomes:**

The mitigation section of the GST decision is hailed as the most progressive and comprehensive decision. The decision has reaffirmed the scientific finding of the significant gap between current efforts through the NDCs and what is needed to maintain the 1.5°C warming limit set by the Paris Agreement. This underscores the urgent need for increased global action to address climate change. The decision called for deep, rapid, and sustained reductions in emissions to align with the 1.5°C goal of the Paris Agreement, factoring in national determinations and circumstances. The COP recognized that emissions peaking will vary by country, in the context of by sustainable development needs, poverty eradication, and national circumstances. Support provision is crucial for developing countries.

**An assessment of the energy** related provisions of the decision are described below:

The COP 28 decision text that called for “transitioning away from fossil fuels in energy systems, in a just, orderly and equitable manner, accelerating action in this critical decade, so as to achieve net zero by 2050 in keeping with the science” was historic. It was historic for the reason that the decision did not only call for transitioning away from fossil fuels, but also included that this transition must be just, orderly and equitable. In addition, the decision provided a goal to

accelerate actions during this pivotal decade to achieve a net-zero carbon emissions status by the year 2050.

Achieving the target of limiting the temperature increase to 1.5 degrees Celsius hinges on swiftly reducing carbon emissions in the energy system. This entails expediting the shift to clean energy on both the demand and supply fronts. It is crucial that this transition is conducted in an organized and fair manner, considering justice and equity, and also taking into consideration the aspect of energy sovereignty and security.

At COP 28, it was the first time ever that we had the mention of fossil fuels in a formal COP decision text. COP 26 in Glasgow only achieved an agreement on the ‘phase down’ of coal. Although, we had hoped to get a decision on ending coal, oil and gas, a decision to transition from fossil fuels sends a political signal that the fossil fuel era needs to end and that the world will have to transition away from dirty energy.

However, the COP 28 decision had its inadequacies. It provides an intentional loophole for countries and companies to “abate” the use of fossil fuels by using carbon capture and storage. This justifies the continued burning of oil and gas. Unfortunately, the decision opens the door to technological fixes that could risk the call to ending oil and gas. The language used in the decision such as transition fuels or zero emission energy systems offers a loophole for continued use of climate-damaging liquefied petroleum gas and LNG.

Further, the absence of funding commitments from rich countries to enable the transition in developing countries limited the ambition in the COP outcome. The COP decision did not commit to predictable, grant based, new, additional and adequate financing support to developing countries. The absence of financial commitments from developed countries, in particular in relation to their climate finance obligations, is a major obstacle to implementing the COP 28 decision, and severely weakens the consensus reached. An unjust or unfunded agreement for fossil fuel phase out and renewable energy phase in puts at risk an urgent energy transition.

- ✘ The global renewable energy goal does not address the existing gaps in renewable energy investments especially for the most vulnerable regions such as Africa.
- ✘ Development of nuclear power may lead to catastrophic nuclear accidents, increase the risks of illness and disease, such as cancer.
- ✘ The outcome didn't specifically clarify the means of implementation for the achievement of framework on the Global Goal on Adaptation as adopted at COP 28.



**The development of green hydrogen in Africa must primarily serve African interests.**

It is clear that rich countries who have accumulated wealth on the back of fossil fuels must take the lead in this shift. However, the COP decision does not clearly differentiate this need for developed countries to take the lead in the transition. The COP decision is not explicit on this aspect of rich historical emitters taking responsibility.

### **Tripling renewable energy capacity**

127 countries signed the Global Renewable energy and energy efficiency pledge to triple global renewable energy capacity and double global energy efficiency improvements by 2030. The Pledge outlines that signatories are committed to collaborating in order to triple the global installed renewable energy generation capacity to a minimum of 11,000 GW by the year 2030. Additionally, it calls for a collective effort to double the global average annual rate of energy efficiency improvements, increasing it from around 2% to over 4% each year until 2030.

Further, the COP 28 agreement urges countries to play a part in the global effort to triple the installed capacity of renewable energy and double annual improvements in energy efficiency. However, tripling renewable energy capacity is considered a global target. This global renewable energy goal does not address the existing gaps in renewable energy investments especially for the most vulnerable regions such as Africa. The agreement does not provide clarity on the specific mechanisms or strategies that will ensure the achievement of this global tripling goal.

Recent reports have indicated increased expansion of renewable energy globally. For instance, 2023 saw a record expansion of renewable energy, with almost 50% more solar, wind and other clean energy sources built than in 2022, according to a **report** from the International Energy Agency (IEA). However, in this expansion, regions such as Africa are lagging behind. This disparity was not addressed in the COP agreement on the global renewable energy target.

### **Green Hydrogen**

There was also a pledge to scale up zero-emissions fuel derived from renewables-based hydrogen to **11 million tonnes by 2030**.

Green hydrogen can accelerate the shift toward renewables and create local value chains, generating green jobs, and transferring technology and knowledge, and contributing enormously to the development of producer countries. But, to reap these benefits, the development of green hydrogen in Africa must primarily serve African interests. That means the processes and policies for generating and using green hydrogen must comply with the social and ecological safeguarding standards, objectives of the Paris climate agreement and the African Union's **Agenda 2063**.

### **Declaration to triple Nuclear Energy**

The declaration unveiled at COP 28 sets the objective of tripling the global nuclear energy capacity by the year 2050. However, nuclear is not good for Africa. Nuclear energy, like fossil fuels, is costly, capital-intensive and, as a centralized energy system, and unsuitable to address universal energy access. In addition, nuclear energy produces nuclear waste that remains radioactive and toxic for hundreds to thousands of years and cannot be easily managed. Development of nuclear power may lead to catastrophic nuclear accidents, increase the risks of illness and disease, such as cancer and face limitations and foreign dependencies due to the need for nuclear fuel. Furthermore, nuclear power is expensive to build, run and operate, it is slow to build and deploy, and often subject to delays and cost overruns.

### **Adaptation GST decision**

The GST outcome in relation to adaptation was weak and disappointing. This is largely attributed to the fact that adaptation was sidelined and tactically delayed as a result of delays in the Global Goal on Adaptation negotiations which didn't provide the much-needed input for the GST technical assessment phase. The adaptation section merely acknowledges the importance of GGA in global climate response and sustainable development. The outcome didn't specifically clarify the means of implementation for the achievement of framework on the GGA as adopted at COP 28. The implementation gap in adaptation remains a significant means of implementation and support, especially finance gap.

**X** There remains a considerable gap in finance and action to manage the increasing scale and frequency of climate-related losses.



**US\$  
5.8 - 5.9  
Trillion**

Financial gap for climate action against the needs of developing countries pre - 2030

**There is great need for a reformed financial architecture and increased contributions to address the urgent climate finance needs.**

The decision calls upon developed countries and other multilateral institutions to provide the finance and support for adaptation, however, there remains lack of more robust action and commitment to fully meet Africa's adaptation objectives. While there is acknowledgment of the need for Early Warning Systems and scientific support for adaptation, the outcomes lack a specific mandate for comprehensive coverage in Africa and sufficient support mechanisms.

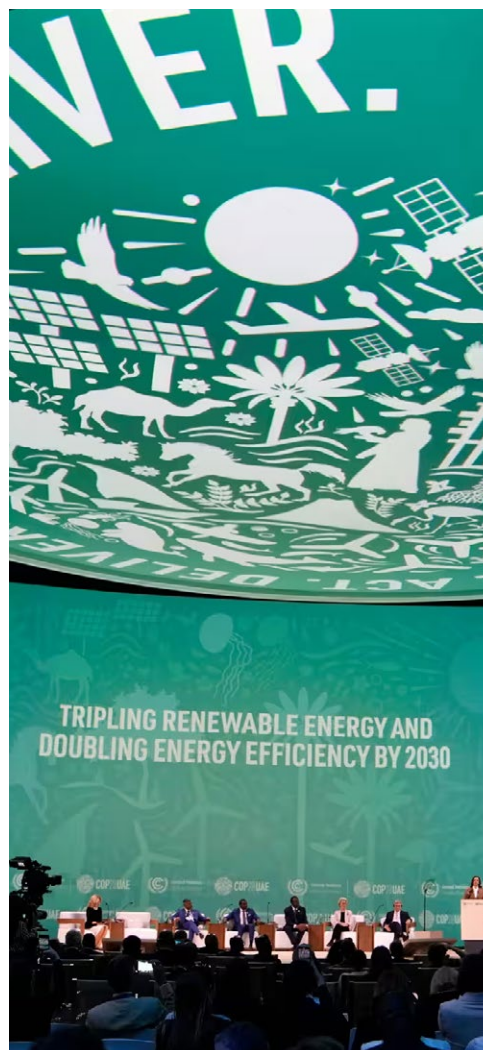
Additionally, a high-level ministerial dialogue will be hosted at COP 29/CMA 6 to address the critical need for increased adaptation finance, reflecting on the global stocktake's adaptation outcomes. It calls upon developed countries to report on their commitment to double climate finance for adaptation for developing countries ahead of COP 28 for consideration at the summit. The decision failed to agree on a delivery plan and a clear and transparent process to track delivery of doubling adaptation finance as called for by Africa thus raising concerns about the commitment of developed countries to fulfill their financial pledges and mechanism to ensure the scaling up of adaptation finance.

#### **Loss and damage GST decision**

The outcome acknowledges the significance of addressing loss and damage due to climate change, particularly for vulnerable developing countries, and emphasizes the reduced fiscal space and constraints in realizing sustainable development as a result of increasing losses and damages associated with climate change. While progress in international efforts through the establishment of the loss and damage fund at COP 28 is recognized, there remains a considerable gap in finance and action to manage the increasing scale and frequency of climate-related losses. Additionally, the decision fails to define, or agree to a process to define, source and scale of loss and damage finance required by developing countries and fails to respond to the question of predictability of financing the loss and damage fund as called for by Africa and other developing countries.





#### **Means of implementation and support**




The GST decision acknowledges the financial gap for climate action against the needs of developing countries in the range of USD 5.8–5.9 trillion for the pre-2030 period<sup>4</sup>. It recalls existing obligations by developed countries to provide support to developing countries for mitigation and adaptation actions and calls for continued increase including fulfilment of USD100bn through to 2025. The decision also sets the stage for drafting a new collective quantified goal on climate finance in 2024 considering the needs of developing countries. The decision also emphasizes the need for a reformed financial architecture and increased contributions from various financial entities, aiming to address the urgent climate finance needs effectively. The decision fell short of establishing clear commitments towards implementation but only establishes a dialogue to discuss implementation of the GST decisions.



4 <https://unfccc.int/topics/climate-finance/workstreams/determination-of-the-needs-of-developing-country-parties/first-report-on-the-determination-of-the-needs-of-developing-country-parties-related-to-implementing>

Below is a summary comparison of COP 28 outcomes against the Africa agenda demands in relation to the first GST outcome:

Africa Agenda for COP 28 demands	COP 28 outcomes	Progress achieved (Colour rating)
<p>Successful GST outcome at COP 28 as the main mechanism for assessing collective progress towards achieving the purpose of the Paris Agreement and its long-term goals and promoting climate action on all aspects of the Paris Agreement under the UNFCCC, should identify implementation gaps on the global response to climate change, while laying the foundations for enhanced ambition by all, in particular by developed countries.</p>	<p>COP 28 is considered to have delivered a successful first GST outcome as part of the UAE consensus. The outcome provided an overview of the collective assessments on all topics of climate action. The GST decision has a comprehensive mitigation section that responds science towards 1.5 °C temperature goal.</p> <p>The outcome, while recognizing gaps and needs in the global response to climate change, but fell short in clearly defining the path for significant enhancement of actions and support especially in relation to adaptation, loss and damage and means of implementation and support which is crucial for Africa.</p>	<p></p>
<p>Emphasize that the first GST is an important opportunity for the world to address the gaps across all elements of climate action that include adaptation, loss and damage, mitigation and response measures, and means of implementation and support, with a particular emphasis on equity and the best available science.</p>	<p>The GST outcomes highlighted the gaps in climate action, including adaptation, loss and damage, mitigation, and response measures, and the needed means of implementation and support. However, the emphasis on equity and the integration of the best available science into these discussions could have been stronger. The outcome recognized the importance of equity but fell short of translating this principle into concrete, actionable commitments across all climate action themes, such as adaptation, mitigation, and support mechanisms.</p>	<p></p>
<p>GST should reflect a fair, just and balanced view of political messages on climate action and support that informs addressing gaps in the implementation and the ambition required in nationally determined contributions and international cooperation to achieve the global goals of the Paris Agreement, recognizing the need for proportionate responses in each area. For Africa, the GST outcome should acknowledge the continent's unique developmental challenges, allowing for policy flexibility to achieve sustainable development, including a just transition to low-emission, resilient development.</p>	<p>The GST outcome calls for significant global efforts to reduce greenhouse gas emissions, aligning with the 1.5 °C target. It emphasizes the need for rapid changes including transition away from fossil fuels in just and orderly manner, tripling renewable energy capacity, enhancing energy efficiency and phasing out unabated coal power. However, the outcome fails to address the financing gaps and the scale of international cooperation required to achieve these targets.</p> <p>While the outcome generally acknowledges the specific needs and special circumstances of vulnerable developing country Parties in the Convention and the Paris Agreement, there is no specific reference to Africa</p>	<p></p>
<p>The GST adaptation outcome that supports the effective operationalization of the Global Goal on Adaptation (GGA) by taking into account the increasing adaptation implementation gaps in African countries, the adaptation needs articulated by African countries, and the impact on key economic sectors.</p>	<p>The adaptation section of the GST reaffirms the importance of the GGA, reinstates the GGA targets and acknowledges the gaps in means of implementation for adaptation. However, the outcome is rather weak and fails to assess the collective action against GGA targets and propose means to address the finance gaps towards achieving the adaptation targets</p>	<p></p>

 Least aligned  Moderately aligned  Most aligned

## E. Delivery of Enhanced Climate Finance



A key finance outcome at COP 28 was on the loss and damage fund including the adoption of a decision to operationalize the fund



**US\$ 700 Million**

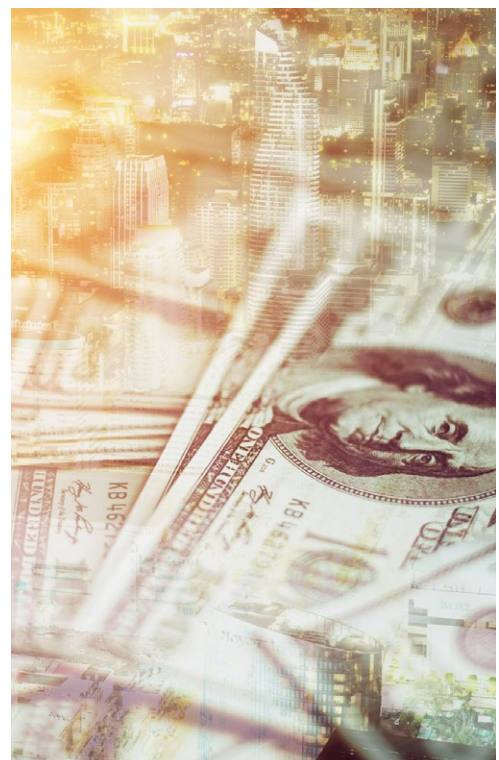
Financial pledges on loss and damage

The Africa agenda acknowledges that COP 28's success hinges on significantly increasing climate finance from developed to developing countries to match the urgent scale of the climate crisis. The paper highlights the failure of developed countries to meet the \$100 billion annual finance target and other UNFCCC commitments, emphasizing the fiscal and debt challenges of developing countries, including Africa. It advocates for significant investments to enable Africa to achieve its Nationally Determined Contributions (NDCs) and sustainable development goals, addressing the urgent need for equitable and effective climate finance and support.

- » Developed countries deliver on their \$100 billion pledge before the start of COP 28 and accelerated delivery mechanisms. COP 28 should urge developed countries to increase their climate finance to at least \$700 billion annually through 2025, aligning with developing countries' needs, especially for adaptation, and scaling up Climate Finance Delivery Plan. By COP 28, developed nations should also detail their climate finance commitments for the next 1-2 years as required by the Paris Agreement, enhancing predictability for developing countries' climate efforts.
- » Developed countries commit to increasing provision of grants rather than loans, bilaterally and through multilateral institutions
- » developed-country Parties to honour their Glasgow commitments to double their adaptation finance provision from its current very low levels and to demonstrate a further progression of effort to support African and other developing countries in line with the latest science
- » Agreement on an operational definition of climate finance.
- » progress in the New Collective Quantified Goal (NCQG) on climate finance negotiations, including on having a timebound annual finance goal for developed countries that is needs-based and subject to transparency and accountability

- » decision to encourage countries to free up additional fiscal space for developing countries as part of an integrated approach to a post-pandemic and climate-adapted global economic recovery
- » Push for the reform of the global financial architecture, and prioritize adaptation finance by increasing scale, improving access, and recognize the need for more concessional finance, especially grants.

The COP 28 outcomes on finance covered the different negotiations workstreams. A key finance outcome at COP 28 was on the loss and damage fund including the adoption of a decision to operationalize the fund, with pledges amounting to over USD 700 million. The fund, designed to support developing countries address losses and damages associated with climate change. The fund will have a new, independent secretariat and be governed by a board with its first meeting scheduled by early 2024. Eligibility extends to all developing countries, with an allocation framework prioritizing LDCs and SIDS. The fund will operate under the Financial Mechanism of the UNFCCC, accountable to the COP/CMA, and be housed within the World Bank on an interim basis with specific conditions and milestones.





**The Global Stock Take finance outcome was generally weak and failed to meet the expectations of developing countries.**



### **US\$ 100 Billion**

Pledged by developed countries to be met by 2020

### **US\$ 89.6 Billion**

met by 2021

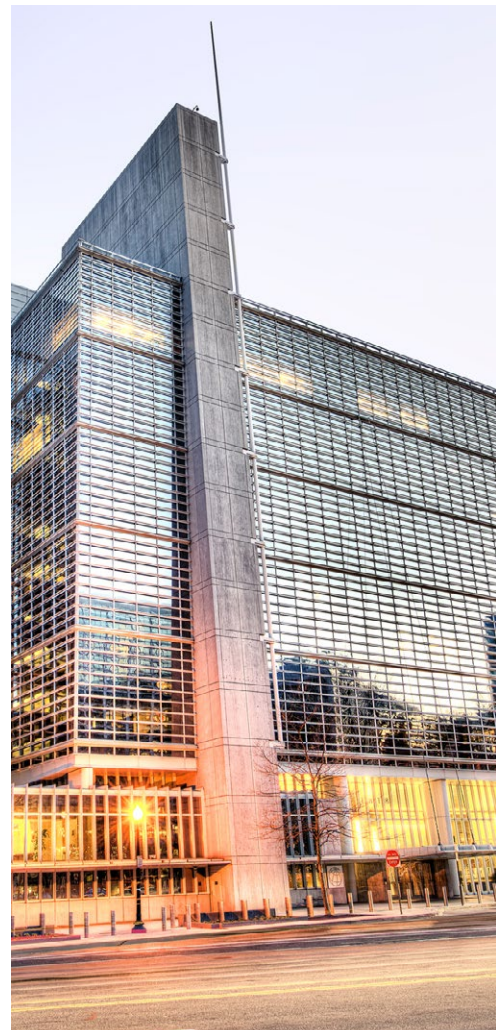
The GST finance outcome was generally weak and failed to meet the expectations of developing countries. The decision acknowledges the significant finance gaps to respond to the need of developing countries but fails to secure specific commitments to address the existing gaps. Although there were additional sectoral targets such as energy, methane, nature-based targets as well as adaptation targets agreed, the decision didn't take specific actions on required financing for the transitions. COP 28 saw pledges to the Loss and damage Fund, Adaptation Fund and the Least Developed Countries Fund, and the Special Climate Change Fund, totaling USD 792 million, USD 187.74 million, and USD 179.06 million, respectively. The decision noted with deep regret the failure of developed countries to meet their commitments of achieving USD 100 Billion goal by 2020 and acknowledged that USD 89.6 billion was achieved in 2021<sup>5</sup>. It called on these parties to scaled up and coordinate their efforts to achieve this goal. The decision acknowledged significant finance gaps for adaptation that undermines the ability of vulnerable developing countries to respond to worsening climate change impacts.

The decision reiterated the COP 27 decision on the need for reform in the multilateral financial architecture, including development banks like the World Bank, to enhance climate finance provision through grants and concessional instruments. It highlights the role of various financial actors in managing climate-related financial risks and calls for increased access to climate finance across regions and sectors. Additionally, the decision advocates for new finance sources, including tax measures, to support climate action and reduce harmful economic practices. While it reiterated previous calls for reforming the global financial architecture and acknowledged the role of various financial actors, it fell short of concrete actions or commitments to substantially increase financial support or prioritize grants for adaptation.

As a way forward, the GST decision establishes a dialogue to implement Global Stocktake outcomes, starting from 2024 at COP 29 (adopting modalities) until COP 33 in





2028. It also calls for a high-level ministerial dialogue to address the need for increased adaptation finance, in line with the Global Stocktake's findings, and urges developed countries to report in 2024 on the doubling of climate finance for adaptation for a decision at COP 29.

COP 28 adopted a decision on a New Collective Quantified Finance Goal (NCQG) and the mandate to set a goal through a dedicated negotiation track. The transition to a new mode of work aims to develop a draft for setting a new collective quantified goal on climate finance. This will be considered at sixth session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (CMA-6)/COP 29 in Baku, Azerbaijan in 2024. The discussions on the scale and elements of this new finance goal will address the urgent needs for implementing current nationally determined contributions and national adaptation plans, with an emphasis on the evolving needs of developing countries and exploring diverse financial sources and mechanisms.






5 <https://www.auswaertiges-amt.de/blob/2631906/4ee299dac91ba9649638cbcf754cb/231116-deu-can-brief-data.pdf>

The table below summarizes the assessment of COP 28 outcomes against African Agenda for COP 28 in relation to climate finance:

Africa Agenda for COP 28 demands	COP 28 outcomes	Progress achieved (Colour rating)
<p>Developed countries should meet their \$100 billion climate finance pledge before the summit and significantly scale up their financial contributions to at least \$700 billion annually from 2021 to 2025. This increase should align with the developing countries' climate finance needs, particularly for adaptation. Developed countries are also urged to provide clear climate finance projections for the next 1 to 2 years to enhance predictability and support for developing countries' climate actions.</p>	<p>COP 28 finance outcome is seen as inadequate and weak. It recognizes substantial financial gaps but lacking specific commitments for filling these gaps. Sectoral targets were set, yet without distinct financial actions for the required transitions. Developed countries yet again fell short of the promised \$100 billion, with only \$89.6 billion achieved in 2021. The decision stressed the need for scaled-up, coordinated efforts to fulfill financial commitments and address the adaptation finance gaps impacting vulnerable nations.</p>	
<p>Developed countries should commit to increasing provision of grants rather than loans, bilaterally and through multilateral institutions including the GEF and GCF, consistent with supporting external efforts to provide debt relief in the context of climate action.</p>	<p>The decision acknowledges the importance of scaling up new and additional grant-based, highly concessional finance, and non-debt instruments for developing countries but does not call upon developed countries to commit to the provision of grant-based financing.</p>	
<p>Require developed-country Parties to honour their Glasgow commitments to double their adaptation finance from its current very low levels and to demonstrate a further progression of effort to support African and other developing countries in the context of the IPCC findings on the urgency of adaptation actions taking into consideration Africa's needs and requirements of up to \$86 billion annually for adaptation by 2030</p>	<p>The decision urges developed country Parties to prepare a report on the doubling of the collective provision of climate finance for adaptation to developing country Parties from 2019 levels by 2025, in the context of achieving a balance between mitigation and adaptation in the provision of scaled-up financial resources.</p>	
<p>Agree on an operational definition of climate finance.</p>	<p>The decision acknowledges diversity of definitions of climate finance in use in the context of aggregate accounting of and reporting on climate finance. The decision requests the Standing Committee on Finance to prepare a report on common practices regarding climate finance definitions, reporting and accounting methods among Parties and climate finance providers for consideration at COP 29.</p>	

 Least aligned  Moderately aligned  Most aligned

Africa Agenda for COP 28 demands	COP 28 outcomes	Progress achieved (Colour rating)
<p>Achieve progress in the New Collective Quantified Goal (NCQG) on climate finance negotiations, including on having a timebound annual finance goal for developed countries that is needs-based and subject to transparency and accountability.</p>	<p>The COP 28 decision on the New Collective Quantified Finance Goal (NCQG) initiated a dedicated negotiation track to establish a new financial target. This process, to be further developed at COP29/CMA-6 in Baku, Azerbaijan in 2024, will focus on the financial needs for implementing current national plans and adaptation strategies, particularly for developing countries. No specific finance goals agreed.</p>	
<p>COP 28 decision to encourage countries to free up additional financial resources for developing countries as part of an integrated approach to a post-pandemic and climate-adapted global economic recovery.</p>	<p>The COP 28 decision acknowledges the need for scaling up grant-based, concessional finance, and non-debt financial instruments to support developing countries in their equitable transition to low-emission and climate-resilient development. It underscores the link between sufficient fiscal space for developing countries and the progress towards their climate goals, emphasizing the importance of building on existing financial frameworks and mechanisms.</p>	
<p>Push for the reform of the global financial architecture in a manner that places adaptation finance as a priority for these reforms through increase in scale of climate finance, boost access to the finance and recognize the need for concessional finance, notably grants.</p>	<p>The COP 28 decision reiterated the COP27 call for reform in the global financial system, including development banks, to increase the provision of climate finance through grants and concessional means. However, the decision lacked concrete commitments to enhance financial support significantly or to prioritize grants for adaptation.</p>	

 Least aligned
  Moderately aligned
  Most aligned



## F. Enhancing ambition on Mitigation



The COP 28 Global Stock Take decision emphasised the need for deep, rapid and sustained reductions in greenhouse gas emissions in line with 1.5 °C pathways and calls on Parties to contribute to the global efforts towards the goal.

The Africa agenda emphasized ambitious mitigation outcomes aligned with the 1.5 °C temperature goal at COP 28. Some of the key priority asks included:

- » Require all nations to submit revised and ambitious NDCs for 2024-2030, with developed countries taking lead and aligning mitigation and financial efforts with their fair shares based on the latest science. Developing nations should also enhance their NDCs with international support in climate finance, technology transfer, and capacity building from developed countries.
- » Encourage all countries to present their next NDCs with mitigation plans for 2031-2035, reflecting the Global Stocktake (GST) outcomes, and based on principles of equity and Common But Differentiated Responsibilities and Respective Capabilities (CBDR-RC), and ensuring adequate finance and technology support for developing countries.
- » Implement mitigation outcomes from Sharm el-Sheikh Implementation Plan and the Glasgow Climate Pact, including a just and equitable phase-out of fossil fuels.
- » Advocate for increased renewable energy shares by boosting investment in community-focused and decentralized renewable energy in Africa to improve energy access and contribute to global mitigation.
- » Decision under the mitigation work programme to accelerate real world actions towards addressing the existing mitigation gap and the necessary means of implementation gaps.
- » Tripling renewable energy capacity globally and doubling the global average annual rate of energy efficiency improvements by 2030;
- » Accelerating efforts towards the phase-down of unabated coal power;
- » Accelerating efforts globally towards net zero emission energy systems
- » Transitioning away from fossil fuels in energy systems, in a just, orderly and equitable manner
- » Accelerating zero and low-emission technologies, including, inter alia, renewables, nuclear, abatement and removal technologies such as carbon capture and utilization and storage, particularly in hard-to-abate sectors, and low-carbon hydrogen production;
- » Accelerating and substantially reducing non-carbon-dioxide emissions globally, including in particular methane emissions by 2030;
- » Accelerating the reduction of emissions from road transport on a range of pathways, including through development of infrastructure and rapid deployment of zero and low emission vehicles;
- » Phasing out inefficient fossil fuel subsidies that do not address energy poverty or just transitions, as soon as possible
- » Conserve, protect, and restore ecosystems, including forests and oceans, to meet the Paris Agreement's temperature goals. It highlights the necessity for increased support and investment in activities that halt and reverse deforestation and forest degradation by 2030.

The COP 28 GST decision has achieved comprehensive mitigation outcomes. The decision emphasised the need for deep, rapid and sustained reductions in greenhouse gas emissions in line with 1.5 °C pathways and calls on Parties to contribute to the global efforts towards the goal in specific sectors. Specifically, the decision calls for the following global measures to be implemented by all parties:

- » Preservation and restoration of ocean and coastal ecosystems
- » Transition to sustainable lifestyles and consumption patterns through circular economy approaches.



- ✘ The COP 28 mitigation outcomes left significant gaps in the means of implementation, particularly for developing countries.
- ✘ It also fell short of fully addressing Africa's demands for significant action on mitigation and the required support.

The decision also requires parties to align their 2030 NDC targets with limiting global warming to 1.5 °C, as informed by the latest science, in the light of different national circumstances by the end of 2024. It highlights the leadership role of developed countries in undertaking significant emission reduction targets and urges developing countries to enhance their mitigation efforts. The decision also encourages all Parties to set ambitious, economy-wide emission reduction targets in their next NDCs, consistent with the 1.5 °C warming limit.

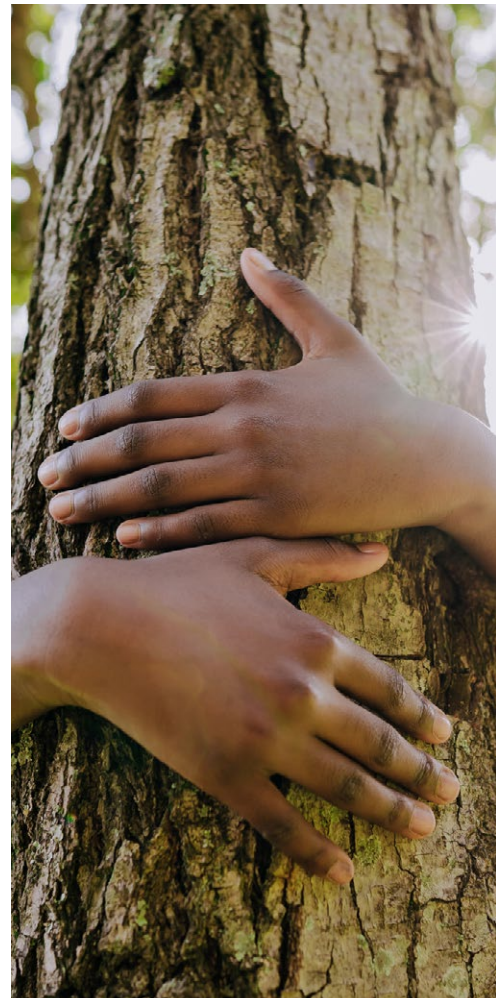
In addition, COP 28 launched under the guidance of COP 28, 29 and 30 presidencies a set of activities, "Road map to Mission °C," aiming to boost international cooperation and enhance the international enabling environment for increased ambition in forthcoming NDCs, targeting stronger action within this crucial decade to maintain the 1.5 °C goal.

The COP 28 mitigation outcomes, while setting ambitious targets, particularly in the energy sector, left significant gaps in the means of implementation, particularly for developing countries. The COP couldn't agree on concrete financial commitments by developed nations to provide necessary support for the global energy transition. Furthermore, the decision's endorsement of natural gas as a transitional fuel and the promotion of geoengineering solutions like carbon capture and storage (CCS) raises concerns. These technologies, while potentially reducing emissions, are expensive and carry risks, and their inclusion may allow for continued reliance on fossil fuels, thereby delaying more sustainable transitions. The lack of concrete financial commitments for technology transfer and capacity-building exacerbates the challenge for developing countries especially Africa to meet these ambitious mitigation targets.




COP 28 also saw the adoption of a process decision under the Sharm el-Sheikh mitigation ambition and implementation work programme which was initiated at COP27 and continued through COP 28. In 2023, the focus of the work programme was accelerating just energy transitions and transitions in transport systems. The work programme involves global dialogues and investment-focused events aimed at

exchanging views, information, and ideas to foster these transitions. Stakeholders are encouraged to send submissions to influence the topics discussed under the work programme to facilitate actionable solutions for climate mitigation. The work programme will focus on enhancing participation and unlocking necessary finance, with a strategic approach to connect dialogues with investment opportunities, particularly for developing countries.



While the COP 28 work programme's global dialogues and investment forums initiated discussions on just energy transitions and measures in the transport systems, it fell short of fully addressing Africa's demands for significant action on mitigation and the required support. The achievement under the GST decision offers some progress, but there's a need to evaluate and ensure in the future the work programmes effectively support parties in deciding on policy measures to bridge implementation and ambition gaps in mitigation and finance.



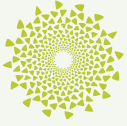
Below is a summary of the assessment of COP 28 outcomes against the Africa agenda in relation to mitigation ambition:

Africa Agenda for COP 28 demands	COP 28 outcomes	Progress achieved (Colour rating)
<p>Developed nations must submit enhanced and updated NDCs for the period 2024-2030 in which the mitigation and finance components are commensurate to their mitigation and finance fair shares as required by the latest science.</p> <p>Developing countries should come forward with enhanced NDCs for the period 2024-2030 as appropriate, which should be supported by international climate finance, technology transfer, and capacity building from developed countries</p>	<p>It requests Parties that have not yet done so to revisit and strengthen the 2030 targets in their NDC as necessary to align with the Paris Agreement temperature goal by the end of 2024, taking into account different national circumstances; It highlights the leadership role of developed countries in undertaking significant emission reduction targets and urges developing countries to enhance their mitigation efforts. The decision also encourages all Parties to set ambitious, economy-wide emission reduction targets in their next NDCs, consistent with the 1.5 °C warming limit.</p> <p>This decision remains an encouragement and considering the lack of clarity on means of implementation, there might be minimal response.</p>	
<p>All countries should submit their new NDCs with mitigation components for the period 2031 to 2035 as informed by the outcomes of the GST, taking into account and reflecting equity, CBDRRC, and the provision of adequate and commensurate finance and technology to developing countries under the Convention and its Paris Agreement</p>	<p>The decision upon all parties to communicate an NDC every five years, informed by the global stocktake outcomes. The decision reaffirms that each subsequent NDC should represent a progression beyond the current one, reflecting the highest possible ambition and acknowledging different national circumstances and capacities. The decision calls for the Chairs of subsidiary bodies to initiate an annual global stocktake dialogue from June 2024 to share knowledge and best practices on how the stocktake results inform the preparation of Parties' next NDCs in line with the Paris Agreement.</p> <p>The COP also launched "Road to Mission 1.5" under the COP Presidencies to build momentum for ambitious next NDCs</p>	
<p>Implements the mitigation-related outcomes under the Sharm el-Sheikh implementation Plan and the Glasgow Pact, including phaseout of fossils fuels in a manner that reflects equity and CBDR and facilitate just transitions in developing countries</p>	<p>The decision calls for transitioning away from all fossil fuels in a just and orderly manner and emphasizes accelerating the phase-down of unabated coal power, moving towards net-zero emissions with zero- and low-carbon fuels. The decision also advocates for rapid deployment of zero- and low-emission vehicles, substantial reduction of non-CO2 emissions, particularly methane, and phasing out inefficient fossil fuel subsidies, aligning with the goal of achieving net zero by 2050.</p> <p>However, there remains lack of clarity especially of financing and technology transfer for the transition for developing countries. The decision fails to acknowledge the leadership role of developed countries in the transition.</p>	

 Least aligned  
  Moderately aligned  
  Most aligned

Africa Agenda for COP 28 demands	COP 28 outcomes	Progress achieved (Colour rating)
<p>Enhance the share of renewable energy thus scaled up investments in people centred and decentralised renewable energy investments in Africa to enhance energy access and contribute to global mitigation efforts</p>	<p>It calls for tripling renewable energy capacity globally and doubling the global average annual rate of energy efficiency improvements by 2030.</p> <p>While it addresses the scale of investment needed, the specifics of financing and supporting decentralized systems in Africa require further elaboration to meet the continent's unique energy and development needs.</p>	
<p>The work programme on urgently scaling up mitigation ambition and implementation in this decade needs to accelerate real world actions towards addressing the existing mitigation gap and the necessary means of implementation gaps</p>	<p>The decision on Sharm el-Sheikh mitigation work programme was largely procedural – acknowledging the 2023 activities and plans for 2024 dialogues and submission.</p> <p>No concrete outcome to accelerate real world mitigation action and finance as called for by Africa.</p>	

 Least aligned  
  Moderately aligned  
  Most aligned



# Challenges and Opportunities

Although COP 28 marked some advancements, several objectives of Africa's Agenda remained unfulfilled. The following are some of the key challenges that undermined the full achievements of Africa's Agenda for COP 28:

## **Lack of Commitment on Means of Implementation:**

COP 28 outcomes revealed a significant lack of clarity and commitment, particularly from developed countries, on the means of implementation, including finance. This ambiguity undermines the ability of developing countries to plan and implement ambitious climate actions effectively as called for by the science.

## **Operationalizing Equity and CBDR:**

Minimal progress was made in operationalizing the principles of equity and Common But Differentiated Responsibilities (CBDR), with developed countries not showing sufficient leadership. This has led to mistrust in the process and questions the commitment to a fair and just global climate response.

## **Adaptation Progress and Finance:**

The conference saw a pushback on adaptation progress, leading to a weak outcome on the Global Goal on Adaptation (GGA), with the UAE COP Presidency producing texts on last days leaving no room to further strengthen the text. Developed countries also pushed back on efforts to transparently discuss the promised doubling of adaptation finance, with only an agreement on a report by developed countries.

## **Influence of Fossil Fuel Lobbyists:**

The presence of many fossil fuel lobbyists weakened the calls for phasing out fossil fuels by vulnerable countries. This led to the introduction of loopholes that could potentially allow for continued fossil fuel use, such as advocating for gas and carbon capture and storage (CCS) technologies.

## **Opportunities**

Looking ahead to COP 29 and beyond, there are specific opportunities that can be leveraged to enhance Africa's climate agenda. These include:

### **New Finance Goal Negotiations:**

The ongoing negotiations for a new finance goal present an opportunity to establish a framework that meets the needs of developing countries, particularly in implementing decisions related to the Global Stocktake (GST).

### **Transitioning from Fossil Fuels:**

The decisions at COP 28 provide hooks for transitioning away from fossil fuels, with upcoming work in 2024 expected to focus on the financial mechanisms required to support this transition effectively.

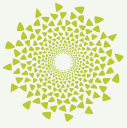
### **UAE Belem Work Programme on Indicators:**

The new work programme on indicators for the GGA offers an opportunity to quantify and clarify targets, potentially leading to more effective and measurable adaptation actions.

### **Just transitions work programme:**

The UAE work programme on just transitions provides the space to operationalise equity and CBDR& RC in advancing the achievement of the goals of the Paris Agreement. The work programme activities and outcomes could send policy signals to maximise opportunities for sustainable development and poverty eradication and remove barriers and challenges.





# Recommendations for COP29 and Africa's engagements

COP 29 is scheduled to take place in Baku, Azerbaijan, from 11 to 22 November 2024. COP 29 must be a finance COP that advances comprehensive and ambitious outcomes on finance. The focus should be on securing a robust New Collective Quantified Finance Goal (NCQG) that aligns with developing countries' needs and informed by the latest science on necessary transitions. This goal should facilitate ambitious actions on mitigation, adaptation and loss and damage and the overall transition aligned with 1.5 °C goal.

On the loss and damage fund, COP29 should prioritize making the fund fully operational with adequate resources to meet the needs of vulnerable developing countries. It is crucial for the Board to act swiftly, establishing necessary policies to facilitate efficient fund operation and ensure timely and effective support for those impacted by climate change.

Additionally, COP 29 should continue to build momentum for enhanced adaptation efforts, crucial for African countries disproportionately affected by climate change. Building on the COP 28 outcomes, it's imperative to progress in the adaptation targets and indicators work programmes. The UAE – Belém work programme on indicators is key to operationalizing the Global Goal on Adaptation (GGA). The technical discussions in 2024 should aim to develop a robust, inclusive, and effective set of indicators, laying the groundwork for measuring progress towards the GGA effectively.

For effective engagement at COP29, Africa should ensure coordinated efforts across technical (negotiators), ministerial, and head of states and government levels, supported by strategic communication and civil society advocacy. This approach should aim to present a unified African position, amplify the continent's voice in negotiations, and leverage the collective influence to secure favorable outcomes. Engagement should be proactive, with clear agendas and priorities informed by analysis and research, ensuring that Africa's needs and perspectives are integral to the global climate discourse and decision-making processes.



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