

AFRICAN GROUP OF NEGOTIATORS (AGN)
STATEMENT
Roundtable 2 – Adaptation and Loss & Damage
Technical Dialogue 1.3
10 June 2023

Botswana on behalf of African Group of Negotiators

ADAPTATION

The African Group provides its reflection on the Summary Report of TD 1.1 and 1.2 on the Section on adaptation and loss and damage cluster. Our Intervention addresses two parts, which are, a general reflection on the product, and some substantive comments,

I will start on the **General Reflections**:

In terms of the structure of the key messages, as much as adaptation and loss and damage are clustered together, we see this as a pragmatic step to facilitate the logistical arrangements of the technical dialogues. We however strongly encourage the co-facilitators to have clear sections for the two topics—a section for adaptation and a section for loss and damage—in further iterations towards the final Factual Synthesis.

The African view is that the adaptation section is less comprehensive compared to the mitigation section; for example there is a glaring deficiency in the emerging messages. In our view, the lack of substance with reference to the GGA misses the fundamental points in Article 7.14 (d). It is of greater concern to the African Group noting that even the mandate in paragraph 23 and 24 of decision 3/CMA.4 is not being addressed in this session. The GGA is a high priority for African countries going to CoP 28 and we would like this reflected.

In terms of process, we are cognizant of the technical dialogue outputs informing the political phase which is tasked with making recommendations for enhancing the two aspects of Article 14.3, which are *enhancing commitments* across all aspects of climate action including the provision of means of implementation AND *international cooperation*.

It is our view that the important messages fall under the categories of (i) what is required (ii) where we are and any gaps (iii) how the gaps will be addressed. It is our view that the workshop planned for October 2023, should offer Parties an opportunity for a full read of the messages emanating from the technical dialogue.

On the **Substantive inputs**: I will provide specific comments on each emerging message.

- A. *As climate change threatens all countries and communities around the world, increased adaptation action as well as enhanced efforts to avert, minimize and address loss and damage are urgently needed to reduce and respond to increasing impacts, particularly for those who are least prepared for change and least able to recover after disasters.*

On the first emerging message: We are already feeling the impacts from climate change, even below 1.5 degree global warming. Currently, we are at 1.15 degrees of global warming and according to the WMO, Africa has warmed faster than the global average since pre-industrial times. The IPCC WGII report, through the Africa Chapter has provided information on the impacts of climate change to date for example —Agricultural productivity growth in Africa has reduced by

34% since 1961 due to climate change, more than any other region. IPCC predicts that most African countries will enter unprecedented high temperature climates earlier in this century than generally wealthier, higher latitude countries. This emphasizes the urgency of accelerating the implementation of adaptation in Africa during this decade

In addition, we have the IPCC 1.5 degree report and the IPCC WGII report which clearly shows that there are significant differences in impacts between a 2 and 1.5 degree world; For example, in a 1.5 degree world, Africa is projected to have about 12% decline in marine fisheries catch potential for some parts of Africa, but in a 2 degree world, a 30% or more decline is projected in marine fisheries catch potential, with greater declines at higher levels of warming. It is therefore paramount to recognise that adaptation costs will get higher with low ambition as articulated in Article 7.4.

B. *Collectively, there is increasing ambition in plans and commitments for adaptation, but there also remains an implementation gap, in that plans are implemented inadequately, unevenly and incrementally.*

On the second emerging messages: we are concerned about the use of the term ‘adaptation cycle’ in these global processes. This is a national planning tool, which is not well suited to a collective assessment in some respect, e.g. the element of Monitoring, Evaluation and Learning. Since this assessment is at a global and collective scale, it is our view that the GST itself plays an MEL function. As African group, we do see elements of the framework for the GGA are emerging globally and the UNEP Gap report of 2021 can be instructive in highlighting the key messages on the state of affairs in the implementation of adaptation action. I will elaborate on those elements

Impacts and Risks- I have elaborated these elements in my previous points.

Planning- as much as progress has been made on NAPS, when it comes to implementability and comprehensiveness we are behind.

On comprehensiveness (options to address risks)- 60%, and on implementability (having institutions, the finance) about 40%

The IPCC WG II report also tells us that the main constraints for adaptation planning and implementation for Africa are information and technology, lack of finance, and institutional constraints. I refer you to the reports Technical Summary Fig. TS.7. We would also like to see this reflected.

On implementation- the report points to the fact that there is a decline in the number of projects since 2016; that is, projects are dominated by small scale projects, costing in the region of \$0.5 to 10m, this clearly does not match transformative scale required

Finance - We have three points to raise- on the quantum for finance, importance of grants for adaptation, and the balance between mitigation and adaptation

On the quantum- The IPCC 1.5 Special Report tells us that we need between US\$1.6 trillion to US\$3.8 trillion annually, until 2030 to adequately finance climate change measures. In the SCF 2021 report, the needs from developing countries for mitigation is US\$8.3 trillion, whereas for adaptation it is at US\$12,3 trillion. Both these figures are far higher than the estimated US\$634

billion available in 2019/20 (CPI, 2022 and Songwe, Stern and Bhattacharya, 2022¹). The UNEP Adaptation Gap Report of 2022 estimates the adaptation finance gap in developing countries is likely to be five to 10 times greater than current international adaptation finance flows and continues to widen.

On the importance of grants- The IPCC Working Group II assessment tells us that public grants and concessional finance will be required for adaptation. Scaled-up public grants for adaptation funding for vulnerable regions would be cost-effective and have high social returns. Many adaptation interventions in the most vulnerable countries provide no adequate financial return on investments and can therefore only be funded with grants and highly concessional public finance.

On the balance- Adequate financing for both climate adaptation and mitigation is critical for achieving the global climate goals. However, adaptation continues to be underfunded, and IPCC tells us that only 4–8% of tracked climate finance has been allocated to adaptation

As articulated in the IPCC Synthesis Report and the WG II report, accelerated financial support for developing countries from developed countries is critical in enhancing adaptation, and public grants and concessional finance will be required for adaptation.

C. *When adaptation is informed and driven by local contexts and priorities, both the adequacy and the effectiveness of adaptation action and support can be enhanced and can promote transformational adaptation.*

Our comment on this message is that it should be clear that adaptation action is not adequate as informed by implementation and finance dimensions that I elaborated above

D. *Support for adaptation and funding arrangements for averting, minimizing and addressing loss and damage can be rapidly scaled up from expanded and innovative sources, and financial flows can be aligned with climate-resilient development to meet needs in different contexts.*

On the fourth emerging message, we are proposing the addition of a fifth key message in the next iteration, which should respond to Article 7.14 (a) on recognition of adaptation efforts. We expect this to be framed as a demonstration of the strong commitment of developing countries towards their vulnerable communities in the face of inadequate international support for adaptation (implementation gap).

Recognition of effort does not lead directly to raising ambition in adaptation planning and implementation. However, it provides lessons learned, good practices and information on challenges faced by developing countries in responding to their urgent and immediate adaptation needs. The efforts should be understood in two perspectives,

Positive investments, e.g. Adaptation is a global responsibility, but African countries are already investing in adaptation, with between 4-7% of annual GDP redirected in meeting urgent and immediate climate costs.

Eroded development gains, e.g. in Africa, the GDP per capita for 1991–2010 was on average 13.6% lower compared to if climate change had not occurred- thus demonstrating the significant impacts climate change has on our economies and eroding development gains.

¹ <https://www.lse.ac.uk/granthaminstitute/wp-content/uploads/2022/11/IHLEG-Finance-for-Climate-Action-1.pdf>

LOSS & DAMAGE

- A. *With increase of evidences from the best available science including IPCC and WMO, climate change impacts change is pushing our nations communities to limits of adaptation, and compromising our development gain. More than before it becomes vital to see enhanced response to addressing loss and damage based on the agreed principles of the Convention.*

It is unfortunate that Loss & Damage in the GST is approached in the context of adaptation, despite clear evidence by IPCC that adaptation limits have been reached and we have undoubtedly entered the Loss & Damage era.

Africa is deeply concerned about the severe loss and damage caused by climate change on the continent. The costs to address these damages are enormous, and even with adaptation efforts, Africa will still face significant residual damages that undermine development efforts. The capacity of the continent to respond to these damages is limited, and international support is crucial. The recent report from the WMO highlights the alarming number of disasters and deaths in Africa caused by weather and climate extremes. Economic losses have significantly increased in the last decade, and loss and damage present a major economic and political challenge for African countries.

The current international response is inadequate to address climate impacts, and there is a need for enhanced action, especially in the context of slow-onset events and non-economic impacts. The response provided by the Convention has been insufficient, and Africa calls for a dedicated focus on addressing loss and damage in future agreements.

Financial support should be based on historical responsibility and common but differentiated responsibilities, and innovative solutions are needed to avoid burdening African countries with debt. The impacts of loss and damage on poverty, gender equality, and climate action are highlighted, and the diverse types of loss and damage in different sectors pose a significant obstacle to achieving the Sustainable Development Goals.