



Libreville Communique: Civil Society Demands for Stronger, Africa Responsive Climate Ambition at COP27

Statement issued during the High-Level Session of the Pre- Africa Climate Week (ACW) Conference of the UNFCCC, 2022

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Whereas at the invitation of the Pan-African Climate and Environmental Justice Alliance (PACJA), more than 100 civil society actors, representing youth movements, women’s rights defenders, academics, faith actors and journalists from throughout Africa and other regions met in Libreville, Gabon on August 26, 2022 on pre- Africa Climate Week. The meetings were part of a series of strategic regional post-COP26 and pre-COP27 engagements, consultations and capacity building that started in Cairo, Egypt, in December 2021 and continued in Addis Ababa, Ethiopia on the side-lines of the 35th African Union Summit on 4th and 5th February 2022. The aim of these engagements is to mobilize African stakeholders and work towards an African People’s COP in Sharm el Sheikh, Egypt later this year.

Conscious of the diversity of the African continent and its people and determined to ensure that our messaging to political leaders and other major stakeholders captures the spirit and imagination of all actors to the extent that is possible, a cross-network consultative forum was also held at the side-lines of the 8th African Regional Forum on Sustainable Development (ARFSD) from 1st to 5th March 2022 to synthesize and polish the strategy and to build a broader consensus on the recommendations made in Cairo and Addis Ababa. An explicit Loss and Damage and Climate Financing forum was held in Lilongwe, Malawi, to firm up our asks on loss and damage. PACJA convened further forums on the side lines of Common Wealth Heads of States and Governments (CHOGM) to firm up the position and build wider consensus. Safeguarding spaces relevant to Africa agenda and Africa’s priorities in the UNFCCC processes issued a statement in SB56 ‘No COP27 Without A Firm Commitment on Loss and Damage’

Recognizing that the climate crisis is today among the main drivers of poverty and suffering in Africa (cyclones in southern Africa, droughts in the Horn of Africa, erratic rains throughout

the continent, and other extreme weather events have left millions without food, shelter, adequate nutrition, and a reliable source of livelihood); that as African advocates have argued for decades, adaptation and increasingly loss and damage are the main climate action priorities for the continent; and that these are only possible with a climate finance architecture and other means of implementation that respond to Africa's unique needs and circumstances.

Recalling that justly addressing climate change requires that States with high greenhouse gas emissions bear the burdens and duties of mitigation, adaptation, and reparations proportional to their historic and current emissions; that the principle of “common but differentiated responsibilities and respective capabilities” also requires that those with more resources do more to address climate change; that international climate change negotiations need to operationalize this principle; that litigations against emitters and solidarity campaigning for climate reparations outside the COP process need to move forward more rapidly, given how reticent the leading Western and emerging-market powers are in recognising their liabilities.

Noting that with barely four per cent of global emissions, Africa has the lowest historical and current emission levels compared to every other region; that even then, emission levels are concentrated in a few countries so that most African countries are net zero and net negative emitters; and that the most ambitious mitigation actions by African countries are, therefore, highly unlikely to make any significant contribution to reducing greenhouse gas emissions to levels commensurate with science and climate justice.

Welcoming the Glasgow Pact on Loss and Damage but further uncertain about the time needed to translate it into action as extreme events devastate livelihoods and economies in Africa

Further noting that the Loss and Damage resulting from anthropogenic climate change as evidenced unjustly afflicts African people; that cyclones Idai, record flooding and extreme wildfires and climate-induced droughts in the Horn of Africa, southern Africa and the Sahel, in the wake of locust plagues attributed to climate change are unjust legacies for people in Africa that has adversely affected the human rights and fundamental freedoms of the African people.

Concerned that despite little to no responsibility for climate change, African communities bear a disproportionately higher burden of its impacts than most parts of the world; and that the recognition of its special needs and circumstances as spelt out in Article 4.1(e) of the United Nations Framework Convention on Climate Change remains marginal to global negotiations; despite the science most of the African countries temperatures are increasing two to three times the rate of global warming, adaptation to the crisis remains a low priority in global efforts to combat climate change.

Perturbed by the growing unemployment among the youth as their prospects for decent livelihood is eroded by declining potential of natural resources as agricultural lands increasingly become arid, rivers and lakes that provide water dry up, drought decimate livestock and floods erode the remaining hope for resilience through irrigation in water fronts. Further noting that climate change is impacting directly on nature and nature-based resources,

impacting sectors that are of immediate relevance in creating opportunities for decent work, income and livelihood opportunities for the youth.

Dissatisfied with the poor representation of young people from Africa in international climate conversations, which makes it difficult to ensure the adoption of youth-sensitive international policies.

Alarmed by the most recent IPCC reports which reveal that the world is on a path to exceed 1.5°C warming within the next decade and points to poor climate leadership; and that under the most ambitious trajectory Africa will still suffer unbearable climate change impacts.

Drawing from from the OECD report on Climate Finance for period 2013-2018, which asserts that in 2018, loans represented 74 percent (\$46.3 billion) of public climate finance and grants represented just 20 percent (\$12.3 billion) of public climate finance. Further that of the total climate finance provided and mobilized, only 21 percent (\$16.18 billion) was for adaptation, 70 percent was for mitigation (\$55 billion) and 9 percent was cross-cutting (\$7.1 billion).

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

Extremely disturbed by the global inequality and the double speak of rich countries who are scaling exploration efforts on unclean sources of energy reneging on their commitment to cut on emissions while Africa is being pushed, at her cost to cut down on the meagre emissions.

Affirming that Sharm-El-Sheikh presents a unique opportunity post- Glasgow for the African people to expose and urgently address the massive and mostly ignored adverse impacts of climate change on the African people and also showcase climate solutions embedded within their traditional, indigenous and local knowledge; we aim to close the widening North-South divisions and the stalling of progress in climate action, particularly the urgent strengthening and implementation of NDCs.

Disturbed by the current realities where financing for most of the Nationally Determined Contributions (NDCs) in most African countries is through use of domestic resources. Further disturbed by the continued pursuit of city-level climate resilience in Africa through loans in disregard of Article 9 of the Paris Agreement. Consciously clear that climate finance is and will continue to be a mirage to a vast majority of women, pastoralists, fisherfolks and more so those at the frontline of climate crisis in Africa at a time when

IPCC has recognized that without scaled-up action on adaptation, it will not be possible to avoid and reduce all loss and damage from the impacts of climate change and that by 2030 the economic costs of loss and damage in developing countries are expected to be between USD 290 billion and 580 billion (CAHOSSC 2021)

Deeply concerned by the turn of events in Bonn where loss and damage, just like the global goal on adaptation, has been reduced into EMPTY RHETORIC with the lack of progress and consensus on financial arrangements for loss and damage. Further alarmed by the attempt by developed countries Parties to block any kind of negotiations on financing loss and damage in COP 27 agenda.

Noting the inequalities in access in climate finance that is manifestly clear in the case of Africa and other parts of the world on one hand, and among African countries that continue to limit the ability of the continent to adapt. Aware of the slow progress by African governments on their duty to hold rich countries to account for their commitment both in financing and cutting on emissions.

Reflecting and premising our hope on the upcoming AMCEN, CCDA and COP27 meetings ~~convenings~~ to provide unique policy spaces for key decisions on climate justice.

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

Access, Participation, and Inclusion

1. Procedural justice should be an integral part of conversations in the run-up to COP27. The COP26 was self-delegitimising because the British government kept progressive civil society representatives far away from powerful negotiators. In the spirit of “leaving no one behind”, the UNFCCC Secretariat and all constituent bodies charged with facilitating the negotiations should ensure that all stakeholders, including communities at the frontline of the climate crisis, are legitimately represented in the process. This requires an enabling environment such that all levels and forms of participation, including critical voices, particularly those of women and girls, the youth, civil society, smallholder producers, people from small islands states, people with disabilities and indigenous people are heard. The most oppressed among us must be effectively engaged in the dialogue and decision-making processes. In this light, innovative ways should be explored to enhance women and youth participation, including the allocation of quotas to marginal communities in national delegations. The UNFCCC should invest in additional schemes to enable this participation, especially from Africa.

2. COP27 host government security officials must make extra efforts to ensure that those civil society activists who wish to express themselves in dissent, marches, protests and picket lines, can **do** so; ensure that no state oppression of political dissidents or human rights advocates diverts attention from the imperative of allowing civil society voices to be heard.
3. Every effort possible must be made by the COP27 Presidency and other agencies to get delegations from all parties to COP27 especially those from Africa. This effort must include enhancing the roll-out of vaccines, arrangements for hotel quarantine if necessary and added capacity for visa processing.
4. To underscore the importance and pertinence of this COP to the African People, an exclusive physical space should be dedicated for African community-led activities, and there should be a day set aside as a day of the African People (which is different from the Africa Day).
5. Demand that communities at the frontline of climate crisis (youth, women, indigenous people, pastoralists, fisherfolks participate in the design, implementation, monitoring, evaluation and reporting of climate action interventions at all levels. Their representation should be a priority in our member states' decision-making bodies including in all regional bodies.
6. As a minimum demand all governments adjust their NDCs to provide for creation of employment and green decent job opportunities for young people and women at the frontline of climate crisis including jobs in circular economy. This must be an integral part of the Nationally Determined Contributions as well as in programmes funded under global financing mechanisms.
7. Mechanisms for enhancing transparency and accountability for climate response, including financing at all levels must be a core priority and well supported with leadership of youth and communities at the frontline of climate crisis

Adaptation

1. The UNFCCC and the COP Presidency **MUST** put Adaptation on top of the agenda at COP27. This entails, among others, that the Glasgow-Sharm-El-Sheikh work programme on Global Goal on Adaptation (GGA) must be operationalised to elaborate on the GGA by COP28. COP27 must also deliver an ambitious plan on how to meet the current and future needs for adaptation finance in Africa by 2025 and beyond. In this regard, COP27 should agree on a dedicated and ambitious global adaptation finance goal
2. Additional financing of adaptation – recognizing that the overall funding available for climate action is limited, inadequate and more skewed towards mitigation, through the discussions on the global goal on adaptation, the newly published IPCC report (AR6) pursue doubling of adaptation financing with clear absolute financial allocations. Additional financing for loss and damage should not compromise funding for adaptation.
3. Private Sector Investment in Adaptation and Loss and Damage and in line with the convention, must pursue the involvement and investment of the private sector in climate action through setting clear adaptation indicators
4. We demand the youth to be rewarded for their efforts and in their stewardship on environmental and adaptation response measures instead of being viewed as volunteers.

Finance

1. Climate finance definition – in line with the decision of the standing committee on finance at COP 26, the Glasgow Climate Pact and in collaboration with the Africa Group of negotiators, pursue climate finance definitions that are friendly to the continent for tabling at COP 27 to enhance additional financing for adaptation and loss and damage, with a quantifiable goal by 2024. One way to do this, is to reassess the Social Cost of Carbon and assess this as a “polluter pays” responsibility, as is the norm in many governments’ environmental legislation.
2. The COP27 must move from rhetoric to demonstrable action and ensure that the target of 50:50 split between mitigation and adaptation finance is not only met but surpassed in favour of adaptation. Additionally, climate finance for adaptation must be delivered to African countries through grants and must be new and additional to Official Development Assistance (ODA), based on their needs and special circumstances. Additional and significant financial modalities that give support to those who are directly impacted by climate change; affected communities and organizations who support them.
3. COP 27 must deliver an ambitious plan to deliver on the US\$100 billion per year in grant equivalent funding pledge from developed countries (US 1T) by the new deadline of 2025. Furthermore, call on doubling of climate finance in Africa with clearly spelt figures and direct funding mechanisms.
4. The amount of climate finance reaching local communities must be urgently increased, and barriers to accessing climate finance must be removed. More investment is required in local climate action, and the principles for locally led adaptation should be formally endorsed by all Parties to the UNFCCC, including GCF. A new goal for the proportion of climate finance going to local level actions should be considered at COP27. This will help in monitoring the progress on driving more and easily accessible climate finance to communities at the frontline of the climate crisis
5. That while it is important to understand climate insurancing, we stand against the deployment and use of climate insurance as well as any other market-based mechanisms as tools for financing loss and damage.
6. Local Governments and Cities in Africa must call on Northern Parties of the UNFCCC to deliver needs-based and Paris Agreement-aligned climate finance for resilience building and transition to low carbon development pathway in African cities. Local Governments in Africa must press for resolutions at the COP27 to address issues on scale up of predictable accessible climate finance, actualization on capacity building and skills transfer for city-level resilience and low emissions in line with Article 9 of the Paris Agreement

Technology transfer

1. We urge rapid transfer of technology and facilitation of access to existing climate-resilient technologies for Africa.
2. We urge governments to scale up efforts to ensure that youth organizations and enterprises have adequate and tailor-made access to technologies that will enhance innovation, information and knowledge exchange so as to play a role in reducing damages to our environment and adapt to impacts of climate change.

Loss and Damage

1. It is an imperative of climate justice that a shared global responsibility for loss and damage should be expressed proportionally through a *Loss and Damage Fund* that channels financial support to those who need it most in Africa. As such we demand that as a basic minimum, Loss and Damage financing **MUST** be the priority agenda in COP 27 with clear timelines on addressing the issue, which is already ravaging African livelihoods. We therefore demand for the establishment of a clear financing mechanism for loss and damage in line with Article 8 of the Paris Agreement. An outcome in Sharm El-Sheikh should be the elevation of *Loss and damage* as a stand-alone pillar in the UNFCCC negotiation, incorporating all the components noted above. The special facility for loss and damage should be totally delinked from insurance. The UNFCCC needs to move on from trying to understand the complexity of climate loss and damage to the necessity of addressing it.
2. That finances for loss and damage should be predictable in quality and quantity and should be separate from Official Development Assistance (ODA), Adaptation Fund and the Green Climate Fund (GCF).
3. Support the role of Indigenous Knowledge in shaping financing for loss and damage by harnessing the continued use of indigenous knowledge in shaping financing for loss and damage and adaptation in finance instruments including Green Climate Fund, among other relevant funding streams.
4. To enhance transparency and accountability in financing adaptation and in line with the Paris Agreement, demand for transparency and accountability in finance flows to adaptation and loss and damage especially by fund mechanisms like GCF, GEF and Adaptation fund etc.
5. Demand that parties put a clear distinction between loss, damage, and disaster risk reduction as provided in the evidence of AR6 with urgent intervention and frank negotiations on loss and damage, given the evidence already provided by the AR6 report of the IPCC, majorly on the African Continent.
6. Call upon parties to consider the role and capacity of the Civil Society Organizations in loss and damage response and fast track mechanisms for easing access to climate finance to CSOs.
7. Call for a great commitment from parties in following the direction already set by the Scottish government at COP26 in financing loss and damage and to support programmes that take into account the differentiated impacts of losses and damages to men, women, youth and the disabled and act following the established evidence.
8. We demand urgent operationalization of the Santiago Network on Loss and Damage (SNLD), considering the magnitude of loss and damage in Africa no later than COP27.

Mitigation

1. Renewable energy access for all must be a key mitigation priority for Africa, accompanied by a just energy transition that is supported with affordable technology and financing.
2. To mitigate against environmental destruction associated with CO2 must not open the door to use of nuclear or fossil-gas in energy generation.

3. African leaders must continue to demand from their northern counterparts commitment to undertake deep emission reductions commensurate with the Paris Agreement goal of limiting global warming at 1.5 degrees and in proportion to the historical and current emissions.
4. Mitigation goal as envisaged in the Paris Agreement ought to enable African countries to be paid for the lost opportunity of not following business as usual development in the coming decades and not exploit fossil fuel energy sources and increase access to sustainable energy sources as their contribution to the 1.5 degrees temperature goal.
5. Energy transition and related programmes as designed and financed must advance for decentralised energy systems while placing at the centre local community ownership and control of these projects.
6. We demand stronger language on fossil fuel phase-out as opposed to fossil fuel phase down. The strong language as demanded must be demonstrated through progressive measures and developed countries must resist persuasions to relapse to dirt energy.

Advancing African Climate Narratives

1. All parties must work with the African media to advance Africa priorities in local, national, and global public spaces. This entails building the capacity of journalists, supporting media with financial and technical resources, and ensuring access to information, sources and climate policy processes for journalists.

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