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**REPORT OF THE COORDINATOR OF THE COMMITTEE OF AFRICAN
HEADS OF STATE AND GOVERNMENT ON CLIMATE CHANGE
(CAHOSCC) ON**

**THE OUTCOMES OF THE TWENTY-FIFTH SESSION OF THE
CONFERENCE OF THE PARTIES TO THE UNITED NATIONS
FRAMEWORK CONVENTION ON CLIMATE CHANGE (UNFCCC
COP25/CMP15/CMA2)**

REPORT OF THE COORDINATOR OF THE COMMITTEE OF AFRICAN HEADS OF STATE AND GOVERNMENT ON CLIMATE CHANGE (CAHOSCC) ON:-

THE OUTCOMES OF THE TWENTY-FIFTH SESSION OF THE CONFERENCE OF THE PARTIES TO THE UNITED NATIONS FRAMEWORK CONVENTION ON CLIMATE CHANGE (UNFCCC COP25/CMP15/CMA2), 2 TO 15 DECEMBER 2019, MADRID, SPAIN

I. INTRODUCTION

1. For all of the Member States of Africa, the impacts of Climate Change are real and most felt by the poor and vulnerable groups in society. Over the past year, every sub-region of Africa has experienced extreme and slow-onset weather events that have caused considerable loss of life and destruction. Climate Change is already having widespread and significant impacts on Africa, which is warming at a faster rate than most other regions of the Earth and Africa's developing economies have a particularly low adaptive capacity. Climate Change is undermining the developmental gains made in Africa, as well as the Continent's efforts to attain the Sustainable Development Goals (SDGs) in the already challenging context of a Just Transition. It is critical that Africa responds to these challenges and harnesses the opportunities of transitioning to a low carbon development pathway.

2. African countries have amongst the least responsibility for causing the global climate crisis, but are the most vulnerable to its impacts. It is therefore important that the ambitious contributions of African countries, which are already spending between 3 and 6% of their respective GDPs on adapting to a rapidly changing climate, be viewed as part of a global effort guided by a rules, norms and equity based multilateral system, with the United Nations Framework Convention on Climate Change (UNFCCC) at its center. It is in this context, that this report on the disappointing outcome of the Madrid Climate Change Conference (COP25/CMP15/CMA2) is presented. African leaders need to adopt a strategic and coordinated approach to their engagements this year in partnership with like-minded regions and countries to ensure that African priorities are advanced and the Glasgow COP in November 2020 is a success.

3. Africa's programme on Climate Change is coordinated at a technical level in the UNFCCC through the Africa Group of Negotiators (AGN), while the African Ministerial Conference on the Environment (AMCEN) coordinates at a Ministerial level and the Committee of African Heads of State and Government on Climate Change (CAHOSCC) provides the overarching direction at Heads of State and Government level. The 13th Session of the AU Assembly of Heads of State and Government held in Sirte, Libya in July 2009 approved the establishment of CAHOSCC.

4. This report, prepared pursuant to African Union Assembly Decision **Assembly/AU/Dec.723 (XXXII)**, covers the outcomes of the Madrid Climate Change Conference (UNFCCC's COP25/CMP15/CMP2). It also includes the outcomes of the

meetings of the African Ministerial Conference on Environment (AMCEN) in preparation for the COP; updates from African Climate Change Initiatives and Commissions, as well as conclusions and recommendations.

II. MEETINGS OF THE AFRICAN MINISTERIAL CONFERENCE ON ENVIRONMENT (AMCEN) IN PREPARATION FOR COP 25

5. The African Ministerial Conference on the Environment (AMCEN) held two meetings as follows:

- High-level Consultative Meeting of AMCEN held at the Hotel Madrid Plaza de Santa Ana in Spain on 8 December 2019;
- Seventeenth Ordinary session of AMCEN held from 11 and 15 November 2019 at the Olive Convention Centre in Durban, South Africa.

High-level Consultative Meeting of AMCEN held at Hotel Madrid Plaza de Santa Ana on 8 December 2020

6. AMCEN held a High Level Consultative Meeting on 8 December 2019 in preparation for the High-level segment of COP25. The session was chaired by H.E. Ms. Barbara Creecy, Minister of Environment, Forestry and Fisheries of South Africa.

7. The African Group of Negotiators (AGN) made presentations on the status of the negotiations highlighting challenges faced in the negotiations. Discussions focused on key issues for Africa for the COP25, in particular Climate Finance, the negotiations on Article 6 Markets, Transparency, as well as securing recognition of the Special Needs and Circumstances of Africa. Updates were also given by the Congo Basin Climate Commission and the Sahel Climate Commission, as well as the Africa Adaptation Initiative. Ministers received a presentation on "Africa's Development in the Age of Stranded Assets: Managing Risks and Seizing Opportunities". Ministers deliberated on recommendations and provided political guidance on the way forward to addressing some of the challenges, and discussed strategic issues for the high-level segment of COP25.

Seventeenth Ordinary session of AMCEN held from 11 and 15 November 2019 at the Olive Convention Centre in Durban, South Africa.

8. The Seventeenth Regular Session of AMCEN took place from 11 to 15 November 2019 at the Olive Convention Centre in Durban, South Africa. The Conference was held under the theme "Taking Action for Environmental Sustainability and Prosperity in Africa". The agenda of the meeting featured, among others, taking action for environmental sustainability and prosperity in Africa; Climate Change and other issues related to sustainable development in Africa.

9. African Environment Ministers expressed their full commitment to making the AMCEN the principal forum for establishing regional environmental policies, with effective

mechanisms for implementation. They also reiterated their commitment to continuing to address the environmental challenges and to take advantage of the opportunities available for the African region. The Ministers undertook to take concrete actions to implement past and future decisions of the Conference; and to integrate climate actions into socioeconomic and environmental policies, plans and programmes to secure our development pathways. The Ministers expressed their appreciation to Gabon for its presidency of the Conference during the period 2017–2019 and welcomed the presidency of South Africa for the period 2019–2021.

10. Regarding Climate Change, the AMCEN 17th Ordinary Session provided an opportunity for the Africa Group of Negotiators (AGN) to prepare for the upcoming UNFCCC COP25 taking place in Madrid. The Climate Change decision adopted by the African Ministers of Environment contains the key elements of the African Common Negotiating Position for the COP25, as well as key messages.

11. AMCEN emphasized the importance of the African-led initiatives such as the Africa Adaptation Initiative, the Initiative for the Adaptation of African Agriculture, the Africa Renewable Energy Initiative, the Congo Basin Climate Commission, the Climate Commission for the Sahel Region and the Island States Climate Commission. AMCEN called upon partners to support these initiatives.

12. The meeting also recalled the AU decision 723 (XXXII), and CAHOSCC decision which encourages African and international stakeholders working in cities and local governments to support the work of United Cities and Local Governments Africa, which aims to enhance national ownership of climate actions by different stakeholders in line with national regulations and laws.

III. AFRICA’S ENGAGEMENTS AT THE 25th CONFERENCE OF THE PARTIES TO THE UNITED NATIONS CLIMATE CHANGE CONFERENCE (COP 25/CMP15 CMP 2)

A. Madrid Climate Change Conference

13. The Madrid Climate Change Conference included the:

- 25th session of the COP to the UNFCCC (COP25);
- 15th session of the Conference of the Parties serving as the Meeting of the Parties to the Kyoto Protocol (CMP15);
- 2nd session of the Conference of the Parties serving as the Meeting of the Parties to the Paris Agreement (CMA2); and
- 51st meetings of the Subsidiary Body for Implementation (SBI51) and the Subsidiary Body for Scientific and Technological Advice (SBSTA51).

14. COP25/CMP15/CMA2 was held in Madrid, Spain, under the Presidency of Ms. Carolina Schmidt, Minister of Environment of Chile under the theme “*Time for Action*” in

the context of the “Climate Emergency”. The venue was moved to Madrid at a late stage due to political unrest in Chile.

15. There were differing expectations amongst Parties regarding the expected outcomes of the conference, with developed countries focusing on a narrower list of issues than developing countries. There was also a wide gap between the expectations of some sectors of civil society, such as the youth, and other non-state actors, versus the mandates State Parties had agreed to address in a difficult international political context. From an African perspective, the Madrid Climate Change Conference was expected to:

- Set the agenda for work under the Paris Agreement going forward, including providing space for strategic discussion on long-term financial support to developing countries, the Global Goal on Adaptation and Africa’s Special Needs and Circumstances;
- Complete work under the Paris Agreement Work Programme on Article 6 of the Paris Agreement on market and non-market based mechanisms;
- Conduct and complete the review for Warsaw International Mechanism for Loss and Damage associated with climate change impacts;
- Make progress in elaborating common reporting formats and tables under the Transparency Modalities Procedures and Guidelines;
- Prepare for the new and updated Nationally Determined Contributions (NDCs), including more ambitious targets on mitigation by 2020;
- Prepare the way towards the new and more ambitious goal for long-term finance, to be agreed by 2020, increasing beyond the US\$100 billion per year from 2025.
- Consideration of the latest available science, including key reports by the International Panel on Climate Change (IPCC) on the implications of a 1,5 temperature increase; land use change and oceans and the cryosphere

16. The Arab Republic of Egypt as Chair of the AGN negotiated on behalf of African countries at the technical level of the UNFCCC negotiations and the Republic of South Africa as President of AMCEN advanced the interests of African countries at the Ministerial level, including by convening a press conference.

AMCEN and the AGN:

- Defended the interests of the African Continent at COP25, recalling that the Continent contributes only 4% of the total global emissions but is one of the region’s most adversely impacted by climate change. The Group stressed Africa’s full support for the Paris Agreement, which should enhance the implementation of the Convention, in accordance with the core principles of the Convention, including equity and Common but Differentiated Responsibilities and Respective Capabilities (CBDR&RC). The Africa Group called for the recognition of the policy space required for Africa’s sustainable development and acknowledgement that African countries have special needs and circumstances. African countries require assurances of ongoing means of implementation support from developed countries in the form of climate finance, technology transfer and capacity building.

In this regard, Africa aligned with the Group of 77 and China in advancing common messaging from developing countries.

- Highlighted that developed country Parties should take the lead and come forward with ambitious targets, including through scaling up and enhancing the provision of finance for developing countries to enable the implementation of low emissions actions and enhanced adaptation actions.
- Underscored the intrinsic and complementarity relationship between climate actions, the right to development of developing countries, and the multiple benefits climate actions could deliver to different sectors of the economy, as well as national development plans and goals.
- Highlighted that 2020 will be a milestone to ensure the effectiveness of the Paris Agreement, and called for a balanced approach to operationalizing the Agreement. The Group also stressed that the implementation of the Paris Agreement should reflect highest possible ambition, and that ambition should reflect all three goals of the Paris Agreement - ambition on the mitigation component of NDCs, ambition on adaptation and ambition on means of implementation.
- Made three submissions in advance of COP25 (i. Matters relating to adaptation and operationalising the Global Goal on Adaptation; ii. Report, Review and Governance of the Warsaw international mechanism on Loss and Damage; iii. Green Climate Fund Privileges and Immunities) in an effort to ensure an implementation agenda that is balanced and reflective of all elements of the Paris Agreement and to ensure the issues of importance and interest for Africa are adequately addressed.

Outcome:

17. Partners refused to discuss or agree to future agenda items on the global responsibilities associated with adaptation, the on-the-ground realities in African and other developing countries impacting on implementation and the type of support that would empower developing countries to make transformative changes to their economies. Any agenda item associated with meaningful support to developing countries was blocked. Of particular concern to Africa was the resistance to allowing for a share of proceeds from both the Article 6.2 and 6.4 markets for adaptation financing. This exacerbated the divide between developed and developing countries at a time when the political context between major economies was also not conducive to progress on key mandates, such as the establishment of new market and non-market mechanisms under the Paris Agreement. As a result the overall outcome of the conference was disappointing and fell far short of what science informs is required to address the climate crisis.

18. The conference did, however, deliver a statement on the importance of multilateralism, adopt a new work programme on gender, make incremental progress on some agenda items and provide an invaluable platform for discussion on the latest

science and for interactions amongst climate stakeholders. Further information on the conference outcome is provided in Annex I.

B. Africa Day at COP25:

19. Africa Day is a key feature of Africa's presence and participation at the various Conferences of the Parties (COP) to the UN Framework Convention on Climate Change (UNFCCC). It started at COP17 and has been organized during every COP since by the African Union Commission, in collaboration with Africa's principal regional institutions, AUDA-NEPAD, AfDB, and UNECA and in partnership with AU Member States and Regional Economic Communities. Africa Day provides a platform for dialogue, discussion and to call to action on key climate change issues impacting on Africa's development agenda.

20. Africa Day took place on 10 December 2019 on the sidelines of the COP in Madrid. The event was well attended, including by African Ministers and representatives of the civil society, youth and partner organizations and the media.

21. Distinguished speakers at the event called for a united front to tackle the challenges of climate change in Africa and for COP25 to deliver on the key priority issues for Africa. Consensus was expressed that it is critical that Africa should not be left behind on Climate Change issues, and that as implementation of the Paris Agreement Work Programme commences, the issues which matter to the Continent should receive the requisite attention.

VI. Updates from African Climate Change Initiatives and Climate Commissions

22. The African Climate Change Initiatives launched at COP 21 are namely; African Adaptation Initiative (AAI) and African Renewable Energy (AREI); and the three Climate Commissions established at COP 22 are namely; Sahel; Congo Basin and the Island States; and the Adaptation of African Agriculture (AAA) Initiative.

A. African Adaptation Initiative

23. The European Union has announced EUR 1 million in new funding to the Africa Adaptation Initiative (AAI). The grant will be implemented by the United Nations Development Programme (UNDP), and looks to expand the knowledge base to inform improved and more effective climate change adaptation initiatives in African countries. As AAI scales-up its support for climate change adaptation across the continent, the new grant will work to expand the capacity to utilize climate risk information and assess and implement risk transfer mechanisms, strengthen the knowledge and capacity to develop effective climate change adaptation actions, and facilitate the formulation of a report on the State of Adaptation in Africa. This supports the overall efforts of AAI to enhance climate information and services, advance risk transfer, facilitate knowledge management for adaptation and strengthen the adaptive capacity of African actors in dealing with climate change. The activities to support this objective will be undertaken in collaboration

with AAI partners such as the African Risk Capacity, African Development Bank, African Union Commission, UNDP, UNEP, and others.

B. Climate Commission on Sahel

24. The Climate Commission for the Sahel Region mobilised, during a round table organized for this purpose, US\$ 3.41 billion to finance the Climate Investment Plan for the Sahel Region (PIC-RS 2018-2030) and the Priority Programme for Catalysing Climate Investment in the Sahel (PPCI 2020-2025). The round table was organized by the Government of the Republic of Niger on behalf of the Climate Commission for the Sahel Region with the support of the African Development Bank (AfDB), Lead Technical and Financial Partner.

25. The objective of this round table is to bring together the technical and financial partners of the Sahel region around the PIC-RS in order to share with them the contents of the documents and to obtain their adhesion for the financing of the planned structuring programmes. This meeting comes after the summit of heads of state which validated these different tools. This investment plan, as a tool for the operationalization over the period 2018-2030 of the Marrakech Declaration and the vision that sets as a global objective, to contribute to the global effort to mitigate actions of greenhouse gas (GHG) emissions and increase the capacity of adaptation and resilience of the Sahel Region to climate change.

26. Out of a financing requirement of US\$ 1.32 billion, pledges of US\$ 3.41 billion have been recorded. The pledges came from the World Bank, USD 1.5 billion; the European Union, USD 750 million; France, USD 250 million; the AfDB, USD 1.3 billion; IFAD, USD 200 million and the Swiss Cooperation, USD 75 million.

27. In addition, Morocco has undertaken to undertake feasibility studies as a prelude to the implementation of the Climate Investment Plan.

28. In addition, the Kingdom of Morocco has committed to undertake feasibility studies prior to the implementation of the Climate Investment Plan and announced that the Commission will be able to count on the support of the "4C MOROCCO" Climate Change Competence Centre, particularly in terms of capacity building for its members. Likewise, FAO, UN Environment, CIF, IFDD and the regional and sub-regional institutions present reiterated their availability to support the implementation of the PIC-RS and PPCI.

29. The Sahel geo-climatic region comprises 17 countries stretching from the Atlantic to the Red Sea. They are Benin, Burkina Faso, Cameroon, Cape Verde, Chad, Côte d'Ivoire, Gambia, Guinea Conakry, Djibouti, Ethiopia, Eritrea, Mali, Mauritania, Niger, Nigeria, Senegal and Sudan.

C. Climate Commission on Congo Basin

30. The third and last meeting of the Steering Committee of the Blue Fund's prefiguration study to the Congo Basin (F2BC), was held on 27 and 28 January 2020 in Brazzaville, Republic of Congo.

31. The objectives of this meeting were to present and validate the second intermediate report containing information on the structured project pipeline of Lot 1 and the financial mechanism with its legal, operational and financial specificities for Lot 2.

D. Climate Commission on Island States

32. An Annual Retreat of African Ambassadors to the United Nations Economic Commission for Africa (UN-ECA) held this year, called for the operationalization of the Climate Commission for Island States.

33. At the closing of this annual session, in the conclusions of the work, the need for the operationalization of the Climate Commission for Island States, following the example of the two other Commissions dedicated to the Sahel region and the Congo Basin region, was reiterated.

E. Adaptation of African Agriculture (AAA) Initiative

34. Initiative for the Adaptation of African Agriculture (AAA) to climate change and African Adaptation Initiative (AAI) held their first dialogue on mobilizing resources at scale to support Adaptation and Resilience of Agriculture in Africa.

35. The objectives of this first dialogue were:

- Take stock of the progress on the implementation of African countries NDC, with a focus on targets related to the agriculture sector.
- Share experiences on initiatives and actions by AAA, AAI and members states to advance country agenda on low emissions, climate resilient and sustainable agriculture.
- Explore avenues to maximize existing financing opportunities, including the Green Climate Fund to leverage resources at scale for a sustainable agriculture under climate change in Africa.
- Identify the need of support for effective and strategic approaches to address the challenges of Adaptation of the Agriculture in Africa.

V. Dates and Venues of future session:

36. The date and venue of the future session were announced at the closing of COP 25. The 26th Session of the Conference of the Parties (COP 26), the 16th meeting of the Conference of the Parties serving as the Meeting of the Parties to the Kyoto Protocol

(CMP 16), and the 3rd meeting of the Conference of the Parties serving as the Meeting of the Parties to the Paris Agreement (CMA 3) will be convene from 9-19 November 2020 and would be hosted by the United Kingdom of Great Britain and Northern Ireland, in Glasgow. Italy will host the Pre-COP and is considering a theme associated with adaptation in Africa.

VI. Conclusion and Recommendations

37. The Paris Agreement under the UNFCCC, which is a milestone in progressive multilateralism and of crucial importance to development in Africa, is threatened by back-tracking on commitments and attempts to adopt a selective approach to its implementation by some major economies. Africa needs to stand firm in its support of a rules-based multilateralism and the UNFCCC and its Paris Agreement.

38. As African countries prepare to update their Nationally Determined Contributions and to contribute towards the success of the UNFCCC COP26 in Glasgow, Scotland, in November 2020, it is important for CAHOSCC to continue to champion the African Common Position on Climate Change and maintain the unity of Africa on environment and climate change issues.

39. In line with the African Common Position on Climate Change, it is important that the Convention's core principles be upheld and that all three goals in the Paris Agreement must be advanced with equal determination and speed, namely to advance the reduction of GHG emissions, advance the global adaptation goal and associated action; as well as to advance the means of implementation. Africa has stated that these should be treated in a balanced manner. In this regard, there is a need for a concerted effort by African leaders to redress the unfortunate trend by some Partners to focus only on mitigation and reporting and to side-line adaptation and support for developing countries.

40. Africa should continue to advocate for developing countries to secure the finance, technology and other support they require to raise their ambition, more effectively combat climate change and to transition their economies to more sustainable development pathways. African leaders may wish to focus on the strategic aspects of unlocking new, additional and at-scale financial support in the form of grants rather than conditional loans with high co-financing rations that could exacerbate Africa's debt burden or deny African countries access to support. Any disinvestment from fossil fuels by the international community needs to be carried out in a planned manner, taking into account national realities in the context of a Just Transition.

41. The CAHOSCC should prioritize adaptation and advocate for enhanced resource flows into Africa to address environment and climate change issues facing the Continent, including scaled-up support for Africa's flagship programmes.

A Draft Decision is submitted for consideration by the Assembly.

Annex I

II. KEY OUTCOMES OF THE 25TH SESSION OF THE UNITED NATIONS CLIMATE CHANGE CONFERENCE**1. Adoption of the Chile Madrid Time for Action under the COP**

- a) The Conference of Parties recognised the role of multilateralism and the Convention, including its processes and principles, in addressing climate change and its impacts, and the crucial advances made through the UNFCCC multilateral process over the past 25 years, including in the context of the Convention, the Kyoto Protocol and the Paris Agreement.
- b) **Science:** the decision recognised the action taken to address climate change is most effective if it is based on best available science and continually re-evaluated in the light of new findings; and also recognised the role of the Intergovernmental Panel on Climate Change in providing scientific input to inform Parties in strengthening the global response to the threat of climate change, in the context of sustainable development and efforts to eradicate poverty;
- c) **Climate Finance:** the decision recalled the commitment made by developed country Parties, in the context of meaningful mitigation actions and transparency on implementation, to a goal of mobilising jointly USD 100 billion per year by 2020 to address the needs of developing country Parties, following decision 1/CP.16.
 - I. **Emphasised** the continued challenges that developing countries face in accessing financial, technology and capacity-building support, and recognised the urgent need to enhance the provision of support to developing country Parties for strengthening their national adaptation and mitigation efforts;
 - II. Called on international entities, including financial institutions, to continue supporting the development and implementation of measures to avert, minimise and address the adverse impacts of climate change;
 - III. Recalled that the provision of scaled-up financial resources should aim to achieve a balance between adaptation and mitigation, taking into account country-driven strategies, and the priorities and needs of developing country Parties, especially those that are particularly vulnerable to the adverse effects of climate change and have significant capacity constraints, such as the least developed countries and small island developing States, considering the need for public and grant-based resources for adaptation;
- d) **Pre 2020 ambition and implementation:** the decision re-emphasised with severe concern the urgent need to address the significant gap between the aggregate effect of Parties' mitigation efforts in terms of global annual emissions of greenhouse gases by 2020 and aggregate emission pathways consistent with holding the increase in the global average temperature to well below 2 °C above pre-industrial levels and pursuing efforts to limit the temperature increase to 1.5 °C above pre-industrial levels; and decided to hold, at its twenty-sixth (2020) session, a round table among Parties and non-Party stakeholders on pre-2020 implementation and ambition.

e) Gender and Climate change: The decision welcomed the adoption of the enhanced five-year Lima work programme on gender and its gender action plan, which promotes gender equality and women's empowerment in the UNFCCC process and encourages Parties to advance its implementation.

1. Adoption of the Chile Madrid Time for Action under Paris Agreement

- a) The Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (CMA), encouraged Parties to use the opportunity in 2020 to reflect the highest possible ambition in response to the urgency of addressing climate change and to achieve the long-term goals set out in Article 2 and Article 7, paragraph 1, of the Paris Agreement.
- b) **Nationally Determined Contribution:** the decision recalled that each Party's successive nationally determined Contribution would represent a progression beyond the Party's then-current nationally determined Contribution and reflect its highest possible ambition, reflecting its common but differentiated responsibilities and respective capabilities, in the light of different national circumstances.
- I. Recalled the request to Parties contained in decision 1/CP.21 paras 23 and 24 and urged Parties to consider the significant gap between the aggregate effect of Parties' mitigation efforts in terms of global annual emissions of greenhouse gases by 2020 and aggregate emission pathways consistent with holding the increase in the global average temperature to well below 2 °C above pre-industrial levels, intending to reflect their highest possible ambition.
 - II. Reminded Parties that have not yet communicated their nationally determined contributions according to Article 4, paragraph 2, and decision 1/CP.21, paragraph 22, to do so.
 - III. Reiterated its strong encouragement to Parties to provide the information necessary for clarity, transparency and understanding of nationally determined contributions, described in the annexe to decision 4/CMA.1.
- c) **Adaptation:** the decision encouraged Parties to submit their first adaptation communication as soon as possible, under decision 9/CMA.1, to provide timely input to the first global stocktake.
- I. Called on Parties to engage in adaptation planning processes and the implementation of actions, including the development or enhancement of relevant plans, policies and contributions following Article 7, paragraph 9, of the Paris Agreement, to continue making progress towards the global goal on adaptation of enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change,
 - II. Requested the Adaptation Committee to consider approaches to reviewing the overall progress made in achieving the global goal on adaptation and to reflect the outcome of this consideration in its 2021 annual report.

d) Climate Finance and support: the decision underscored the importance of implementing commitments under the Paris Agreement related to finance, technology transfer and capacity-building to address the mitigation and adaptation needs and priorities of developing countries.

- I. Urged developed country Parties to provide financial resources to assist developing country Parties concerning both mitigation and adaptation, in continuation of their existing obligations under the Convention, and encouraged other Parties to provide or continue to provide such support voluntarily.
- II. Recalled that the provision of scaled-up financial resources should aim to achieve a balance between adaptation and mitigation, taking into account country-driven strategies, and the priorities and needs of developing country Parties, especially those that are particularly vulnerable to the adverse effects of climate change and have significant capacity constraints, such as the least developed countries and small island developing States, considering the need for public and grant-based resources for adaptation.

e) Long term strategies: the decision reiterated the invitation to Parties to communicate to the secretariat, by 2020, mid-century long-term low greenhouse gas emission development strategies under Article 4, paragraph 19, of the Paris Agreement.

2. Adaptation

a) National Adaptation Plans: the COP decided to request the Adaptation Committee, through its task force on national adaptation plans, and the Least Developed Countries Expert Group to continue to include in their reports information on the gaps and needs related to the process to formulate and implement national adaptation plans identified in undertaking their mandated work and on how to address them.

- I. The decision invited constituted bodies and other organisations to provide information to the Adaptation Committee and the Least Developed Countries Expert Group on activities undertaken to address gaps and needs related to the process to formulate and implement national adaptation plans;
- II. Emphasised the importance of providing support to developing country Parties for formulating and implementing national adaptation plans.

3. Loss and Damage

The COP noted considerations related to the governance of the Warsaw International Mechanism would continue at its twenty-sixth session in November 2020.

a) The CMA decision on Loss and Damage:

- I. Acknowledged the progress, achievements and successful practices in implementing the Warsaw International Mechanism since 2013, while noting areas for improvement and shortcomings.

- II. Further acknowledged that further work is needed to effectively operationalise the functions of the Warsaw International Mechanism as set out in decision 2/CP.19, paragraph 5.
- III. Encouraged Parties to establish a loss and damage contact point through their respective national focal point;
- IV. Invited Parties to promote coherence in approaches to averting, minimising and addressing loss and Damage when formulating and implementing relevant national plans, strategies and frameworks, and to create enabling environments, including by considering future climate risk, reducing exposure and vulnerability, increasing resilience and coordinated action, and monitoring progress.
- V. Encouraged the Executive Committee to draw upon the work, information and expertise of bodies under the Convention and the Paris Agreement, as well as on international processes, such as the 2030 Agenda for Sustainable Development and the Sendai Framework for Disaster Risk Reduction 2015–2030.
- VI. Invited the Executive Committee, acknowledging the need to strengthen risk assessment, to engage relevant experts and collect and disseminate information on methodologies available for integrating long-term assessment, including those associated with the quantification of risks, into comprehensive climate risk management approaches, including national and subnational assessment and planning processes.
- VII. Also requests the Executive Committee and its thematic expert groups to develop technical guides within their work on their respective thematic areas, avoiding duplication of work across workstreams, which include sections on Risk assessments, including long-term risk assessments, of climate change impacts; approaches to averting, minimising and addressing loss and Damage associated with the risk assessments; resources available for supporting such approaches; and monitoring systems for assessing the effectiveness of these approaches.
- VIII. Recognised the importance of scaling up the mobilisation of resources to support efforts to avert, minimise and address loss and Damage associated with the adverse effects of climate change.
- IX. Also recognised the urgency of enhancing the mobilisation of action and support, including finance, technology and capacity-building, for developing countries that are particularly vulnerable to the adverse effects of climate change for averting, minimising and addressing loss and Damage associated with the adverse effects of climate change.
- X. Urged the scaling-up of action and support, as appropriate, including finance, technology and capacity-building, for developing countries that are particularly vulnerable to the adverse effects of climate change for averting, minimising and addressing loss and Damage associated with the adverse effects of climate change.
- XI. Also urged private and non-governmental organisations, funds and other stakeholders, to scale up action and support, as appropriate, including finance, technology and capacity- building, for developing countries that are particularly vulnerable to the adverse effects of climate change for averting, minimising and addressing loss and Damage associated with the adverse effects of climate change.

Climate Finance

a) Standing Committee on Finance: the COP & CMA decision welcomed the topic of its 2020 Forum, which will be financing nature-based solutions;

- I. Noted the inputs of the Standing Committee on Finance to the technical paper on the elaboration of the sources of and modalities for accessing financial support for addressing loss and Damage.
- II. Encouraged the Standing Committee on Finance to present, to the extent possible, disaggregated information concerning, inter alia, mapping data availability and gaps by sector, assessing climate finance flows and presenting information on the determination of the needs of developing country Parties related to implementing the Convention and the Paris Agreement.

b) Report of the Green Climate Fund to the COP & CMA and guidance to the GCF

- I. Welcomed the pledges made by 28 contributors and the successful conclusion of the first formal replenishment process of the Green Climate Fund, resulting in a nominal pledge of USD 9.66 billion and a notional credit of USD 118.47 million that may be earned in the event all contributors make early encashment.
- II. Encouraged further pledges and contributions towards the first formal replenishment period.
- III. Also encouraged contributing countries to confirm their pledges to the Green Climate Fund in the form of fully executed contribution agreements or arrangements as soon as possible.
- IV. Reiterated the request to the Green Climate Fund to accelerate the disbursement of funds for already approved projects, including for readiness support, and provide detailed information on disbursement levels and measures taken in this regard in its report to the Conference of the Parties
- V. Encouraged the Green Climate Fund to continue to enhance its support for adaptation and requests the Green Climate Fund to (a) Swiftly conclude its work on guidance on the approach and scope for providing support to adaptation activities; (b) Continue to enhance its support for the implementation of national adaptation plans, in line with Board decisions on enhancing readiness programming.
- VI. Also encouraged the Green Climate Fund to continue to collaborate with the Climate Technology Centre and Network and the Technology Executive Committee with a view to both strengthening cooperative action on technology development and transfer at different stages of the technology cycle and to achieve a balance between support for mitigation and support for adaptation;
- VII. Invited the Board of the Green Climate Fund to continue providing financial resources for activities relevant to averting, minimising and addressing loss and Damage in developing country Parties, to the extent consistent with the existing investment, results in framework and funding windows and structures of the Green Climate Fund, and to facilitate efficient access in this regard, and in this context to take into account the strategic workstreams of the five- year rolling work plan of the Executive Committee of the Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts.

6. Science & Review

a) Scope of the second periodic review of the long-term global goal under the Convention and of overall progress towards achieving it: the decision

- I. Agreed that the second periodic review of the long-term global goal under the Convention and of overall progress towards achieving it will be conducted, in accordance with the scope, with the assistance of the Subsidiary Body for Scientific and Technological Advice and the Subsidiary Body for Implementation, effectively and efficiently, avoiding duplication of work and taking into account the results of relevant work conducted under the Convention, the Kyoto Protocol, the Paris Agreement and the subsidiary bodies.
- II. *Decided* that the second periodic review should, under the relevant principles and provisions of the Convention and based on the best available science: (a) Enhance Parties' understanding of (i) The long-term global goal and scenarios towards achieving it in the light of the ultimate objective of the Convention; (ii) Progress made concerning addressing information and knowledge gaps, including about scenarios to achieve the long-term global goal and the range of associated impacts, since the completion of the 2013–2015 review; (iii) Challenges and opportunities for achieving the long-term global goal to ensure the effective implementation of the Convention; (b) Assess the overall aggregated effect of the steps taken by Parties in order to achieve the long-term global goal in the light of the ultimate objective of the Convention;
- III. Also decided that the second periodic review shall start in the second half of 2020 and conclude in 2022, with the structured expert dialogue held in conjunction with sessions of the subsidiary bodies, starting at their fifty-third sessions (November 2020) and being completed at their fifty-fifth sessions (November 2021).

7. Reporting and Transparency

a) Revision of the UNFCCC reporting guidelines on national communications for Parties included in Annex I to the Convention

- I. Adopted the revised "Guidelines for the preparation of national communications by Parties included in Annex I to the Convention, Part II: UNFCCC reporting guidelines on national communications" contained in the annexe of its decision.
- II. Decided that Parties included in Annex I to the Convention shall use the guidelines referred to in paragraph 1 above in preparing their national communications beginning with the eighth national communications;
- III. Also decided to change the due date for submission of the eighth national communications and the fifth biennial reports by Parties included in Annex I to the Convention from 1 January 2023 to as early as the annual greenhouse gas inventory submission for inventory year 2020 is provided to the UNFCCC, but no later than 31 December 2022 in order to provide Parties with the opportunity of including the data in these reports.

b) Transparency of action and support under the Paris Agreement

- I. The Subsidiary Body for Scientific and Technological Advice (SBSTA) continued its consideration of methodological issues under the Paris Agreement to develop, according to the modalities, procedures and guidelines for the transparency framework for action and support referred to in Article 13 of the Paris Agreement: (a) Common reporting tables for the electronic reporting of the information in the national inventory reports of anthropogenic emissions by sources and removals by sinks of greenhouse gases; (b) Common tabular formats for the electronic reporting of the information necessary to track progress made in implementing and achieving nationally determined contributions under Article 4 of the Paris Agreement; (c) Common tabular formats for the electronic reporting of the information on financial, technology development and transfer, and capacity-building support provided and mobilised, as well as support needed and received, under Articles 9–11 of the Paris Agreement; (d) Outlines of the biennial transparency report, national inventory document and technical expert review report according to the modalities, procedures and guidelines for the transparency framework for action and support; (e) The training programme for technical experts participating in the technical expert review.
- II. The conclusion of SBSTA noted that Parties were unable to reach consensus and Rule 16 of the Rules of Procedures of the UNFCCC was applied. The discussion on this issue will continue at SBSTA 52.

8. Response Measures

a) Workplan of the forum on the impact of the implementation of response measures and its Katowice Committee of Experts on the Impacts of the Implementation of Response Measures: COP, CMP & CMA

- I. Decided that the forum on the impact of the implementation of response measures, in the context of the implementation of the work plan, may consider, as needed, additional modalities for the workplan activities, consistent with the modalities identified in 7/CMA.1, and recommend such additional modalities for the workplan for consideration and adoption by the Subsidiary Body for Implementation and the Subsidiary Body for Scientific and Technological Advice;
- II. Recalled paragraph 12 of decision 7/CMA.1, which provides that the forum on the impact of the implementation of response measures shall provide recommendations for consideration by the subsidiary bodies with a view to the subsidiary bodies recommending actions to the Conference of the Parties, the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol and the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement for consideration and adoption;
- III. Requested the forum on the impact of the implementation of response measures to continue considering the Katowice Committee on Impacts first annual report, including the recommendations and considerations contained therein at the fifty-sixth sessions of the subsidiary bodies (June 2022) to provide recommendations for consideration and adoption by the Conference of the Parties, the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement and the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol during the next session.

9. Article 6

The decision under the CMA

- I. Recalled Article 6, paragraphs 2, 4 and 8, of the Paris Agreement, and *also recalled* decision 1/CP.21, paragraphs 36–40, and decision 8/CMA.1.
- II. Noted the draft decision texts on matters relating to Article 6 of the Paris Agreement prepared by the President of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement² at its second session while recognising that these draft texts do not represent a consensus among Parties;
- III. Requested the Subsidiary Body for Scientific and Technological Advice to continue consideration of the matters referred to in paragraph 1 above at its fifty-second session (June 2020) based on the draft decision texts referred to in paragraph 1 above, to recommend draft decisions for consideration and adoption by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement at its third session (November 2020).

10. Special needs and special circumstances of African countries under the Paris Agreement

- I. Following the adoption of the Paris Agreement at COP 21, the COP requested the President to conduct informal open-ended consultations on the issue of the vulnerability of Africa, based on a request by Egypt, in its capacity as Chair of the Committee of African Heads of State on Climate Change, and Sudan, in its capacity as Chair of the African Group of Negotiators. This request was driven by the perceived lack of acknowledgement of the needs of Africa in the provisions of the Paris Agreement, and as a compromise for not having recognised Africa along with the least developed countries and Small Island developing States as per previous decisions.
- II. In previous COP and CMP decisions, including the Bali Action Plan, guidance to the Global Environment Facility and the Green Climate Fund, Article 6 of the Convention, capacity-building and technology development and transfer (e.g. decisions 1/CP.13, 4/CP, 1/CP .16, 3/CP .17, 7/CP .20, 8/CP .20, 17/CP .22, and decision 15/CMP .7), Africa was recognised alongside the least developed countries and small island developing States:
- III. The conclusions from the Intergovernmental Panel on Climate Change Assessment Reports concerning the impact of temperature change on the African continent and its impacts on economic and social development note the need to consider the special needs and challenges of African countries. Therefore, the Africa Group has requested the Special Needs and exceptional circumstance to be considered at COP 24 and requested is considered to be reflected on the CMA 2 agenda.
- IV. The President of the COP25 held informal consultation with different groups and Parties to consider the issue and concluded to continue the discussion at the next session at COP26.

**DRAFT DECISION
ON AFRICA'S ENGAGEMENTS AT THE GLOBAL CLIMATE CHANGE
CONFERENCE (COP26/CMP16/CMA3)**

The Assembly,

1. **TAKES NOTE** of the Report of the Coordinator of the Committee of the African Heads of State and Government on Climate Change (CAHOSCC), H.E. Cyril RAMAPHOSA the President of the Republic of South Africa on the outcomes of the 25th Conference of the Parties to the United Nations Framework Convention on Climate Change (COP 25); 15th Meeting of the Parties serving as the Conference of the Parties to its Kyoto Protocol (CMP 15) and the Second Session Conference of the Parties serving as the Meeting of the Parties to the Paris Agreement (CMA 2) and **ENDORSES** the recommendations therein;
2. **FURTHER TAKES NOTE** with appreciation the preparatory meetings convened by the African Ministerial Conference on the Environment (AMCEN) and meetings of the African Group of Negotiators (AGN) in preparation for the COP, in particular, the two AMCEN meetings in Durban, South Africa and Madrid, Spain;
3. **EXPRESSES APPRECIATION** to the Republic of Gabon for coordinating the work of CAHOSCC from 2017-19 and **ACKNOWLEDGES** the utmost commitment of CAHOSCC in the provision of the political oversight and guidance in facilitating Africa to be stronger, unified in the spirit of Pan-Africanism and speaking with one voice in the global Climate Change negotiations;
4. **WELCOMES** the Republic of South Africa as incoming Coordinator of CAHOSCC and supports the ongoing work of CAHOSCC in advancing the interests of the African Continent; and **EXPRESSES APPRECIATION** to the Republic of South Africa as the President of the AMCEN, for the outstanding achievements in providing political direction and maintaining the unity of Africa in the pursuit of its interest in the climate change negotiations at COP25;
5. **FURTHER EXPRESSES APPRECIATION** to the Republic of Congo and the Republic of Niger, Presidents of the Congo Basin Climate Commission and of the Climate Commission for the Sahel Region, as well as to the Republic of Gabon and the Republic of Guinea, as Champion of the Africa Adaptation Initiative and as Coordinator of the Africa Renewable Initiative, for their committed leadership in expediting the operationalisation and scaling-up of Africa's climate initiatives;
6. **CONGRATULATES** Republic of Seychelles on the successful launch of the African Islands States Climate Commission on the margins of the 33rd Ordinary Session of Assembly of the African Union;
7. **RECOGNISES** the continued commendable role of the African Group of Negotiators in representing the interests of Africa in the UNFCCC negotiations, speaking with one voice to advance the interest of Africans and **NOTES WITH**

APPRECIATION the support provided by the African Union Commission (AUC) and all the partners in particular by AfDB, UNDP, UNEP and the Republic of Germany.

8. **CONGRATULATES** the Republic of Chile for successfully leading COP 25/CMP15 and CMA2, and **WELCOMES** the holding of COP26 in the United Kingdom of Great Britain and Northern Ireland;
9. **ACKNOWLEDGES** the importance of the recent findings of the international scientific community regarding climate change, including the three recent special reports of the Intergovernmental Panel on Climate Change (IPCC); Report on Global Warming of 1.5 degrees, Climate Change and Land Report, Ocean and Cryosphere in a Changing Climate, and **RECOGNISES** that the reports call for ambitious action to address climate change and its impacts on Africa;
10. **CONCERNED** that the total global emission has increased and Parties with historical responsibility to act and the capacity to respond to climate change have not fulfilled their commitments, while the African continent, a continent comprising of 55 countries, contributes only 4% of the total global emissions.
11. **REITERATES** the need to ensure a practical multilateral approach for addressing the global challenge of climate change through the United Nations Framework Convention on Climate Change (UNFCCC), **REAFFIRMING** our commitment to implement the Kyoto Protocol and the Paris Agreement, in the best interest of African countries, while ensuring eradication of poverty and promoting sustainable development; and **STRESSES** the importance of ensuring adequate support for Africa's sustainable development path including through policies to allow the sustainable use of Africa's stranded assets;
12. **EMPHASISES** that the African continent as a whole is facing unprecedented pressure owing to various extreme weather events and slow-onset events accentuated by climate change, including flash floods; heavy rainfall, water scarcity and drought, which has displaced thousands of people and caused deaths in North Africa; landslides, which have caused thousands of deaths in Central Africa; severe drought, affecting livestock, water, crops, wildlife and the energy sector in East Africa; extreme events in the Western Africa region, which have caused flash floods, resulting in the loss of lives, displacing thousands and destroying infrastructure; and cyclones and drought, which have caused the deaths of thousands and destroyed homes and properties in southern Africa, and **EXPRESS SOLIDARITY** with countries and people that have been impacted by climate related disasters around the world.
13. **FURTHER REITERATES** the mounting vulnerability of the African Continent to current and projected impacts of climate change, and associated economic and non-economic loss and damage under all temperature-rise scenarios, and **CALLS UPON PARTIES** to fully implement and strengthen the loss and damage mechanism under the Convention and its Paris Agreement, including through support to enable African countries to avert, minimise and address loss and damage associated with climate change impacts;

14. **WELCOMES WITH APPRECIATION** the call by H.E. Minister SCHMIDT, Minister of Environment of Chile, as COP25 President, to UNFCCC Parties to consider the special circumstances and needs of Africa, and **URGES** parties to the Paris Agreement to recognise the particular circumstances and needs of African countries, in line with the relevant and previous decisions adopted by the Conference of the Parties, and **CALLS** upon the incoming presidency of the COP to continue the consultations, to reach a decision in that regard by COP 26.
15. **EMPHASISES** that the effective implementation of the Paris Agreement depends on the fulfilment of the established pre-2020 obligations and **URGES** developed country parties to continue to fulfil their commitments under the Convention and its Kyoto Protocol.
16. **RECOGNISING** that the implementation of the Paris Agreement will begin in 2021, **STRESSING** the importance of balance in both the organisation and outcome of COP26, to reflect the three-goals of the Paris Agreement, that related and equally important aspects to ambition: ambition concerning Nationally Determined Contribution (NDCs), ambition about the adaptation goal and ambition on means of implementation; to effectively implement the Paris Agreement;
17. **WELCOMES** the simple pledges of the first replenishment of the Green Climate Funds (GCF) of USD 9.658 billion for the next four years, and **EXPRESSES APPRECIATION** to the countries that have contributed to the GCF to promote low-emission and climate-resilient development. **FURTHER CALLS** upon developed countries to provide new, additional, adequate and predictable financial resources from both public and private entities to the climate-related funds, in particular, the Adaptation Fund, the Global Environment Facility, and the Green Climate Fund, for developing countries to reflect the level of ambition and climate action by African countries.
18. **URGES** developed countries to continue to scale up the mobilisation and provision of climate finance towards achieving the 2020 finance goal through public funds to deliver on the US\$100 billion, and **FURTHER URGES** all developed country Parties to the Convention to provide climate finance in line with Article 9 of the Paris Agreement, and to initiate the discussion on the new collective goal on finance from a flow of USD 100 billion per year, taking into account the needs and priorities of developing countries;
19. **ACKNOWLEDGES** the decision of the UNFCCC that calls on Parties to revise and enhance NDCs in 2020 in accordance with 1/CP.21 and in line with Article 3 of the Paris Agreement. The NDCs should include mitigation, adaptation and means of implementation, reflecting equity and common but differentiated responsibilities and capabilities of parties, and **CONCERNED** with the US\$ 3 trillion estimated finance gap to implement NDCs,
20. **HIGHLIGHTS** the urgency to adapt to the devastating impacts of climate change on the continent and its impact on national budget of African countries

with regard to their efforts to eliminate hunger, eradicate poverty, improve health and better education in the context of achieving U.N. sustainable development goals;

21. **STRESSES** the need for further elaboration of adaptation planning and implementation under the Paris Agreement to address extreme weather events and slow-onset events, and **CALLS** upon Parties to continue the elaboration of article 7 of the Paris Agreement, including the operationalisation of the global goal of adaptation, adaptation needs and associated costs, and the recognition of the contributions made by African Countries from their own budgets, and **ENCOURAGES** African countries to report their adaptation needs, gaps, planning, efforts and action; and **FURTHER NOTES** that according to UNEP reports, African countries have already contributed some 20 per cent of the annual cost of adaptation from their own budgets;
22. **URGES** the consideration of the market mechanism of the Paris Agreement in terms of raising ambition in mitigation and adaptation actions and help to meet the cost of adaptation for developing countries, and to emphasise on the need for the market and non-market-based approaches to ensure environmental integrity, avoid duplication and double counting, and support fair regional distribution and inclusiveness, and **STRESSES** on the importance to ensure that no discrimination between the different new market mechanisms, and that all the market mechanisms should provide proceeds to adaptation primarily through the Adaptation Fund;
23. **STRESSES** that measures are taken to combat climate change, including unilateral measures, and such measures should not constitute discrimination or a restriction on exports from African countries, taking into consideration African trade initiatives and the African Continental Free Trade Agreement, as means to enhance trade among African countries;
24. **WELCOMES** the initiatives of the United Nations Secretary-General (UNSG) on climate change and convening the Climate Action Summit for enhancing ambition and accelerating action and **CALLS** upon the UNSG and partner organisations to follow up on the implementation of the initiatives.
25. **RECALLS** Decision 28 of the 2019 Session of CAHOSCC, which urged the Commission in collaboration with Pan African Agencies to organize an African Summit on Climate Change in 2020 prior to COP26, as the year 2020 is critical in the global climate change calendar; and **REQUESTS** the involved institutions to operationalise this decision; and further **CALLS** upon African Union member states to offer to host the proposed summit before COP26.
26. **WELCOMES** the holding of the Africa day on the margins of COP25 as an essential event to raise awareness among different stakeholders on Africa's efforts, priorities and needs in relation to climate change, and commends the AUC and African partners for their efforts in this regard; and further welcomes the holding of the side event on the Congo Basin Blue Fund by H.E. Mr Denis Sassou N'Gusso, President of the Republic of Congo on the margins of COP25.

27. **ACKNOWLEDGES** with appreciation the work of the Africa Adaptation Initiative (AAI), the Africa Renewable Energy Initiative (AREI), Adaptation of African Agriculture (AAA) Initiative and the African Climate Commissions (Congo Basin Climate Commission, the Climate Commission for the Sahel Region and the African Islands States Climate Commission) in coordinating the implementation of Africa's response to Climate Change; and **CALLS FOR** additional support to scale up the implementation of these initiatives.
28. **INVITES** the Republic of Niger, chair of the Climate Commission of the Sahel Region and the Republic of Seychelles, chair of the African Islands States Climate Commission, as well as the Republic of Gabon chair of the Africa Adaptation Initiative and the Republic of Guinea, chair of the Africa Renewable Energy Initiative to join the CAHOSCC with a view to strengthen the coordination and enhance synergies between these initiatives.
29. **REITERATES** the 2019 decision for the Commission to develop in consultation with AMCEN, as appropriate, the rules of procedures for CAHOSCC to enhance effective operations of this High Level Committee for the consideration of the CAHOSCC at its next session.

2020-02-10

Report of the Coordinator of the
Committee of African Heads of State
and Government on Climate Change
(CAHOSCC) on the Outcomes of the
Twenty-Fifth Session of the
Conference of the Parties to the United
Nations Framework Convention on
Climate Change (UNFCCC COP25/CMP15/CMA1)

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