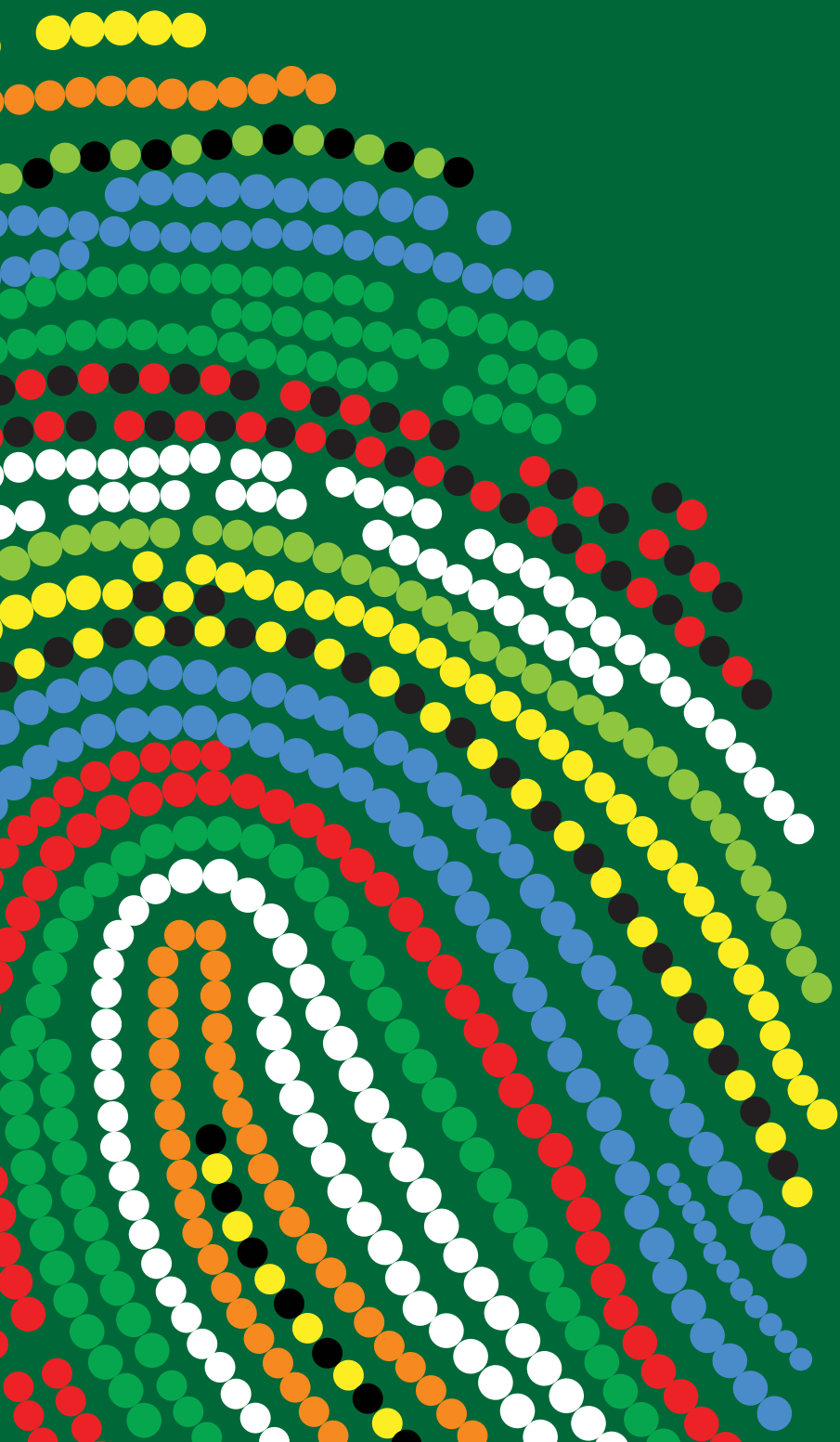


AFRICAN CIVIL SOCIETY COMMON POSITION ON CLIMATE ADAPTATION + LOSS & DAMAGE FOR COP29





Key Political Messages

- 1. Adaptation is a critical priority for Africa.** However, the region continues to face significant adaptation implementation and related finance gaps, hampering its ability to respond effectively to increasing climate impacts. COP29 must prioritize adaptation finance that is predictable, grant-based, and easily accessible to address these evolving challenges.
- 2. Deliver on and significantly scale up quality adaptation finance:** At COP29, developed countries must fulfill their existing finance commitments under the \$100 billion goal and Glasgow doubling of adaptation finance by 2025 pledge, while scaling up commitments to meet evolving adaptation needs as identified in the first GST, IPCC assessments, and most up to date NDCs and NAPs. The NCQG must include an adaptation sub-goal that prioritizes predictable, grant-based, and accessible financing to close the widening adaptation action and finance gaps.
- 3. Accelerate the operationalisation of the UAE Framework for Global Climate Resilience and UAE-Belém Work Programme:** The successful implementation of the UAE Framework for Global Climate Resilience (FGCR) targets depends on securing outcome-based indicators and robust means of implementation (MoI) support. COP29 must prioritize the inclusion of MoI indicators and support for developing countries, agree on the purpose, criteria and categories for indicators, reference to the experts compiled list of mapped indicators and where gaps exist, the decision on the Ad Hoc Expert Group to continue leading the indicator development process with guidance from parties through the SB chairs, link adaptation targets to the New Collective Quantified Goal (NCQG) on Climate Finance, NDCs and NAPs, and establish a strong and inclusive technical process for indicator development.
- 4. Fast-track progress on National Adaptation Plans (NAPs):** NAPs are critical domestic planning tools to reduce vulnerabilities by enhancing adaptive capacity and resilience. Given the deceleration in adaptation planning and implementation, as seen across Africa, COP29 must accelerate action on NAPs. Key outcomes must include encouraging as well as providing technical and financial support to parties that have not submitted their NAPs, aligning them with the GGA targets, the first GST outcome and NDCs by 2025, and call on developed countries to provide necessary MoI support for NAPs development and implementation. To prevent maladaptive outcomes, the implementation of NAPs must account for local land tenure realities, ensuring inclusivity and land rights.
- 5. Transform food and agriculture systems to build resilience:** Climate change also affects every aspect of the food system, from production to consumption, posing significant challenges for adaptation. In Africa, this vulnerability extends beyond food production to urban areas and the informal sector. COP should prioritize agroecology as a key adaptation tool to achieving resilient food systems, especially for Africa, expand the Sharm el-Sheikh work plan to include a food systems approach, update the roadmap to be in line with FGCR and 1.5-degree target, and increase climate finance for smallholder farmers, small scale fishers, Indigenous peoples and vulnerable groups across the food system and production value chain.
- 6. Bolster the Fund for Responding to Loss and Damage (FLD):** Extreme weather events are causing economic and non-economic losses and damage in developing countries, particularly Africa. COP29 must operationalize the FLD, convert COP28 pledges into contributions, and secure new and additional financial pledges through a sustainable fundraising strategy. Key priorities include an equitable finance allocation process, direct access modalities, and fast tracking the operationalization of the Santiago Network on Loss and Damage (SNLD) to provide technical assistance at the local, national, and regional levels. COP29 should reconsider the decision to host the SNLD in Geneva and instead host it in Nairobi, as it would provide cost-effective and relevant support to vulnerable regions. The high-level dialogue on funding arrangements should integrate existing L&D mechanisms with the FLD, recognizing its central role. Innovative finance must not distract from developed countries' responsibilities.

Africa's Adaptation Context for COP29

Africa stands at a critical crossroads, facing an escalating climate crisis. Despite contributing the least to global emissions, the continent bears a disproportionate burden - an injustice that demands accountability and action from those most responsible. Parts of the continent are warming faster than the global average, with extreme climate events – heavy rainfall, floods, tropical cyclones, droughts, heatwaves – becoming more frequent and severe.¹ The extreme weather events of 2023 and 2024 have led to countless deaths, widespread displacement, worsening food insecurity, and rising poverty levels - now the new normal for communities. These impacts highlight Africa's lagging capacity to adapt to the escalating climate crisis.

Africa's climate vulnerability and rising death toll highlight the urgent need for ambitious adaptation outcomes at COP29, with a strong focus on scaling up finance and swiftly operationalising the Global Goal on Adaptation. Detrimental climate impacts are an immediate reality, threatening the continent's economic development and driving adaptation costs to potentially skyrocket by 2050.² Africa's adaptation needs are therefore tied to the foundational principles of the United Nations Framework Convention on Climate Change – historical responsibility, equity, and Common but Differentiated Responsibilities and Respective Capabilities (CBDR-RC).³ These principles are essential for a just transition that addresses Africa's unique adaptation and resilience.

Despite the urgency for ambitious action to address climate impacts, global progress on climate adaptation planning, implementation, and finance has slowed. This is largely because adaptation continues to take a backseat in global climate discussions, overshadowed by mitigation priorities and hindered by the disproportionate distribution of the already insufficient climate finance mobilized under the \$100 billion goal.

Between 2019 and 2022, only 33% of the \$66.3 billion of tracked public finance was allocated to adaptation, with 59% directed to mitigation.⁴ This imbalance, along with the fact that 69% of public climate finance took the form of non-concessional loans channeled through the MDBs,⁵ has caused a substantial adaptation financing gap. As a result, many

1 See: <https://wmo.int/publication-series/state-of-climate-africa-2023>.
2 See: https://gca.org/wp-content/uploads/2023/01/GCA_State-and-Trends-in-Adaptation-2022_Climate-Risks-in-Africa.pdf
3 See: https://unfccc.int/files/essential_background/background_publications_htmlpdf/application/pdf/conveng.pdf
4 See: <https://oxfamilibrary.openrepository.com/bitstream/handle/10546/621500/bp-climate-finance-shadow-report-050623-summ-en.pdf?sequence=2&isAllowed=y>
5 See: https://www.oecd.org/en/publications/climate-finance-provided-and-mobilised-by-developed-countries-in-2013-2021_e20d2bc7-en.html



countries – particularly in Africa - are forced to rely on fragmented, reactive adaptation responses rather than proactive, transformational strategies.

With 2024 already on course to be the hottest year on record globally,⁶ COP29 cannot afford further setbacks on adaptation outcomes. The process-based nature of current adaptation planning under the Paris Agreement has so far failed to yield tangible results. The lack of financial support further impedes both the formulation and implementation of National Adaptation Plans (NAPs), especially in Africa and Least Developed Countries (LDCs). A shift toward outcome-driven adaptation planning and implementation and a drastic increase in financial support is critical to ensure that all vulnerable nations develop and implement robust NAPs.

While COP28 in Dubai saw some progress, including the operationalization of the Loss and Damage fund and the adoption of the Global Goal on Adaptation (referred to as the UAE Framework for Global Climate Resilience (FGCR), it fell short of delivering more ambitious outcomes needed to accelerate global adaptation efforts. The first Global Stocktake (GST) outcome on adaptation highlighted the urgent need to scale up adaptation finance beyond doubling and decided to convene the first ever high-level ministerial dialogue on this issue at COP29 but left key issues unresolved⁷.

As COP29 – dubbed the “finance COP” - in Baku approaches, finance issues will dominate the agenda. Yet, adaptation must remain a top priority. COP29 must deliver clear outcomes on the FGCR and adaptation finance, with developing countries’ needs incorporated in the New Collective Quantified Goal (NCQG) on climate finance outcome.

At COP29, global leaders must acknowledge the urgency of the situation and agree to transformative, bold commitments that bridge the gap between adaptation needs and action. Africa’s adaptation needs must take center stage; solutions must be needs-based and not mere rhetoric.



6 See: <https://climate.copernicus.eu/copernicus-summer-2024-hottest-record-globally-and-europe#:~:text=According%20to%20Samantha%20Burgess%2C%20Deputy,hottest%20boreal%20summer%20on%20record.>

7 See: <https://unfccc.int/documents/637073>

Deliver on and significantly scale up quality adaptation finance:

At COP29, developed countries must fulfill their existing finance commitments under the \$100 billion goal and Glasgow doubling of finance by 2025 pledge, while scaling up commitments to meet evolving adaptation needs as identified in the first GST, IPCC assessments, and most up to date NDCs and NAPs. The NCQG must include an adaptation sub-goal that prioritizes predictable, grant-based, and accessible financing to close the widening adaptation action and finance gaps.

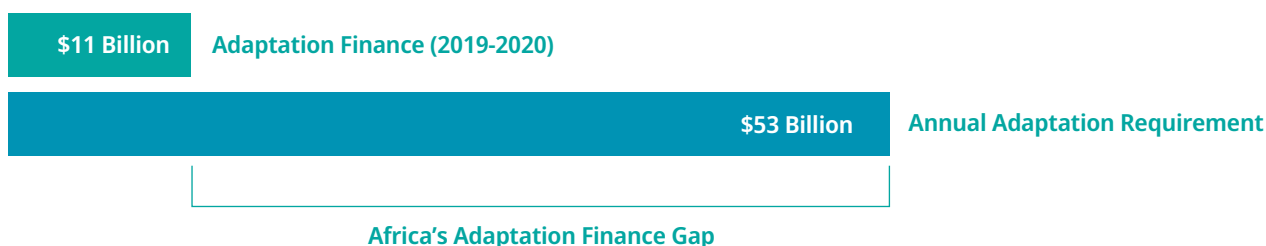


African Priorities on Adaptation and Resilience for COP29

A) Scaling Adaptation Finance under the New Collective Quantified Goal on Climate Finance

A significant increase in high-quality adaptation finance from developed to climate vulnerable countries remains a top African priority for COP29. With COP29 pegged as the “finance COP”, it presents a key opportunity to build political momentum and appetite for closing the funding gap in discussions on the New Collective Quantified Goal (NCQG) on climate finance and the high-level ministerial dialogue on scaling adaptation finance.

Africa’s adaptation efforts remain critically underfunded, severely hindered by the persistent lack of means of implementation. According to the 2023 UNEP Adaptation Gap report, the continent needs close to \$53 billion annually to meet its adaptation needs in the NDCs up to 2030, but annual adaptation finance flows to the continent in 2019-2020 only amounted to \$11 billion.⁸



These estimates, however, are understated due to limited methodologies. Africa’s adaptation needs are closer to \$100 billion per year and may require a total of \$1.7 trillion by 2035, highlighting that finance flows need to increase 5 to 10-fold to meet these needs. At the current rate, Africa stands to lose up to \$6 trillion in foregone economic benefits due to the funding gap.⁹

While increasing adaptation finance is essential, the nature and quality of finance can no longer be ignored. Most adaptation finance to Africa is debt-based, which not only traps countries in debt but also undermines their ability to implement national adaptation strategies. This deepens their vulnerability to climate impacts.¹⁰ It also accelerates losses and damage.

The first Global Stocktake (GST) outcome and UAE consensus¹¹ recognized the need to address both quantity and quality of adaptation finance by scaling finance beyond doubling and acknowledging the crucial need for new and additional, grant-based finance (paragraph 69),¹² particularly for developing countries. Developed countries were also encouraged to deliver a report on progress in fulfilling previous Glasgow commitments.

8 See: <https://doi.org/10.59117/20.500.11822/43796>

9 See: https://gca.org/wp-content/uploads/2023/09/Accelerating-Adaptation-Finance_Web.pdf

10 See: https://gca.org/wp-content/uploads/2023/09/Accelerating-Adaptation-Finance_Web.pdf.

11 See: <https://unfccc.int/documents/637073>

12 See: <https://environmentaldocuments.com/act-2025-global-adaptation-action-progress-gaps-what-to-expect-2024.pdf>

The high-level ministerial dialogue on scaling adaptation finance at COP29 (set for 19 November 2024) is a crucial platform to address the adaptation finance gap, particularly in the African context, and build political support for MoI under the GGA. African countries must emphasize the need for additional, accessible finance directed towards adaptation based on countries' needs identified in NDCs, NAPs, and the NCQG.

The dialogue must also highlight the need for a technical process to quantify the finance and resources required to implement the 11 targets identified under the Framework for Global Climate Resilience (FGCR). The dialogue is the perfect opportunity for developed countries to engage in constructive discussion and make ambitious finance commitments that could rebuild trust and pave the way for a successful COP29 outcome.

The significance of the NCQG decisions at COP29 cannot be overstated. They present an opportunity to reshape climate finance in a way that better supports developing countries in addressing their vast adaptation needs. At the Bonn conference in June 2024¹³, similar divisions were evident between developed and developing countries. The disputes spanned the quantum of the new goal, expansion of the donor base, timescales, primary recipients, defining climate finance, and the way forward after 2025. They continued to be a point of contention at the third Ad Hoc Work Programme and 11th Technical Expert Dialogue in Baku (9 – 12 September).¹⁴

To avoid repeating past mistakes, it is essential to learn from the unmet \$100 billion pledge by resolving these disagreements.

Given the significance of finance in advancing Africa's adaptation agenda, COP29 must develop an ambitious finance package that includes:

Adoption of a New Collective Quantified Goal on Climate Finance that;

- ▶ **Sets a sub-goal for adaptation based on developing countries' evolving needs:** The goal must be based on developing countries' evolving needs to finance climate action, with clear quantified subgoals for adaptation, Loss and Damage, and mitigation. Priority must be given to predictable, grant-based, and accessible financing to close the widening adaptation action and finance gaps. Figures for an adaptation sub-goal could be guided by numerous reports such as the UNEP Adaptation Gap Report 2023 and Climate Policy Initiative's 2023 report, among others. Importantly, adaptation finance risks being deprioritized if a quantified, grants-based sub-goal is not achieved.
- ▶ **Recognizes L&D as a third pillar alongside adaptation and mitigation** and ensures an L&D sub-goal is included in the NCQG, based on developing countries' evolving needs.
- ▶ **Establishes a clear relationship with and outputs for the implementation of the GGA targets:** COP29 must consider the cost and resources required for achieving the GGA targets through the NCQG deliberations. Ambition and implementation of the UAE Framework for Global Climate Resilience will falter without adequate funding, primarily in the form of grants.
- ▶ **Provides a definition of "Climate Finance" identifying clear methodologies** and outlining what does not constitute or count as climate finance. Oxfam's 2023 report reveals that much of the reported climate finance overestimates climate relevance, with real support far lower. A clear definition is vital to increase transparency and accountability of actual finance contributions, thereby building trust.¹⁵

13 See: <https://www.carbonbrief.org/bonn-climate-talks-key-outcomes-from-the-june-2024-un-climate-conference/>

14 See: <https://www.downtoearth.org.in/climate-change/uncertainty-looms-in-baku-as-pre-cop29-finance-negotiations-end-in-logjam>

15 See: <https://oxfamlibrary.openrepository.com/bitstream/handle/10546/621500/bp-climate-finance-shadow-report-050623-en.pdf;jsessionid=3E2E1EACD9A0C41660F4F356BCDFD7ED?sequence=19>

Adaptation Finance Gap and Roadmap:

COP29 must urge developed countries to rebuild trust and renew commitment to addressing the existing adaptation finance gaps by;

- ▶ **Sharing the report, as required by paragraph 100 of 1/CMA.5**, on their efforts to meet the Glasgow commitment to double adaptation finance by 2025.
- ▶ **Presenting a roadmap with a clear delivery and implementation plan** on meeting and exceeding the doubling commitment.
- ▶ **Pledging additional, debt-free, grant-based finance to close the funding gap**, support the achievement of the GGA, and in line with GST outcomes, IPCC, and needs identified in NAPs, NDCs, and NCQG. New pledges must be announced during the World Leaders Summit and include support to developing countries for development and implementation of NAPs and NDCs.
- ▶ **Providing additional pledges to the Adaptation Fund** is necessary to meet and exceed its resource mobilization targets of USD 300 million annually. Additionally, there must be a call for the Green Climate Fund to expand its adaptation funding portfolio and support the implementation of adaptation actions at scale.

Convening of the High-Level Ministerial Dialogue at COP29 on the urgent need to scale up adaptation finance must include the following key messages and outcomes:

- ▶ **Emphasize that adaptation discussions and pledges must address** the widening adaptation finance gap identified in GST outcome.
- ▶ **Underscore the critical role of finance and resource support mechanisms to implement and achieve GGA targets**, highlighting the need for a technical process to quantify financial, technological, and capacity-building needs associated with the 11 GGA targets.
- ▶ **Advocate for climate finance to be allocated equally to climate adaptation**, in line with developing countries' adaptation needs identified in their NAPs, NDCs, and NCQG.
- ▶ **Updates from the Coalition of Ambition on Adaptation Finance**, coordinated by the Climate and Development Ministerial, regarding its agenda for reforming adaptation finance.

Additional finance outcomes:

- ▶ **Providing additional financial support to Africa** considering the continent requires up to \$100 billion per annum by 2030 by identifying new sources such as allocating their special drawing rights to multilateral development banks for climate adaptation and resilience.
- ▶ **Pushes for the reform of the global financial architecture** and places adaptation finance as the top priority, considering the need 1) to increase the scale of additional climate finance; 2) improve access to finance, and 3) for concessional finance, specifically grants.
- ▶ **Requires finance commitments and providers of finance to align with the UNFCCC Gender Action Plan** and Paris Agreement to include gender-responsive and socially inclusive-responsive adaptation projects, with particular emphasis on women, smallholders, youth, and Indigenous Peoples.¹⁶

16 See: <https://doi.org/10.59117/20.500.11822/43796>

Accelerate the operationalisation of the UAE Framework for Global Climate Resilience and UAE-Belém Work Programme:

The successful implementation of the UAE Framework for Global Climate Resilience (FGCR) targets depends on securing outcome-based indicators and robust means of implementation (MoI) support. COP29 must prioritize the inclusion of MoI indicators and support for developing countries, agree on the purpose, criteria and categories for indicators, reference to the experts compiled list of mapped indicators and where gaps exist, the decision on the Ad Hoc Expert Group to continue leading the indicator development process with guidance from parties through the SB chairs, link adaptation targets to the New Collective Quantified Goal (NCQG) on Climate Finance, NDCs and NAPs, and establish a strong and inclusive technical process for indicator development.



B. Fastrack operationalization of the UAE Framework for Global Climate Resilience and UAE-Belém Work Programme on Indicators

As Africa's capacity to adapt falls behind the escalating climate threats, the Global Goal on Adaptation and the UAE-Belém Work Programme on indicators offer a vital framework to significantly boost adaptation finance and resource support, enabling the continent to build resilience and secure its development in the face of climate change.

The adoption of the Global Goal on Adaptation, now referred to as the UAE Framework for Global Climate Resilience (FGCR), represents a critical step towards achieving political parity between adaptation and mitigation under the Paris Agreement.¹⁷ The framework identifies 11 targets (seven thematic and four related to the adaptation policy cycle); however, these are unquantified, vague, and lack specificity.

Although the significant finance gap and means of implementation (MoI) is acknowledged in the text, the framework does not provide a clear obligation on developed countries to provide adaptation support, particularly finance. As a result, it fails to connect developed countries' provision of public finance to developing countries' ability to achieve the GGA.¹⁸

Furthermore, COP28 also launched the UAE-Belém Work Programme on indicators for measuring progress achieved towards the GGA targets.¹⁹ The Bonn Climate talks outcome text established a preliminary plan for the work programme, including convening technical experts, organizing a hybrid workshop with party participation, and planning two more workshops in 2025.²⁰

Although the work programme's modalities – such as the structure of work, timelines, inputs, etc. – were discussed, negotiations were dominated by disputes over MoI and support, specifically inclusion of indicators to track finance. A compromise was reached in the outcome text, forwarded to COP29 in Baku, highlighting the importance of equity and the principle of Common but Differentiated Responsibilities-Respective Capabilities in the GGA decision.²¹ A second area of contention centered around who is given responsibility for selecting and developing indicators – whether it's the Adaptation Committee or expert groups.

With focus directed to the issues outlined above, the Bonn Climate talks failed to adequately address key technical work needed in 2024 and beyond to advance the GGA and operationalize the FGCR, as outlined in paragraph 38 and 46 of the COP28 decision.²² This includes enhancing knowledge exchange related to implementing the FGCR, conducting comprehensive capacity gap and needs assessments, understanding how FGCR analysis can inform future Global Stocktakes, and collaborating with the IPCC and other organizations to provide science-based information relevant to the FGCR and the adaptation needs of developing countries.

Defining transformational adaptation and establishing a review mechanism for the FGCR is also needed, with its terms of reference (including scope, frequency, and stakeholder engagement) yet to be defined. These issues have been forwarded to COP29 discussions in Baku.

17 See: <https://unfccc.int/documents/637073>

18 See: <https://environmentaldocuments.com/act-2025-global-adaptation-action-progress-gaps-what-to-expect-2024.pdf>

19 See: <https://unfccc.int/event/workshop-under-the-uae-belem-work-programme-on-indicators>

20 See: <https://yeseurope.org/key-outcomes-from-the-un-climate-change-conference-in-bonn-sb-60/>

21 See: https://unfccc.int/sites/default/files/resource/sb2024_L06_adv.pdf

22 See: <https://unfccc.int/documents/637073>

Since Bonn, SB chairs selected 78 experts from all geographical regions and based on the criteria identified in the Bonn outcome text (para 15 to 17) to develop indicators for the 11 GGA targets.²³ However, concerns have been raised about the transparency and selection process of experts.

During the recent workshop on GGA indicators in Sharm el-Sheikh, experts identified several challenges in refining indicators mapped by the SB chairs and AC. Some of these include the volume of indicators, the need for a standardized methodology to clean and refine indicators, applying criteria identified in paragraph 12 of the Bonn outcome text, integrating cross cutting considerations such as gender, the relevance of indicators to adaptation and spatial scope (global vs local), as well as the need for party guidance on the process, scope, and final deliverables.

Inclusion of MoI indicators remained a key point of contention among developed and developing country Parties. Further Party guidance can only be provided following negotiated outcomes at COP29. Until then, experts will continue work based on the existing mandate to review and clean indicators by Baku.

As the halfway mark of the UAE-Belém Work Programme on indicators, COP29 presents an opportunity to secure ambitious outcomes that will drive tangible progress towards achieving the GGA targets. For Africa, accelerating adaptation planning and implementation is urgent and depends heavily on COP29 delivering a final decision that prioritizes robust and equitable MoI and support. Without adequate support, Africa's ability to effectively respond to climate impacts will be severely constrained.

To advance the GGA and the UAE-Belém Work Programme, COP29 must incorporate the following outcomes:

- ▶ ***Retains inclusion of equity and Common but Differentiated Responsibilities-Respective Capabilities principles*** from the Bonn outcome text²⁴, recognizing these principles as integral to achieving the GGA.
- ▶ ***Recognizes Africa's unique vulnerability to climate impacts*** due to its high dependency on climate-sensitive sectors such as agriculture, water, health, and transport.
- ▶ ***Advances work on the FGCR related to paragraph 38 and 46 of 2/CMA.5 by including the following:***
 - ***Calls for workshops or Expert Dialogues to define transformational adaptation, as well as enhance knowledge and information exchange***, including traditional knowledge, for effective implementation of the FGCR, leveraging platforms like the Nairobi Work Programme.
 - ***Calls for further work to ensure FGCR analysis is integrated into future GSTs, enabling a better understanding of adaptation progress and aligning global efforts with the Paris Agreement goals.***
 - ***Establishes a need to conduct comprehensive assessment of risks, impacts, and adaptation capacity gaps and needs in developing countries, providing a foundation for more targeted support for effective implementation of national adaptation plans.***
 - ***Agrees on the terms of reference for a review mechanism to assess the effectiveness of the FGCR, identifying the scope, frequency, and processes for stakeholder engagement.***
 - ***Re-establishes an agenda item on the GGA to continue discussion and work towards the framework's implementation and evaluation, while also recognizing the need to integrate adaptation agenda items.***

23 See: <https://unfccc.int/sites/default/files/resource/19.09%20Expert%20table%20for%20web%20publishing.pdf>

24 See: https://unfccc.int/sites/default/files/resource/sb2024_L06_adv.pdf

- ▶ **Agrees on an Ad Hoc Expert group to continue leading the selection and development of indicators, with support from all parties through the SB bodies.** Experts are essential to provide the relevant technical expertise, but their selection must be balanced and based on criteria identified in paragraphs 15 to 17 of the Bonn outcome text.²⁵ Party guidance will be key to ensure indicators align with diverse adaptation priorities and contexts.
- ▶ **Establish a clear link between the GGA, the UAE-Belém Work Programme, and the New Collective Quantified Goal on climate finance** to address the growing adaptation finance gap. This connection should mandate a technical process to quantify the technical needs associated with achieving the GGA targets, National Adaptation Plans (NAPs), and Nationally Determined Contributions (NDCs).
- ▶ **Establishes a need for clear and concrete, outcome-based indicators for MoI across thematic and policy cycle targets,** with specific commitments for finance, technology transfer, and capacity building support. MoI support must be linked to tangible outcomes for a sector, such as the amount of funding or capacity building support received to develop climate resilient health services. Strong language and outcome-based MoI indicators for the adaptation policy cycle must also be included.
- ▶ **Agrees on the purpose, set of key criteria, categories and scope (local and / global) to guide development of global adaptation indicators,** considering the challenges of creating these indicators and the constraints of a two-year work programme. The Bonn text (paragraph 12, Annex 3) outlines criteria for inclusive, scalable, and clear GGA indicators, but these remain under negotiation at COP29. COP29 must not only finalize these criteria but also clarify the indicators' purpose, which is currently undefined in the text. The indicators should serve two roles: i) enhance party reporting through Biennial Transparency Reports and ii) assess global progress toward the GGA.
- ▶ **Sets a clear work plan for the technical work of the UAE-Belém work programme in 2025** to ensure a decision is made on adaptation indicators at COP30. The work plan could be strengthened by including additional workshops to test indicators and gain stakeholder input. Any revisions to the work plan identified in the outcome text at Bonn must be agreed upon at COP29.

25 See: https://unfccc.int/sites/default/files/resource/sb2024_L06_adv.pdf

Fast-track progress on National Adaptation Plans (NAPs):

NAPs are critical domestic planning tools to reduce vulnerabilities by enhancing adaptive capacity and resilience. Given the deceleration in adaptation planning and implementation, as seen across Africa, COP29 must accelerate action on NAPs. Key outcomes must include encouraging as well as providing technical and financial support to parties that have not submitted their NAPs, aligning them with the GGA targets, the first GST outcome and NDCs by 2025, and call on developed countries to provide necessary MoI support for NAPs development and implementation. To prevent maladaptive outcomes, the implementation of NAPs must account for local land tenure realities, ensuring inclusivity and land rights.



C. Fast-Track Transformative National Adaptation Plans

National Adaptation Plans (NAPs) are a crucial domestic planning tool, with two purposes: i) to enhance adaptive capacity and resilience to reduce vulnerability; ii) while also integrating adaptation into policies, programmes, and development strategies.²⁶

NAPs are a priority for Africa at COP29, reflecting the continent's high vulnerability to climate change, reliance on climate vulnerable sectors, and the urgent need for increased adaptation efforts.

To date, 59 countries have published and submitted their NAPs to the UNFCCC, including 21 from Africa.²⁷ However, most African countries, along with least developed countries and Small Island Developing States, have fallen behind the global average in national adaptation planning.²⁸ These gaps underscore the 2023 UNEP Adaptation Gap Report findings of stagnation in adaptation planning, implementation, and financial support.²⁹

Critically, the report also reveals that the integration of gender and social inclusion in NAPs is insufficient, with only 20% of costed NAPs and NDCs globally including dedicated budgets for both. On average, just 2% of funding is directed toward these priorities, despite their proven effectiveness in enhancing adaptation outcomes.³⁰

Unfortunately, COP28 made limited headway on NAPs, with most issues deferred to the Bonn climate talks.³¹ Disagreements between developed and developing countries over financing for NAP development and implementation also stalled progress at Bonn, culminating in an informal note summarizing discussions but no substantive outcomes. These delays raise concerns that valuable time may be lost at COP29 to streamline the text before moving forward.³²

Considering the severity and frequency of climate impacts experienced by vulnerable regions like Africa, the provision of adequate and timely financial and technical support is key, both for the development and sustained implementation of NAPs through 2030. Developed countries must acknowledge their responsibility and commit additional, quality finance to the UNFCCC financial mechanisms (Green Climate Fund, Adaptation Fund, Global Environment Facility, etc.) to support these efforts.

In line with the GST outcome, countries must prepare to submit their NAPs by 2025. In doing so, Parties must align their NAPs with the adaptation targets identified in FGCR, GST outcomes and the next generation of nationally determined contributions (NDCs), also due in 2025. This alignment is vital to developing robust and cohesive national climate strategies that respond effectively to climate impacts.³³

Sharing lessons learned and best practices among countries can help accelerate NAP preparation and implementation. Additionally, NAPs and NDCs must prioritize transformative adaptation actions, including locally led and gender-responsive projects, land governance and land rights, Indigenous knowledge, climate education, health risks, and climate-related mobility.

The implementation of NAPs must consider local land tenure realities to ensure inclusivity for all land users under different tenure arrangements. Integrating land rights into national adaptation planning can safeguard against maladaptive outcomes and promote meaningful resilience.³⁴

26 See: <https://unfccc.int/sites/default/files/resource/UNFCCCNAP2021-Progress-report.pdf>

27 See: <https://napcentral.org/submitted-naps>

28 See: <https://unfccc.int/sites/default/files/resource/UNFCCCNAP2021-Progress-report.pdf>.

29 See: <https://doi.org/10.59117/20.500.11822/43796>

30 See: <https://doi.org/10.59117/20.500.11822/43796>

31 See: <https://environmentaldocuments.com/act-2025-global-adaptation-action-progress-gaps-what-to-expect-2024.pdf>

32 See: <https://www.carbonbrief.org/bonn-climate-talks-key-outcomes-from-the-june-2024-un-climate-conference/>

33 See: <https://environmentaldocuments.com/act-2025-global-adaptation-action-progress-gaps-what-to-expect-2024.pdf>

34 See: https://www.adapt-2-live.org/_files/ugd/aca1e0_da68a63b157a49d9a79b9846e551166a.pdf

African countries must advocate for a significant increase in grant-based finance to support NAPs. Capacity building support, along with technology development and transfer, are equally crucial to ensure successful realization of NAPs across the continent.

To close the gap between adaptation needs and action, COP29 must expedite progress on NAPs by developing a decisive position that:

- ▶ **Recognizes Africa's unique vulnerability to climate impacts** due to its high dependency on climate-sensitive sectors such as agriculture, water, health, and transport.
- ▶ **Establishes a link between equity, CBDR-RC, and climate justice principles and means of implementation support for NAP development and implementation.**
- ▶ **Calls for developed nations to provide timely and adequate means of financial, capacity-building, and technical support to help developing countries** update and submit their NAPs by 2025 and ensure implementation support until 2030.
- ▶ **Urge the UNFCCC financial mechanisms (Green Climate Fund, Adaptation Fund, and Global Environment Facility) to provide scaled up, expedited, accessible and direct financial support for developing countries to prepare and execute their NAPs.**
- ▶ **Urges all country parties to update and align their NAPs with the targets identified in the FGCR, the 2023 GST findings, and their revised NDCs.**
- ▶ **Calls on countries that have not yet submitted their NAPs to do so by 2025 to contribute to the second GST assessment of FGCR, which is set to conclude in 2028.**
- ▶ **Encourages countries to integrate crosscutting issues and priority sectors into NAPs**, including food and agriculture systems, climate mobility, health, biodiversity and ecosystem restoration, land governance, land rights, and rights-based approaches, alongside gender considerations and Indigenous rights, knowledge, and practices. In Africa, promoting community-driven approaches and considering local land tenure realities ensures that strategies are context-specific, inclusive, and safeguard against maladaptive outcomes by valuing local and Indigenous knowledge.
- ▶ **Calls on developed countries and public financial institutions to increase gender responsive and socially inclusive adaptation finance for NAPs** to facilitate more equitable adaptation, in line with the findings of the 2023 UNEP Adaptation Gap report.³⁵

35 See: <https://doi.org/10.59117/20.500.11822/43796>

Transform food and agriculture systems to build resilience:

Climate change also affects every aspect of the food system, from production to consumption, posing significant challenges for adaptation. In Africa, this vulnerability extends beyond food production to urban areas and the informal sector. COP should prioritize agroecology as a key adaptation tool to achieving resilient food systems, especially for Africa, expand the Sharm el-Sheikh work plan to include a food systems approach, update the roadmap to be in line with FGCR and 1.5-degree target, and increase climate finance for smallholder farmers, small scale fishers, Indigenous peoples and vulnerable groups across the food system and production value chain.



D. Transform Food and Agriculture Systems to Build Resilience

The global food system, dominated by corporate control and industrial agriculture, exacerbates the climate crisis, biodiversity loss, hunger, and socio-economic inequality.³⁶ African food systems are dominated by a range of structural challenges that undermine food sovereignty,³⁷ including hunger affecting almost 300 million people,³⁸ malnutrition, low investments, misaligned value chains, capitalization on export led agriculture, reliance on food aid, and minimal promotion of indigenous yet climate resilient crop varieties.

While multinational corporations claim to unlock Africa's agricultural potential, their capitalist approaches – such as seed control, promotion of high chemical inputs, and monopolization of agricultural value chains³⁹ – displace indigenous knowledge and undermine food sovereignty.⁴⁰ Furthermore, the widespread use of chemical additives has raised concerns over the export of toxins, including substances banned in the EU, which continue to enter African markets and cause lasting health impacts. These challenges disproportionately affect vulnerable groups, such as women, smallholder farmers, farm workers, and informal traders, many of whom lack access to social protection, resources, and secure land rights.

A key driver of vulnerability is climate change, which affects every aspect of the food system – from production and supply chains to infrastructure, social dimensions, and dietary choices.⁴¹ In Africa, these vulnerabilities are magnified, extending beyond smallholder agricultural production to areas like urban centers, food retailers, and informal sectors and actors of the food system.⁴²

Since 1961, agricultural growth has declined by 34% due to climate impacts,⁴³ with extreme weather events, such as the recent record-breaking drought in Southern Africa,⁴⁴ devastating crops, livestock, and livelihoods. Every climate event deepens food insecurity in Sub-Saharan African, with increases ranging between 5 to 20 per cent.⁴⁵

The second Sustainable Development Goal (SDG2) calls for ending hunger, achieving food security, improving nutrition and promoting sustainable agriculture. To achieve this, a rapid transition from the current global food system to decentralized, farmer-led food systems rooted in democratic, rights-based policy frameworks is key. This transformation must create enabling conditions for food system actors, including smallholder farmers, pastoralists, women, and informal traders, while safeguarding Indigenous knowledge, promoting gender equality, and inclusivity.

Agroecology, tied to Indigenous knowledge and food sovereignty movements, empowers smallholders, enhances farm resilience to extreme weather events, and strengthens local food systems. Efforts to meet this goal must be gender-responsive, participatory, rights-based and fully transparent, while aligning with the FGCR agriculture target, NDCs, and NAPs.

In addition to adaptation, climate summits have historically overlooked agriculture and food systems,⁴⁶ as evidenced by the fact that only 4% of global climate finance was directed toward agrifood systems⁴⁷ and just 0.8 % went towards small-scale agrifood systems in 2019/2020.⁴⁸

36 See: <https://doi.org/10.1017/9781009157988.007>

37 See: https://www.powershiftafrica.org/storage/publications/Just-Transition-Africa-report-ENG_single-pages_1685021139.pdf

38 See: <https://openknowledge.fao.org/server/api/core/bitstreams/5750b9e9-a74c-4b0e-8c76-1f7568874e4a/content>

39 See: <https://afsafrica.org/wp-content/uploads/2015/04/AFSA-Quarterly-Update-First-Edition-Final.pdf>

40 See: <https://afsafrica.org/statement-of-alliance-for-food-sovereignty-in-africa-at-cop-28/>

41 See: <https://doi.org/10.1146/annurev-environ-020411-130608>

42 See: <https://doi.org/10.1016/j.cosust.2022.101169>

43 See: <https://www.un.org/en/climatechange/ipcc-wgii-report>

44 See: <https://e360.yale.edu/features/southern-africa-drought-crops>

45 See: <https://www.nature.com/articles/d44148-021-00113-1>

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

47 See: <https://www.climatepolicyinitiative.org/wp-content/uploads/2023/11/The-Climate-Finance-Gap-for-Small-Scale-Agrifood-Systems.pdf>

48 See: <https://www.climatepolicyinitiative.org/wp-content/uploads/2023/11/The-Climate-Finance-Gap-for-Small-Scale-Agrifood-Systems.pdf>

The Sharm El-Sheikh Joint Work on Implementation of Climate Action on Agriculture and Food Security (SSJW) at COP27 marked an important step in bringing food systems to the forefront of climate discussions. Outcomes at COP28, however, fell short of expectations, with divisions over coordination and content of the workplan stalling progress.⁴⁹ A further point of contention relates to SSJW's focus on food security versus food systems.

While a food security approach narrowly focuses on production and access to food - typically through siloed, top-down and short-term interventions - a food system approach offers a more holistic perspective.⁵⁰ It considers the entire system, including drivers, actors, sectors, sub-systems, and social, environmental, and economic impacts of solutions. This broader perspective is critical for addressing the root causes of food insecurity by acknowledging and tackling broader systemic issues such as corporate control, power and trade imbalances, poverty, conflict, climate vulnerability, global pandemics, and more.⁵¹

Despite these divisions, strides were made during the Bonn climate talks, with a draft negotiating text,⁵² outlining a roadmap for the SSJW mandate and identifying topics for two upcoming workshops – one on food systems and another on means of implementation for agriculture and food systems.⁵³

What COP29 Must Deliver for Agriculture

Guided by the progress already made under the SSJW, COP29 must deliver a decision that;

- ▶ **Recognizes agriculture as an adaptation and just transition sector, rather than mitigation priority, for Africa and other developing countries. Regional interventions and initiatives including the Comprehensive Africa Agriculture Development Programme (CAADP), Maputo declaration and Agenda 2063 should be leveraged on and supported to scale climate adaptation in agriculture.**
- ▶ **Emphasizes the importance and rights of smallholder farmers, especially female farmers, and mainstreaming indigenous knowledge systems** in agricultural policy making and interventions. These knowledge systems generate a duality of benefits including creating local community ownership and aligning policy actions with contextual realities.
- ▶ **Emphasizes the importance of small-scale and artisanal fishers and** recognizes the rights of small-scale and artisanal fishers as essential stewards of aquatic ecosystems, alongside farmers. By recognizing the critical role of small-scale and artisanal fishers, we can ensure that **aquatic food systems** are also integrated into agroecological approaches, promoting **sustainable and equitable** resource management as well as social equity and justice.
- ▶ **Expands the scope of the Sharm el-Sheikh joint work plan** to include a food systems approach that integrates thematic areas and interventions in nutrition, dietary shifts, agroecology and food sovereignty, rights and inclusion of underrepresented groups, climate finance, Loss and Damage in agriculture, just transition, trade, biodiversity, adaptation, and mitigation, among others. A broader focus is key to achieving multiple aspects across the three Rio Conventions and will also contribute to a more holistic response to the challenges posed by climate change in food and agriculture systems.⁵⁴

49 See: <https://www.iisd.org/articles/insight/whats-next-after-cop-28-food-systems>

50 See: <https://openknowledge.fao.org/server/api/core/bitstreams/b620989c-407b-4caf-a152-f790f55fec71/content>

51 See: https://doi.org/10.1007/978-3-031-23535-1_2

52 See: <https://unfccc.int/event/sbi-60?item=9>

53 See: <https://www.carbonbrief.org/cropped-19-june-2024-why-food-prices-are-spiking-bonn-climate-talks-plunging-polar-bear-populations/>

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

- ▶ **Updates the roadmap from Bonn with concrete steps at the global and national levels** aimed at building resilience and reducing emissions from food and agriculture systems, in line with the FGCR and 1.5-degree Celsius targets. The roadmap should align with countries' NDCs and NAPs, emphasizing accessibility of financing, technology transfer and capacity building support for these plans.⁵⁵
- ▶ **Promote mechanisms for derisking agricultural investments and attracting high value, grant equivalent finance flows to support improvement of agricultural productivity. Bold and ambitious commitments such as the joint Sharm-El Sheikh Support Programme from COP28**⁵⁶ should be encouraged and fast tracked to unlock finance and support for farmers, food producers, small agribusinesses and local communities.
- ▶ **Enhance the progress of SSJW**, with full operationalization of the Sharm el-Sheikh online portal as a communication tool on actual projects, initiatives and policies for increasing opportunities for implementation of climate action to address issues related to agriculture and food security.
- ▶ **Recognize interlinkages between the joint work plan and climate finance, trade, adaptation, Loss & Damage, and Just Transition, with a specific emphasis on**
 - **calling for finance for adaptation and Loss and Damage to be directed towards smallholder farmers**, particularly females, in the developing world.⁵⁷
 - **shifting finance towards farmer and peasant-led-agroecological transition, phasing out toxic farming inputs, and promoting truly sustainable practices that improve soil health, biodiversity, and pest management to strengthen food and seed sovereignty.**
- ▶ **Encourages developed countries to reform farming subsidies to reduce emissions from production through to consumption.**
- ▶ **Promotes an inclusive and multi-stakeholder approach** in the identified workshops and ongoing work of the joint work plan, including perspectives from farmers, women, pastoralists, fisherfolk, Indigenous peoples, informal traders, other vulnerable groups, local communities, civil society, and the scientific community. Equitable geographic representation is also key.
- ▶ **Promote stricter regulations and enforcement on preventing exportation of agricultural chemicals from the global North to the global South**, and a shift away from chemically input-based practices toward sustainable and equitable agricultural practices.

food-security/

55 See: https://wwfint.awsassets.panda.org/downloads/wwf_cop28_expectations_1.pdf

56 See: <https://unfccc.int/sites/default/files/resource/CRFS%20Alliance%20Bulletin%20COP28.pdf>

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

Bolster the Fund for Responding to Loss and Damage (FLD):

Extreme weather events are causing economic and non-economic losses and damage in developing countries, particularly Africa. COP29 must operationalize the FLD, convert COP28 pledges into contributions, and secure new and additional financial pledges through a sustainable fundraising strategy. Key priorities include an equitable finance allocation process, direct access modalities, and fast tracking the operationalization of the Santiago Network on Loss and Damage (SNLD) to provide technical assistance at the local, national, and regional levels. COP29 should reconsider the decision to host the SNLD in Geneva and instead host it in Nairobi, as it would provide cost-effective and relevant support to vulnerable regions. The high-level dialogue on funding arrangements should integrate existing L&D mechanisms with the FLD, recognizing its central role. Innovative finance must not distract from developed countries' responsibilities.



E. Bolster the Fund for Responding to Loss and Damage

Extreme weather events are causing significant economic and non-economic losses in developing countries, particularly in Africa, where the human cost of climate change is immense. Despite contributing the least to global greenhouse gas emissions, Africa is among the most vulnerable to climate impacts, including severe droughts, floods, and storms that devastate homes, livelihoods, and food security.⁵⁸ Regardless of the emissions scenario, many climate risks are inevitable and locked in up until 2040, leading to inevitable losses and damage.⁵⁹

Estimates indicate that Africa's loss and damage needs will range from USD 289.2 billion to USD 440.5 billion for the period 2022 to 2030.⁶⁰ Delivery of these finance needs will be key for building resilience, recovery and mitigation of climate impacts for vulnerable communities.⁶¹ However, limited resources, finance, infrastructure, and lack of adequate technology limit the continent's capacity to adapt.⁶²

On the first day of COP28, the Fund for Responding to Loss and Damage (FLD) was operationalized - a crucial step in supporting vulnerable populations and regions experiencing losses and damages from climate impacts. The newly launched FLD received pledges from several parties, amounting to a meagre US\$790 million⁶³. However historic these pledges are, they only cover a small fraction of the \$580 billion in climate-related damage projected to be incurred by vulnerable countries by 2030.⁶⁴

Another missed opportunity included the failure to recognize Loss and Damage as the third pillar of climate action, alongside adaptation and mitigation. While COP28 decided that the UN's Office for Disaster Risk Reduction and Office for Project Services would host the Santiago Network on Loss and Damage (SNLD), agreement on its location was left for 2024. The network's advisory board rejected the UN agencies responsible for managing the SNLD proposal for Nairobi as the most cost-effective city and chose Geneva instead, raising concerns among those most affected by climate impacts.⁶⁵

During the Bonn climate talks in 2024, loss and damage received less attention but remained a contentious issue in the discussions on the New Collective Quantified Goal (NCQG). Developing countries insisted on the need for a separate "window" specifically dedicated to loss and damage, in addition to funds for mitigation and adaptation.⁶⁶ This stance highlighted a clear divide between developed and developing countries, with the former arguing that loss and damage finance falls outside the NCQG's mandate and its incorporation into the target would dilute existing resources rather than provide new funding.⁶⁷ The issue has been deferred to Baku.

The World Bank's role as the FLD host was provisionally approved by its board of directors during the Bonn talks, but final confirmation hinges on meeting COP28's conditions, including ensuring direct access for developing countries. Additionally, the selection of the Philippines to host the Loss and Damage Fund Board was a key step in giving climate-vulnerable nations a platform to influence international climate policies.

58 See: <https://www.unep.org/>

59 See: https://acdi.uct.ac.za/sites/default/files/media/documents/acdi_uct_ac_za/1205/GGA%20Theme%20Targets%20IPCC%20Nov%202023.pdf

60 See: <https://www.afdb.org/en/documents/african-economic-outlook-2022>

61 See: <https://www.worldbank.org/en/publication/poverty-and-shared-prosperity>

62 See: <https://www.ipcc.ch/report/ar6/>

63 See: <https://www.wri.org/insights/cop28-outcomes-next-steps#loss-damage>.

64 See: <https://www.wri.org/insights/cop28-outcomes-next-steps#loss-damage>

65 See: <https://www.climatechangenews.com/2024/03/21/african-dismay-at-decision-to-host-loss-and-damage-advice-hub-in-geneva/>

66 See: <https://www.carbonbrief.org/bonn-climate-talks-key-outcomes-from-the-june-2024-un-climate-conference/>

67 See: <https://www.lowyinstitute.org/publications/climate-loss-damage-fund-works>

The high-level dialogue on funding arrangements at COP29 should serve as a platform for synergizing the existing L&D funding arrangements with the FLD, with the understanding that the Fund is the central piece of the mosaic. In this context, innovative sources of finance should not be used as distractions to dissolve responsibility from those most responsible. Leaders must recognize that loss and damage needs continue to increase.

With the board now being operationalized, COP29 must prioritize scaling up finance to the fund, guarantee finance committed is new, additional, and establish clear modalities. Leaders must recognize that loss and damage needs continue to increase. With the board now operational, COP29 must prioritize scaling up finance for the fund, guaranteeing that contributions are new and additional, and establishing clear direct-access modalities for vulnerable countries.

COP29 must agree on ambitious outcomes for Loss and Damage which:

- ▶ ***Delivers concrete decisions on the structure, governance, and financing of the Fund***, ensuring it is transparent, inclusive, and adequately resourced to address the needs of vulnerable countries, particularly in Africa.
- ▶ ***Advocates for a direct access window to the Loss and Damage fund***, to be accessed by frontline impacted communities, farmers, and civil society organisations in a timely manner.
- ▶ ***Urges developed nations to turn COP28 pledges of \$790 million into contributions***, if not already done so by COP29.⁶⁸ Increasing funds for Loss and Damage is not just about addressing current needs but is also a matter of historical justice.
- ▶ ***Recognizes L&D as a third pillar alongside adaptation and mitigation*** and ensures an L&D sub-goal is included in the NCQG.
- ▶ ***Increase in new, grant-based commitments must be pledged to the fund from wealthy nations***, along with establishing a sustainable fundraising strategy, but pledges must be new and additional to existing climate and development finance. Drastically scaling finance for Loss and Damage would help build trust between developed and developing nations by sending a strong signal of solidarity with climate vulnerable nations and their exposure to climate impacts.
- ▶ ***Calls for the operationalization of the Santiago Network on Loss and Damage, enabling it to deliver technical assistance at the local, national, and regional levels. Developed countries should pledge financial resources to support the network to deliver on its mandate.***
- ▶ ***Reconsider the SNLD Board's decision to host the network in Geneva***, and in line with the UN agencies' report, establish Nairobi as the host city for the Network.

68 See: <https://environmentaldocuments.com/act2025-cop29-call-to-action.pdf>.

Conclusion

The increasing intensity and frequency of climate impacts across Africa demand urgent and transformational adaptation action. COP29 represents a critical juncture for closing the substantial adaptation finance gap hindering global climate resilience, particularly for climate vulnerable regions like Africa. As the “finance COP,” it must deliver concrete, transformative commitments that significantly increase high-quality adaptation finance. Africa’s adaptation needs—estimated to be about \$100 billion annually—far exceed current financial flows, and without urgent action, the continent faces staggering losses in economic and human development.

To address these needs, COP29 must ensure developed countries fulfill their \$100 billion and Glasgow finance pledges while scaling up commitments based on needs identified in the first GST, NAPs, NDCs and costs associated with the GGA. The New Collective Quantified Goal on climate finance must set ambitious quantified sub-goals for adaptation, as well as Loss and Damage, that reflect the needs of developing countries and prioritizes predictable, grant-based, accessible finance.

COP29 must deliver an NCQG that equitably balances finance across adaptation, mitigation, and Loss and Damage, while addressing Africa’s critical adaptation needs. This is essential for restoring trust in multilateral climate processes and ensuring developed countries meet their obligations under Article 9 of the Paris Agreement. To succeed, COP29 must avoid the technical barriers that have stalled progress—such as issues around donor base, timelines, recipients, and the definition of climate finance. Instead, it should deliver an outcome-based finance goal that responds to climate vulnerable regions and Africa’s evolving needs.

COP29 must also accelerate the operationalization of the UAE Framework for Global Climate Resilience and the UAE-Belém Work Programme. Without a clear obligation for developed countries to provide adaptation finance and support, the link between adaptation needs and the means to meet them remains tenuous. To rectify this, COP29 must establish concrete, outcome-based indicators tied to the MoI and a technical process to quantify the resources required for achieving the GGA targets.

Additionally, COP29 must fast-track progress on NAPs to enhance resilience, especially in Africa, by aligning them with GGA targets by 2025. With climate change impacting every aspect of the food system, COP29 should also prioritize agriculture as a key adaptation strategy for climate vulnerable regions, expand the Sharm el-Sheikh work plan to adopt a comprehensive food systems approach and increase finance for smallholder farmers, small-scale fishers, Indigenous peoples, and vulnerable groups such as women, informal traders, etc.

Finally, COP29 must operationalize the Fund for Loss and Damage by converting COP28 pledges into contributions, secure new financial pledges, and develop a sustainable fundraising strategy. The conference must also ensure that the operationalization of the Santiago Network on Loss and Damage is expedited to provide critical technical assistance at various levels, while reconsider the decision to host the SNLD in Geneva and instead host it in Nairobi more relevant and cost-effective support.

A successful COP29 outcome requires political will and momentum to turn commitments into actionable solutions and the finance required to close the adaptation gap. Africa’s adaptation priorities must take centre stage, ensuring that finance flows at the scale and quality needed to address the continent’s escalating climate challenges.

Adaptation is a critical priority for Africa.

However, the region continues to face significant adaptation implementation and related finance gaps, hampering its ability to respond effectively to increasing climate impacts. COP29 must prioritize adaptation finance that is predictable, grant-based, and easily accessible to address these evolving challenges.



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