

# ACP-EU JOINT PARLIAMENTARY ASSEMBLY

ACP-EU 103.289/22/fin.

## RESOLUTION<sup>1</sup>

### **on the global challenges of climate change cooperation for adaptation and mitigation in the wake of COP 27**

*The ACP-EU Joint Parliamentary Assembly,*

- meeting in Maputo (Mozambique) from 29 October to 2 November 2022,
- having regard to the Partnership Agreement between the EU and the Organisation of African, Caribbean and Pacific States (the Cotonou Agreement),
- having regard to the United Nations Framework Convention on Climate Change (UNFCCC),
- having regard to the 2030 Agenda for Sustainable Development, adopted by the UN General Assembly on 25 September 2015 and, in particular, to Sustainable Development Goal (SDG) 13 on climate action,
- having regard to the agreement adopted at the 21st Conference of Parties to the UNFCCC (COP 21) in Paris on 12 December 2015 (the Paris Agreement),
- having regard to the joint declaration of 24 September 2019 by the African, Caribbean and Pacific Group of States and the European Union on the 2030 Agenda and the Sustainable Development Goals (SDGs) implementation,
- having regard to the European Green Deal initiative which was launched by the Commission in December 2019 (COM(2019)0640),
- having regard to its communique of 27 October 2021 on climate action for COP 26 (ACP),
- having regard to the UN Declaration on the Rights of Indigenous Peoples (UNDRIP) of 2007,
- having regard to the ACP-EU Joint Parliamentary Assembly Resolution of 3 April 2022 on enhancing the resilience of small island developing states against climate change and natural disasters,
- having regard to the African Continental Free Trade Area (AfCFTA), established by the

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<sup>1</sup> Adopted by the ACP-EU Joint Parliamentary Assembly on 2 November 2022 in Maputo (Mozambique). This is a provisional version that will undergo linguistic verification.

- African Continental Free Trade Agreement signed in 2018,
- having regard to the special reports of the Intergovernmental Panel on Climate Change (IPCC), and in particular its sixth assessment report and synthesis report thereon,
  - having regard to the final declaration of the sixth European Union- African Union Summit of 17-18 February 2022, entitled “Joint vision for 2030”,
  - having regard to European Parliament resolution of 20 October 2022 on the 2022 UN Climate Change Conference in Sharm El-Sheikh, Egypt (COP27),
  - having regard to Article 18(2) of its Rules of Procedure,
- A. whereas on 11 October 2021, the OACPS and the EU expressed deep concern over the Sixth Assessment Report of the IPCC, which found that human activities are responsible for most of the current global warming; whereas global warming of 1.5 °C will already increase the risks to human health, food and water security, livelihoods and human security;
- B. whereas limiting global warming to 1.5 °C as opposed to 2 °C would lower the impacts on biodiversity and global ecosystems on land and in coastal areas; whereas it would slow down ocean warming and acidification, reducing the risks for marine bio-diversity and ecosystems;
- C. whereas the UN Environment Programme’s Emissions Gap Report 2021 finds that despite more ambitious climate pledges in the last year, new national climate pledges combined with other mitigation measures put the world on track for a global temperature rise of 2.7 °C, far beyond the Paris Agreement goal of limiting global warming to well below 2 °C and pursuing 1.5 °C;
- D. whereas both the EU and ACP are fighting climate change; whereas art. 9 of the Paris Agreement enshrines the right to climate finance for developing countries; whereas over the period 2014-2019, the EU mobilised approximately EUR 3.4 billion to support climate adaptation in Africa; whereas many developing countries have conditional NDCs; whereas their realisation depends on financial support; whereas the Adaptation Fund was set up under the Kyoto Protocol in 2001, but has been severely underfunded since its establishment; whereas there is no finance under the UNFCCC to address Loss and Damage;
- E. whereas climate change threatens to reverse 50 years of progress in development and poverty reduction and, according to the World Bank, could force between 32 and 132 million people into extreme poverty by 2030; whereas developing countries are now facing a dire economic situation aggravated by the COVID-19 pandemic, the associated “debt pandemic” and the adverse effects of the war in Ukraine, among others;
- F. whereas the war in Ukraine and the energy shortages it has caused should be seen as an incentive to prioritise investments in decarbonisation, energy efficiency, renewable energy and sustainable technologies and to develop a socioeconomic model that is compatible with planetary boundaries;

- G. whereas in the Caribbean and the Pacific, small island states are already experiencing increases in temperature, a larger proportion of the most intense tropical cyclones, storm surges, droughts, changing precipitation patterns, sea-level rise, coral bleaching and the effects of invasive species; whereas climate change has a disproportionate impact on developing countries, notably Least Developed Countries (LDCs) and Small Island Developing States (SIDS), their economies and their fiscal stability, although they contribute little to the greenhouse gas emissions in the atmosphere that cause climate change;
- H. whereas there are interlinkages between the global challenges of biodiversity loss, climate change and environmental degradation; whereas biodiversity plays a crucial role in enabling humans to combat and adapt to global warming and increase their level of resilience; whereas by restoring degraded ecosystems and sustainably use and conserve the earth's land, freshwater and ocean habitats, society can benefit from nature's capacity to absorb and store carbon, and that we can accelerate progress towards sustainable development; whereas this requires adequate finance and political support;
- I. whereas the joint communication of the European Commission and of the EEAS of 9 March 2020 "Towards a comprehensive Strategy with Africa" the new EU-Africa strategy proposed a partnership with Africa to maximise the benefits of the green transition and minimise threats to the environment in full compliance with the Paris Agreement; whereas the final declaration of the sixth European Union - African Union Summit of 17-18 February 2022, entitled 'Joint Vision for 2030', highlights the EU commitment to support Africa in its transition to foster just and sustainable pathways towards climate neutrality;
1. Reiterates its commitment to build on joint efforts in support of ambitious climate action during the forthcoming UN climate change conference (COP 27) in Sharm El-Sheikh, Egypt; stresses that this conference will take place on the continent most vulnerable to the adverse impacts of climate change; recognises that the COP 27 will provide unique momentum for Africa to boost climate negotiations in key areas for the continent and other developing regions, including sustainable climate finance, climate change mitigation and adaptation, and loss and damage;
  2. Recalls that climate change and biodiversity loss are among the most pressing challenges facing humanity and that all governments worldwide must do their best to combat them without delay; expresses its deepest sympathy for and solidarity with the victims of the devastating impacts of climate and salutes the dedication of rescue workers; underlines that international cooperation, the involvement of non-state actors, solidarity and coherent action underpinned by science and technology and an unwavering commitment to ramping up ambition are necessary to fulfil our collective responsibility of limiting global warming and preventing biodiversity loss, and thus safeguard the entire planet and the well-being of all;
  3. Expresses grave concern at the findings of the UN Environment Programme's Emissions Gap Report 2021 and deplores that the numerous scientific alarm bells over climate change have largely been ignored so far; stresses that the world needs to halve annual greenhouse gas emissions in the next eight years to keep global warming below 1.5 °C;

4. Highlights that it is vitally important that COP 27 focus on the effective implementation of the Paris Agreement and deliver substantive progress on priority issues; urges the EU and ACP countries to take genuine and meaningful action in line with the UN recommendations adopted in the successive IPCC Reports, including by cooperating on mitigation and adaptation ambition, and to fully update their NDCs with a raised climate ambition where necessary to align with emission pathways for keep global warming below 1.5%;
5. Acknowledges the importance of gradual phasing out of and transition from fossil fuels to renewable energy; stresses that achieving the 1.5 °C target requires the drastic scaling up of renewable energy and supporting a global just transition;
6. Highlights that the EU and its Member States are the largest providers of public climate finance; recalls the clear distinction between official development assistance and climate finance and calls for the reinforcement of development and humanitarian aid policies to help developing countries adapt to climate change; regrets that the current pledges of developed countries still fall far short of their collective goal of USD 100 billion per year and urges them to meet this goal; welcomes, therefore, the fact that by 2025, a new collective quantified goal on climate finance will be set, starting from a floor of USD 100 billion per year and taking into account the needs and priorities of developing countries; calls for targeted support to partner countries in accessing climate finance from international sources, such as the Green Climate Fund and the Adaptation Fund, and for collaboration with multilateral development banks, financial institutions and the private sector; recalls its support for prioritising grants-based finance, in particular for LDCs and SIDS, and climate finance for adaptation as well as loss and damage;
7. Stresses the importance of operationalising the global goal on adaptation and of mobilising major new funds for adaptation in developing countries; regrets that the Adaptation Fund set up under the Kyoto Protocol in 2001 has been severely underfunded since its establishment, and welcomes the new financial pledges made at the COP 26 in Glasgow to this Fund as well as to the Least Developed Countries Fund (LDCF); notes that the bulk of finance focuses on mitigation, while only 20% of the current climate finance targets adaptation; strongly supports the call for developed nations to at least double their collective provision of adaptation finance from 2019 levels by 2025, in line with the Glasgow Climate Pact, and to provide a delivery plan at COP27; calls to secure an adaptation finance decision and finance facility that guarantees scaled-up dedicated finance for adaptation; and for the Global Goal on Adaptation, a cornerstone of the Paris Agreement, to inform the Global Stocktake (GST);
8. Welcomes the creation of a new Glasgow Dialogue on loss and damage funding arrangements; recalls that Article 8 of the Paris Agreement states that the Parties should take a cooperative approach to loss and damage associated with the adverse effects of climate change; calls on the participants to discuss the financing arrangements of activities to avert, minimise and address loss and damage, bringing adequate, new and additional support for the most vulnerable countries; in this regard, calls on the EU to support the adoption of a finance facility for loss and damage, as well as sub-goals for adaptation; affirms that the Union should finance least developed countries' and other vulnerable countries' efforts towards the de-carbonisation of their manufacturing industries with an annual amount corresponding at least to the level of revenues generated

by the sale of Carbon Border Adjustment Mechanism (CBAM) certificates;

9. Stresses that the current UNFCCC decision-making process does not fully allow for the participation of developing countries; welcomes the decision made during the COP 26 to involve non-party stakeholders in several streams of work launched in Glasgow; calls on the COP 27 Presidency to conduct the COP in an inclusive way and to explore additional ways and allocate additional resources to ensure effective and meaningful participation of developing countries; additionally, calls on the UN Secretary-General to hold countries and non-state actors accountable by developing a robust accountability system for commitments made outside of the UNFCCC process;
10. Emphasises that Africa and small island states have a number of adaptation and climate-resilient development options, including agricultural and livelihood diversification, setting up early-warning systems, integrating climate adaptation into social protection programmes, improving climate literacy and setting up climate information services, and developing robust legislative frameworks; recalls that indigenous and local knowledge are a major resource for adapting to climate change; calls on the EU and climate change contributors to step up their support for local community solutions to manage climate change;
11. Stresses the importance of a human rights approach in climate action, including the integration of the human rights dimension in the NDCs, and the need for climate justice;
12. Calls on the EU and its Member States and OACPS countries to adopt the UN General Assembly Resolution at its 77<sup>th</sup> Session, for an Advisory Opinion from the International Court of Justice on the obligations of States, under international law, to protect the rights of people and individuals of the present and future generations against the adverse effects of climate change;
13. Emphasises that climate diplomacy goes hand-in-hand with the full implementation of the principle of policy coherence for development, as enshrined in Article 208 of the Treaty on the Functioning of the European Union, meaning that the EU has to ensure consistency between its development, trade and investment, agriculture, fisheries, energy, climate policies, migration, etc.;
14. Stresses that women may act as effective and active agents and promoters of adaptation and mitigation efforts; emphasises the importance of increasing women's participation, particularly in ACP countries, in high-level climate-related decision-making positions at national, regional and local levels; calls in this context for greater integration of women in the process of finding solutions to adapting to climate change, fostering adaptation and mitigation strategies and national green transformation plans, and having greater access to climate finance;
15. Highlights the value of supporting initiatives such as the European Green Deal and the AfCFTA in meeting Africa's needs; points that increasing technology transfer to developing countries is a critical component of the Paris Agreement and stresses the need for the deployment and transfer of climate-related technologies in African countries to allow them to harness the AfCFTA to achieve climate objectives on top of invigorating intra-African trade, leading to economic gains across the continent;
16. Recalls that Africa remains the continent most plagued by energy poverty and calls on

policymakers to sustain progress on the green transition and expanding energy access as a central pillar of cooperation between the EU and the African Union, notably through investments in small-scale, off-grid and decentralised renewable energy projects, in spite of the socio-economic impacts of the COVID-19 pandemic and the disruption it has caused to political and economic processes related to the regional partnership;

17. Is alarmed that climate change will exacerbate water stress and aggravate food insecurity and water-related challenges; calls for coordinated and coherent water management and for long-term drought prevention and coping measures; insists that EU funding for sustainable agriculture and ACP investments are in line with Agenda 2030, the Paris Agreement and the Convention on Biological Diversity; stresses the importance of improving food resilience in order to face the increasing variability of yields by developing food stockpiling facilities to limit extreme food price volatility as mentioned in SDG 2;
18. Deplores the fact that global rates of deforestation have shown little improvement in recent years; urges the Parties to fulfil their promise to halt and reverse forest loss and land degradation by 2030; believes that nature-based solutions and ecosystem-based approaches are key tools for supporting climate change mitigation and adaptation;
19. Stresses that early warning systems are critical to effective adaptation, but are not available to a large part of the world's population; supports the World Meteorological Organisation's early warning services initiative and hopes that it will be implemented swiftly in order to save lives and habitats;
20. Instructs its Co-Presidents to forward this resolution to the ACP-EU Council of Ministers, the European Commission, the Council of the European Union, the Vice-President of the Commission/High representative of the Union for Foreign Affairs and Security Policy, the Secretary-General of the United Nations, the Presidency of COP 27 and the UNFCCC secretariat.