



PAN AFRICAN PARLIAMENTARIANS SUMMIT ON CLIMATE POLICY AND EQUITY

THEME

**THE AFRICAN CONTINENT AT THE
CROSSROADS**

*Graceful just transition and NDCs
implementation responsive to
African development aspirations
and economic realities*

**MAY 16 & 17, 2023
PAN AFRICAN PARLIAMENT, GALLAGHER
ESTATES, MIDRAND, SOUTH AFRICA**

BACKGROUND



The adoption of the Paris Agreement during the historic UNFCCC-COP21 in France in 2015, and its subsequent ratification by the requisite number of countries to enter into force, marked a significant milestone - and victory - for multilateralism facing the threat of rising far-right nationalism in the free world.

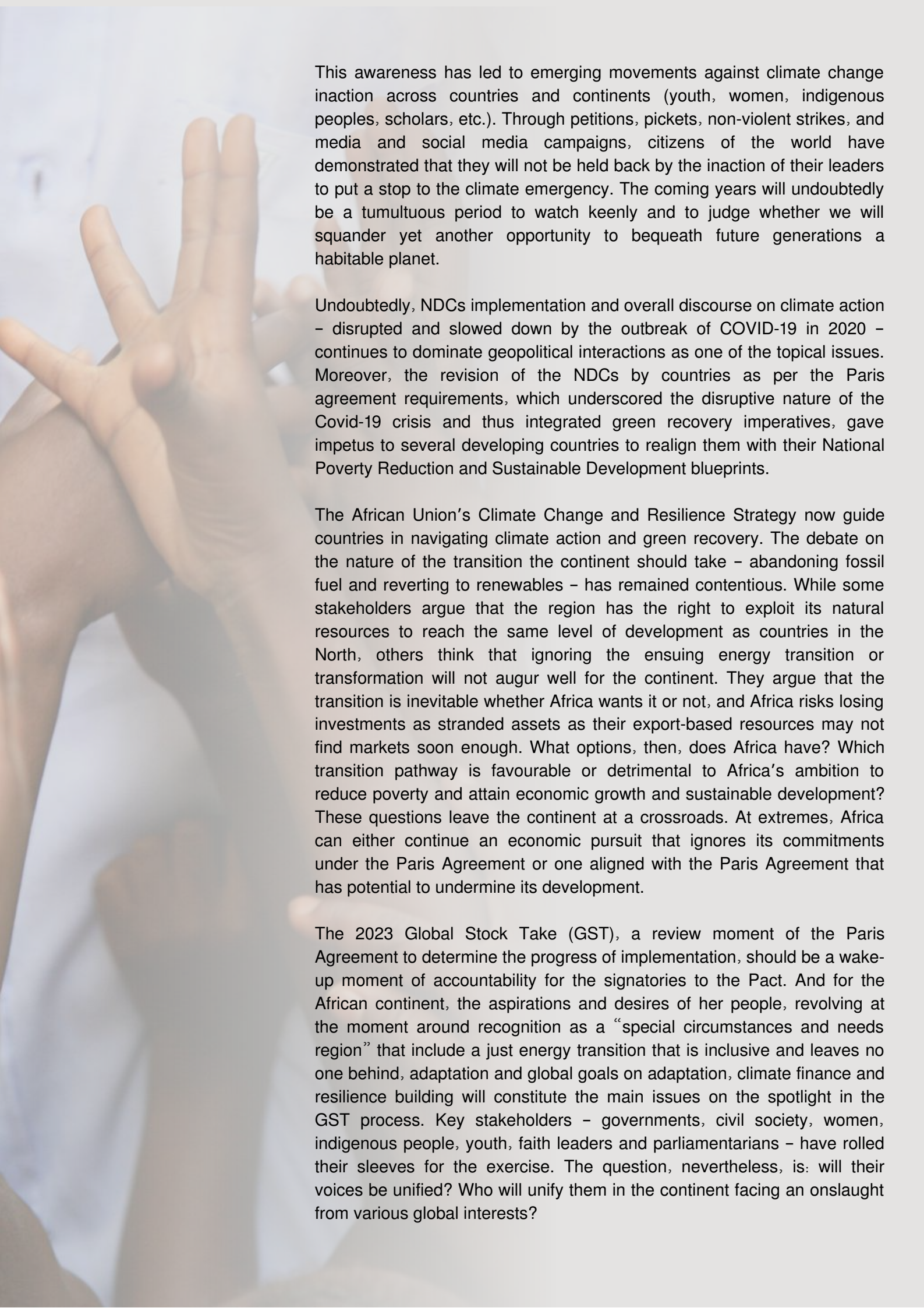
The adoption of the Paris Agreement during the historic UNFCCC-COP21 in France in 2015, and its subsequent ratification by the requisite number of countries to enter into force, marked a significant milestone - and victory - for multilateralism facing the threat of rising far-right nationalism in the free world.

This was a real moment of renewal, trust-building and hope for the world that had been divided based on ideology, race, geography, gender, religion and generation. Over the past seven years since this historic accomplishment, considerable time has been dedicated to conversations around the implementation process. This process, which started with the “Paris Rule Book”, was characterised by intense negotiations, disagreements among Parties, and behind-the-scene manoeuvres as various interest groups tried to ensure their priorities carried the day.

Though Parties to the UNFCCC thrashed out almost all issues of concern as part of the NDCs implementation preparatory process, Article 6 of the Paris Agreement, which primarily deals with carbon trading, has remained contentious. The main sticking issue around this Article is how to reduce global emissions while preventing double counting (a practice where units are counted towards more than one country’s climate targets). It also includes the crucial recognition of human rights, indigenous peoples’ rights and social and environmental safeguards, given human rights harms caused by previous trading mechanisms.

The crucial decision in COP27 of establishing the Loss and Damage Facility marked a turning point after the near-fallout over the Warsaw International Mechanism for Loss and Damage, which is crucial to communities at the frontline of disasters such as cyclone Idai and cyclone Kenneth in Southern Africa.

The UN Secretary-General, Antonio Guterres, has remained steadfast in galvanising and calling for climate action. However, some world leaders – notably those in the West bearing the most significant responsibility for the climate crisis appear to have deviated from their cardinal commitments. The reluctance of world leaders, notwithstanding, consciousness and awareness of the effects climate change impacts exert on people and the planet has grown. Across the world, populations have vivid experiences at their doorsteps of livestock dying, malnourished children crops withering, rivers drying up, heat waves, vicious storms, hurricanes, etc.



This awareness has led to emerging movements against climate change inaction across countries and continents (youth, women, indigenous peoples, scholars, etc.). Through petitions, pickets, non-violent strikes, and media and social media campaigns, citizens of the world have demonstrated that they will not be held back by the inaction of their leaders to put a stop to the climate emergency. The coming years will undoubtedly be a tumultuous period to watch keenly and to judge whether we will squander yet another opportunity to bequeath future generations a habitable planet.

Undoubtedly, NDCs implementation and overall discourse on climate action – disrupted and slowed down by the outbreak of COVID-19 in 2020 – continues to dominate geopolitical interactions as one of the topical issues. Moreover, the revision of the NDCs by countries as per the Paris agreement requirements, which underscored the disruptive nature of the Covid-19 crisis and thus integrated green recovery imperatives, gave impetus to several developing countries to realign them with their National Poverty Reduction and Sustainable Development blueprints.

The African Union's Climate Change and Resilience Strategy now guide countries in navigating climate action and green recovery. The debate on the nature of the transition the continent should take – abandoning fossil fuel and reverting to renewables – has remained contentious. While some stakeholders argue that the region has the right to exploit its natural resources to reach the same level of development as countries in the North, others think that ignoring the ensuing energy transition or transformation will not augur well for the continent. They argue that the transition is inevitable whether Africa wants it or not, and Africa risks losing investments as stranded assets as their export-based resources may not find markets soon enough. What options, then, does Africa have? Which transition pathway is favourable or detrimental to Africa's ambition to reduce poverty and attain economic growth and sustainable development? These questions leave the continent at a crossroads. At extremes, Africa can either continue an economic pursuit that ignores its commitments under the Paris Agreement or one aligned with the Paris Agreement that has potential to undermine its development.

The 2023 Global Stock Take (GST), a review moment of the Paris Agreement to determine the progress of implementation, should be a wake-up moment of accountability for the signatories to the Pact. And for the African continent, the aspirations and desires of her people, revolving at the moment around recognition as a “special circumstances and needs region” that include a just energy transition that is inclusive and leaves no one behind, adaptation and global goals on adaptation, climate finance and resilience building will constitute the main issues on the spotlight in the GST process. Key stakeholders – governments, civil society, women, indigenous people, youth, faith leaders and parliamentarians – have rolled their sleeves for the exercise. The question, nevertheless, is: will their voices be unified? Who will unify them in the continent facing an onslaught from various global interests?

JUSTIFICATION



Implementing the Paris Agreement and NDCs is a multilayered, multi-stakeholder function. Indeed, the Paris Agreement recognises the role of Non-State Actors in this effort. The agreement acknowledges local community and national/sub-national governance units as critical drivers of the transition to low-carbon, climate-resilient, inclusive green growth development trajectories.

A legislative framework provides the legal basis for policy development and implementation. Though many countries have domesticated most international frameworks, including the Paris Agreement, implementation has remained a major challenge due to many factors, including, but not limited to, resources and a lack of effective enabling legislative frameworks. Often, however, governments are prompt in formulating policies that are never backed by well-outlined implementation frameworks and defined legal regimes. The result of this has been reluctant and haphazard policy implementation, dependent on the benevolence of the Executive Arm of government that controls budgeting processes. The Climate Change Convention and its associated Protocols, such as Kyoto, have never been spared this misfortune.

A sound policy framework should begin with formulation and end with implementation. But worldwide, policy development is frequently prioritised without regard for performance. Development partners tend to focus more on providing resources for policy development rather than implementing those policies. This situation has resulted in heaps of policy documents gathering clouds of dust on the shelves of government ministries. The Paris Agreement and NDCs risk this ignominy.

A strategic stakeholder group that has been invisible in international dialogues on climate change, which could provide the missing link between climate policy formulation and implementation, is Parliamentarians in all formations.

Though various parliamentarian initiatives have actively engaged in the process, their voice has never been loud enough to warrant recognition. They participate as members of country delegations or individually, mainly driven by individual passion. Their potent force, particularly in law-making and decision making, can boost the implementation of the NDCs, which would be a significant impetus for locally-led climate action. In holding governments accountable for their commitments under Paris Agreement, the parliamentary formations could boost efforts and pace towards the implementation of NDCs across African countries.

Part of the outcomes from this Summit was a declaration for the establishment of a robust platform to facilitate the engagement of parliamentarians in Africa's and global climate discourse and response processes:

We, members of the Parliament of Kenya, the Pan African Parliament, East African Legislative Assembly (EALA), ECOWAS Parliament, Inter-Parliamentarians Committee of West African Monetary and Economic Union (IPC-WAMEU), Pan-African Parliamentarians' Network on Climate Change (PAPNCC) having met in Nairobi, Kenya, for the Second African Parliamentarians Summit on Climate Policy, from 10 to 13 November 2015 under the theme "Towards a common position on climate justice and equity in the New Universal Climate Change Agreement...Declare that the establishment of the ... [African Climate Legislation Initiative \(ACLI\): A continuous engagement of Parliamentarians across Africa, including towards and beyond Paris, is urgent. To this end, we mandate the partners convening this Summit to facilitate the discussion establishing the ACLI, which will enhance the partnership between Parliamentarians and Civil Society in African climate/environmental policy-making processes. ...](#)"

The key milestone for the ACLI so far is providing a structured framework for coordination between PACJA and PAP. ACLI has been helpful in the joint planning of activities related to legislative work, which has increased the number of interactions and the number of parliamentarians from PAP and other regional legislative assemblies participating in climate change discourse processes. Other key stakeholders, such as the African Climate Policy Centre based at the UN Economic Commission for Africa, have benefitted from this effort to extend their engagement with parliamentarians under the ACLI.

As the participation of parliamentarians in national and international climate change conversations becomes apparent, the importance of this platform becomes essential. Building on this effort, PACJA and PAP will bring together a cross-section of stakeholders for more profound reflections with African parliamentarians as part of Global Stock Take (GST).

In addition to taking stock of the COP27 and overall Africa's progress in the NDCs implementation since the adoption of the Paris Agreement in 2015, stakeholders will also interrogate the contentious question of just transition and come up with recommendations to guide the member countries on the direction which aligns with African realities.

Parliamentarians will robustly engage with experts, practitioners and leaders drawn from diverse backgrounds to internalise key persuasions in international dialogue processes. Participants will define areas of collaboration, including activities, targets, events, and milestones to be achieved in the GST review process and beyond. In addition, participants will deeply think and interrogate some contentious issues and seek to build consensus on what would form the basis for Africa's pitch in the community of Nations.

Though the transition is inevitable, is it not prudent to think about its effects on African development aspirations? Should this be the moment to call for a graceful and just transition that doesn't leave Africa behind? What about a "New Green Deal for Africa", and what could it mean in the context of the complex global geopolitical interactions?

GOALS AND OBJECTIVES

3.1 GOAL

To contribute to galvanising a critical mass of stakeholders capable of catalysing broad support for pro-poor, just, equitable, locally-led and science-based decisions in NDCs implementation and overall climate action.

3.2 OBJECTIVES

1. To identify a common African agenda in the Global Stock Take (GST) process and in the countdown to COP28, and the role parliamentarians can play in the process.
2. To reflect, enhance interaction, promote partnership in policy and legislative work, and define an action agenda (a communique) with other stakeholders in the GST process and COP28.
3. To explore possible long-term inter-governmental and cross-border cooperation on the ongoing conversations around the transition to low-carbon, climate-resilient development, particularly in the energy transition debate.
4. To increase the profile of adaptation and locally-led climate action through exploring funding/climate action finance options, capacity building, awareness raising, sharing of perspectives and best practices, networking and coordination of parliamentarians in NDCs implementation, both in Africa and globally.
5. To provide parliamentary back-up and scrutiny of the climate change actions and policies, innovative sectoral responses, such as agricultural adaptation, a just energy transition, mobility, etc.

The Summit will contribute towards realization of the following outcomes and outputs:

- A critical mass of parliamentarians with capacity to engage critically in international climate dialogue processes, and specifically the Global Stock Take process and COP28.
- Enhanced capacity for parliamentarians to lead efforts in transformative legislation on matters of climate change in their jurisdiction.
- A detailed policy legislative agenda at regional and at country level in advancement of greater commitment and accountability for climate action.
- A detailed framing of core Africa's demand for COP28, including in advancing just transition for Africa
- The development of a framework for strengthening oversight on climate change actions and policies.
- Summit declaration, outlining key standpoints for African parliamentarians regarding critical issues such as just transition, adaptation, climate finance and special needs and circumstances of the continent.

4.0 METHODOLOGY

The Summit will be in-person with plenary sessions, expert presentations, panel discussions, and question and answer. Invited leaders and guests will make remarks and keynote addresses, after which resource people, moderators and session chairs will take the floor. Online participation will also be available.

5.0 LANGUAGES

Languages of the Summit will be Arabic, English, French and Portuguese.

6.0 PARTICIPANTS

The Summit will bring together all Members representing 54 African countries in PAP, including the Bureau, all standing Committees, members of the Committee on Rural Economy, Agriculture, Environment and Natural Resources; Representative Parliamentarians from National and Regional Parliaments, African Union (AU) Institutions, critical stakeholders, resource persons from relevant institutions, including PACJA and other relevant stakeholders.

7.0 VENUE AND DATE

The Summit will take place between the March 16 and 17 May 2023, inclusive of travel days, at the PAP headquarters in Midrand, South Africa.



PROGRAM

	DAY ONE: Monday, May 15, 2023 The arrival of delegates, resource persons and PACJA Secretariat	
DAY TWO: May 16, 2023 SESSION I: OFFICIAL OPENING Session Co-Moderators: (PAP Vice President) and Nelson Muffuh, UN Resident Coordinator, South Africa		
008.00 – 11.20	Registrations	Summit Secretariat
	Welcome and introductory remarks	HE Chair, Standing Committee on Agriculture, Environment and Rural Economy, Pan African Parliament Dr Mithika Mwenda, Executive Director, Pan African Climate Justice Alliance (PACJA) Hon. Charumbira, President, Pan African Parliament
	Brief Entertainment	
	Remarks by key Stakeholders/Partners	African Group of Negotiators (AGN) - Minister for Environment and Green Economy, Zambia
		COP27 President, HE Sameh Shoukry, Minister of Foreign Affairs, Egypt
		Dr Amina Mohammed, Deputy Secretary General, United Nations
		HE Miriam Almheiri, Minister of Climate Change and Environment, United Arab Emirates
		Dr. Adesina Akinwumi, President, Africa Development Bank
		HE Moussa Faki Mahamat, Chair, African Union Commission
		His Excellency Hon. Cyril Ramaphosa, President of the Republic of South Africa
Keynote Speech	HE Dr. William Samoei Ruto, President of Kenya & CAHOSCC Coordinator	
11.20 – 11.30 A.M. HEALTH BREAK		

IMPACTS OF CLIMATE CHANGE, LATEST SCIENCE AND POLICY INTERFACE

11.30 – 12.15	<p>Paper 1: Climate change projections for Africa. IPCC-AR6, climate change impacts and implications for the achievement of Agenda 2063 and Agenda 2030</p> <p>Paper 2: Role of Parliamentarians, Legislative approaches in the implementation of Paris Agreement, NDCs and overall response to Climate Change in Africa</p>	<p>Prof. Seth Osafo, Legal Advisor, African Group of Negotiators to UNFCCC</p> <p>Hon. Wilbur Otichillo, Governor of Vihiga County, Kenya</p>
12.15 – 13.00	Plenary Discussion	
13.00 – 14.00 P.M. LUNCH BREAK		
SESSION III – DOWN THE MEMORY LANE: FROM PARIS TO SHAM-EL-SHEIKH, EGYPT The Paris Agreement, ratification by countries, emerging concerns, African demands and general landscape in international climate discourse processes. Session Co-Chair: Dr Jean-Paul Adams, Director, Technology, Climate Change and Natural Resource Management, UN Economic Commission for Africa and (an MP)		
14.00 – 14.30	<p>Holding ourselves accountable; The architecture, general landscape and key concerns in the Paris Agreement implementation</p> <p>Paper 3: Overview of NDCs implementation, contentious issues and current status in Global Stock Take.</p> <p>Paper 4: Global Stock Take and status in Africa</p>	<p>Ms. Yamide Dagnet, Director of Climate Justice, Open Society Foundation</p> <p>Dr. Mwape Shitima, Chair, African Group of Negotiators, Zambia</p>
14.30 – 15.30	Panel Discussion	<p>Hon. Kamsulum Kabir, Chair, PAPNCC and Member, Cameroon National Assembly</p> <p>Hon. Woda Joda, Member, East African Legislative Assembly</p> <p>Hon. Charity Kathambi, Climate Change members of Parliament Caucus, Kenya National Assembly</p> <p>Jean Pierre Elong Mbassi, Secretary General, United Cities and Local Governments of Africa (UCLA)</p>
15.10 – 15.30 P.M. – HEALTH BREAK		
15.30 – 17.00	Paper 5: Unpacking key elements for a “New Green Deal for Africa’s graceful transition”	Dr. James Murombedzi, Officer in Chief, Climate Change, Coordinator, Africa Climate Policy Centre, UN Economic Commission for Africa
	<p>Pape 6: Adaptation, the global goal for adaptation and local-led resilience building for frontline communities.</p> <p>Paper 7: Article 6, Mitigation, carbon markets, biodiversity and mineral exploration: which way Africa?</p> <p>Paper 8: Technology Transfer and deployment, innovations and Intellectual Property rights for enhanced climate action</p> <p>Paper 9: Climate Finance, Finance mechanisms and how to make them work for Africa</p> <p>Paper 10: The new kid in the bloc: Loss & Damage, will it work?</p> <p>Paper 11: Transparency, Governance and compliance</p>	<p>Seyni Nafo, Coordinator, African Adaptation Initiative</p> <p>AI Hadj Diagne, AGN Lead Negotiator, Article 6</p> <p>Prof. Mark New, Director, African Climate and Development Initiative, University of Cape Town, South Africa</p> <p>Peter Odhengo, Coordinator, African Green Climate Fund NDAs Network and Dr. Dorsuma Al-Hamndo, Director of Climate Change and Green Growth, African Development Bank</p> <p>Julius Ngoma, Coordinator, Civil Society Network on Climate Change, Malawi</p> <p>Wanjira Maathai, Vice-President & Africa Director, World Resource Institute</p>
	Panel discussion followed by plenary discussions	<p>EALA</p> <p>SADC-PF</p> <p>ECOWAS ECCAS Parliament</p> <p>African Women Development & Communication Network</p> <p>Pan African Farmers Organisation</p> <p>All Africa Conference of Churches</p>
17.00 – 17.30	<p>Seven years later, what’s the status of the two crucial Post-Paris Initiatives for Africa:</p> <p>Paper 12: African Adaptation Initiative and in accelerating Agricultural adaptation for food Security</p> <p>Paper 13: African Renewable Energy Initiative in the transition to low-carbon development</p>	<p>Amb. Seyni Narfo, Coordinator, African Adaptation Initiative</p> <p>Dr. Chantal Colle, Interim Director, African Renewable Energy Initiative</p>
END OF DAY		

DAY THREE, May 17, 2023 SESSION IV: African transition to low-carbon, climate-resilient development pathways and resources extraction in the post-oil era Session Co-Chairs: Dr Augustine B. Njamnshi, Chair, Technical & Political Affairs, PACJA and Hon. Senator John Bideri	
08.00 – 09.30	Panel discussion: Promoting North-South, people-centred partnerships for effective & ambitious climate action.
	Commissioner, EU Parliament HE Josefa Sacko, Commissioner, Agriculture, Rural Development, Blue Economy and Sustainable Development, African Union Rep (Congressman) US Congress Dr Margot Brown, Vice-President for Climate Justice & Equity, Environmental Defence Fund, US Representative, Ministry of Foreign Affairs of the Netherlands Executive Director, One Campaign Representative from a judicial body Hon. Pa Jarju, Secretary to the Board, Green Climate Fund
	Panel and Plenary Discussion Consolidating an African Parliamentarians unified message on the countdown to COP28, Dubai Conference - Position statements from various parliamentary networks.
	High-Level Delegates PAP ECOWAS EALA SADC Parliamentary Forum PAP-NCC ECCAS Assembly Interparliamentarians Monetary Fund for West Africa
11:00 – 11.30 A.M. - HEALTH BREAK	
11:30– 13.00	Panel and Plenary Discussion Taking Action on an strong, unified African strategy and position: “Africa First” Joint High-Level Leadership Panel” for the Continent’s New Green Deal for Graceful Just Transition:
	Hon. Chief Fortune Charumbira, PAP and ACLI, Jean-Pierre Elong Mbassi, United Cities and Local Governments of Africa (UCLGA), African Faith Leaders Network on Climate Justice/ All Africa Conference of Churches (AACC), Dr. Mithika Mwenda, Executive Director, PACJA, YOUNGO Representative Memory Kachambwa, Executive Director, African Women Development and Communication Network (FEMNET), Dr. Mwape Shitima, Chairperson, African Group of Negotiators (AGN) Hon. Judge David Mugo, Environment and Land Court, High Court of Kenya
13.00 – 14.00 P.M. - LUNCH BREAK	

SESSION V: RESOLUTION AND WAY FORWARD Session Co-chair: Eugene Nforngwa, Thematic Lead on Just Transition and Energy Access, PACJA and Vice Chair, PAP Standing Committee for Agriculture, Environment and Rural Economy or one of the PAP Vice-Presidents		
14.00 – 15.30	Resolution and way forward	Sessions (I-V) Co-chairs
15.30 – 15.45 P.M. – HEALTH BREAK		
15.45 – 17.00	Remarks by: Pan African Parliament Pan African Climate Justice Alliance	Session co-chairs Hon. Chief Fortune Charumbira, PAP and ACLI Dr. Mithika Mwenda, Executive Director, PACJA,
	Official closing by (Speaker/Deputy President, Republic of South Africa)	
DAY FOUR: May 18, 2023 DEPARTURE		

