



Enhancing action on adaptation and addressing  
loss and damage in Africa



# Africa Adaptation Initiative

Framework Document  
2017 — 2020



[www.africaadaptationinitiative.org](http://www.africaadaptationinitiative.org)

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# Acronyms

AAI	Africa Adaptation Initiative
AEPP	Africa Environment Partnership Platform
AF	Adaptation Fund
AfDB	African Development Bank
a-NDC	Adaptation component of NDC
AGN	African Group of Negotiators
AMCEN	African Ministerial Conference on the Environment
AMCOMET	African Ministerial Conference on Meteorology
AMDAR	Aircraft Meteorological Data Relay
AR	IPCC Assessment Report
ARC	African Risk Capacity
AUC	African Union Commission
CAHOSCC	Conference of African Heads of State and Government on Climate Change
CSIR	Council for Scientific and Industrial Research
COP	Conference of Parties
ECI	Extreme Climate Index
ESGF	Earth System Grid Federation
GCF	Green Climate Fund
GEF	Global Environmental Facility
GFCS	Global Framework for Climate Services
INDC	Intended Nationally Determined Contributions
IPCC	Intergovernmental Panel on Climate Change
LDCF	Least Developed Countries Fund
MDBs	Multilateral Development Banks
MCII	Munich Climate Insurance Initiative
NAPA	National Adaptation Programme of Action
NDCs	Nationally Determined Contributions
NAPs	National Adaptation Plans
NEPAD	New Partnership for Africa's Development
NHMS	National Hydrological and Meteorological Services
RADAR	Radio Detection and Ranging
REC	Regional Economic Cooperation
TAHMO	Trans-African Hydro-Meteorological Observatory
TSU	Technical Support Unit
TWG	Technical Working Group
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commission for Africa
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNU-EHS	United Nations University's Institute for Environment and Human Security
USD	United States (of America) Dollar (currency)
WASCAL	West African Science Service Centre on Climate Change and Adapted Land Use
WISER	Weather and Climate Services in Africa
WMO	World Meteorological Organisation
WFP	(UN) World Food Programme
WRI	World Resources Institute

# Executive summary

Enhanced action to address the impacts of climate change is urgently needed in Africa. The 2013 Africa Adaptation Gap Report finds that the costs of adaptation will be between USD 7 billion and 15 billion per year by 2020, increasing thereafter (Schaeffer et al. 2013). Lower mitigation ambition will translate into even higher adaptation costs and more loss and damage. Of the 53 African countries that have submitted Intended Nationally Determined Contributions (INDCs), all have included an adaptation component (a-INDC) and indicated that adapting to the impacts of climate change is a priority. Many African countries also provided estimates of losses and damages that have been incurred in the past or could be experienced in the future. African policymakers clearly recognise the importance of enhancing action to increase levels of adaptation and implement approaches to address loss and damage. While all African countries are investing significant national resources in the response to climate change, the a-INDCs indicated that much more could be done with support – including finance, technology development and transfer and capacity building.

The need to urgently enhance action on adaptation and addressing loss and damage has also been recognised at the highest political levels on the continent. The Africa Adaptation Initiative (AAI) has been developed in response to a mandate from the Committee of African Heads of State and Government on Climate Change (CAHOSCC), to enhance action on both adaptation and implementing approaches to address loss and damage in Africa. The AAI was formally launched at the twenty-first Conference of Parties (COP) to the United Nations Framework Convention on Climate Change (UNFCCC) in Paris in December of 2015 and is being further developed by AMCEN and the AGN under the guidance of a Technical Working Group (TWG) established in a decision by the African Heads of State and Government at the 26th meeting of the African Union in Addis Ababa, Ethiopia in January 2016 (African Union, 2016). The TWG is chaired by the President of AMCEN and includes representatives of AMCEN, the AGN, the African Union Commission (AUC), the African Development Bank (AfDB), the New Partnership for Africa's Development (NEPAD), the UN Economic Commission for Africa (UNECA), the United Nations Development Programme (UNDP), the United Nations Environment Programme (UNEP), and other organisations and institutions as appropriate, such as the African Risk Capacity (ARC). Once operationalised, the AAI will be guided by a steering committee which will be led by AMCEN. The day to day operations will be undertaken by a Technical Support Unit (TSU).

The AAI will facilitate partnerships among organisations working on the continent to scale up, replicate and implement new initiatives and activities to address the impacts of climate change in Africa. The AAI will advocate for and facilitate access to existing and scaled-up resources for African countries to develop and implement policies, plans, and actions to support their efforts to adapt and address loss and damage. In addition, the AAI will facilitate new projects, programmes, and investments for Africa based on identified gaps and needs of African countries.



African countries all have included an adaptation component (a-INDC) in their INDCs and indicated that adapting to the impacts of climate change is a priority.

The unique added-value AAI brings to the table is two-fold: (1) facilitating the exchange of knowledge, good practices and lessons learned on adaptation and addressing loss and damage amongst African countries; and (2) enabling political advocacy at the highest level towards meeting those challenges. Activities under each pillar will focus on leveraging these two dimensions of AAI's unique value. To this end, AAI will undertake a yearly assessment of results and impacts achieved in each of the four areas and provide a yearly report mapping the state of on-going activities in Africa with clear recommendations for high-level political advocacy to AMCEN as well as CAHOSCC.

Facilitating the closing of the action and finance gap for adaptation and to address loss and damage, through high-level advocacy and connecting relevant actors across the continent is the overarching goal of the AAI. The AAI will develop partnerships with other organisations working on the continent to help African countries access support to address the impacts of climate change in Africa. The AAI will work to advocate and facilitate scaled-up action in four priority areas that will serve as pillars of the initiative: (1) enhancing climate information services; (2) strengthening policies and institutions; (3) supporting concrete on the ground action; and (4) increasing access to and mobilising additional climate finance and investment for adaptation and addressing loss and damage. Adequate climate information services, strong policies and institutions and increased financial, technology and capacity building support are key ingredients for closing these gaps. The four pillars of the AAI will thus be advanced in tandem with one another. A set of targets and accompanying activities have been developed under each pillar to guide the AAI. Below is a description of the four pillars.

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## Pillar 1: Enhancing Climate Information Services



Enhancing action on climate change will require a better understanding of the impacts of climate change, which is currently lacking in most African countries. In Africa there is a continent-wide lack of adequate functional observational infrastructure and capacity to manage, process and archive climate data and develop climate information services. Many African countries also lack the capacity to conduct climate and meteorological event modelling and forecasting. The goal of this pillar is that all African countries have climate information services adequate in quality and quantity to support decision making on both adaptation and addressing loss and damage.

## Pillar 2: Strengthening policies and institutions



Strong policy and institutional frameworks play an important role in enhancing efforts to address the impacts of climate change. Many African countries are unable to develop and implement their climate change strategies, policies, and plans as they lack the capacity to access international funding to support the development and implementation of effective planning regimes. The goal of this pillar is strengthened continental, regional, sub-regional and national institutional and policy frameworks in Africa to support decision making on adaptation and addressing loss and damage.

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## Pillar 3: Enhancing on-the ground action



Despite a growing number of adaptation initiatives on the continent, the scale of action to address climate change in Africa remains far short of what is needed. An essential priority for Africa is to move from policy development and planning to 'on-the-ground' implementation of concrete activities across critical sectors such as agriculture, water, energy, coastal protection, health, natural resource management, and infrastructure. The goal of this pillar is to significantly increase the number of projects and programs being implemented to enhance adaptation and address loss and damage in Africa.

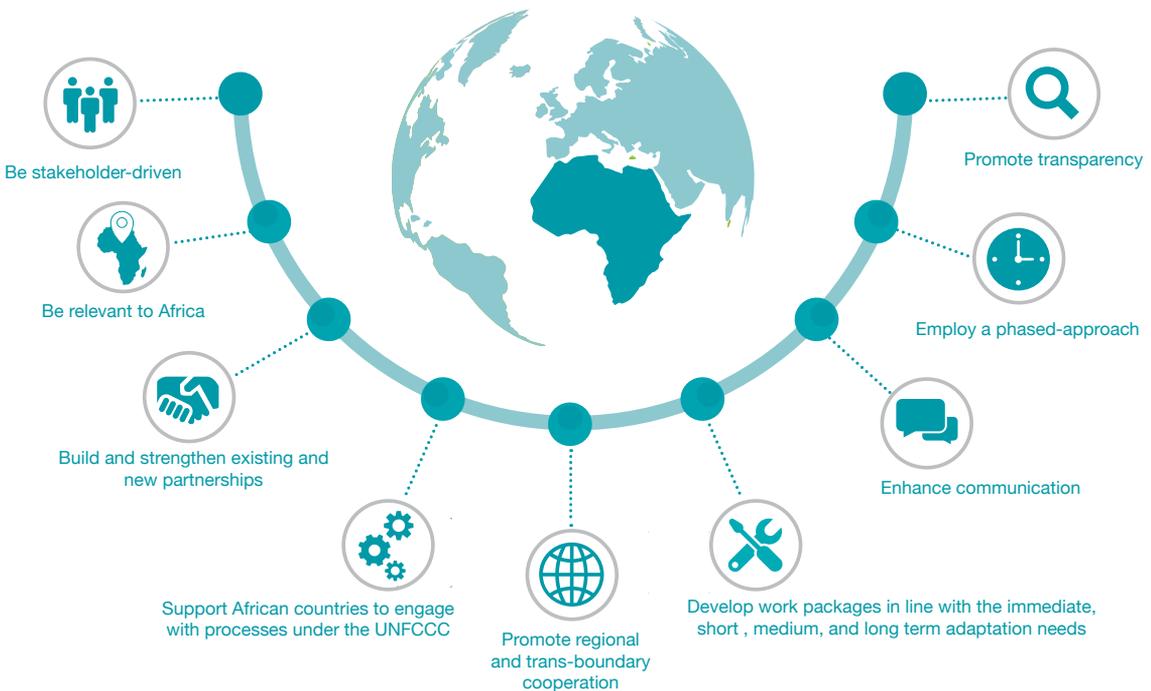
## Pillar 4: Increasing access to and mobilising climate finance and investment



The level of international finance available to African countries needs to be scaled up and African countries and relevant African institutions need the capacity to access climate finance for adaptation and addressing loss and damage. The goal of this pillar is to both increase access to existing support and mobilise additional support to enable the implementation of enhanced action on adaptation and addressing loss and damage.

The AAI is an African-led initiative that will draw on expertise and experience on the continent to help African countries enhance action on both adaptation and implementing approaches to address loss and damage. One of the key roles of AAI will be to enhance collaboration and coordination between existing initiatives on the continent, through mapping of existing relevant work being undertaken on the continent. The AAI will develop relationships with partners to scale up and replicate existing initiatives and will also partner with institutions to develop fundable proposals for new initiatives. In working with partners to implement the activities under each pillar the AAI will be guided by these principles:

## GUIDING PRINCIPLES



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## THE AAI WILL BE IMPLEMENTED THROUGH A PHASED APPROACH WITH THREE DISTINCT PHASES:

- **PHASE 1 (2015 – 2016):** During this phase a political mandate from African Heads of State and endorsement from all 54 African countries was given, the AAI was launched at COP 21 in Paris and two TWG meetings were held in 2016. This phase of the AAI has been successfully achieved.
- **PHASE 2 (2017 – 2020):** During this phase the AAI will play a facilitative role, working with partners to scale up and replicate adaptation action and approaches to address loss and damage. This phase will begin with facilitating support to African countries to develop and implement NAPs through a partnership with UNDP. Additionally, the AAI will develop a yearly report that maps on-going initiatives on adaptation and addressing loss and damage and assesses progress towards meeting its objectives.
- **PHASE 3 (2020 – 2030):** During this phase the AAI will continue to work with partners to facilitate the scaling up and replicating of adaptation action and approaches to address loss and damage. Additional flagship programmes will be developed and additional resources will be mobilised.

The TSU will be established in early 2017 and will then begin to work with African countries to identify and develop relationships with partners that will help implement the activities under each pillar.



# 1. Introduction

According to the UK Met Office's Hadley Centre, historical emissions have caused global average warming of at least 1°C making enhancing adaptation action today imperative (UK Met Office, 2015). African countries are already undertaking actions to adapt to the impacts of climate change, but these efforts need to be intensified as the impacts of climate change increase. The 2014 Africa Adaptation Gap report notes that, on the basis of current trends in global emissions, Africa's adaptation costs could reach USD 100 billion annually by 2050 (UNEP, 2014). The adaptation component of Intended Nationally Determined Contributions (a-INDCs) show that African countries are making significant investments in adaptation but also that the adaptation gap cannot be closed without support. The Intergovernmental Panel on Climate Change (IPCC) also finds that it is unlikely that all of the impacts of climate change will be avoided through adaptation (Klein et al., 2014). Many African countries provided information about losses and damages incurred already or projected for the future in their INDCs. Kenya, for example, reported that drought and floods in the country have resulted in a 3 percent loss in GDP (Ministry of Environment and Water Resources, 2015). In Madagascar over the past five years (2010-2015) the economic cost of loss and damage from climate related impacts has been between USD 470 million and 940 million according to its a-INDC (Republic of Madagascar, 2015). African decision makers clearly recognise that they will need to begin implementing approaches to address loss and damage<sup>1</sup>.

In response to a mandate from the African Heads of State and Government, the African Ministerial Conference on the Environment (AMCEN) together with the African Group of Negotiators (AGN) developed the Africa Adaptation Initiative (AAI). At the 26th Summit of the African Union in Johannesburg, South Africa in June 2015, African Heads of State and Government encouraged:

*AMCEN to develop with the AGN a proposal for enhanced support to Africa on adaptation and on loss and damage, in the context of the Framework Convention on Climate Change and the Green Climate Fund (African Union, 2015:2).*

The AAI was formally launched by the President of Egypt, in his capacity as the Coordinator of CAHOSCC, in Paris during the 21st Conference of the Parties (COP) in December 2015. At the 27th session of the African Union, held in Addis Ababa, Ethiopia in January 2016, African Heads of state and government requested:

*AMCEN to establish a technical working group in collaboration with the Commission, NPCA, AGN, AFDB, UNECA, UNEP, UNDP, to carry on the work with regard to the African Adaptation Initiative, with the aim of increasing its visibility and ensuring mobilization of adequate resources needed for its operationalization and implementation (African Union, 2016:2).*

<sup>1</sup>For the purposes of this document loss and damage is defined as the impacts of climate variability and change that cannot be avoided including through mitigation and adaptation.

A Technical Working Group was established, including these organizations as well as the Africa Risk Capacity (ARC) and met twice in 2016 to discuss the framework document and other AAI related matters.

The aim of AAI is to enhance action on both adaptation and addressing loss and damage by playing a facilitative role, working with both partners and African countries. One of the key roles of AAI will be to improve coordination and coherence between the various institutions and organisations undertaking relevant work on the continent. Through partnerships, the AAI will work with African countries to access available resources and mobilise additional resources to respond to the adaptation needs of the continent.

The unique added-value AAI brings to the table is two-fold: (1) facilitating the exchange of knowledge, good practices and lessons learned on adaptation and addressing loss and damage amongst African countries; and (2) enabling political advocacy at the highest levels towards meeting those challenges. Activities and work undertaken under each pillar will focus on leveraging these two dimensions of AAI's unique value. To this end, AAI will develop a yearly report to map on-going adaptation activities and assess the impacts and progress achieved. This report will provide a set of clear recommendations for high-level political advocacy for CAHOSCC and AMCEN.

### There are four key areas of focus or pillars for the AAI:

- **PILLAR 1:** Enhancing climate information services  
**Goal:** All African countries have climate information services adequate in quantity and quality to support decision makers.
- **PILLAR 2:** Strengthening policies and institutions  
**Goal:** Strengthened continental, regional, sub-regional and national institutional and policy frameworks to support decision making on adaptation and addressing loss and damage in Africa.
- **PILLAR 3:** Enhancing concrete on-the ground action  
**Goal:** Significantly increase the number of projects and programs being implemented to enhance adaptation and address loss and damage in Africa.
- **PILLAR 4:** Climate finance and investment  
**Goal:** Enhance the ability of African countries to access and mobilise additional support through advocacy to implement action on adaptation and addressing loss and damage.

Within each pillar, the AAI will partner with organisations and institutions already working on the continent to facilitate the implementation of activities and scale up and/or replicate existing initiatives to enhance action on adaptation and address the residual impacts of climate change not avoided by adaptation (loss and damage).

## 2. Guiding principles

The AAI is an initiative which has been developed and driven by some of the key institutions on the continent and supported by others. It will draw on African expertise and develop partnerships with institutions and organisations already implementing strategies, plans and actions to enhance adaptation and address loss and damage on the continent. Overall, the AAI will be aligned with the Regional Flagship Programmes which were adopted by AMCEN as a means to ensure the effective implementation of the outcomes of the United Nations Conference on Sustainable Development (Rio +20) in Africa.

### The principles which will guide AAI include:

- **Be stakeholder-driven:** Encourage the participation of a range of stakeholders in African countries in the identification, prioritisation and implementation of approaches to enhance adaptation action and address loss and damage in Africa.
- **Be relevant to Africa:** Be based on and respond to the needs of African countries.
- **Strengthened partnerships:** Build on and partner with existing initiatives, institutions and systems on the continent.
- **Support African countries to engage with processes under the UNFCCC:** Facilitate access to support for the development and implementation of a-NDCs and NAPs in African countries.
- **Promote regional cooperation:** Work with existing national and regional initiatives to encourage regional collaboration and cooperation; and only supports projects and activities agreed by concerned and impacted countries.
- **Design work packages in line with the immediate, short , medium, and long term needs of the African countries.**
- **Enhance communication:** Facilitate the flow of data and information, and share good practices and lessons learned.
- **Employ a phased-approach:** Prioritise support for the implementation of projects based on regional and country-specific needs assessments.
- **Promote transparency:** Be transparent and accountable in the disbursement of funds for projects and programmes.

# 3 ■ CONTEXT: THE CHALLENGES, GAPS AND NEEDS TO ENHANCING ACTION ON ADAPTATION AND LOSS AND DAMAGE IN AFRICA



# 3. Context: the challenges, gaps and needs to enhancing action on adaptation and loss and damage in Africa

There are significant challenges, gaps and needs that the AAI needs to address to facilitate the successful scaling up of adaptation action and address loss and damage.

## 3.1 Inadequate climate information services

One fundamental gap that needs to be address is ensuring climate information services are available in adequate quantity and quality to support decision making on adaptation and addressing loss and damage in African countries. Some of these gaps were outlined in African a-INDCs. The Democratic Republic of Congo, for example, reported that a lack of reliable climate data is a significant barrier in the implementation of its a-INDC (République Démocratique du Congo, 2015). Egypt emphasised the importance of building institutional capacities for the comprehensive collection and analysis of weather, climate and other relevant activities included in its a-INDC (Arab Republic of Egypt, 2015).

A lack of adequate resolution models for the assessment of vulnerability, a shortage of financial resources to purchase data and software necessary for vulnerability assessments and a lack of capacity to undertake these assessments were identified as critical challenges by Guinea-Bissau (Republic of Guinea-Bissau, 2015). One of the priorities of South Africa as identified in its a-INDC is to develop a vulnerability assessment and an adaptation needs framework by 2020 (South Africa, 2015).

## 3.2 Weak observational infrastructure

There is a continent-wide lack of functional infrastructure for climate observations, capacity to manage and archive climate data, and facilities to provide high quality data to decision makers. The land-based observational network in Africa is only one-eighth of the minimum density that is recommended by the World Meteorological Organisation (WMO) to provide adequate data for

decision making (Dorsouma, 2014). Stations are often so far apart that it is difficult to determine local trends and where monitoring stations are in place they are often obsolete or in need of repair (AMCOMET, 2012). While it is clear that observational networks need to be enhanced in Africa, very few African countries have established a baseline and ascertained what is needed to ensure adequate climate information is provided to decision makers.

## 3.3 Lack of capacity to collect, analyse and interpret data and develop climate models

In many African countries both human and institutional capacities need to be enhanced to enable the production of high quality climate and climate impact analyses. The capacity to analyse the aspects of climate that are relevant for users, such as growing days, consecutive dry days and heavy rain days is particularly needed (Graham et al., 2015a). Many research institutions and universities in Africa do not have the capacity to interpret and apply model outputs due to a lack of resources, technical capacity, inadequate staffing and computational capacity and investment in research infrastructure and postgraduate education (Jones et al., 2014). Few training workshops on climate science focus on Africa. African countries are heavily reliant on international institutes to provide predictions, and data from existing observational systems in Africa are not sufficiently integrated into these prediction systems. Although a number of developing countries, and their leading research institutions are currently developing Earth System Models to contribute to Sixth Assessment Report of the IPCC, much more can be done to build climate model development capacity in Africa.

### 3.4 Inadequate risk, vulnerability and loss and damage mapping and assessments

There is a lack of information on exposure, risk and vulnerability to lives, livelihoods and assets in Africa and thus significant scope for improving vulnerability and risk assessments and mapping in many countries on the continent. While methodologies to assess loss and damage from disasters have long been used, those to assess loss and damage associated with climate change impacts are just now being developed and significant research is required to inform their development.

### 3.5 Weak policies and institutions

Stronger institutions and policies are needed to enhance efforts to address climate change in countries across the African continent. Many African countries are unable to develop and implement climate change policies and plans as they lack the capacity to access international funding to support the development and implementation of effective planning regimes. This challenge is exacerbated by a weak science-policy interface, which results in both a lack of data and a limited number of technical experts with the ability to link scientific information with development planning. Evidence from a-INDCs indicates that more than 80 percent of African countries do not have an economy-wide climate policy or sectoral policies and plans to support the implementation of adaptation actions and approaches to address loss and damage.

Several countries emphasised the importance of developing institutional capacity on both adaptation and addressing loss and damage in specific sectors. Lesotho highlighted the need to create an enabling environment to support the implementation of climate change policies, including institutional arrangements, decision making and service delivery (Lesotho, 2015). Zimbabwe identified a lack of institutional capacity to implement early warning systems and also highlighted incoherent institutional frameworks to coordinate risk reduction efforts and insufficient support services for insurance schemes as a barrier to enhancing efforts to address climate change (Zimbabwe, 2015).

Many African countries also lack the national policy and institutional frameworks to develop and implement measures to address loss and damage, which are also lacking at the regional and continental level. Apart from the ARC there are few initiatives on the continent focused on enhancing knowledge and understanding of how loss and damage can be addressed at the national and regional levels (UNFCCC, 2013a). In particular, further work is needed to enhance understanding of how to address slow onset processes and non-economic loss and damage – that is those losses that cannot be assessed in economic terms - on the continent. That said, there is some on-going work such as ARC's drought insurance programme which can be built upon. That said, African countries need more support to understand how to develop and implement approaches to address loss and damage, including through comprehensive risk management frameworks that include adaptation and risk reduction, and how these approaches can be integrated with one another and with sustainable development. In addition, there is significant potential for scaling up and/or replicating on-going work to implement approaches to address loss and damage in Africa.

### 3.6 Inadequate scaling up and implementation of concrete on the ground actions

Despite significant existing initiatives on the continent, the scale of action on adaptation in Africa remains far short of current and growing needs, a fact highlighted in many African a-INDCs. The majority of projects on adaptation and addressing loss and damage on the African continent have focused on technical assistance, policy development, and advocacy with a limited number of projects focused on the implementation of concrete action. An essential priority for Africa is to move from policy development and planning to 'on-the-ground' implementation of concrete action across critical sectors such as agriculture, water, energy, coastal protection, health, natural resource management, and infrastructure. Evidence of the urgent need to address the adaptation gap is provided by, among other things, the fact that many NAPA projects in African LDCs remain unfunded.

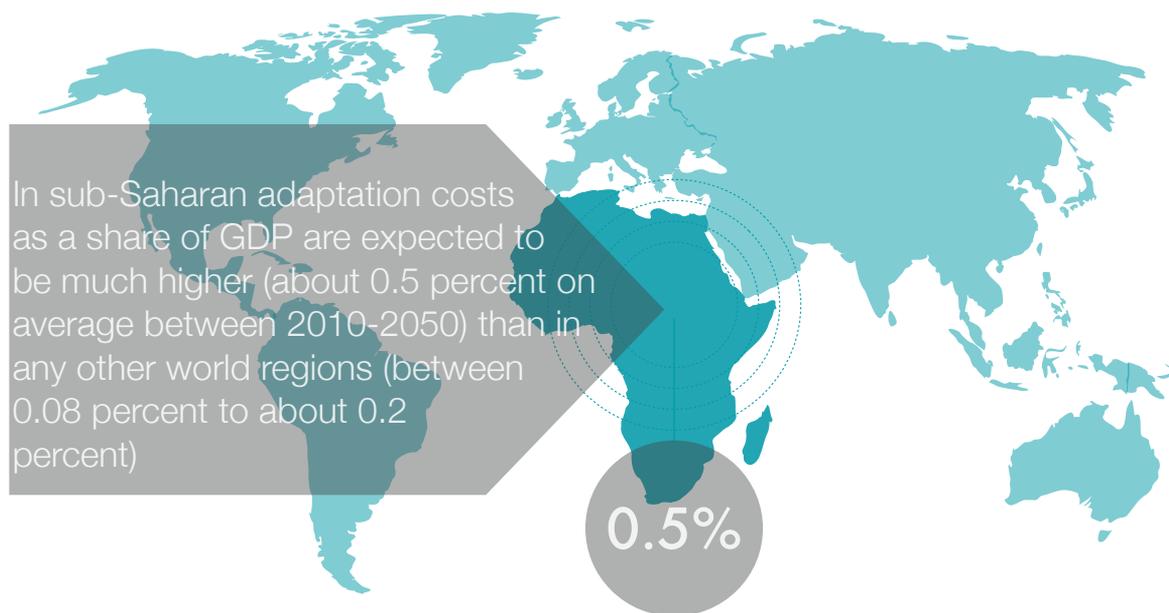
There are strategies, plans and actions to address loss and damage being undertaken on the continent at all levels but there is a significant need to scale up these efforts, especially given that losses and damages are already being experienced by African countries. African countries need support to develop and implement approaches to address the residual impacts of climate change, from both extreme events and slow onset processes, that are not avoided through adaptation. The AAI will address these challenges by mobilising international resources and partnering with existing initiatives to support the development of concrete project proposals on both adaptation and addressing loss and damage.

Evidence from a-INDCs indicates that more than **80 percent** of African countries do not have an economy-wide climate policy or sectoral policies and plans to support the implementation of adaptation actions and approaches to address loss and damage.

### 3.7 Lack of and difficulty accessing climate finance and investment

All African countries identified the need for support, including finance, technology development and transfer and capacity building, to implement their a-NDCs. There are two main issues related to finance for adaptation and addressing loss and damage in Africa: the need for international support to meet the growing needs; and the accessibility of existing support, including through the GCF.

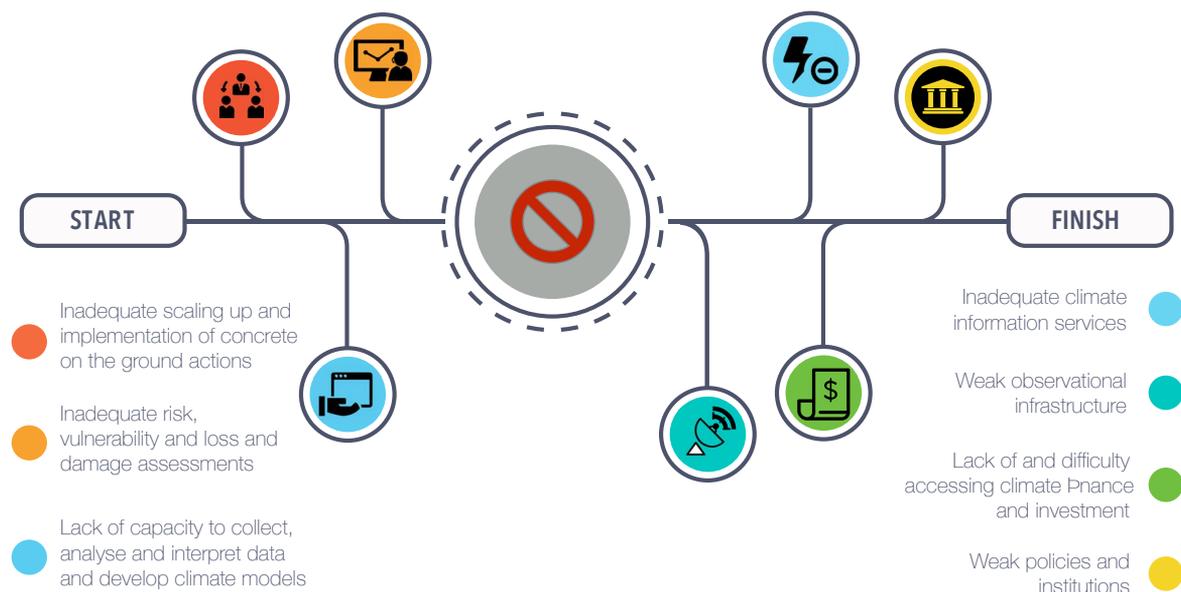
Recent research suggests that significant funds are needed to enhance adaptation. The adaptation finance gap for Africa is projected to quickly deepen between 2010 and 2020 (Schaeffer et al 2013). Adaptation costs in Africa are projected to increase from USD 10 billion to USD 13 billion annually between 2010 and 2019, and from USD 23 billion to USD 24 billion annually between 2040 and 2049 (Schaeffer et al. 2013). The cost of adaptation could be between USD 35 billion and USD 70 billion annually by 2040 for higher emission scenarios (Ibid). Adaptation costs as a share of GDP are also expected to be much higher in sub-Saharan Africa (about 0.5 percent on average between 2010-2050) than in any other region of the world (between 0.08 percent to about 0.2 percent), indicating the relative importance of increasing adaptation funding in sub-Saharan Africa (Ibid). This suggests the urgent need to upscale existing mechanisms for delivering climate finance to developing countries.



Financing approaches to address loss and damage represent an additional challenge and one for which African countries will require support. Research has found that current financial tools do not provide support at the scale needed to address loss and damage in developing countries (UNFCCC, 2016). Financial support that is available for implementing approaches to address loss and damage has tended to concentrate at the global level (UNFCCC, 2013b). In their a-INDCs some African countries reported losses and damages that have been experienced or predictions of what could be experienced in the future suggesting the urgent need for support to avoid loss and damage to the extent possible and address those that cannot be avoided through adaptation.

The second major challenge to increasing the implementation of adaptation and approaches to loss and damage is related to access to finance. Several countries highlighted specific challenges associated with accessing finance. Sao Tome and Principe, for example, identified the difficulty in accessing international finance and highlighted the limited resources from the national environment to enable the mobilisation of resources (Democratic Republic of Sao Tome and Principe, 2015). Many African countries lack the capacity to prepare fundable proposals and meet the requirements of funders and donors.

## Challenges, gaps and needs to adaptation and loss & damage in Africa



# KEY INFORMATION

Current financial resources required to improve NHMS in Africa is estimated at US\$ 1 billion

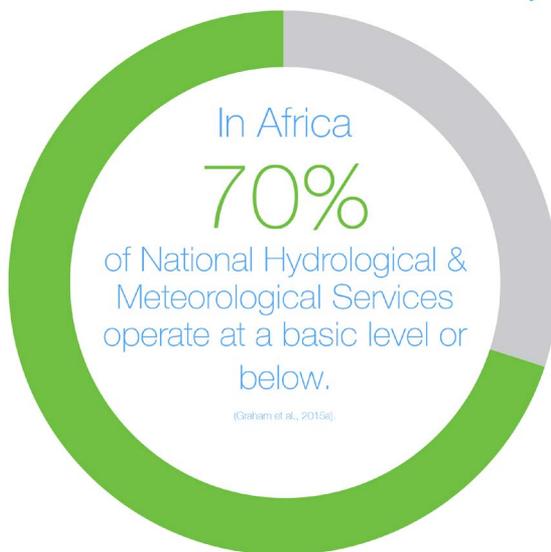
(AfDB et al. 2014)



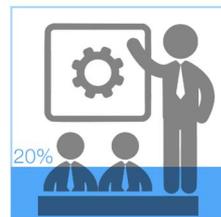
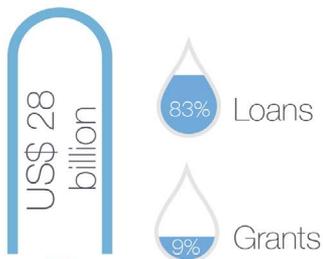
**15%**

Provides US\$ 756 million of the total adaptation finance of the MDBs

(AfDB et al. 2015)



Multilateral development banks (MDBs) 2014 (AfDB et al. 2015)



Only **20%** of climate data are used in decision making

(Graham et al., 2015e)

US\$ 100 - 150 M



US\$ 100 - 150 million per year is needed to improve and modernize NMHSs in Africa  
(AfDB et al. 2015)



AfDB has been accredited to disburse GCF in Africa.



ONE STATION PER 26,000 KM<sup>2</sup>

THE LAND-BASED OBSERVATIONAL NETWORK IS ONLY 1/8 OF THE MINIMUM DENSITY REQUIRED BY THE WMO  
(AMCOMET 2012)

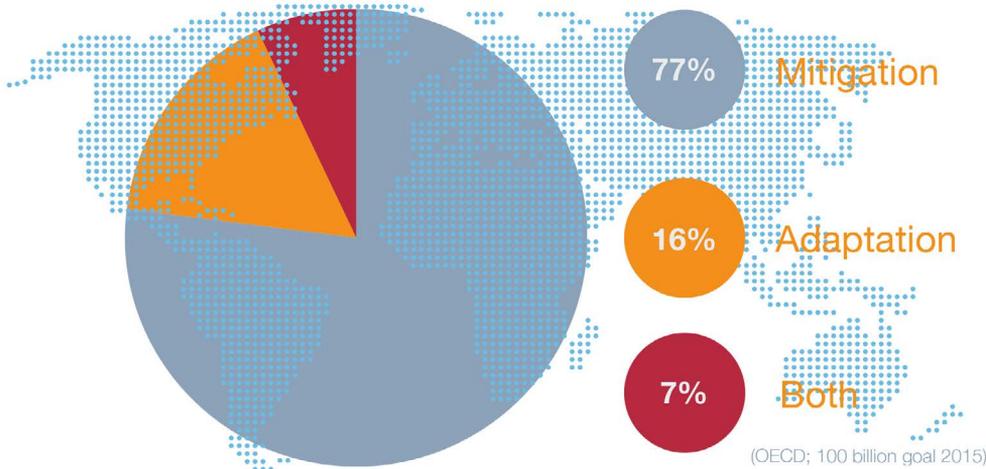


Mobilize up to US\$ 16 billion by 2020 under the African Climate Business Plan  
(World Bank 2015)



3X

Disbursement of US\$ 5 billion annually by 2020, 1/2 towards adaptation  
(AfDB et al. 2015)



# 4. The Africa Adaptation Initiative: Goals and Proposed Thematic areas and Activities

As described in previous sections, the AAI will facilitate enhanced action on adaptation and addressing loss and damage in four key pillars of work: (1) enhancing climate information services, (2) strengthening policies and institutions, (3) enhancing concrete on the ground action, and (4) facilitating access to and mobilising additional climate finance and investment for adaptation and addressing loss and damage. Enhancing concrete on the ground action on adaptation and addressing loss and damage is the overarching goal of AAI but in order to do so African countries require adequate climate information services to support decision making, stronger policies and institutions and financial, technological and capacity building support. These four pillars thus work in tandem with one another. This section provides an overview of the thematic areas and activities that are proposed under each pillar in order to achieve the goals of the AAI.

## 4.1 Pillar 1: Enhancing climate information services

**Goal:** All African countries have climate information services adequate in quantity and quality to support decision making.

To address these needs this pillar has four priority areas: observational infrastructure, climate information, capacity building and risk, vulnerability and loss and damage assessments. The AAI will work very closely with partners, including the World Meteorological Organisation (WMO). Through partnerships with the WMO and other relevant institutions the AAI will help African countries implement the Global Framework for Climate Services (GFCS) described in further detail below.

### 4.1.1 Observational infrastructure

The WMO has many initiatives and programs that are relevant to enhancing climate information services in Africa. The most relevant of the WMO initiatives for enhancing climate information services is the GFCS, which aims to enable better management of climate risks through the development and integration of science-based climate information into planning, policy and practice at the international, regional and national levels (WMO, 2014). The GFCS does not mobilise resources itself but relies on continuing investments by national governments to invest in climate information services and climate infrastructure in their own countries (Ibid). The importance of increasing financial flows

to support the development and delivery of climate information has been recognised by the African Ministerial Conference on Meteorology (AMCOMET). At the Third Ministerial Conference on Meteorology in Praia, Cabo Verde in February 2015 AMCOMET approved the Resource Management and Implementation Plan for the Integrated Strategy on Meteorology (AMCOMET, 2015). This plan outlines a number of possible multilateral and bi-lateral sources of funding to implement the GFCS but procuring the funding necessary for implementation is up to each individual country. There is therefore a role for AAI to facilitate, together with partners, to facilitate access to support to help African countries implement the GFCS.

The United Kingdom's Meteorological Office is providing support to some African countries, including Malawi, Tanzania and The Gambia, through the Weather and Climate Services in Africa (WISER), to undertake situational assessments that determine the strengths and weaknesses of National Hydrological and Meteorological Services (NHMS) and identify areas for development (Graham et al., 2015a; Graham et al., 2015b). There is significant scope for replicating this work in other countries. There is also on-going work to enhance observational networks by installing automatic weather stations and other technology as part of climate projects currently being implemented across the continent<sup>2</sup>. That said, significant gaps to ensuring adequate observational infrastructure to provide adequate weather and climate data remain. The AAI will begin to address this gap through partnerships with relevant institutions already undertaking relevant work on the continent.

#### 4.1.2 Climate information services

In order for countries on the continent to fully understand and prepare for the range of potential future climate change impacts, significant efforts are needed to analyse the impacts of climate change at the national level. Support is required to enhance the provision of climate information to support decision-making in African countries. The ability to develop and disseminate seasonal forecasts, including early warning systems around the onset and magnitude of drought or flood events and associated risks, will support sectoral planning. For example in the context

of agriculture this type of information would inform what types of crops should be planted or livestock should be bred and where, to ensure food security. Furthermore, improved climate prediction knowledge may even inform agricultural trade across the five regions in Africa, which will be affected differently by the impacts of climate change.

#### 4.1.3 Capacity building

Training climate scientists, climate modellers and technicians, and providing tools to expand the existing observational network is a precursor for improving climate services in Africa. Although a number of institutions offer capacity building services<sup>3</sup>, these activities should be scaled-up and expanded. Through partnerships with various research centres and universities on the continent, the AAI will facilitate capacity building to improve African-based climate model development. Some of the capacity building work will include a focus on data management, as such increasing the quality of data and facilitating the digitisation of historical records in African NHMS and other institutions. In addition, the AAI will facilitate access to support the dissemination of climate data in Africa. The AAI, through partnerships, could also establish an interactive portal for the provision of climate services in Africa to support decision making. Through partnerships, could also establish an interactive portal for the provision of climate services in Africa to support decision making.

Enhancing concrete on the ground action on adaptation and addressing loss and damage is the overarching goal of AAI but in order to do so African countries require adequate climate information services to support decision making, stronger policies and institutions and financial, technological and capacity building support.

2. For example projects to enhance the observational networks in several West African countries are being implemented by the West African Science Service Centre on Climate Change and Adapted Land Use (WASCAL) and the Trans-African Hydro-Meteorological Observatory (TAHMO).

3. For example the South Africa Weather Service (SAWS) offers training on infrastructure, weather observations and prediction, the Council for Scientific and Industrial Research (CSIR) offers model development and the Climate Systems Analysis Group (CSAG) at the University of Cape Town offers training and capacity building for climate scientists.

#### 4.1.4 Risk and vulnerability assessments and mapping

Understanding where the risks are now and will likely be in the future is an integral part of responding effectively to climate change, whether through adaptation to avoid loss and damage or approaches to address loss and damage that cannot be avoided. Vulnerability, risk and loss and damage assessments and mapping require an understanding of both current and future climate change impacts along with information about vulnerability, socioeconomic data, demography and other relevant information. Most African countries do not yet have sufficient information to undertake these assessments though many articulated the need to better understand vulnerability, risk and loss and damage in their a-INDCs. That said, some African countries have implemented risk and vulnerability assessment and mapping frameworks, which could be used as examples, building on good practices and lessons learned. Rwanda has developed a vulnerability index which has 37 indicators of vulnerability (REMA, 2015). The AAI could help other African countries benefit from the lessons learned from this process through a web-based platform and the development of a toolkit or guidance on carrying out vulnerability assessments. In addition, the AAI could facilitate access to support for African countries to access technical expertise and financial support to undertake vulnerability assessments and mapping.

Assessing loss and damage – both historical and projected- is important to implementing approaches to both avoiding and addressing potential loss and damage. There has been some work to better understand how loss and damage is incurred at the local level in African countries. In 2012 the United Nations University's Institute for Environment and Human Security (UNU-EHS) undertook local level assessments of loss and damage in nine developing countries, five of which were undertaken in African countries – Burkina Faso, Ethiopia, Kenya, Mozambique and The Gambia (Warner et al., 2012; Warner et al., 2013; Warner and van der Geest, 2013). The studies made significant contributions to knowledge in that they “downscaled” the loss and damage discussion that was then focused on creating an international mechanism to address loss and damage at the global level to better understand what loss and damage meant on the ground, which eventually led to the establishment of the Warsaw International Mechanism on loss and damage (WIM), the body mandated to address loss and damage under the United Nations Framework on Climate Change (UNFCCC). The ARC also models the impact of drought events (and soon floods and tropical cyclones) on the livelihoods of vulnerable populations in African countries. There is significant scope to scale up this work to other communities in Africa, which could also inform policies and plans to increase the efficacy of adaptation as well as the development and implementation of approaches to address loss and damage on the continent. The AAI will fill this gap by working with partners to facilitate access to support these activities.

# Targets and activities

TARGET	ACTIVITY	MODALITY	POTENTIAL PARTNERS
Enhance observational infrastructure to provide data to support decision making on adaptation and loss and damage	Through partnerships, facilitate the increased coverage and maintenance of hydro meteorological stations and centrally managed infrastructure such as RADAR and AMDAR	Advocate an increase the coverage of meteorological and climate relevant observations	AMCEN, GCF, AMCOM-ET, WMO, UNDP, World Bank and regional meteorological organisations
Improve the quality and quantity of climate information services available to decision makers	Through partnerships with scientific and research institutions support model development, regional downscaling and research	Advocate for the mobilisation of resources for the model development, regional downscaling and research	UNDP, ARC and research institutions across the five African regions
	Facilitate the establishment and maintenance of a data portal for the dissemination of climate information services	Establish a climate information data server and update it regularly	TSU and regional implementation support partners
Enhance capacity to provide, analyse and use climate information services and develop models	Facilitate access to training and capacity building for climate scientists, climate modellers and technicians and develop and strengthen a community of practice	Provide training and capacity building on observational infrastructure and maintenance through workshops and other modalities  Support doctoral and fellowship programmes	WMO regional training centres
Increase the number of African countries that have undertaken risk, vulnerability, loss and damage and assessments and mapping	Through partnerships facilitate access to support to help African countries undertake risk, vulnerability and loss and damage mapping and assessments as well as technical support on how this information can support decision making	Develop applications (e.g. drought risk) to support assessments of loss and damage Develop a web-based platform and a toolkit or guidance on vulnerability assessment	ARC, UNU-EHS, UNDP and UNEP

**Table 1:** Thematic areas for Pillar 1

## 4.2 Pillar 2: Institutions and policy frameworks

**Goal:** Stronger continental, regional, and national institutional and policy frameworks to support decision making on adaptation and loss and damage in Africa.

The activities for this pillar are bundled into two priority areas: utilising processes under the UNFCCC and developing national institutional and policy frameworks.

### 4.2.1 Utilising processes through the UNFCCC

The processes under the UNFCCC – including NAPs and the adaptation components of Nationally Determined Contributions (a-NDCs) – are integral for articulating needs and accessing support to enhance adaptation action. There may also be future opportunities to engage with processes on loss and damage under the WIM. Engaging in policies under the UNFCCC in general and implementing the Paris Agreement in particular require considerable amounts of expertise in terms of developing national policies, accessing support and reporting on plans and actions that have been implemented. In many instances these skills are not available at the national or regional level and technical support and capacity building is needed.

For many African countries the processes under the UNFCCC are the starting point for developing and implementing policies to address climate change. Moreover, these policies and processes – such as NAPs, the WIM and a-NDCs – are also important vehicles for articulating challenges, gaps and needs for enhancing action on adaptation and addressing loss and damage. There is a need to develop a set of guidelines and templates to inform and unify planning practices across Africa, based on existing a-INDC templates from the World Resources Institute (WRI) and the AGN. The AAI will work with partners to facilitate access to training for national entities and government officials to enhance their ability to make use of and benefit from processes under the UNFCCC.

Noting the developments since the Paris Agreement, loss and damage has been acknowledged as separate and distinct from adaptation, and the WIM as a permanent body to support countries on the implementation of approaches to loss and damage. The

AAI could complement the work of the WIM by facilitating access to technical support through partnerships to help African countries develop the capacity to implement approaches to address loss and damage including within comprehensive risk management frameworks. Furthermore, on adaptation, the AAI could work with partners to develop guidelines for recognising the adaptation investments of developing countries.

### 4.2.2 Developing of national policies and institutions

The objective of this pillar is to support African countries in developing and implementing policies and institutions to support adaptation and approaches to address loss and damage. This will be done by facilitating access to support for the development of NAPs and the provision of policy support. There is a need to coordinate technical assistance to strengthen continental, regional, and national institutional and policy frameworks to enhance the implementation of adaptation action, and measures to address loss and damage resulting from a changing climate. The AAI will therefore work with partners to provide peer-to-peer learning and facilitate access to technical support to strengthen policies and institutions. In particular the AAI will work with partners to help African countries access finance under the GCF for developing NAPs. The GCF recently agreed to:

*Expedite support to developing countries for the process to formulate and implement national adaptation plans, consistent with United Nations Framework Convention on Climate Change decisions 1/CP.16 and 5/CP.17, and for the subsequent implementation of identified policies, projects and programmes (GCF, 2016).*

The decision mandated that up to USD 3 million can be approved to support the formulation of NAPs and/or other adaptation planning processes in each developing country.

Appropriate policies and institutions are also an important precursor for developing, implementing and scaling up financial instruments to address loss and

damage. Countries require support in order to implement comprehensive risk management frameworks. The AAI will therefore also work with partners to facilitate access to technical support on the development and the implementation of measures to address loss and damage, including within comprehensive risk management frameworks.

## Targets and activities

TARGET	ACTIVITY	MODALITY	POTENTIAL PARTNERS
Increase the capacity of African countries to utilise UNFCCC processes to enhance action on adaptation and address loss and damage	Work with partners to develop methodologies to assess national adaptation needs and reflect these needs in developing national policies, NAPs and a-NDCs, among others	Provide guidelines for assessing resources to support the development of a-NDCs and NAPs (using existing AGN guidelines endorsed by AMCEN)	UNDP, AGN, NEPAD, WRI and GCF accredited entities
	Facilitate access to support for the development and implementation of NAPs and a-NDCs	Advocate for increased mobilisation of resources for the implementation of NAPs and a-NDCs	AGN, AMCEN, UNDP, NEPAD and others as appropriate
Strengthen national policies and institutions to support decision making on adaptation and addressing loss and damage	Facilitate access to support for capacity building through peer-to-peer learning	Host regional workshops led by regional policy experts	UNDP, UNITAR, UNEP, NEPAD, GCF and other partners as appropriate
	Facilitate access to support the strengthening and development of policies and institutions for decision-making on both adaptation and loss and damage	Host regional workshops	AGN, UNEP, NEPAD, WFP, Munich Climate Insurance Initiative and other partners as appropriate
	Enhance understanding of developing and implementing approaches to address loss and damage	Regional workshops	UNDP, UNEP, ARC and other partners as appropriate
Enhance opportunities for the sharing of experiences and lessons learned between African countries and relevant stakeholders	Provide a space for African countries to share experiences, good practices and lessons learned	Develop and host an online platform to allow for the sharing of experiences and lessons learned in a user-friendly format	UNDP, UNEP, NEPAD, ARC and other partners as appropriate

**Table 2:** Thematic areas for Pillar 2

## 4.3 Pillar 3: Enhancing on-the ground action

**Goal:** Significantly increase the number of projects and programs being implemented to enhance adaptation and address loss and damage in Africa.

The activities for this pillar have been bundled into two priority areas: facilitating the provision of technical assistance to access available support and facilitating access to support for the implementation of projects.

### 4.3.1 Technical assistance, including in project design and resource mobilisation

Given the critical significance of adaptation to climate change, access to and effective use of the resources available are a high priority for Africa. The aim of Pillar 3 is to help African countries access support to prepare fundable project proposals that support the scaling-up and implementation of concrete, projects on adaptation and addressing loss and damage on the ground in Africa. This could include the funding of the Regional Economic Cooperation (REC), development of climate change strategies and implementation plans, as well as the scaling up or increasing coverage of the existing initiatives.

Together with partners, the AAI will support African countries to increase national access by linking adaptation and loss and damage projects to existing funding facilities. The AAI will also work closely with GCF accredited entities to mobilise funding that can scale up existing projects and programs. The criteria for projects funded would reflect the priorities as outlined in African a-INDCs. All project with transboundary implications will engage with all countries affected.

### 4.3.2 Support project implementation within countries

There is significant scope for scaling up adaptation and loss and damage projects and programs currently being implemented on the African continent. For instance, the ARC<sup>4</sup>, which is the Pan-African institution supporting the implementation of approaches to address loss and damage, provides a regional risk

pool serving the African continent. Currently seven African countries are members of the risk pool and the ARC aims to expand this number to 30 countries and indirectly insure 150 million Africans by 2020. ARC's Extreme Climate Facility (XCF) provides African countries with early warnings through its Extreme Climate Index (ECI) and when triggered provides resources to support adaptation in member countries.

At the national level the R4 Rural Resilience initiative, a partnership between the UN World Food Programme (WFP) and Oxfam America, supports the development of comprehensive risk management approaches in communities in Ethiopia, Senegal, Malawi, and Zambia and has thus far reached 40,000 farmers (WFP and Oxfam America, 2016). The Initiative has four components: (1) risk reduction through improved resource management; (2) risk transfer through insurance; (3) prudent risk taking through livelihood diversification and microcredit, and (4) creating risk reserves through savings (Ibid). Premiums for the insurance are paid either in cash or by providing labour in community projects.

Some of the key activities of AAI in this pillar will be helping to scale up and replicate good practices – which could include the above. The AAI will also support the creation of new regional projects, such as sectoral initiatives on agriculture, water, oceans, ecosystems and infrastructure. As an annual activity, the AAI will work with partners to map on-going activities on adaptation and addressing loss and damage in Africa and assess progress towards meeting its objectives. This will be done through the development of an annual report.

<sup>4</sup> See: <http://www.africanriskcapacity.org>

# Targets and activities

TARGET	ACTIVITY	MODALITY	POTENTIAL PARTNERS
Address the gaps and challenges to enhancing the implementation of adaptation actions and approaches to address loss and damage	Through partnerships help African countries identify gaps and challenges, design projects, and address the barriers in the implementation of adaptation action and addressing loss and damage	Assess the ongoing processes for carrying out national adaptation gap analysis	Partners including UNDP, UNEP, NEPAD, and others as appropriate
	Through partnerships help African countries access resources for country and/or regional projects and programs	Convene structured dialogues	AGN, AMCEN, UNDP, UNEP, NEPAD, and ARC
		Convene a practitioners group related to enhancing country ownership	TSU and partners such as UNDP, and UNEP
	Through partnerships facilitate access to capacity building for African countries to develop fundable projects	Provide a platform for exchanging lessons, good practices and peer to peer learning on increasing access to financing	UNDP, UNEP and other partners as appropriate
	Through partnerships increase cooperation amongst African countries, accredited entities and other stakeholders to access support	Provide a platform to enhance communication, including through convening structured dialogues	AGN and GCF accredited entities
	Facilitate the scaling up and/or replicating of good practices	Work with partners implementing actions on the ground to facilitate access to resources	ARC, WFP and other partners as appropriate
Together with partners develop regional projects to address the gaps and needs in key sectors such as water, agriculture and infrastructure	Work with partners to develop fundable proposals	ARC, WFP and other partners as appropriate	

**Table 3:** Thematic areas for Pillar 3

## 4.4 Pillar 4: Increasing access to and mobilising climate finance and investment

**Goal:** Increase access to funding and mobilise additional support to enable the implementation of adaptation actions and approaches to address loss and damage.

There is only one thematic area for this pillar: facilitating access to and mobilising additional support for adaptation and addressing loss and damage.

### 4.4.1 Facilitate access to increased finance to support enhanced action

Securing timely, predictable and sustainable access to finance is critical to enable scaling up of action on adaptation and addressing loss and damage. Equally important is enhancing the capacity of national institutions to access climate finance. There is therefore a need to both scale up the mobilisation of international finance for adaptation and addressing loss and damage and to ensure that African countries and relevant African institutions have the capability to access available finance. The aim of this pillar is to facilitate access to adaptation funding and to mobilise support to enable the implementation of the actions to scale up adaptation action to close the adaptation gap and address loss and damage.

## Targets and activities

TARGET	ACTIVITY	MODALITY	POTENTIAL PARTNERS
Increase access to and mobilise additional finance to support enhanced action	Advocacy to ensure commitments translate into concrete finance for African countries	Highlight the importance of mobilising resources for adaptation and addressing loss and damage at high levels through engagement in political events and processes	CAHOSCC, AMCEN, GCF, AGN, and NEPAD
	Highlight the importance of investing in adaptation and addressing loss and damage	Develop a business case for investing in adaptation and addressing loss and damage to coincide with replenishment processes of the GCF and other funds including through a yearly report on the state of adaptation	AMCEN, AGN, UNEP, and the TSU
	Facilitate access to support to help African countries access support to develop and implement adaptation projects and approaches to address loss and damage	Engage partners to support the implementation of adaptation actions and approaches to address loss and damage in African countries	TSU, UNECA, ARC, UNU-EHS, Munich Climate Insurance Initiative (MCII), and other partners as appropriate

**Table 4:** Thematic areas for Pillar 4

# 5. Governance and Management

## An overview of the AAI delivery model

The AAI is an African-led initiative which is strongly rooted in existing African institutions. The initiative will provide support to African countries to enhance adaptation action and address loss and damage in Africa with the aim of being transparent, flexible, agile, and responsive to the needs of African countries. The proposed delivery model is described below.

**Political guidance:** Political leadership to guide AAI will be provided by the Committee of Heads of State on Climate Change (CAHOSCC) and AMCEN. At this level the AAI will increase the visibility of the need to enhance action on adaptation and addressing loss and damage in Africa and will also advocate for mobilising additional resources to support African countries in their efforts to enhance adaptation action and implement approaches to address loss and damage.

**Steering Committee:** A steering committee will be established to provide guidance to the TSU which will consist of the AMCEN bureau which is made up of the president of AMCEN and an additional four ministers. The steering committee will meet at least twice a year in order to undertake political decisions to guide the operations of the Technical Support Unit (TSU).

**Technical Support Unit:** The day-to-day operationalisation of the AAI will be coordinated by the TSU.



## 6. Implementation Plan

The AAI will be implemented through a phased approach. The TSU will be hosted in the interim by UNDP and UNEP starting early 2017. Once established, the TSU will prioritise support for the implementation of projects based on the regional and national needs as articulated by African countries themselves. The TSU will design work packages in line with immediate, short, medium and longer term needs/targets identified for enhancing adaptation action and addressing loss and damage.

**The AAI will be implemented through a phased approach with three distinct phases:**



- **PHASE 1 (2015 – 2016):** During this phase a political mandate from African Heads of State and endorsement from all 54 African countries was given, the AAI was launched at COP 21 in Paris and two TWG meetings were held in 2016. This phase of the AAI has been successfully achieved.



- **PHASE 2 (2017 – 2020):** During this phase, AAI will play a facilitative role, working with partners to scale up and replicate adaptation action and approaches to address loss and damage. This phase will begin with facilitating support to African countries to develop and implement NAPs through a partnership with UNDP and other relevant institutions. Additionally, the AAI will develop a yearly report that maps on-going initiatives on adaptation and addressing loss and damage and assess progress towards meeting its objectives.



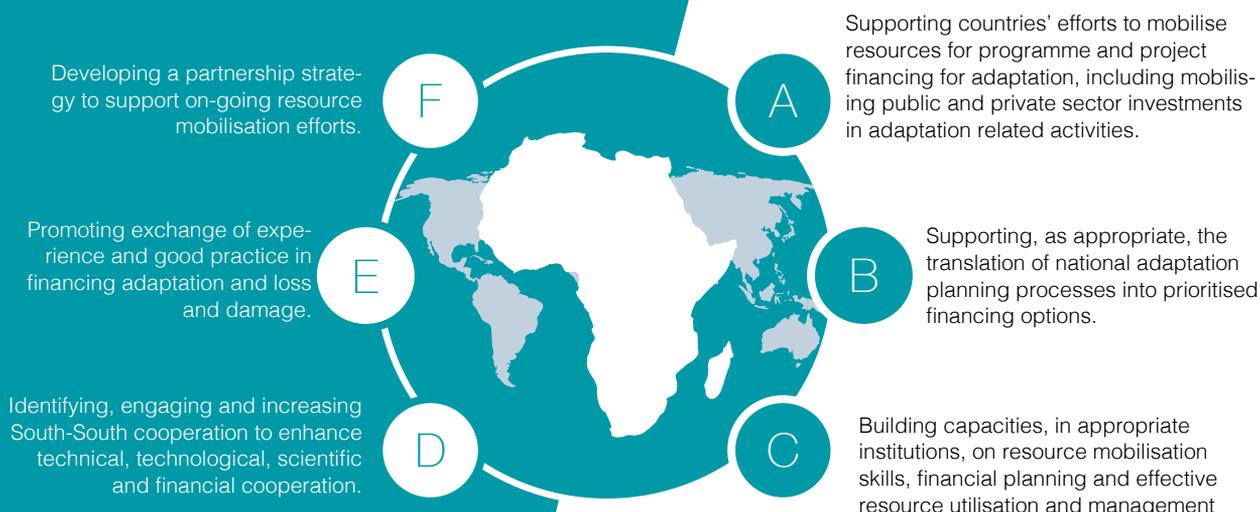
- **PHASE 3 (2020 – 2030):** During this phase, AAI will continue to work with partners to facilitate the scaling up and replicating of adaptation action and approaches to address loss and damage. Additional flagship programmes will be developed and additional resources will be mobilised.

The TSU will be established in early 2017 and will then begin to work with African countries to identify and develop relationships with partners that will help implement the activities under each pillar.

# 7. Resource Mobilisation Approach

The AAI has developed a resource mobilisation approach which will also inform the operationalisation and implementation of the activities under each thematic area. The resource mobilisation approach will be centered, but not limited, on the GCF, as suggested by the mandate from African Heads of State and Government. The approach will also address other vehicles for delivering climate finance.

## Resource mobilisation strategy for over-arching goals



The AAI will mobilise resources for the operations of the TSU through partnerships with the GCF and other potential financial resource providers, under the political leadership of the AMCEN and AGN. The process will involve structured dialogues between the steering committee of the AAI, the GCF and UN agencies and relevant funders and donors.

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# Africa Adaptation Initiative



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**The African Group of Negotiators (AGN)**  
Under the United Nations Framework Convention on Climate Change