



ZIMBABWE

Ministry of Environment, Climate and Wildlife

**Government Position on Climate Change at the 29th Conference
of Parties (COP 29)**

November 2024

1. INTRODUCTION

The 2024 UN Climate Change Conference (COP 29) will convene from 11 - 22 November 2024 in Baku, Azerbaijan, and will be held in conjunction with: the sixth meeting of the COP serving as the Meeting of the Parties to the Paris Agreement (CMA 6); the 19th meeting of the COP serving as the Meeting of the Parties to the Kyoto Protocol (CMP 19); the 61st meetings of both the Subsidiary Body for Implementation (SBI 61), Subsidiary Body for Scientific and Technological Advice (SBSTA 61).

COP 29 takes place following the conclusion of the first Global Stocktake (GST) at COP 28, which assessed global climate action following the adoption of the Paris Agreement. The COP also takes place in a context where the Global Goal on Adaptation Framework was adopted at COP 28 providing a framework that is a step towards parity between mitigation and adaptation. Another significant milestone the COP is building on, is the adoption of the Loss & Damage Fund at the same COP.

The GST pronounced on a number of thematic areas, including the recognition of the existing ambition and implementation emissions reduction gap relative to mitigation pathways consistent with the global ambition of keeping temperatures to below 1.5°C rise in future; insufficiency of climate adaptation action and support, as well as climate finance. The GST outcomes further identified areas of intervention in respect of adaptation, mitigation, means of implementation, and an enabling international cooperation for climate action.

The Baku COP is also the last before the communication of updated Nationally Determined Contributions, which are to be communicated at least six months before COP 30, whilst addressing a number of key issues arising from the COP 28 outcomes, amongst others, which include;

- The conclusion of the New Collective Quantified Goal for finance (NCQG), which is a mandate from COP 21 in Paris.
- Advancing the work on the development of indicators for the Global Goal on Adaptation (GGA) Framework under the UAE-Belem Work Programme.
- The UAE Dialogue on the implementation of the GST outcomes, focussing on enhanced implementation of mitigation and adaptation action.

Zimbabwe's approach to these multilateral climate negotiations is underpinned by principles of sovereignty, multilateralism, equity, sustainable development, and common but differentiated responsibilities and respective capabilities.

2. OBJECTIVES OF THE POSITION PAPER

This Position Paper serves as the guide and reference document for Zimbabwe negotiators at the 29th Conference of Parties (COP29) to the United Nations Framework Convention on Climate Change (UNFCCC). The position Zimbabwe for each negotiations process of priority to Zimbabwe.

This is a living document and will be regularly reviewed and updated, even during the COP and subsidiary body meetings, depending on the trend of events as we negotiate and the constant consultations with the African Group of Negotiators.

3. GUIDING PRINCIPLES FOR THE POSITION FOR ZIMBABWE

With guidance from the Cabinet on the need to prioritise climate change adaptation, mitigation and climate finance, the following principles will guide the country's participation in the climate change negotiation:

- I. **Sovereignty of the state and multilateralism:** Zimbabwe is firmly committed to the sanctity of sovereignty and supports a multilateral approach to the global challenge of climate change, recognising that the full implementation of the Convention and its Kyoto Protocol and Paris Agreement is in the best interest of African countries.
- II. **Principles of UNFCCC:** Our negotiation position is guided by the principles and provisions of the Climate Change Convention and its Paris Agreement, especially on the legal obligations and responsibilities of developed countries to lead in mitigation action and providing support to developing countries for adaptation to climate change.
- III. **Just Transitions:** in addressing the transition which calls upon the drastic reductions of emissions of greenhouse gases such as carbon dioxide and methane, it should be recalled that Africa's contribution to global GHG emissions remain low, with Zimbabwe emitting less than 0.05% of the global emissions.
- IV. **Adaptation is an overriding priority** for Zimbabwe, acknowledging the disproportionately high climate change impacts.
- V. **Addressing loss and damage due to climate change related events** is a critical element of the multilateral response to climate change, and requires urgent attention both during crises and after crises in rebuilding and rehabilitation.

4. ZIMBABWE'S OVERARCHING PRIORITIES FOR COP 29

Below is a highlight of Zimbabwe's priorities and negotiation points for COP 29:

- A. Climate Finance:** This is the core focus of Zimbabwe and the African Group at COP 29, where the country joins other African countries in calling for the New Collective Quantified Goal on Climate Finance (NCQG) that addresses the *quantum of finance* of US\$1.3trillion per annum by 2030, which is reviewed based on needs of developing countries.

The New Collective Quantified Goal on Climate Finance is a new global climate finance goal that the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement shall set from a floor of USD 100 billion per year, prior to 2025, which was meant to be mobilised for the Green Climate Fund through pledges.

It is the country's view that the new finance goal aim to strengthen the global response to the threat of climate change in the context of sustainable development and efforts to eradicate poverty, including by making finance flows consistent with a pathway towards low greenhouse gas emissions and climate-resilient development.

Zimbabwe alone requires US\$10.3billion for climate change adaptation as stipulated in the country's National Adaptation Plan up to 2030. A further US\$4.8billion is required for the implementation of the country's mitigation actions as guided by the Nationally Determined Contributions (NDCs).

B. Strengthening Adaptation Actions: The adoption of the country's National Adaptation Plan in September 2024 marked the beginning of a new era of guided climate action in Zimbabwe towards a climate-resilient nation. A myriad of suggested interventions that require urgent attention have been identified in the areas of Early warning and disaster risk reduction; Climate smart agriculture and sustainable value chains, catchment and wetland management; Water use efficiency and water harvesting, including supplementary irrigation; Forest and biodiversity protection and management, and integrated with tourism; Integrating climate change in health surveillance system; and, Climate proofing infrastructure to withstand climate shocks among others.

In this regard, Zimbabwe will join force with the African Group of Negotiators based on consensus that adaptation is at the core of our outcomes at COP 29. We expect to see an outcome that redresses the adaptation finance imbalance, which currently favours climate change mitigation projects and programmes in multilateral funding mechanism. We view it important to put adaptation costs estimates in context in view of the finance gap for adaptation at national level.

The global adaptation cost estimates are between US\$215 billion to US\$387 billion per year for this decade, compared to US\$1.6 trillion for mitigation, primarily dedicated towards the energy sector. Given the large number of adaptation measures that we need to implement across every sector, from agriculture to water, health to infrastructure, to social protection, the adaptation cost projects are underrated. Zimbabwe requires about a billion United States dollars annually for adaptation alone. The real costs of adaptation are much higher and it's important that we first have a more realistic picture of what's needed. In bridging the adaptation finance gap, it is important to highlight the critical role of grant-based financing in creating the enabling environment and catalyzing adaptation action.

Global Goal on Adaptation (GGA): COP26 launched a two-year Glasgow - Sharm El-Sheikh work programme on the Global Goal on Adaptation (GGA) to raise global ambition, action and support which are necessary to close the growing adaptation needs and finance gaps in developing countries particularly those in Africa. The COP launched the development of a Framework for the GGA at COP27 and the GGA Framework was adopted with clear goals and targets at COP28. It is anticipated that COP29 should advance work on the GGA United Arab Emirates (UAE) Belem work program on indicators particularly in respect of adaptation dimensions (impacts, planning, implementation) noting the importance of finance and other means of implementation as cross cutting issues in all the dimensions.

Zimbabwe should call for the prioritization of its vulnerable sectors outlined in the National Adaptation Plan particularly agriculture, water and health and highlight the need for increased means of implementation.

The UAE-Belem work program on the GGA should deliver a just and equitable adaptation response guided by the common but differentiated responsibilities and respective capabilities principles, and the existing obligations of developed countries under the Climate Change Convention and the Paris Agreement to support adaptation efforts for developing countries including those in Africa.

It is Zimbabwe's position that the Global Goal on Adaptation framework should have some flexible mechanisms to facilitate periodic review in order to assess collective progress made towards attainment of the Global Goal on Adaptation as outlined in Article 2 of the Paris Agreement.

Building on the momentum at COP28, Zimbabwe notes the critical importance of advancing health-specific outcomes, particularly the one outlined in the GGA framework targeted at enhancing climate resilience in health services, aimed at reducing climate related morbidity and mortality.

In this regard, Zimbabwe calls for recognition of its efforts in addressing adaptation gaps and needs as enshrined in the country's National Adaptation Plan and requests for support for implementation of the identified medium and long-term adaptation priorities.

Further, Zimbabwe demands that COP29 facilitates the provision of enhanced, scaled-up and predictable needs based financial and technology support for implementing NAPs and avoid creating any additional burden on African countries including

Zimbabwe who are already incurring significant adaptation costs from their domestic budgets.

Further, Zambia demands that the operating entities of the financial mechanisms of the Convention and the Paris Agreement should ensure provision of adequate funds, in the context of the New Collective Quantified Goal (NCQG) on finance to support developing countries such as Zimbabwe to implement its adaptation programmes.

With notable climate change impacts on the health sector, Zimbabwe is alive to the urgent need for enhanced climate financing, with particular emphasis on grant-based and other non-debt burdening financing models to support robust and innovative early warning and surveillance systems to enhance resilience of health systems to climate-sensitive disasters through prediction and early detection of outbreaks of diseases, such as vector-borne illnesses following floods or identifying communities at risk of food and nutrition insecurity due to droughts or floods; and

Equally important for Zimbabwe as a country, is the need to promote the health sector to meaningfully contribute to climate policy and implementation processes. In this regard, we call for health sector's inclusion and active participation within the UNFCCC processes, in a more structured way.

C. Operationalization of the Loss and Damage Fund: Building on outcomes at COP 28, COP 29 should deliver the full operationalisation of the Loss and Damage Fund for responding to Loss and Damage and sufficient resourcing through further pledges in line with needs of developing countries.

As Zimbabwe, we expect an increase in pledges into the Fund for responding to loss and damage that is commensurate to the urgency and severity of impacts across the developing world. In

this year, in which the new climate finance goal will be set, the outcome of COP29 will be also determined by the ambition shown by developed countries to respond to the adverse impact of climate change. With respect to financial arrangements, it is important to operationalize the funding mechanisms for this purpose.

Zimbabwe calls for an expedited process for capitalization of the Loss and Damage Fund to assist developing countries like Zimbabwe that are particularly vulnerable to the adverse effects of climate change, in responding to loss and damage.

Zimbabwe wishes to emphasize that, based on the severity of the effects of climate change, substantial amounts of resources are needed to capitalize the fund to ensure predictable, sufficient and timely provision of funds to countries in need.

The country expects the access modalities to the loss and damage fund to be streamlined, simplified, efficient and structured in a timely manner based on the likelihood and prediction of climate related disasters. This will realize a simplified and enhanced direct access for developing countries like Zimbabwe which are most affected by compounding and cascading climate impacts.

Zimbabwe also calls for developed countries to provide resources for undertaking studies to inform the preparation of projects for accessing resources from the Fund for responding to loss and damage.

It is Zimbabwe's expectation that funding for Loss and Damage should not only address immediate needs but also medium to long-term recovery needs of local communities.

D. Just Transition Pathways: Zimbabwe calls for any decisions to be adopted at COP 29 to be explicit on the provision of policy

space and support in consideration of developing countries' unique development circumstances and urgent needs, for example the energy gap. This should ensure a fair, just and equitable shift to a low-carbon and climate resilient development.

Zimbabwe will ensure that the following issues are given adequate attention: i) workforce transition in the fossil fuel business; ii) workforce affected by climate impacts; iii) the significance of the informal sector and livelihoods in the Just Transition; iv) finance for the transition; v) technology development and transfer; viii) mineral resource governance that support the transition and development xii) operationalisation of the justice principles.

In this regard, Zimbabwe holds the following positions on just transition:

Zimbabwe and Africa's just transition must maximize sustainable development as the priorities for transitions in Zimbabwe and Africa are on eliminating energy poverty, growing economies, strengthening institutions, and supporting new industries with appropriately skilled workforce.

The just transition must recognize the importance of differentiated pathways and different national circumstances and starting points for countries to transition towards net zero. In this vein, the pace of transformation must consider the economic context of individual countries, some of which are heavily dependent on carbon-intensive industries and some of which are not.

The just transition will require means of implementation including finance, capacity building and technology transfer. The Global North must, therefore, honour the climate obligations under the Convention and the Paris Agreement to enable a just transition

of African countries and other developing countries across the world.

In the energy sector, the just transition priority for Zimbabwe is increasing access to modern energy, unlocking solar and wind energy potential and securing a fair share of renewable energy investments.

The just transition must define the employment shifts that will happen because of the proposed net zero transition. We must address the Just Transition in the context of identifying opportunities including on-job creation and must retrain, reskill and retool workers to prepare them for the transition.

The redline for Zimbabwe is an articulation of decisions that do not provide clear guidance on the accommodation of development priorities for countries that are heavily dependent on fossil fuels within the framework of multilateral response and international cooperation.

E. Consideration and recognition of Africa's special needs and special circumstances: The latest Intergovernmental Panel on Climate Change, the highest scientific body of the UNFCCC reports that Africa is and will be impacted more than any other continent, and the adverse impact of climate change is limiting Africa's economic and development trajectory while the continent only contributes less than 4% of the total global emissions.

Additionally, Africa's special circumstances is based on its development status and being the lowest in achieving Sustainable Development Goals and therefore least capable in undertaking climate actions unless provided the policy space to use its natural resources and supported by means of implementation by the developed countries. COP 29 must launch

work on consideration of the special needs and special circumstances of Africa under the Paris Agreement in line with the relevant and previous decisions adopted by the COPs.

F. Mitigation Work programme

COP27 finalised design of the Mitigation Work Programme (MWP) which was established at COP 26, to focus on scaling up mitigation ambition and implementation of the Nationally Determined Contributions (NDCs) leading up to 2030. Countries decided that the Programme will run through at least 2026. The MWP is a platform for exchange of views on best practises, learning and investment opportunities for a just transition that can provide Parties with confidence for more ambitious NDCs.

The MWP should further consider barriers to implementation of ambitious climate action, and make recommendations in respect of technology, finance and capacity building.

A platform to explore opportunities for developed countries to close the pre-2020 emissions reduction ambition gap, without transferring the burden to developing countries.

The redline is any decision that may shift the climate change mitigation burden to developing countries. Zimbabwe requires to expand the electricity generation capacity, including with the expansion of fossil fuel-use being an option.

G. Capacity Building: Zimbabwe welcomes the capacity building initiatives that have been implemented under the UNFCCC and the Paris Agreement aimed at assisting developing countries to build, develop, strengthen, enhance, and improve capabilities to achieve the objective of the Convention.

The establishment of the Paris Committee on Capacity Building was an important milestone. This is because the Committee will

play an important role in addressing capacity gaps as well as current and emerging needs in implementation of capacity building initiatives in the developing country Parties.

Zimbabwe, therefore, wishes to emphasise the importance of continuous support to developing countries in addressing capacity gaps related to elaboration, update and implementation of Nationally Determined Contributions, formulation and implementation of National Adaptation Plans, and access to climate finance and other means of implementation.

H. Technology Development and Transfer: The establishment of a technology framework under the Paris Agreement to provide overarching guidance to the work of the Technology Mechanism is welcome. This is because the technology framework will promote and facilitate enhanced action on technology development and transfer in order to support the implementation of the Paris Agreement.

Zimbabwe supports the strengthening and broadening of the scope of the Technology Mechanism to enhance the implementation of the Paris Agreement. This will ensure that Zimbabwe benefits from the support which will be provided to developing countries to undertake climate technology research, development and demonstration.

Zimbabwe calls for strengthening of linkages between the Technology Mechanism under the UNFCCC and the Paris Agreement, and the Financial Mechanism as a way of securing financial support to deliver the long-term vision on technology development and transfer.

Zimbabwe also calls for support for institutional strengthening and human resource development for technology development and transfer. This brings the need for the Paris Agreement to

avail resources for developing countries to undertake the technology needs assessment and be in an informed position to prioritise technologies needed for mitigation and adaptation.

Zimbabwe would further like to demand for the initiation of a robust programme through the COP29 Presidency to address the Energy, Water and Food nexus in the period 2023 to 2030 particularly for Africa and developing countries in general.

I. Matters related to Article 6 of the Paris Agreement: The rules and modalities governing international cooperation under Article 6 of the Paris Agreement were adopted at COP26 in Glasgow, Scotland. Indeed, implementation of Article 6 should be undertaken in an inclusive manner while guaranteeing environmental integrity to facilitate the achievement of Parties' NDCs and enhance mitigation and adaptation ambition.

Zimbabwe recognizes and appreciates the important role that the framework for non-market-based approaches will play in the implementation of Article 6 of the Paris Agreement. Non-market-based approaches will promote cooperation for the implementation of NDCs that will not involve the international transfer of mitigation outcomes (ITMOs) while promoting synergy between financial mechanisms, technology transfer, mitigation and adaptation. Zimbabwe takes the following positions:

The urgent need for the full operationalization of Article 6.4 as a critical funding mechanism. This mechanism is envisioned to facilitate essential financial flows into the Adaptation Fund which the country can access to support both mitigation and adaptation actions.

Emphasizes the imperative for a comprehensive decision that should streamline procedures and enhance transparency to boost investor confidence and project viability.

Zimbabwe attaches importance to the effective operationalization of the Glasgow Framework on non-market-based approaches as it can contribute to the implementation of the NDCs of several developing countries and help them to achieve their development and poverty reduction objectives.

Zimbabwe calls and advocates for urgent replenishment of the Adaptation Fund under the assumption that 50 percent of current voluntary carbon market projects will transition to the compliance market under Article 6.4, ensuring sustained replenishment.

Zimbabwe calls for the need for COP to create an enabling environment for promotion of homegrown methodologies for carbon credits projects evaluation and monitoring that align with local realities and capacities.

There is need for projects under Article 6 to not only focus on greenhouse gas emission reduction but also generate multiple co-benefits that enhance community well-being, biodiversity, and ecosystem health.

Zimbabwe calls for capacity building of African Designated Operational Entities that review the authenticity of carbon credit projects to reduce the transaction costs associated with the investment and development of carbon projects, making these initiatives more accessible and effective.

J. Matters relating to Gender and Climate Change: Zimbabwe insists on the full, meaningful and equal participation and leadership of women in all aspects of the UNFCCC processes including UNFCCC positions and in national and local-level climate policy and action for achieving long-term climate goals.

The country acknowledges the importance of advancing gender equality and the empowerment of women in climate change response including in the UNFCCC processes.

Considering that mainstreaming gender and climate change issues into policies requires substantial financial resources, Zimbabwe calls for support to developing countries to undertake gender related actions and implementation of the Gender Action Plan (GAP).

K. Matters related to Action for Climate Empowerment

(ACE): The Zimbabwe Government reaffirms the importance of all six elements for Action for Climate Empowerment (ACE) namely, education, training, public awareness, public participation, public access to information and international cooperation on climate change to achieving the objective of the Convention and the purpose and goals of the Paris Agreement. In addition, the country recognizes the key role Action for Climate Empowerment plays in promoting the changes in lifestyle, attitude and behavior needed to foster low-emission, climate resilient and sustainable development.

Further, the adoption of the 10-year Glasgow work programme on Action for Climate Empowerment was an important milestone as the work programme sets out the scope of and provides the basis for implementing ACE in accordance with the provisions of the Convention and the Paris Agreement.

Zimbabwe calls for support for the implementation of the six elements in order to enhance participation of all stakeholders in the climate change actions and will trigger behavioural change in the long run.

The country also calls for support for implementation of all four priority areas of Glasgow Work Programme namely, policy

coherence, coordinated action, tools and support and monitoring, evaluation and reporting in order to enhance climate change education, training, public awareness, public participation and public access to information.

L. The Climate-Nature Nexus and Nature Positive Food Systems: On the Climate-Nature nexus, COP28 highlighted the need to align climate, biodiversity, and land restoration strategies to tackle both crises together. The nexus between climate change and nature loss is a critical threat to development, economic growth and human well-being, but also provides a potential means to accelerate mitigation and adaptation if addressed together. In this regard, the Zimbabwe National Biodiversity Strategies and Action Plan and NDC processes are great opportunities to integrate climate change and biodiversity loss.

Agriculture contributes significantly to greenhouse gas emissions and biodiversity loss, necessitating ambitious climate and biodiversity commitments. Sustainable food production and consumption are vital for combating deforestation and agricultural expansion. Evidence shows that agroecology-based systems can mitigate climate change and enhance resilience.

Zimbabwe calls for the integration of nature-based solutions in climate policies and actions for adaptation to climate change including enhancing water security and disaster risk management.

Zimbabwe calls for the maximization of the climate and environmental benefits of agriculture by conserving ecosystems, improving soil health, and promoting sustainable practices.

5. CONCLUSION

This paper outlines Zimbabwe's positions on the climate change thematic areas for use at COP29. This calls upon Zimbabwe's delegates to COP to align with the positions and articulate their interventions in line with the positions in the paper.

The Zimbabwe position resonates with the broader positions of the African Group of Negotiators (AGN), the Least Developed Country Parties, and, to a large extent, the position of the Group of 77 and China.