

ACP-EU JOINT PARLIAMENTARY ASSEMBLY

ACP-EU/100.383/09/fin.

RESOLUTION¹

on the social and environmental consequences of climate change in the ACP countries

The ACP-EU Joint Parliamentary Assembly,

- meeting in Prague (Czech Republic) from 6 to 9 April 2009,
- having regard to Article 17(1) of its Rules of Procedure,
- having regard to the ACP-EU Partnership Agreement signed in Cotonou on 23 June 2000 and revised in Luxembourg on 25 June 2005 (hereinafter: ‘the Cotonou Agreement’), and in particular Article 32 thereof,
- having regard to Articles 177 to 181 of the Treaty establishing the European Community,
- having regard to the joint statement of 20 December 2005 by the Council and the representatives of the Governments of the Member States meeting within the Council, the European Parliament and the Commission on European Union Development Policy: ‘The European Consensus’, and in particular Articles 12, 22, 38, 75, 76, 101 and 105 thereof²,
- having regard to Agenda 21, the Rio Declaration on Environment and Development, and the Statement of Principles for the Sustainable Management of Forests, adopted by more than 178 governments at the United Nations Conference on Environment and Development (UNCED) held in Rio de Janeiro (Brazil) from 3 to 14 June 1992, whose principles were strongly reaffirmed at the World Summit on Sustainable Development (WSSD) held in Johannesburg (South Africa) from 26 August to 4 September 2002,
- having regard to the United Nations (UN) Framework Convention on Climate Change (UNFCCC) and its Kyoto Protocol,
- having regard to the UN Convention to Combat Desertification, which was adopted in Paris on 17 June 1994 and entered into force on 26 December 1996,
- having regard to the UN Millennium Declaration of 8 September 2000, which sets out the Millennium Development Goals (MDGs) as criteria established jointly by the international community for the elimination of poverty,

¹ Adopted by the ACP-EU Joint Parliamentary Assembly on 9 April in Prague (Czech Republic)

² OJ C 46, 24.2.2006, p. 1.

- having regard to the Environment Initiative of the New Partnership for Africa's Development (NEPAD),
- having regard to the 'Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters' adopted by the World Conference on Disaster Reduction held in January 2005 in Kobe, Hyogo (Japan),
- having regard to the Declaration on Integrating Climate Change Adaptation into Development Co-operation, adopted by the Development and Environment Ministers of the OECD member countries on 4 April 2006,
- having regard to the G8 Summit Declaration of 7 June 2007, issued in Heiligendamm, on 'Climate Change, Energy Efficiency and Energy Security – Challenge and Opportunity for World Economic Growth',
- having regard to the Africa-EU Partnership on Climate Change as part of the First Action Plan (2008-2010) for the implementation of the Joint EU-Africa Strategy,
- having regard to the Bali Roadmap, adopted at the UN Climate Change Conference on the island of Bali (Indonesia) in December 2007,
- having regard to the 14th Conference of Parties to the UN Framework Convention on Climate Change (UNFCCC) and the Fourth Conference of Parties serving as a meeting of the parties to the Kyoto Protocol, from 1 to 12 December 2008 in Poznan (Poland),
- having regard to the Communication from the Commission to the Council and the European Parliament on climate change in the context of development cooperation¹, of 11 March 2003,
- having regard to the Council Conclusions and the 2004-2008 Action Plan on climate change in the context of development, of 24 November 2004,
- having regard to the Communication from the Commission to the Council, the European Parliament and the European Economic and Social Committee on policy coherence for development – Accelerating progress towards attaining the Millennium Development Goals², of 12 April 2005,
- having regard to the Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions on Limiting global climate change to 2 degrees Celsius – The way ahead for 2020 and beyond³, of 10 January 2007,
- having regard to the Presidency Conclusions of the European Council of 8-9 March 2007, underlining the importance of achieving the strategic objective of limiting the global average temperature to not more than 2°C above pre-industrial levels,

¹ COM(2003)0085.

² COM(2005)0134 final.

³ COM(2007)0002 final.

- having regard to the Communication from the Commission to the Council and the European Parliament on building a global climate change alliance (GCCA) between the European Union and poor developing countries most vulnerable to climate change¹,
- having regard to the Resolution of the European Parliament on building a Global Climate Change Alliance between the European Union and poor developing countries most vulnerable to climate change² of 21 October 2008,
- having regard to the Paper from the High Representative and the European Commission to the European Council entitled ‘Climate Change and International Security’ of 14 March 2008³,
- having regard to the Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on ‘Addressing the challenges of deforestation and forest degradation to tackle climate change and biodiversity loss’⁴, of 16 October 2008,
- having regard to the Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions entitled ‘Towards a comprehensive climate change agreement in Copenhagen’⁵, of 21 January 2009,
- having regard to the CARIFORUM-EU Declaration on Climate Change and Energy, of 17 May 2008,
- having regard to the Declaration by the Pacific Islands Forum States and the European Union on Climate Change, of 7 November 2008,
- having regard to the Africa-EU Declaration on Climate Change, of 1 December 2008,
- having regard to the 2006 report by Nicholas Stern entitled ‘The Economics of Climate Change. The Stern Review’,
- having regard to the OECD report of 2007 entitled ‘Stocktaking of Progress on Integrating Adaptation to Climate Change into Development Co-operation Activities’,
- having regard to the reports of the Intergovernmental Panel on Climate Change (IPCC) and in particular to the Fourth Assessment Report of Working Group II of the IPCC entitled ‘Impacts, Adaptation and Vulnerability’,

¹ COM(2007)0540.

² P6_TA(2008)0491.

³ S113/08.

⁴ COM(2008)645 final.

⁵ COM(2009)39 final.

- having regard to the Human Development Report 2007/2008 entitled ‘Fighting climate change: Human solidarity in a divided world’ launched by the United Nations Development Program,
 - having regard to the report of the World Bank and the International Monetary Fund entitled ‘Global Monitoring Report 2008: MDGs and the Environment - Agenda for Inclusive and Sustainable Development’,
 - having regard to the OECD Environmental Outlook to 2030, of March 2008,
 - having regard to its resolution on climate change and small island developing states in the context of the ACP-EU cooperation framework, adopted on 1 April 1999 in Strasbourg,
 - having regard to its resolution on natural disasters in ACP States: EU funding for preparedness (EDF funds) and relief (ECHO funds), adopted on 22 November 2007 in Kigali (Rwanda),
 - having regard to the report of the Committee on Social Affairs and the Environment (ACP-EU/100.383/09/fin.),
- A. whereas developing countries have contributed least to climate change but are facing its most severe social and environmental consequences, due to their social, economic and geographical vulnerability, their heavy dependence on the primary sector, including agriculture, fisheries and other natural resources, and their limited infrastructure for dealing with climate change impacts,
 - B. whereas accelerated sea level rise will cause flooding, coastal erosion, salt water intrusion into inland freshwater resources and even submersion of some low-lying Pacific and Caribbean islands; whereas the number of people at risk from coastal flooding in Africa alone could increase from 1 million in 1990 to over 70 million in 2080,
 - C. whereas temperature rise and rainfall variability will lead to severe droughts and sharply reduce water availability in the ACP countries; whereas 75 to 250 million people in Africa will be exposed to greater water shortage and insecurity by a rise of just 1°C, 350 to 600 million by a 2°C rise and up to 1.8 billion if temperatures rise by 3°C,
 - D. whereas rising sea temperatures will lead to the proliferation of extreme climatic phenomena such as tropical storms and cyclones, which will drastically affect low-lying coastal areas, river basins containing megacities and other large population centres, economically vital infrastructure such as ports, offshore facilities, coastal urban areas and tourism infrastructure,
 - E. whereas climate change will further increase desertification and soil degradation, compromising agricultural production and food security even more, and exacerbating hunger and malnutrition in the ACP regions,
 - F. whereas rising sea levels and temperature will heavily impact on coastal and

marine ecosystems, reducing the catch in the Pacific and Caribbean islands and along the African coast, and negatively affecting local food supplies,

- G. whereas climate change will further accelerate decline in biodiversity, pose a serious threat of extinction to many plant and animal species, and damage beyond repair some ecosystems that are particularly sensitive to climate disruption, such as coral reefs, mangroves and rainforests; whereas biodiversity consequences in the ACP countries will have crucial effects on the food chain and on the livelihoods of people who depend directly on goods and services deriving from those ecosystems,
- H. whereas climate change, coupled with existing weak public health systems and limited access to public healthcare, as well as poor water management and purification, will lead to an increased incidence of vector- and water-borne diseases such as malaria, dengue and cholera, increased heat stress and prevalence of respiratory illnesses,
- I. whereas environmental consequences of climate change will trigger large-scale migration flows both internally and across borders (the IPCC estimates 150 million migrants by 2050); whereas most ACP environmental migrants will move and settle within their home countries or neighbouring countries thus leading to escalating humanitarian crises, rapid urbanisation and associated slum growth, and stalled development within the ACP countries; whereas that urban growth will have as its corollary the abandoning of rural areas and increased soil degradation,
- J. whereas, according to the World Health Organisation (WHO) and the European Centre for Disease Prevention and Control, climate change will lead to increased levels of insect-borne disease, including malaria, chikungunya and Lyme disease, requiring adaptation measures,
- K. whereas many of the effects of climate change on health as reported, for instance, by the WHO, may be kept at bay by preparing and strengthening health systems by appropriate preventive measures, with particular attention being paid to the spread of tropical diseases, and by public information campaigns addressing especially vulnerable groups such as pregnant women, newborn babies, children and elderly people,
- L. whereas climate change undermines national, regional and global security, leading to conflicts over accessing, controlling and using scarce natural resources, or tensions due to displaced populations,
- M. whereas climate change is placing 40% of international poverty reduction investment at risk (World Bank estimates), thus posing a serious threat to poverty reduction, economic and social development and the achievement of the MDGs in many ACP countries,
- N. whereas, to avoid the worst irreversible effects of climate change, global temperature rise has to be limited to below 2°C and global greenhouse gas (GHG) concentrations in the atmosphere have to be stabilised below 450 ppm; whereas, indisputably, the biggest CO₂ emitters – the industrialised countries and emerging

economies – should bear the primary responsibility for slashing their emissions,

- O. whereas mitigation measures have to be combined with adaptation measures in the ACP countries to manage the significant impacts of climate change; whereas industrialised countries have a historical responsibility for climate change and are morally obliged to assist ACP countries in their efforts to adapt to its consequences in accordance with the ‘polluter pays’ principle,
- P. whereas there is currently a huge gap as regards the financing of adaptation in developing countries; whereas, while estimated annual adaptation costs range from USD 10 billion to over USD 80 billion per annum, the resources currently provided by industrial countries through multilateral funding mechanisms equal USD 150-300 million a year,
- Q. whereas early action on climate change adaptation and Disaster Risk Reduction (DRR) represents a clearly cost-effective solution; whereas estimates predict that one dollar spent on DRR has the potential to save up to seven dollars in disaster response, thereby also providing a strong argument for frontloading aid spending,
- R. whereas the procedures for application and distribution of resources under different climate change financing mechanisms, such as the Clean Development Mechanism (CDM), are rather complicated and lack involvement by recipient countries,
- S. whereas CDM has so far been poorly suited to meeting the needs of the poorest countries for investments in clean technology, with Africa hosting only 2% of all CDM projects; whereas often the sustainability and additionality criteria of the CDM projects are not maintained,
- T. whereas any delay in taking firm decisions on the mechanisms and financing necessary to reduce the causes and consequences of climate change will result in much higher costs,

GENERAL

1. Calls on the Commission and donor countries to reshape and redesign development cooperation to make it climate change resilient and follow low carbon pathways;
2. Calls on the Commission to simplify its existing structures for dealing with climate change and development issues;
3. Calls on the Commission and the EU Member States to build better links between the MDGs and climate change by incorporating impacts of, and adaptation to, climate change into projects and programmes aimed at achieving the MDGs, and into all broader strategies for poverty reduction and development policies;
4. Welcomes the fact that some progress in placing adaptation on an equal footing with mitigation has been achieved during the negotiations on the future post-Kyoto framework; stresses, however, that a firmer link between adaptation

and mitigation negotiations needs to be established, so that key decisions on these issues are not made in isolation from each other;

5. Calls on the international community and the private sector, in the interests of facilitating the ACP countries' transition to a reduced carbon economy, to provide the necessary investments for research, development and rapid and comprehensive transfer of technologies for mitigation (e.g. low carbon energy technologies, technologies for carbon capture and storage) and adaptation in the ACP countries; also calls on the international community to remove trade barriers to climate change adaptation technology and to free up intellectual property rights (e.g. compulsory licensing);
6. Calls on the Commission and EU Member States to support UNESCO activities that contribute to the implementation of the Barbados Programme of Action for the Sustainable Development of Small Island Developing States and the subsequent Mauritius Strategy;

MITIGATION

7. Underlines that a global consensus on an ambitious and binding mitigation goal, based on the principle of shared but differentiated responsibility established in the UNFCCC, must be reached during the UN Climate Change Conference in Copenhagen in December 2009, and therefore calls on all industrialized countries and rapidly developing countries to agree to a binding GHG target; suggests that in order to stimulate the participation of emerging economies in the new agreement a more flexible and differentiated approach for these countries should be established (e.g. targets only for specific sectors), taking into account each country's adaptation and mitigation capacity and the industrialised countries' historical responsibility for global warming;
8. Notes that the procedures for application and distribution of resources under the CDM need to be reviewed and simplified to make the CDM more easily accessible to ACP countries and to result in a more balanced distribution of CDM projects, with an increase in the number of projects particularly in sub-Saharan Africa; stresses that a system should be set in place to ensure that CDM projects comply with the additionality principle and lead to sustainable development of the ACP countries; calls on donor countries to help build the necessary capacity in the ACP countries to enhance their participation in the CDM; and calls on the donor countries not to focus exclusively on CDM as the ultimate policy tool, but also to develop new mechanisms for mitigation in the ACP countries;
9. Calls on the governments of the industrialised countries and emerging economies to set clear and consistent long-term policy frameworks to encourage eco-innovation and investment (e.g. renewable energy, fuel efficient and hybrid vehicles, new fuels); underlines that the private sector also has a central role in driving eco-innovation; believes also that, in the medium to longer term, ways to change the overall consumption patterns in the developed countries have to be put in place to reduce emissions;

10. Stresses that the Commission and donor countries' governments should strengthen partnership with the ACP governments to develop ambitious policy initiatives and plans to curb deforestation and reduce forest degradation, and to provide technologies and substantial resources for sustainable forest management in the ACP countries;

ADAPTATION

11. Calls on the ACP governments to incorporate adaptation goals and measures directly into their national development plans, poverty reduction strategies and sectoral policies and strategies, as well as in all stages and levels of their decision-making processes;
12. Underlines that contributions for adaptation should become a legally binding commitment, reflected both in the international agreement to be adopted in Copenhagen in December 2009, and in domestic legislation within the EU-27;
13. Calls on industrialized countries to increase significantly their financial support for adaptation in ACP countries and to explore innovative financing mechanisms intended for this purpose such as, *inter alia*, international taxes on trade, national emission taxes, levies on air travel tickets and auctioning of assigned amount units; calls on the Commission to increase substantially the budget for the GCCA, to give significantly more consideration to climate change in the forthcoming EDF budget and to implement urgently the idea of a Global Climate Change Financing Mechanism, an innovative financing instrument to frontload support for climate related investments for the poorest and most vulnerable countries;
14. Emphasises that adaptation finance has to be additional to already-existing Official Development Assistance and aid commitments;
15. Calls on the international financial institutions to expand their adaptation policies, programmes and financing instruments;
16. Urges the private sector to step up its commitments to fill the climate change financial gap; encourages the Commission and the EU and ACP governments to invest in developing public-private partnerships to attract additional funding from the private sector for financing adaptation projects, especially in the least developed countries;
17. Believes that there is a need for better donor coordination, much more intensive North-South dialogue and enhanced cooperation between donor and developing countries on climate change policies, mechanisms and financing for adaptation, in accordance with the Paris Principles and the Accra Agenda for Action 2008;
18. Underlines the need to further foster regional collaboration, the exchange of good practices and the creation of discussion forums between ACP countries facing similar climate change problems;
19. Encourages the governments of the ACP countries to be more inclusive of civil society and local communities in the drawing-up and implementation of climate

change adaptation strategies, owing not least to their solid practical experience and their direct proximity to the people and places most exposed to the harmful effects of climate disruption;

20. Calls on donor countries and international organisations to invest in strengthening the infrastructure for climate monitoring and climate-related data management and the adaptive capacity of institutions, local communities and individuals in the ACP countries;
21. Encourages R&D institutions in EU Member States to promote and facilitate exchange of best practices and information, share expertise and knowledge, and forge networks and partnerships with similar institutions in the ACP countries in sectors where climate change is a major issue (e.g. agriculture, water resource management);
22. Calls on development partners to support ACP governments and civil organisations in elaborating public education and information campaigns on climate change impacts;
23. Welcomes the Commission's intention to propose an EU Strategy for DRR; calls on the Commission and the EU Member States to increase investment in DRR as a means to facilitate climate change adaptation and to include long-term funding for DRR as part of development aid; considers that private sector development of climate-related insurance markets in the ACP countries should be promoted to enhance resilience to climate shocks;
24. Calls on the Commission and EU governments to provide more resources for strengthening the capacity of health systems in the ACP countries, in order to help them cope with the adverse effects of climate change on health;
25. Considers that adequate planning and management of environmental migration will be critical for human security; to this end calls on the international community to identify and address the legal shortfalls that exist in respect of the protection of environmental refugees; suggests that asylum regulations or agreements on a regional or international level be considered in view of the extremely vulnerable situation of the island states that risk becoming submerged; points out also that instruments to protect the identity, culture and traditions of environmental refugees should be developed and put in place;
26. Instructs its Co-Presidents to forward this resolution to the ACP-EU Council, the European Commission, the African Union, the UNFCCC and the World Bank.