



## COP22 in Marrakesh: Moving together, but NOT fast and aggressive enough to deliver for the poorest



Less than a year after the adoption of the Paris Agreement on Climate Change, COP22 in Marrakesh celebrated its entry into force on 4 November, and marked the first session of Parties to the Paris Agreement. This is good news, alongside the multiple action examples presented and shared at COP22 in relation to cutting emissions and building climate resilience. The stabilization of global carbon emissions from energy use for the 3rd year in a row provides hope that the energy transition to renewable energies is paying off. However, the race between climate politics and climate change physics is far from won. Another year of record temperatures is to be expected in 2016. A record El Nino and multiple other weather disasters in 2016 made dozens of millions of people suffer.<sup>1</sup> And the global emissions gap between the actions promised and those needed to keep the world on a 1.5°C limit pathway has not shrunk, despite the action calls from COP21.

At COP22, technical negotiations showed some progress, but reality for people living in poverty and facing climate impacts every day – especially vulnerable women and girls - still demands a clearer roadmap of action and money to match. CARE is pleased to see overall **positive outcomes from COP22 on gender and on addressing loss and damage from climate impacts**. However, climate finance in particular for **adaptation and especially for countries in Africa**, remains too low, and it remains unclear how developed countries will increase the share of adaptation finance up to the promised balance with mitigation finance. Thus, COP22 in Marrakech ended without the scale of finance required and the clarity needed on the way forward. The COP also left unclear how the 2018 facilitated dialogue will help to increase the **mitigation ambition of national climate action contributions and commitments**. Increasing ambition immediately, in particular in developed countries is essential to stay below 1.5°C. **Agriculture negotiations ended in a deadlock**, postponed to May 2017. New initiatives outside formal negotiations reflect awareness of the mounting challenge of ensuring food security in a climate-disrupted world, but the lack of concrete progress in agriculture negotiations leaves these initiatives without a common framework to ensure quality and respect for the principles of the Paris Agreement.

The US election results overshadowed the negotiations in Marrakesh, creating uncertainties over the future President's approach to national and international climate action; however, the sheer mass of "climate activists" from all governments, business, and civil society discussing concrete actions raises confidence in the resilience of global cooperation towards potential disruptions. Thus, the message that the world moves forward together has come out strongly from COP22, but much more needs to be done to move fast enough to rise to the challenge.

This paper summarizes key results from COP22 in areas of particular concern to CARE's mission of overcoming poverty and in relation to CARE's expectations for COP22.<sup>2</sup>



UNFCCC party flags at the COP22 venue/CARE

## 1. Take concrete steps towards the 1.5°C limit

The 1.5°C limit has not been subject to negotiations directly, but all actions and negotiations related to emission reductions are linked to this survival goal of the Paris Agreement.

A key moment will be in 2018, when countries gather to assess progress towards the Paris Agreement's mitigation goals under the so-called "facilitative dialogue." This can also be regarded as a precursor to the future Global Stocktakes (GST) which will happen every 5 years from 2023 onwards. It is concerning that, at COP22, countries failed to agree on clearer guidance on how to better prepare the 2018 dialogue, a key element of the ambition mechanism, to ensure it results in substantive outcomes. The "precedent," the 2016 dialogue on enhanced action, must be regarded as rather disappointing. **Thus, COP22 ended without clear and additional government commitments for enhanced pre-2020 action, which is essential to keep open the possibility of limiting global warming below 1.5°C.** Calls for stronger action, like the Marrakesh Action Proclamation adopted by 195 countries<sup>3</sup> or the Marrakesh Partnership for Global Climate Action<sup>4</sup>, must now result in such action and not remain words on paper.

The strongest signals came from the 48 countries of the Climate Vulnerable Forum (CVF) who released the Marrakesh Vision and pledged to shift to 100% domestic renewable energy production as soon as possible and before 2050 as a key contribution to the 1.5°C limit. They also pledged to work towards revised and stronger national climate action plans, to be submitted before 2020. Supporting these countries in realizing the vision is now essential.

A set of 4 countries were the first to officially submit **long-term climate strategies**: Germany, USA, Mexico and Canada. The fact that these strategies have been put forward should generally be welcomed, and all of them include explicit reference to the 1.5°C limit which highlights the importance of this provision.<sup>5</sup> However, although deeper analyses are not yet available, a first look suggests that they do not meet the required ambition from an equity perspective.

It is clear that, in the run-up to 2018, additional concrete steps need to be taken almost everywhere to reduce the emissions gap and accelerate the shift away from fossil fuels.<sup>6</sup> Overall, particular attention in 2017 and beyond will be on developed countries to deliver on their 2020 commitments and take further action, and to find ways to scale-up financial and technical support to facilitate more action in developing countries.

## 2. Scale up good adaptation action and support for the most vulnerable

At COP22, CARE has been advocating for stronger attention to key adaptation good practice principles (including gender equity), further operationalization of the Global Goal on Adaptation, and increased adaptation finance.

Adaptation is scattered across various negotiation streams. Governments agreed in the first week of COP22 on rather procedural decisions to take forward the National Adaptation Plans, next steps on adaptation matters for Least Developed Countries, and the post-Paris tasks for the Adaptation Committee. Intense exchange on key elements on adaptation in relation to adaptation communications – e.g. as part of the Nationally Determined Contributions (NDCs), National Adaptation Plans or other vehicles – resulted in a better shared understanding on what countries regard as important elements of such communications. In the end, no final decisions were made, but there was decent progress.<sup>7</sup> However, the discussion of adaptation communications has not yet paid sufficient attention to key principles of good adaptation practice.

Positively, the Global Goal on Adaptation, which CARE, ActionAid, and WWF also addressed in a new report launched in Marrakesh<sup>8</sup>, received significant attention; but there was no concrete discussion on how to operationalize the goal, which is an important element for vulnerable communities suffering the brunt of negative impacts of climate change. Some of the elements in the UNFCCC Adaptation Committee's 2017 work plan<sup>9</sup> regarding recognition of countries' efforts, assessment of adaptation needs, and methodologies can help drive the debate about the adaptation goal as well as provide guidance to governments, regarding both adaptation action as well as financial and technical support.

COP22 did not deliver anything substantive regarding **adaptation finance, in light of the scale of action needed to protect the poorest and most vulnerable people and communities from increasing impacts**. The developed countries' roadmap towards the USD 100 bn commitment by 2020 was discussed a lot in terms of its insufficient projected increase of adaptation finance and the methodology used. Unfortunately, discussions did not result in clear calls and agreement to scale-up adaptation finance more quickly towards a clear quantified goal. Developing countries pushed for a quadrupling of adaptation finance instead of the doubling envisaged by developed countries. The relevant decision on long-term finance also falls short of any substantial next steps, such as tackling potential new sources of finance which could generate additional funds at a the scale of several billion USD per year.<sup>10</sup> The fact that a few countries (Germany, Sweden and Italy) put additional pledges on the table to fulfill the fundraising goal of the Adaptation Fund (AF) (USD 81 million were raised) can be commended. However, this of course is only a small piece in light of the adaptation costs countries face already today, according to such analyses as the UNEP Adaptation Gap Report.<sup>11</sup> Positively, the AF is also now intended to serve the Paris Agreement in the future, though first a number of technical and legal questions need to be addressed.

What will be important going forward is to promote understanding and exchange on good adaptation practice in a country-driven, fully participatory and transparent manner so that those scarce resources available (e.g. in the Green Climate Fund) are used effectively, in particular for the benefit of the most vulnerable populations.<sup>12</sup> Accelerating the development and implementation of gender-equitable National Adaptation Plans is a key vehicle here, while demanding significantly increased finance will continue to be essential.

## 3. Strengthen action on loss and damage from climate impacts

Loss and Damage (L&D) addresses impacts from climate change to which affected communities are not able to adapt. At COP22, CARE advocated for a review of the Warsaw International Mechanism (WIM), leading to the enhancement of action and support, and the adoption of the framework for a new five-year work plan. The negotiations on Loss and Damage concluded after intense discussions and two decisions were then adopted by ministers.

The first decision welcomed and approved the WIM's Executive Committee report with its indicative framework of the next five-year rolling work plan.<sup>13</sup> The indicative work plan contains issues that CARE has been advocating for, including comprehensive risk management, climate change displacement, and a cross-cutting focus on particularly vulnerable populations. As a specific noteworthy and controversially discussed outcome of the COP22 negotiations, the work plan will also include a dedicated work stream to enhance action and support (incl. finance, technology, capacity building). Governments and observer organizations are given the possibility to propose concrete activities for the next five-year work plan through submissions by 28 February 2017.

In the second strand of loss and damage negotiations on the institutional review of the Warsaw Mechanism, countries managed to come together to address some elements of the review, while at the same time setting the parameters for future regular reviews and ensuring the permanent existence of the Warsaw Mechanism.<sup>14</sup> Overall this decision sends a clear signal for strengthening the WIM permanently while leaving open the question of how the WIM will serve the Paris Agreement).

When the WIM resumes its work in 2017, it will now be essential to focus on analyzing recent work and drawing forward-looking recommendations, intensifying the elaboration of the five-year work plan with a focus on both short- and medium-term action and support (in particular financial resources provided by those most responsible for the causes of climate change), and getting its sub-structures, in particular the new task force on climate change displacement, fully up and running.

Finally, this progress has to be considered in a broader context where adaptation finance continues to be insufficient and the emissions gap to limit global warming to 1.5°C still remains large. Thus it is crucial to address loss and damage in conjunction with much stronger efforts to avoid the losses in the first place, where possible, through adaptation and risk reduction as part of a comprehensive approach.

## 4. Promote food and nutrition security in climate action

CARE has been advocating for a work programme on agriculture and food security to enable countries to examine agriculture in a comprehensive way that addresses all aspects, including social and environmental, of food and nutrition security in the context of climate change and that goes beyond a singular focus on productivity. This comprehensive approach would also recognize that agriculture not only is significantly impacted by climate change but also that agriculture is a source of greenhouse gas emissions.

Negotiators were due to agree in Marrakech on next steps for agriculture, following four workshops in 2015-2016. Initial negotiations saw countries return to entrenched political positions held since agriculture came into the negotiations in 2010: developing countries want to limit the agriculture discussion to adaptation and adaptation co-benefits (mitigation/GHG reductions that may happen from adaptation efforts), while developed countries want to ensure the discussion includes adaptation and mitigation, whether as a result of adaptation efforts or as a stand-alone effort.

The result: countries merely took note of their discussions, and they will have to begin again, with brand new text, in May 2017 at the next UNFCCC session.<sup>15</sup> It is a very disappointing outcome, as progress on agriculture is needed: there are significant gaps in knowledge, action, and support that a forward looking decision and work programme could address. Filling these gaps is a critical step in ensuring action in agriculture - whether adaptation or mitigation - upholds the principles of the Paris Agreement and meets the needs of small-scale food producers and the nearly 800 million food insecure people around the world.

While COP22 host, the Kingdom of Morocco, launched the Adaptation of Africa Agriculture initiative (now supported by the UNFCCC, FAO and 25 African Countries), it is important to note that initiatives do not replace progress on agriculture negotiations in the UNFCCC. New initiatives may demonstrate the priority of addressing the mounting challenge of ending hunger in the face of climate change - and we welcome that priority - but progress in future negotiations is needed to ensure a shared understanding of what action must deliver for vulnerable small-scale food producers, and what frameworks are needed to judge and hold such initiatives accountable.

## 5. Ensure gender-equitable and rights-based approaches in climate action

CARE has been advocating for the extension of the current Lima work programme on gender and initiation of a new process to develop a more comprehensive Gender Action Plan, as well as strengthened attention to human rights.

The gender talks concluded with the extension of the Lima work programme for a further three years.<sup>16</sup> Key gaps in the work programme include a lack of clarity and certainty on finance to actually implement a more ambitious set of activities and lack of an explicit reference to human rights or gender equality (rather than the indirect mention through reference to the

Paris Agreement preamble). Additionally, the finance contributions for gender remain voluntary. However, the gender work programme includes a number of important elements to take forward, including:

- Reporting by countries on how they are integrating gender considerations into national policies;
- Creation of national gender focal points in countries where they do not already exist;
- Voluntary contributions by parties for gender related work;
- Capacity building and knowledge sharing channels for women delegates attending the climate talks, to ensure that they can better articulate issues and engage more meaningfully and effectively in the negotiations;
- Research and analysis on challenges to the full and equal participation of women in climate-related processes and activities, and preparation of a technical paper on achieving the goal of gender balance by the UNFCCC secretariat;
- Holding inclusive in-session workshops to elaborate the gender action plan in 2017;
- Reporting and review of the work programme itself - and consequently the development of terms of reference.

Governments and observer organizations are given the possibility to suggest matters to be addressed at the 2017 in-session workshop, which will develop possible elements of the gender action plan, through submissions by 25 January 2017.

The most notable outcome on human rights is that the newly established Paris Committee on Capacity Building, an important outcome per se, should consider “cross-cutting issues such as gender responsiveness, human rights and indigenous peoples’ knowledge” when pulling together its work plan for 2016-2020. Over time this could therefore form an important basis to build countries’ capacities to address human rights in climate action. However, it falls short from a serious integration of human rights matters across all climate action.

## Next steps

2015 and 2016 have been years of particularly high attention for international climate policies. It will be important to keep up this momentum in the absence of specific global-level agreements to be negotiated in 2017. Time is not on our side, as climate change impacts are growing every day and as hundreds of millions of poor people face compromised livelihood conditions in which resilience and decent lives might become unachievable. But surrendering to these circumstances is not an acceptable option for global efforts to tackle climate change, achieve sustainable development, and leave no one behind.



Civil society organisations demand action for the 1.5°C limit/CARE

The next major UN climate change conference, COP23, will take place in November 2017 in Bonn, Germany, with Fiji as the presidency.<sup>17</sup> The decision by COP22 to let Poland host the 2018 climate summit (COP24) - the third time in a row that Poland hosts the COP as part of the Eastern European Group – is worrying given the importance of that conference for raising ambition and the past performance of Poland with close ties to the fossil fuel industry, e.g. at COP18. As Fiji will hold the presidency from the beginning of COP23 until COP24, it will be crucial to use that time to prepare a strong COP24 approach, while strengthening progressive voices in Poland.

An important potential international policy milestone will be the G20 summit in July 2017 in Hamburg, Germany, with climate action expected to be placed on the agenda and in light of the particular responsibility of this country group.

Though the negotiation results from COP22 are mixed, and fail to deliver substantial progress on raising climate finance and mitigation ambition, the conference still provides tailwind for the climate community and everyone who has started to take action or envisages accelerating it. When the world reunites for COP23, we must have moved faster and further, and 2017 must have seen clear signs of progress and increasing ambition and support for vulnerable developing countries through government and non-state actor initiatives.

For further information

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**Founded in 1945, CARE is a leading humanitarian organisation fighting global poverty and providing lifesaving assistance in emergencies. In 90 countries around the world, CARE places special focus on working alongside poor girls and women because, equipped with the proper resources, they have the power to help lift whole families and entire communities out of poverty. To learn more about CARE's work on climate change, visit [www.careclimatechange.org](http://www.careclimatechange.org)**

### Endnotes

- 1 See e.g. <http://careclimatechange.org/publications/hope-dries-women-girls-coping-drought-climate-change/> for a study on impacts in Mozambique.
- 2 See <http://careclimatechange.org/wp-content/uploads/2016/10/COP22-policy-paper1.pdf>
- 3 [http://unfccc.int/files/meetings/marrakech\\_nov\\_2016/application/pdf/marrakech\\_action\\_proclamation.pdf](http://unfccc.int/files/meetings/marrakech_nov_2016/application/pdf/marrakech_action_proclamation.pdf)
- 4 [http://unfccc.int/files/paris\\_agreement/application/pdf/marrakech\\_partnership\\_for\\_global\\_climate\\_action.pdf](http://unfccc.int/files/paris_agreement/application/pdf/marrakech_partnership_for_global_climate_action.pdf)
- 5 The strategies can be found here: [http://unfccc.int/focus/long-term\\_strategies/items/9971.php](http://unfccc.int/focus/long-term_strategies/items/9971.php)
- 6 See e.g. Climate Analytics for concrete strategies to put the world on 1.5C pathway: <http://climateanalytics.org/latest/the-ten-most-important-short-term-steps-to-limit-warming-to-15c>
- 7 See [http://unfccc.int/files/meetings/marrakech\\_nov\\_2016/in-session/application/pdf/apa\\_item\\_4\\_informal\\_summary\\_note\\_final\\_version\\_14112016\\_1920.pdf](http://unfccc.int/files/meetings/marrakech_nov_2016/in-session/application/pdf/apa_item_4_informal_summary_note_final_version_14112016_1920.pdf)
- 8 <http://careclimatechange.org/publications/global-goal-adaptation-concept-practice/>
- 9 See [http://unfccc.int/files/adaptation/cancun\\_adaptation\\_framework/adaptation\\_committee/application/pdf/20160308\\_wp\\_revised.pdf](http://unfccc.int/files/adaptation/cancun_adaptation_framework/adaptation_committee/application/pdf/20160308_wp_revised.pdf)
- 10 [http://unfccc.int/files/meetings/marrakech\\_nov\\_2016/application/pdf/auv\\_cp22\\_i10a\\_ltf.pdf](http://unfccc.int/files/meetings/marrakech_nov_2016/application/pdf/auv_cp22_i10a_ltf.pdf)
- 11 <http://web.unep.org/adaptationgapreport/sites/unep.org.adaptationgapreport/files/documents/agr2016.pdf>
- 12 Art. 7.5 of the Paris Agreement contains key principles agreed by all Parties which can guide good practice, see also <http://careclimatechange.org/publications/adaptation-good-practice-checklist/>
- 13 [http://unfccc.int/files/meetings/marrakech\\_nov\\_2016/application/pdf/auv\\_cop22\\_i7\\_wim1.pdf](http://unfccc.int/files/meetings/marrakech_nov_2016/application/pdf/auv_cop22_i7_wim1.pdf)
- 14 [http://unfccc.int/files/meetings/marrakech\\_nov\\_2016/application/pdf/auv\\_cop22\\_i7\\_wim2.pdf](http://unfccc.int/files/meetings/marrakech_nov_2016/application/pdf/auv_cop22_i7_wim2.pdf)
- 15 [http://unfccc.int/documentation/documents/advanced\\_search/items/3594.php?rec=j&preref=600009293#beg](http://unfccc.int/documentation/documents/advanced_search/items/3594.php?rec=j&preref=600009293#beg)
- 16 [http://unfccc.int/files/meetings/marrakech\\_nov\\_2016/application/pdf/auv\\_cop22\\_i15\\_gender\\_and\\_climate\\_change\\_rev.pdf](http://unfccc.int/files/meetings/marrakech_nov_2016/application/pdf/auv_cop22_i15_gender_and_climate_change_rev.pdf)
- 17 In May 2017, Bonn will host the usual, smaller meeting of the Subsidiary Bodies, including negotiations on the matters related to the Paris Agreement. This conference along with meetings of the various technical bodies will be important to pick up on the COP22 results and to prepare COP23.

Cover images:

Left: COP22 plenary hall/CARE

Middle: CARE presentation at COP22/CARE

Right: Youth, CARE and others advocate for the 1.5°C limit at COP22/CARE