

CARE'S KEY DEMANDS FOR COP24



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UNITED NATIONS CLIMATE CHANGE CONFERENCE

The UN climate change summit, COP24, comes at a critical time, only weeks after the most recent Special Report of the Intergovernmental Panel on Climate Change (IPCC) made it clear that much greater and quicker action to reduce greenhouse gas emissions is needed to keep climate disruption within the 1.5°C limit, a threshold which could avoid many large-scale disastrous impacts on this planet. The report has also shown that such action can come with multiple benefits for tackling poverty and making progress on key Sustainable Development Goals. In CARE's view, addressing the concerns and challenges faced by poor and vulnerable women and girls in developing countries, as well as their potential as agents of change, must be at the heart of tackling the climate crisis and promoting climate justice.

IN A NUTSHELL

At COP24, governments must give a strong response to the climate disruption that people all over this planet experience and from which the poorest and most marginalised suffer most:

- by promising to accelerate climate protection efforts in line with the 1.5°C limit;
- by increasing protection for those most affected by climate damage; and
- by setting in place the necessary rules for the Paris Agreement to deliver concrete results in a manner that builds resilience, protects human rights, reduces gender inequality, promotes food security and enhances sustainable development.

CARE'S KEY DEMANDS FOR COP24 NEGOTIATIONS TOWARDS ENHANCED ACTION FOR POVERTY-FREE, CLIMATE-RESILIENT AND ZERO-CARBON SUSTAINABLE DEVELOPMENT:

- 1. EMISSION REDUCTIONS:** Countries should agree to revise their national climate plans (NDCs) by 2020 at the latest so that they close the gap towards achieving the 1.5°C limit.
- 2. CLIMATE FINANCE:** Developed countries need to provide concrete plans for scaling-up their climate finance to 100 bn per year by 2020, with a 50/50 share between mitigation and adaptation, including signals for a strong Green Climate Fund (GCF) replenishment. COP24 should adopt strong rules for projecting and reporting climate finance.
- 3. ADAPTATION:** Guidelines for the Adaptation Communications should promote an integrated approach to adaptation which also reduces gender inequality and promotes human rights. A process to operationalise the Global Adaptation Goal also should be launched.
- 4. LOSS AND DAMAGE:** Countries should agree to integrate loss and damage in the Paris Rulebook and Global Stocktake, support the recommendations on climate change displacement, and mandate that the Warsaw International Mechanism assesses new sources of finance and strengthens gender aspects across its work.
- 5. AGRICULTURE:** Parties must explore modalities for the Koronivia Joint Work on Agriculture (KJWA) that inform and enable action, build adaptive capacity and resilience, contribute to the 1.5°C goal of the Paris Agreement, and advance the principles of the Paris Agreement
- 6. GENDER & HUMAN RIGHTS:** To ensure meaningful climate action, aligned with existing human rights' commitments, Parties must call for the inclusion of human rights and gender equality across the Paris Rulebook negotiations, in particular in the NDC guidance, Transparency Framework and the Global Stocktake, and ensure further implementation of the Gender Action Plan.



1. EMISSION REDUCTIONS

Take concrete steps towards the 1.5°C limit

In 2015, governments acknowledged that there is a big gap between the emission reductions required to keep the world within the 1.5°C limit and the collective ambition from the national climate change plans (NDCs) submitted under the Paris Agreement. This has been recently confirmed by the IPCC Special Report on 1.5°C, which also highlights that it is still possible to limit global warming to 1.5°C, and that the necessary transformations in the energy, land use, transport, and other sectors can be realised with multiple sustainable development benefits.

At COP24, countries will assess, as part of the Talanoa Dialogue, what can be done to reduce the emissions gap. The exchange in experiences and key findings from the IPCC report as well as the inspiration from the recent Climate Vulnerable Forum's Virtual Climate Summit should provide them with the confidence to agree to revise their NDCs, and re-submit more ambitious NDCs by 2020, at the latest. Countries with the highest current, as well as historical, emissions - developed countries but also developing countries with higher absolute and per capita emission levels - carry a particular responsibility, and often significant capacity, to contribute to closing the emissions gap. This must be facilitated by enhanced technology, capacity-building and financial support provided by developed countries, and South-South cooperation. Shifting away from fossil fuels towards 100% renewable energies, as well as promoting gender-equitable and rights-based approaches for land and forest use and protection, will be key.

INITIATE REVISION OF NATIONAL CLIMATE ACTION PLANS: Based on the Talanoa Dialogue considerations, Parties should agree to submit revised national climate plans by 2020 that are consistent with the 1.5°C pathway, especially developed countries, but also developing countries with similarly high per capita and/or absolute emissions.

FURTHER GUIDANCE FOR NDCs IN THE PARIS RULEBOOK: Strengthen the requirements for countries to assess the adequacy of their NDCs against the 1.5°C temperature limit, and determine action and support needs to close any gap in line with key safeguards and principles of the Paris Agreement.

GLOBAL STOCKTAKE (EVERY 5 YEARS FROM 2023): Ensure that the 1.5°C limit, associated mitigation pathways, and support needs become key parameters for the design of the Global Stocktake.

2. CLIMATE FINANCE

Scale-up climate finance and agree on strong reporting rules

Climate finance continues to be at the heart of international cooperation on climate change. Under the Paris Agreement, developed countries committed to provide finance to developing countries. The Agreement also highlighted the overall need to shift all finance away from harmful measures, such as investments into and subsidies for fossil fuels, and towards actions which are in line with the Paris Agreement goals. This involves not only mitigation actions in line with the 1.5°C goal, but also the Global Goal on Adaptation (GGA) and the objective to foster climate resilience.

While the 2020 deadline approaches for the USD 100 bn per year goal to be provided by developed countries for climate action in developing countries, recent analyses shows that governments lag behind in clearly demonstrating a credible plan on how to achieve that goal. Further analyses by CARE as well as Oxfam show that in most donor countries' support to developing countries the share of adaptation is still far below 50%, and that there is an overall need to scale up public climate finance.¹ CARE also strongly believes that climate finance should be gender-responsive, and our own analysis of G7 adaptation finance indicates this is rather the exception.² While the Green Climate Fund (GCF) replenishment will be essential in 2019, the COP24 outcomes can benefit from clear signals by contributing countries that they intend to step up with new, significantly higher contributions. These should be oriented towards those current donors which provide the highest per capita contributions.

ENOUGH FINANCE TO REACH USD 100 BN BY 2020: Developed countries should provide concrete plans for how to live up to the collective commitment to provide US\$100bn in new & additional climate finance per year by 2020. This should be balanced between adaptation and mitigation, with at least 50% of finance for adaptation, and should include indications for a strong replenishment of the GCF in 2019 significantly higher than previous pledges. The high-level ministerial on climate finance during the COP is an important opportunity to announce such plans.

MORE GENDER RESPONSIVE FINANCE: Parties should increase efforts to promote gender equality through their bilateral climate finance as well as in multilateral mechanisms, so that by 2020 at least 20% of climate finance supports projects which pursue gender equality as a principal objective (OECD marker 2) and at least 80% as a significant objective (OECD marker 1).

MORE APPROPRIATE ACCOUNTING AND REPORTING: On reporting past climate finance (Article 9.7 negotiations), Parties should agree to only count grant equivalent of loans; not to count non-concessional loans, guarantees, equity – as public finance or as mobilized private finance; to report the climate-specific component on a project-by-project basis, with separate reporting of loss & damage finance; and to exclude fossil fuel projects.

BETTER PREDICTABILITY: Parties should also agree on mandatory reporting of projected climate finance (Article 9.5 and APA 8a negotiations) with a common format and timeline, allowing for a synthesis report to be produced and discussions to be held at a biennial finance ministerial.

NEW FINANCE GOAL: Parties should adopt a structured, inclusive, and balanced process to set the post-2025 finance goal (APA 8b negotiations).

1 Oxfam, 2018: Climate Finance Shadow Report 2018. <https://www.oxfam.org/en/research/climate-finance-shadow-report-2018>

2 CARE, 2018: Punching below their weight. Monitoring the G7 report for adaptation and gender equality.

<https://careclimatechange.org/publications/punching-below-their-weight-monitoring-the-g7-support-for-adaptation-and-gender-equality/>

3. ADAPTATION

Scale-up adaptation and support for the most vulnerable

The IPCC Special Report on 1.5°C also highlights the multiple sustainable development benefits of adaptation action, including in synergy with poverty reduction efforts and other key elements of the SDGs. When the poorest and most vulnerable, often women and girls and their communities in developing countries, are put at the centre of solutions and are viewed as agents of change rather than as victims of climate impacts, adaptation can significantly reduce the risks from climate disruption. Initiatives such as the recently announced Global Commission on Adaptation signal the need for increasing political attention on adaptation, but have to prove their added value. They need to put the spotlight on the underlying causes of vulnerability, while highlighting the continued and in many countries increasing need for adaptation finance. Only by addressing underlying drivers, such as unequal power relations and access to decision-making, can poor and vulnerable people identify and implement the adaptation solutions that serve their needs best.

While the UNFCCC negotiations on adaptation continue to be scattered across many agenda items, some of them of a very technical nature, CARE sees the following issues stand out as particularly important at COP24.

ADAPTATION COMMUNICATIONS IN THE PARIS RULEBOOK (APA4): Adopt guidelines which support an integrated and effective approach to communicating adaptation efforts (considering NDCs, NAPs, SDGs, Sendai), with specific attention to addressing actions that target the poorest and most vulnerable in a manner which promotes women's empowerment and reduces gender inequality.

ADAPTATION FUND: Ensure the continuation of the Adaptation Fund in the implementation of the Paris Agreement and generate additional pledges for concrete adaptation projects, in particular from countries who have contributed nothing or little so far;

GLOBAL GOAL ON ADAPTATION: Establish a process for Parties to operationalise the Global Goal on Adaptation, building on the technical work of the Adaptation Committee and others, providing recommendations by COP25 and informing future Global Stocktakes.



4. LOSS AND DAMAGE

Tackle climate change loss and damage

The IPCC Special Report on 1.5°C has clearly demonstrated that climate change is already severely affecting the lives in particular of the most vulnerable groups and people, and that there are limits to adaptation resulting in irreversible losses. Five years after the Warsaw International Mechanism for Loss and Damage associated with Climate Change (WIM) was established at COP19, it is time to fully operationalize it in Katowice so that it can really deliver on vulnerable countries' and populations' needs. New sources of additional finance, also called for by the European Parliament in its COP24 resolution, should be pursued in the near future.³ COP24 should also endorse the important work that occurred on climate change displacement in 2017/18 and mandate further actions.

PARIS RULEBOOK AND GLOBAL STOCKTAKE: INTEGRATE LOSS AND DAMAGE

NDC guidelines should help countries understand the limits to adaptation and loss and damage (L&D) dimensions, how L&D in their countries might adversely affect their capability to achieve their NDC goals, and where action to address L&D, in addition to mitigation and adaptation, is needed and requires support.

The Global Stocktake must include L&D considerations, as without taking L&D into account, countries will be misinformed about the collective progress towards the Paris Agreement's objectives and what additional actions are required.

REVIEW OF THE WARSAW MECHANISM: TOWARDS RAISING ADDITIONAL SUPPORT ON L&D

The COP should give a clear, high-level signal that the 2019 review of the Warsaw Mechanism should put strong emphasis on improving the WIM's delivery on its function to enhance action and support, and have a full-fledged discussion on the availability of, and need for, finance to address L&D.

It should also mandate work on potential sources of support to reduce the gap between need and availability, including tools that are based on polluter-pays-principles, such as grant-based solidarity funds, levies on shipping and aviation, Climate Damage Taxes on the fossil fuel industry etc.

CLIMATE CHANGE DISPLACEMENT: ADOPT RECOMMENDATIONS AND MANDATE FURTHER WORK

The COP should endorse the recommendations by the Task Force on Displacement (TfD) and encourage governments, UN and other organisations to start implementing them, also complementing action areas mapped in the Global Compact on Migration.

The COP should further provide strong guidance for the next phase of the TfD's work, including to generate a better understanding of the financial support needs of vulnerable developing countries to address CC displacement effectively, and how to meet these needs, including with support from developed countries and new innovative sources; this should also inform the 2019 review.

STRENGTHEN GENDER EQUALITY ACROSS THE WORK OF THE WARSAW MECHANISM

As gender equality has received little attention in the Warsaw International Mechanism (WIM)'s work, the COP should explicitly urge the Executive Committee of the WIM to increase its efforts to promote gender equality. Gender equality should also be promoted in related initiatives, such as the InsuResilience Global Partnership.

³ European Parliament resolution of 25 October 2018 on the 2018 UN Climate Change Conference in Katowice, Poland (COP24). <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+TA+P8-TA-2018-0430+0+DOC+XML+V0//EN>

5. AGRICULTURE

Promote sustainable, productive, equitable and resilient agriculture

Hunger, poverty, and vulnerability to climate change are not accidents—they are the result of social and economic injustice and inequality at all levels. The reality of inequality is no truer than for women who make up nearly 50 percent of farmers in Eastern and South-Eastern Asia and sub-Saharan Africa, and yet have less access than men to critical resources. When women are not viewed as equal players, their knowledge is not captured, their priorities are not reflected, their needs are not addressed—and their rights are not respected. Climate-related food crises are currently particularly severe in Eastern and Southern Africa, highlighting the urgency of building resilience in agriculture and food systems, and the imperative of prioritising the needs of vulnerable small-scale food producers.

Following the COP23 decision, the Koronivia Joint Work on Agriculture (KJWA) is now the key negotiation stream to address agriculture and food security in the context of climate action. The ultimate deliverable of the Koronivia Joint Work on Agriculture (KJWA) remains undefined, and Parties' negotiation of modalities is a critical opportunity to agree on what the KJWA will deliver to catalyze action and support. Modalities to move workshop outcomes toward implementation must enable Parties and other actors to undertake action that builds adaptive capacity and resilience, and contributes to the 1.5°C goal of the Paris Agreement. The Paris Agreement principles, including food security, gender equality, ecosystem integrity, and human rights, should inform the work and outcomes of the KJWA and be reflected in the action Parties and other actors take. CARE recommends that Parties take the following steps and agree on the following deliverables in the Koronivia Joint Work on Agriculture to galvanize necessary action and support.

ESTABLISH A BASELINE AND IDENTIFY GAPS

- a. Map existing technical guidance and work by other Convention bodies to establish a baseline, identify gaps, and avoid duplication in creation of any new guidance. Ensure dissemination of existing guidance or technical guidelines.
- b. Map currently available means of implementation to establish a baseline, identify gaps, and increase awareness of current available MOI and means of accessing it.

PROVIDE STRUCTURE TO SUBMISSIONS AND WORKSHOPS

- a. Based on expected deliverables of the KJWA, provide guiding questions for submissions and workshops to advance discussions toward identification of good practices, means of addressing gaps in support, and the development of guidance and criteria for climate action that advances the principles of the Paris Agreement.
- b. Design workshops to enable greater exchange of information and experience and facilitate more effective participation by civil society and other observers; consider the precedent of break out or working groups to enable exploration of specific issues.

ADDRESS GAPS AND RECOMMEND ACTION BY OTHER BODIES TO CATALYZE SUPPORT AND ACTION

- a. Request and inform work by other Convention bodies; facilitate collaboration with other Convention bodies and relevant UN-mandated bodies and processes outside the Convention to address gaps in knowledge, capacity, technology or guidance.
- b. Considering the work of other Convention bodies and the role of the KJWA, catalyze a scale up of finance, balanced between adaptation and mitigation, as well as other means of implementation, particularly to support the most vulnerable among food producers

INFORM ACTION AND ENSURE INTEGRITY: Develop guidance, identify good practices, and agree on criteria for action to ensure action advances the Paris Agreement principles, including food security, gender equality, human rights, and ecosystem integrity.

ENSURE FORWARD MOMENTUM, COORDINATION, AND DELIVERY ON OUTCOMES: Establish a Food Security Focal Point in the Secretariat and a Food Security Working Group with representatives from other Convention bodies to foster coherence across the UNFCCC and ensure deliverables of the KJWA are met.

6. GENDER & HUMAN RIGHTS

Promote gender equality and human rights

The timing of COP24 will coincide with the 70th anniversary of the Universal Declaration of Human Rights on December 10th. This milestone document is a perfect reminder of the need for the international community to continue to work to ensure all people can gain freedom, equality and dignity, including through climate action. Three years ago, at COP21, Parties agreed to include, for the first time, gender equality and human rights in an environmental treaty, a recognition that climate action, gender equality and human rights go hand in hand, instead of one undermining the other. This is not about adding new obligations but applying Parties' existing human rights obligations to all climate action, including mitigation and adaptation. As noted in the IPCC special report on 1.5C, there is high potential for synergies between ambitious climate action and the Sustainable Development Goals and their commitment to "leave no one behind."

COP24 must ensure that recent commitments, such as the first-ever UNFCCC Gender Action Plan adopted last year, are effectively implemented, inform policy change and generate transformational change in the lives of those who are on the frontlines of climate change. CARE will closely monitor discussions of governments on the (1) reports that the UNFCCC Secretariat prepared on the in-session workshop on gender held during SBI 48 on differentiated impacts of climate change and gender-responsive climate policy and action as well as policies and plans to enhance gender balance in national delegations; and (2) the UNFCCC Secretariat report on the dialogue held with all chairs of UNFCCC constituted bodies during SBI48.

Furthermore, COP24 provides a key opportunity to highlight the importance of human rights-related norms. By ensuring that the "Great 8" - gender equality, human rights, food security, indigenous peoples' rights, public participation, ecosystem integrity and the protection of biodiversity, intergenerational equity, and just transition - are fully integrated into the Paris Agreement Implementation Guidelines (also known as the "Paris Rulebook"), Parties will contribute to ensure that human rights serve as a basis for their implementation of the Paris Agreement. It would inform the design of climate policies (NDCs), enhance the sharing of experience, enable a collective assessment of good practices and of lessons learned and allow committed Parties to opt-in.

NDC GUIDANCE (APA ITEM 3): Parties should ensure that the NDC guidance invites the Parties to provide information on how the 8 principles have been considered in the planning of their NDCs and to which extent the planning processes have been participatory.

ADAPTATION COMMUNICATIONS (APA ITEM 4): Given the Paris Agreement mandate for adaptation action to be gender-responsive, Parties should ensure the inclusion of information on gender-responsive actions and considerations.

TRANSPARENCY FRAMEWORK (APA ITEM 5): The guidance for the Transparency Framework should invite Parties to provide information related to the integration in climate action of considerations related to human rights, gender equality, indigenous and traditional knowledge, just transition, public participation, food security, and ecosystems integrity.

GLOBAL STOCKTAKE (APA ITEM 6): The guidance for the Global Stocktake should highlight the importance of inputs related to the social dimensions of climate action, including human rights, food security, gender equality, the integration of indigenous and traditional knowledge, and a just transition.

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Founded in 1945, CARE is a leading humanitarian organisation fighting global poverty and providing lifesaving assistance in emergencies. In 93 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

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