



Five steps to address climate change and to increase the resilience of the most vulnerable: CARE's recommendations for COP23



Today, climate change already causes harm, loss and damage, notably amongst the poorest and most vulnerable people and nations on this planet who have contributed the least to the causes of the problem. Fiji, the COP23 presiding country, and many other Pacific islands and vulnerable countries stand out as key examples for today's harsh climate reality, as well for active solutions promoted to tackle climate change. Increasing resilience and tackling the causes and consequences of climate change is at the heart of CARE's mission and is essential to achieve the Sustainable Development Goals (SDGs) and the Sendai Framework, in particular on gender equality and the eradication of poverty. Supporting the most vulnerable people in CARE's view means, however, not to regard them as victims, but as key agents of change who can develop, innovate and share solutions appropriate to their specific circumstances. Governments, businesses, civil society and other relevant stakeholders need to ramp up action to ensure the world rapidly shifts to zero emission and climate-resilient development pathways in order to achieve the agreed goals of the Paris Agreement (PA). Increasing the resilience of the poorest and most vulnerable, many of whom are women and girls, and cutting emissions to limit the rate of climate change are two sides of the same coin: COP23 must advance and initiate concrete climate action, based on principles of human rights and equity, and achieve key progress in the government's negotiations over the Paris Agreement's concrete modalities. COP23 should also provide an impetus for further dialogue and increased country ambition in terms of greenhouse gas emissions reduction and support to vulnerable populations by accelerating action under the Marrakesh Partnership for Global Climate Action, and other initiatives.

CARE recommends to take action on five key avenues for a poverty-free world that is climate-resilient and for zero-carbon sustainable development

1. **EMISSION REDUCTIONS:** Accelerate actions for keeping within the 1.5°C limit and ensure their monitoring is pivotal in negotiations for enhanced ambition in 2018 and onwards
2. **ADAPTATION:** Scale-up gender-equitable adaptation actions to boost the resilience of vulnerable women and girls and their communities
3. **LOSS AND DAMAGE:** Implement the Warsaw International Mechanism with a dedicated focus on raising international finance to support the poorest and most vulnerable who are experiencing loss and damage of already few assets
4. **AGRICULTURE:** Promote and catalyze learning, action, and support in agriculture by establishing a joint work programme on Agriculture and Food Security
5. **GENDER:** Endorse and start implementing and monitoring an ambitious and resourced Gender Action Plan and integrate human rights and gender equality across the Paris Rulebook negotiations

In a nutshell: Ensure adequate processes, financing and other resources to take five main steps: emissions reduction, resilience planning, addressing loss and damage, knowledge-sharing in alternative agricultural techniques, promoting gender equality and human rights across all activities.

EMISSION REDUCTIONS

1. Take concrete steps to achieve the 1.5°C limit

“This is what we mean by the Grand Coalition that we are helping to build to enable us to stay within the 1.5 degrees. We are bringing together those who have the power to deliver our objective.

Governments at every level, decision-makers in civil society and business, faith-based organisations and all those communities around the world who are doing something constructive to solve this problem of immense complexity and scale.”

Frank Bainimarama, Fijian Prime Minister and incoming COP23 President, 16 October 2017¹

The inclusion of the 1.5°C limit in the Paris Agreement was a major political achievement for vulnerable developing countries and civil society. It marks a promise to undertake policy efforts and concrete action to pursue this limit, beyond which climate change impacts will grow disproportionately. Pursuing concrete efforts towards 1.5°C is the litmus test for government’s seriousness about the Paris Agreement. A 1.5°C limit can significantly curb adverse impacts of climate change and help reduce the exacerbation of human rights violations and human suffering as a consequence of these impacts: one key reason why CARE International has been actively supporting this objective.



All analyses, as well as the decisions Parties have taken at the UNFCCC level, make very clear that current emission reduction strategies, including those reflected in the Nationally Determined Contributions (NDCs), are completely insufficient to bring the world on track with the 1.5°C limit. New research reveals how key countries fail to show the required ambition.² At the same time, there are also positive developments: The 1.5°C limit has triggered significant research and debate on how to scale-up ambition and has made actors, like the C40, adjust their planning scenarios.³ Recent research finds that the 1.5°C limit requires major efforts and a much faster shift to 100% clean, renewable energy sources, but at the same time is more feasible than past studies suggest.⁴ Though

fossil fuel subsidies by many governments still thwart climate action and support investments into harmful energy sources, renewable energy prices have gone down, leading to a greater expansion in their use. Renewable energy’s role in fighting energy poverty, building resilience and adaptive capacity for the poor is also increasingly recognized.

As part of the Paris Agreement’s provisions to set up an ambition cycle, COP23 must pin down key parameters so that over the next years, in particular 2018 to 2020, governments employ all possibilities to raise ambition, including revising their NDCs to greater ambition and exploring new potentials for faster emission reductions.

Put the 1.5°C limit into practice and promote concrete initiatives

Preparation of the Facilitative Dialogue (FD2018)

- Urge countries (particularly those with the highest shares and/or highest per capita of emissions) to bring options for greater ambition before 2020 and 2030 to the FD2018 in light of the emission gap towards a 1.5°C pathway and agree that the outcomes of FD2018 will initiate further actions by the COP
- Decide to make the IPCC 1.5°C special report a key input source, as well as inputs from non-governmental stakeholders for the FD2018.

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 along with clear consecutive actions.

Further aspects of NDCs in the Paris Rulebook

- Strengthen the requirements for countries to assess the adequacy of their INDCs against the Paris temperature limit, and determine action and support needs to close any gap in line with key safeguards and principles of the PA preamble.

¹ <https://cop23.com.fj/incoming-cop23-president-launches-partnership-days-fiji/>

² <http://climateactiontracker.org/news/283/Climate-Action-Tracker-launches-new-rating-system.html>

³ <http://www.c40.org/researches/deadline-2020>

⁴ Millar et al., 2017: Emission budgets and pathways consistent with limiting warming to 1.5 °C. <https://www.nature.com/articles/ngeo3031>

ADAPTATION

2. Scale-up finance for gender-equitable adaptation action for the most vulnerable

Increasing the efforts to adapt to the adverse impacts of climate change is fundamental to build resilient societies and to reduce the risks of climate change undermining progress in poverty reduction and other areas. Many countries have started to integrate adaptation into their national policies, have included adaptation in their NDCs and are preparing and/or implementing National Adaptation Plans (NAPs). The UNFCCC process has already played an important role in catalyzing understanding on adaptation and triggering action on financial support to vulnerable developing countries. Promoting key principles of good adaptation practice, based on Article 7.5 from the Paris Agreement, and complementary concepts such as the Joint Principles for Adaptation (JPA)⁵ and Adaptation Good Practice checklist (AGP)⁶ which CARE has been involved in developing, remains a key task to ensure that adaptation reaches people most in need in the context of broader resilience building strategies. Further tasks to follow-up on the Paris Agreement, and strategically strengthen adaptation action, include the operationalization of the Global Goal on Adaptation and the development of the rules for Adaptation Communications on countries' efforts and needs under the Paris Agreement (as part of the Paris Rulebook, to be concluded at COP24).

As a promising example, Pacific Island countries take a holistic view of resilience and this is reflected in the Framework for Resilient Development in the Pacific (FRDP). Stakeholders acknowledge that people don't differentiate or separate impacts into distinct categories labelled climate change or disaster risks.

However, adaptation remains significantly underfunded. In CARE's experience, adaptation and climate-resilient disaster risk reduction need to be gender-equitable and community-based to adequately address the livelihood needs of people vulnerable to climate change impacts. At the same time, partnerships and cooperation initiatives at all scales should be used to increase mutual learning, exchange and innovation in order to promote adaptation measures which clearly deliver livelihood benefits in particular for the poor. COP23 must send a strong signal that 2018 must become a year for scaling-up actions and financial support for such approaches.

Strengthen and scale-up gender-equitable adaptation and its finance for the poorest and most vulnerable populations at COP23

Global Goal on Adaptation (GGA)	<ul style="list-style-type: none">Establish a process to operationalise the GGA, building on technical work of the Adaptation Committee and others, providing recommendations by COP25, and informing the future Global Stocktakes (GST)
Green Climate Fund (GCF)	<ul style="list-style-type: none">Call upon Parties, in particular from developed countries, to prepare a strong replenishment of the GCF in 2018 and urge the GCF Board to improve its attention to the most vulnerable people and strengthen its gender strategy and action plan
Adaptation communication	<ul style="list-style-type: none">Develop guidelines which support an integrated and effective approach to communicating adaptation efforts (considering NDCs, NAPs, SDGs, Sendai), with specific attention to address actions targeting the poorest and most vulnerable people
Adaptation Fund (AF)	<ul style="list-style-type: none">Ensure the future of the AF in the Paris Agreement implementation and generate additional pledges for concrete adaptation projects, in particular from countries who have contributed little to none thus far
Finance ministerial 2018	<ul style="list-style-type: none">Focus the 2018 ministerial dialogue on climate finance on generating additional finance (incl. through Party contributions and from innovative sources) towards a 50:50 balance between adaptation and mitigation, complementing the FD2018

5 <http://www.southernvoices.net/en/home/sv-on-adaptation/669-joint-principles-for-adaptation.html>

6 <http://careclimatechange.org/publications/adaptation-good-practice-checklist/>

LOSS AND DAMAGE

3. Strengthen action on loss and damage from climate impacts

We already see today the limits of adaptation in light of the growing impacts, leading to irreversible loss and damage. The devastating impacts of recent events, such as Hurricane Harvey and Irma, Tropical Cyclones Pam and Winston in the Pacific, and the floods in Asia affecting 41 million people, caused widespread damage despite adaptation and disaster risk reduction efforts happening in many areas. While scaling-up disaster risk reduction and adaptation remains central, tackling loss and damage must become an additional priority area to ensure poor people affected are not permanently suffering and losing any reasonable chance of advancing their livelihood situations.

COP23 must result in significant outcomes which do not leave vulnerable countries and communities further behind and which address the humanitarian consequences of climate change impacts. Although COP22 did not set an entirely clear mandate for a COP23 outcome on loss and damage, and the agenda for the May 2017 negotiation session in Bonn (as a lower level, technical session) lacked a place where governments could negotiate on loss and damage, many developing countries have made clear that addressing loss and damage remains a high priority. The Warsaw International Mechanism (WIM) on Loss and Damage remains a centerpiece of the UNFCCC approach, but urgent action is required to follow through the Paris Agreement and COP22 mandate to enhance action and support. The ExCom's 5-year work plan (2017-2021), developed in the course of 2017 and approved by the ExCom in October, fails to shift its focus towards more action and support, especially finance. COP23 should take corrective actions here and improve the plan.

CARE provided input into the elaboration of the work plan of the WIM, with a particular focus on addressing the most vulnerable.⁷ An essential element should be an unequivocal mandate to develop international finance for loss and damage – including from “polluter pays” sources such as a fossil fuel levy, or international aviation and maritime levies – ensuring that the communities and countries most in need will be able to access the finance simply and easily. Multi-country initiatives such as the G7 InsuResilience or the “G20 Global Partnership for Climate and Disaster Risk Finance and Insurance Solutions” need to put strong attention on solutions which deliver for the needs of the poorest and most vulnerable. At the same time it is clear that too much focus on insurance solutions would be unable to deliver on those needs, and action must be increased urgently on other approaches and challenges, such as tackling climate-induced migration, territorial losses from sea-level rise etc.

Build up the Warsaw International Mechanism to deliver on poor countries' needs

5-year work plan of the WIM	<ul style="list-style-type: none">• Enhance action and support, including the development of innovative mechanisms which can generate additional finance in the order of USD 50 bn by 2022 (incl. based on the polluter pays principle) and potentially growing afterwards• Develop, implement, monitor and report on an action plan to promote gender equality across the work of the WIM• Develop fair solutions to tackling climate-induced displacement and migration and its underlying causes, in coordination with other global migration regime processes• Deepen the focus on the needs of the most vulnerable population segments
Ensure inclusion of loss and damage in key processes	<ul style="list-style-type: none">• Address loss and damage under the Paris Agreement negotiations and as a standard agenda item for the mid-year SBs, and consider how to address L&D in the Global Stocktake
Climate finance accounting	<ul style="list-style-type: none">• Mandate the Standing Committee on Finance (SCF) jointly with the WIM to elaborate modalities for an accounting of loss and damage finance distinct from adaptation finance

⁷ http://unfccc.int/files/adaptation/groups_committees/loss_and_damage_executive_committee/application/pdf/care_international_submission.pdf

AGRICULTURE

4. Promote food and nutrition security in climate action

In 2016, the number of chronically hungry people increased to 815 million, and 155 million children under five remain stunted. Changes in climate have already reduced global agricultural production and threaten to reduce it further. Many small-scale producers struggle to grow, catch, raise, or buy enough nutritious food due to a lack of equitable access to financial and natural resources, information, markets, water, or secure land tenure. Climate change and variability - changing rainfall patterns, higher temperatures, ocean acidification, salt water intrusion into water tables and gardens, and changing fish migration patterns - threatens the livelihoods of farmers, pastoralists, and fishers alike: It is an added burden they do not need.

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.

Erratic Weather...Extreme Hunger

- In Somalia drought conditions following poor and below normal rainfall in April-June continue to drive severe food insecurity. Over 6 million people require humanitarian assistance, and 916,000 people have been displaced in the last year. In July alone, 130,000 people were displaced.⁸
- In Ethiopia, southern and southeastern pastoral parts of the country are grappling with the effects of failed and poor rains last year and early in 2017. Livestock-dependent households are struggling as water and pasture have become scarce. And forecasts for the October-December rains indicate near to below normal amounts, with the possibility of late onset and/or early ends to the rains.⁹ At the same time, central and western parts of the country face flooding. Across the country, 8.5 million people are in need of humanitarian assistance, and nearly 400,000 children require treatment for severe acute malnutrition.¹⁰
- Earlier in 2017, Kenya declared a national drought emergency, with drought conditions in 23 of 47 counties¹¹ and 3.4 million people food insecure and in need of assistance.¹²
- The El Nino-driven drought, the driest season in 35 years during the 2015-16 growing season, resulted in extensive crop failure in much of Southern Africa, leaving 40 million people food insecure. The crisis peaked between December 2016 and March 2017, but recovery from the drought was hampered as Mozambique and Madagascar experienced serious tropical cyclones in early 2017, and Zimbabwe and Malawi received localized flooding.
- In the Pacific, frost during 2015 El Nino severely impacted food security in Papua New-Guinea. Tropical cyclones Pam and Winston wiped out food sources for people in the affected areas and El Nino and subsequent flooding further hampered recovery.



8 https://www.unicef.org/appeals/files/UNICEF_Somalia_Humanitarian_Situation_Report_15_Sept_2017.pdf

9 <http://www.fao.org/emergencies/resources/documents/resources-detail/en/c/1033264/>

10 https://www.unicef.org/appeals/files/UNICEF_Ethiopia_Humanitarian_Situation_Report_20_Sept_2017.pdf

11 <https://reliefweb.int/disaster/dr-2014-000131-ken>

12 https://www.unicef.org/appeals/files/UNICEF_Kenya_Humanitarian_Situation_Report_15Sept2017.pdf



Credit: Maxime Michel/CARE

At COP23, Parties must decide next steps in the SBSTA Agriculture negotiations. Nearly all countries included action in the agriculture sector in their NDCs, yet COP22 resulted in only a procedural outcome, as Parties failed to agree on a way forward. Parties made constructive progress at SB46 in May 2017, identifying areas for further learning and action. Progress in agriculture negotiations is critical not only to generate scientific and technological advice, but also to advance implementation. CARE advocates for a joint SBSTA/SBI work programme, as this would enable Parties to both continue consideration of issues requiring scientific and technological advice (SBSTA) and to facilitate guidance for implementation (SBI). Action in agriculture is already underway as small-scale food producers continue to grapple with climate impacts.

Parties have acknowledged the importance of addressing the interests of small-scale food producers and women farmers in particular. This reveals an awareness of how dynamics like gender inequality and marginalization impact hunger, malnutrition, and poverty. The way forward on agriculture in the UNFCCC must take these factors into account, particularly as the Paris Agreement firmly recognizes the importance of food security and calls for climate actions to advance gender equality. Similarly, as Parties negotiate the Paris Rulebook, guidance for NDC information and guidelines for transparency should ensure that Parties indicate how, in preparing and implementing climate action, they have taken food security, gender equality, and human rights into account.

Next steps in agriculture in the UNFCCC must make a valuable contribution to continued learning and increased action that comprehensively addresses the needs of vulnerable people, small-scale food producers, and women in particular. These populations need and deserve to be meaningfully involved in a constructive and supportive response to the challenges they face.

Promote sustainable, productive, equitable and resilient agriculture	
SBI/SBSTA	<p>Establish a joint SBSTA/SBI Work Programme on Agriculture and Food Security to</p> <ul style="list-style-type: none"> • Facilitate knowledge sharing and identification of best practices; • Enhance action and support to build adaptive capacity and resilience in agriculture; • Inform and enhance mitigation action while ensuring that it does not threaten food security, gender equality, or human rights; • Identify and encourage efforts to fill gaps in knowledge, support, and action. • The Work Programme should consider issues in agriculture that have not yet been discussed, such as the impacts of climate change on all aspects of food security beyond food production, including social aspects, like gender inequality and environmental aspects such as preservation of biodiversity, including genetic diversity; opportunities to reduce emissions along the value chain and to permanently reduce non-CO2 agriculture emissions.
APA (Paris Rulebook negotiations)	<p>NDC information guidance & transparency guidelines</p> <ul style="list-style-type: none"> • Establish guidance on INDC information that calls for details regarding (1) processes to ensure full and effective participation of women and men and respect for rights, (2) governance related to land, and (3) how food security, sustainable development, biodiversity, and gender equality have been taken into account, protected, promoted; • Establish guidelines for transparency, calling for reporting on steps taken to facilitate participation, respect rights, and promote food security, gender equality, and human rights.

GENDER

5. Endorse a solid and resourced UNFCCC wide Gender Action Plan

Last year in Marrakesh, Parties agreed to extend the Lima Work Programme on Gender, initially adopted at COP20, for another three years. The extended work programme includes obligations for countries to report on national gender specific efforts, enhanced capacity building and knowledge sharing channels for women negotiators attending the climate talks, as well as research and analysis on challenges to the full and equal participation of women in climate-related processes and activities. To ensure concrete outcomes and accountability, Parties also agreed to develop a two-year Gender Action Plan (GAP) and terms of reference on reporting and reviewing the work programme itself.

At the May 2017 UNFCCC intersessional meeting in Bonn, a multi-stakeholder workshop was convened to draft the GAP and produced a report outlining 69 suggested activities divided into five clusters. In September 2017, the Government of Canada hosted an informal consultation among Parties to refine activities, indicators and timelines in order to inform an upcoming COP23 decision on the GAP.

Parties have come a long way since COP7 in Marrakesh at which gender equality made its first appearance in the UNFCCC negotiations, but was limited to participation to UNFCCC bodies. COP23 offers an opportunity for Parties to demonstrate their increased political commitment, to concretely set a standard for gender-responsive and human-rights based climate policy and programs at local and national levels, and to further institutionalize gender within UNFCCC bodies. The Gender Action Plan must be owned as a UNFCCC wide action plan, valid across all agenda items, and serve as a guide for all delegates. In order to ensure concrete progress, CARE calls on Parties, and in particular developed countries, to commit necessary resources to the GAP specific activities and the UNFCCC gender focal point. As per gender and climate change decision 21/CP.22, paragraph 22, countries should also urgently nominate their gender focal points for climate negotiations, implementation and monitoring, which only seven have done thus far¹³.

Towards and ambitious and effective Gender Action Plan at COP23

Strengthening capacity to significantly scale up implementation of gender-responsive climate policy and action and ensure regular reporting. This can be done through:

- Trainings on gender analysis and gender-mainstreaming into Nationally Determined Contributions (NDCs), National Adaptation Plans (NAPs) and other national planning processes;
- Continued capacity building on gender and climate change issues for all male and female climate policy-makers and practitioners;
- Production of tools and reporting guidelines available to support integration of gender at all levels, including in national communications.

Enhancing the production of sex and gender disaggregated data at all levels, looking at the impacts of climate change and the impacts of climate change policies and actions, and taking into traditional knowledge. Activities in the GAP should include:

- Trainings on the collection, dissemination and use of sex and gender disaggregated data and analysis;
- Platforms for outreach and sharing of national, local and sectoral data sets;
- Call for research / best practice on gender-responsive climate policies.

Meeting the goal of gender balance on delegations, boards and bodies of the UNFCCC as well as at regional and national level, and ensuring the full and effective participation of grassroots and indigenous women in these spaces. Activities in the GAP should include:

- Urging Parties to adopt a UNFCCC policy on gender balance for national delegations and ensure adequate training is provided to female members;
- Support and documentation of best practice to ensure the full and effective participation of all women of all ages in all their diversity, including grassroots and indigenous women in international, regional, national and local decision-making. All parties should and reflect and report on challenges and lessons learned related to gender balance, policy-development and practice.

Setting the goal of 100% gender-responsive climate finance and other means of implementation.

- Develop increased guidance towards financial mechanisms on enhancing gender-responsive climate finance, including the development of simplified procedures to facilitate the direct access to climate finance for grassroots women-led organizations and indigenous and local communities;
- Request Parties to develop and implement gender-responsive “Climate Finance Strategies” and identify their needs for capacity building and support. All climate finance strategies should substantively address gender and inclusion.

13 http://unfccc.int/gender_and_climate_change/items/10356txt.php

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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

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