



## Turning the Paris signal of hope into meaningful actions for the most vulnerable: Recommendations for COP22



### CARE's key demands for COP22 towards enhanced pre-2020 action and successful implementation of the Paris Agreement

1. Governments must take concrete steps to put the 1.5°C limit into practice. Taking into account historical and evolving responsibilities, they must build it into future regular stocktakes, and promote pro-poor renewable energies.
2. COP22 must scale-up finance for gender-equitable adaptation in developing countries, and operationalise the global goal on adaptation, to assist poor people in managing harmful climate impacts.
3. In light of the growing climate change loss and damage, COP22 must take steps to strengthen the Warsaw International Mechanism and scale-up finance for L&D, focusing on the most vulnerable.
4. COP22 must promote sustainable, productive, equitable and resilient agriculture through establishing a joint SBSTA/SBI Work Programme on Agriculture and Food Security.
5. Governments must outline how they promote gender equality and human rights in climate action in the preparation and reporting of Nationally Determined Contributions (NDCs), and renew and enhance the UNFCCC work programme on gender to advance these objectives across the UNFCCC.



Ben Bohane/CARE

One of the greatest inequalities in the world is reflected in the causes and consequences of climate change, which threatens the livelihoods of billions of people. People living in poverty, who are the least responsible for greenhouse gas emissions, bear the brunt of climate impacts. CARE is already seeing how climate change is eroding and reversing development gains and exacerbating gender inequality and social and economic injustices across the world.<sup>1</sup>

Globally, we have seen absolute record temperatures in 2015/2016 and the previous years. In 2016, every month has been hotter, globally, than previously, while 2015 saw the biggest jump in atmospheric CO<sub>2</sub> concentrations. Millions of people have been suffering across the globe from the climate anomaly El Niño (e.g. Southern Africa experiencing the worst drought in 35 years). The El Niño-driven drought, made worse by climate change, is exacerbating food insecurity, a strong indication of the severe climate adaptation and disaster preparedness gap. Globally, the number of people who are displaced from their homes, many of them due to extreme weather events, is unprecedented. This situation is regarded as the biggest humanitarian crisis since the 2nd world war.

Last year, the Paris Agreement (PA) along with the 2030 Agenda for Sustainable Development marked a historic milestone for the international fight against climate change. The rapid ratification in 2016 will make the PA enter into force in time for COP22 in Marrakesh, Morocco, an important signal of maintained political momentum. But ratification is not enough: governments need to scale-up climate action immediately. It is vital that countries:

- a) cut emissions quickly in light of the 1.5°C limit by shifting to renewable energies and protecting ecosystems, taking into account historic and evolving responsibilities, and
- b) rapidly improve the climate resilience of their most vulnerable populations, particularly in regions already suffering from climate-related displacement and food insecurity.

Countries that have been historically, and are currently, most responsible for climate change have the moral obligation to scale up financial and technical support to poor countries suffering its impacts. A strong focus must be set on enhancing pre-2020 action. Positively, there are many signs of dynamic change in business and society, regarding the dissemination of renewable energies, phase-down of coal power plants, divestment from fossil fuels, and investments into building adaptive capacity and climate resilience. Governments must seize the opportunity to leverage these and accelerate their pace to match the challenge, and stop taking measures which fundamentally contradict the goals of the Paris Agreement.

Against this background, this paper provides recommendations by CARE in five issues of particular concern, organised by different negotiation streams and items.

# 1. Take concrete steps to limit warming to 1.5°C

When governments came to Paris, it was unclear what temperature limit would be formally anchored in the Paris Agreement and whether it would be underpinned by a long-term emission reduction goal to operationalize the limit. The strong call by a group of vulnerable countries, including those organized in the Climate Vulnerable Forum (CVF), and by a rapidly increasing number of civil society organisations<sup>2</sup> to include a 1.5°C limit in the Paris Agreement gained unprecedented and unexpected momentum. The temperature limit was strengthened to “well below 2 degrees” and to pursue efforts to limit to 1.5°C, as this would reduce harmful impacts significantly compared to a 2°C increase.<sup>3</sup> Furthermore, the PA highlights the need to rapidly reduce emissions towards achieving “net-zero”, preferably by the middle of the century or earlier.

Research published after COP21 highlighted that the world is far from being on track to shift away from fossil fuels quickly enough, despite multiple signs of a dynamic transformation. The benefits of more urgent action, including its contribution to the Sustainable Development Goals, are more and more recognised.

Governments must now follow-up the Paris Agreement with increased urgent action to prevent average global warming from rising 1.5°C above pre-industrial levels. Particularly countries with the highest historical and current responsibilities for GHG emissions need to immediately increase ambition in domestic emissions reductions, along with increasing support for poorer countries to help them accelerate their transition. This is a matter of justice and equity. Such reductions should pave the way towards phasing-out of fossil fuel emissions and investments, accelerate a just transition towards 100% clean renewable energy as soon as possible and before 2050, and simultaneously enhance energy efficiency and consumption. This must be the key strategy of fair, sustainable and equitable action for 1.5°C, rather than placing hopes on unproven, speculative technologies which entail significant environmental and social risks to marginalised and poor communities.

Put the 1.5°C limit into practice and promote concrete initiatives	
Facilitative dialogue to enhance ambition	Highlight the importance of the 1.5°C limit, the apparent emissions gap, and initiate additional near-term actions for a global emissions decline well before 2020, particularly in countries with the highest shares and/or highest per capita of emissions.
Preparation of the 2018 facilitative dialogue	Urge countries to revise their NDCs in light of the emission gap towards a 1.5°C pathway in time for the 2018 dialogue and mobilise adequate financial and technical support.  Decide to make the IPCC 1.5°C special report a key input source, as well as inputs from non-governmental stakeholders.
Global Stocktake (every 5 years from 2023)	Ensure the 1.5°C limit, associated mitigation pathways, and support needs become key parameters for the design of the GS and that it results in clear consecutive actions.  Launch a specific preparatory process at COP22 to prepare the GS.
Further aspects of NDCs	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.
Mid-century strategies	Call on the G20 countries to come forward with interim long-term strategies by mid-2018, with the G7 taking the lead, consistent with the Paris temperature limit.
Climate Action Initiatives	Scale-up finance for initiatives which massively boost investments into sustainable renewable energies, including targeting the energy poor.



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

Advancing adaptation to build climate resilience is crucial for vulnerable developing countries to pursue major development objectives like the Sustainable Development Goals in a climate-disrupted world. Recent research indicates the enormous economic costs to adapt to climate change, even at lower levels of warming, in the order of up to USD 300 bn per year by 2030, leaving a huge adaptation finance gap compared to current support levels.<sup>4</sup> At levels of warming beyond 2°C the costs will be disproportionately higher, already in the decade after 2020. For many developing countries, financial, technological and capacity-building support is critical, and it remains “crucial to explore new opportunities to mobilize additional support to developing country Parties, in particular financial support, so that they may address their adaptation needs”, as a recent UNFCCC technical paper noted.<sup>5</sup>

Adaptation has been politically uplifted by the Paris Agreement: with its own Article, inclusion in the PA’s overarching objectives (Art. 2), the adoption of the global goal on adaptation (GGA) and the strengthening of adaptation principles (Art. 7.5). But now this must be transformed into massively scaled-up action on adaptation and climate resilience that effectively addresses the needs of, and builds on the capacities of those most vulnerable. Learning from ongoing work will be essential. National governments are accountable to their citizens for effective adaptation planning and implementation.

In CARE’s view and own experience, gender-equitable, community-based adaptation approaches must be the first choice, along with efforts to integrate adaptation into all affected policies, planning and concrete measures. Capacity strengthening in developing countries is essential to generate good adaptation action concepts and proposals. There are several important opportunities in the COP22 agenda to promote and scale-up good adaptation, including through scaled-up financial support.

### Strengthen and scale up gender-equitable adaptation for the most vulnerable populations

Global Goal on Adaptation (GGA)	COP22 should decide to further operationalise the GGA, including its relation to the expected temperature increase, financial support, and potential underlying metrics to assess global and national adaptation progress. The GGA should be a key component for the Global Stocktake.
2nd ministerial on climate finance for adaptation	Governments should highlight pro-poor, gender-equitable adaptation approaches focused on the most vulnerable populations, share good practices and identify capacity development needs.
Least Developed Country Matters	COP22 should urge the LEG to prepare the overdue guidelines <sup>6</sup> for the consideration of particularly vulnerable communities, involving organisations with practical experience in guideline development.
Green Climate Fund, Adaptation Committee	COP22 should urge the GCF Board as well as the Adaptation Committee to strengthen adherence to the adaptation principles contained in the Paris Agreement (Art. 7.5) and in para 12, 1/CP.16 <sup>7</sup> , calling for gender-equitable, community-based adaptation.
Adaptation communication	Develop guidelines which support an integrated/effective approach to communicating adaptation efforts (considering NDCs, NAPs, SDGs, Sendai), drawing on good practice in current INDCs.

### Scale up public finance for adaptation

2nd ministerial on climate finance for adaptation	Developed countries should make clear announcements on scaling-up public grant funding for adaptation for 2017 and beyond towards at least USD 35 bn by 2020, as part of the roadmap discussion. Instruments which can generate truly additional finance should be examined in addition.
Climate finance accounting	COP22 should agree on accounting methodologies which ensure a more rigorous accounting of adaptation finance provided in addition to 0.7% ODA commitments, overcoming apparent weaknesses in approaches applied by OECD countries.
Climate action initiatives	Push for and scale-up support for climate action initiatives which are based on good adaptation principles and target the needs of the poorest including, where appropriate, incentives that leverage private sector support for CBA and climate-smart and equitable technologies.

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

Climate change impacts are already hitting hundreds of millions of poor people hard with most of them increasingly finding it difficult or impossible to adapt. Due to the gap in adaptation action and finance for developing countries, it is clear that many impacts can no longer be avoided. Already occurring and foreseeable disruptions, such as sea-level rise and coastal inundation and erosion<sup>8</sup>, led to calls by vulnerable countries to address loss and damage from climate impacts as a third pillar of climate action, beyond mitigation and adaptation. This view has also been supported through the Paris Agreement's separate article on loss and damage (Art. 8). In practice this is often a continuum, with both preventive (adaptation) and responsive (loss and damage) actions being part of integrated risk management approaches. In terms of financial approaches to address loss and damage, examples include: payouts from climate insurance mechanisms or related premium subsidies, which ensure such instruments can target the most vulnerable without shifting the finance burden onto them; payments for damages from glacial-lake outburst floods; finance for relocation and property loss in case of territorial losses from sea-level rise; etc.<sup>9</sup> Additional financial and technical means to address occurring loss and damage should be provided to affected countries and communities based on countries' historical and responsibilities and respective capacities, primarily by those who have contributed the most to the problem.

The main instrument under the UNFCCC on loss and damage is the Warsaw International Mechanism (WIM), established in 2013. Its three functions are to 1) enhance knowledge and understanding, 2) strengthen dialogue, coordination, coherence and synergies among stakeholders, and 3) enhance action and support.<sup>10</sup> Its governing body, the Executive Committee (ExCom), started its work in late 2015, based on a 2-year work plan (2015/2016). Key areas include comprehensive risk management, slow-onset events, non-economic losses, climate change displacement, and to a lesser extent, finance. An important cross-cutting area, which CARE has been actively advocating for, is to pay special attention to the needs of particularly vulnerable segments of the population.

Although the ExCom made significant progress in the implementation of the work plan, not all activities can be concluded by COP22. Major recommendations for next steps also still need to be drawn. This situation prevented the ExCom from preparing a full-fledged 5-year rolling work plan by COP22. Additionally, the planned review of the modalities of the WIM is challenging, given the still nascent state of the WIM's development. These circumstances should be taken into account in COP22 decisions to enable the mechanism to realize its potential.

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"> <li>• Agree on key indicative work areas (including displacement, comprehensive risk management, permanent/irreversible loss and damage), taking into account different warming levels, and ensure the work is guided by strategic objectives in order to build a strong mechanism.</li> <li>• Mandate the ExCom to prepare a detailed activity plan for a 2-3 year period as part of the 5-year rolling plan by COP23, while implementing remaining tasks.</li> <li>• Enhance action and support, including the development of instruments which can generate truly additional finance in the order of USD 50 billion annually by 2020 (based on the polluter pays principle).</li> <li>• Develop an action plan to promote gender equality across the work of the WIM.</li> <li>• Deepen the focus on the needs of the most vulnerable segments of the population.</li> </ul>
Review of the WIM	<ul style="list-style-type: none"> <li>• Highlight the need to focus on enhancing action and support to address loss and damage, and urge developed countries to provide the WIM with more resources to deliver on its tasks.</li> <li>• Plan for a more in-depth review of the WIM towards the middle of the next work plan, e.g. by COP25.</li> </ul>
Climate finance accounting	<ul style="list-style-type: none"> <li>• Mandate the Steering Committee on Finance (SCF) jointly with the WIM to elaborate modalities for an accounting of loss and damage finance distinct from and additional to adaptation finance.</li> </ul>

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

Globally, 795 million people are chronically hungry and 161 million children under five are stunted. Changes in climate in the last 30 years have already reduced global agricultural production 1 to 5 percent per decade and could reduce it by 2 percent per decade for the rest of the century. As a result, up to 600 million more people could be at risk of hunger by 2080. Hunger and poverty are not accidents—they are the result of social and economic injustice and inequality at all levels.

Small-scale producers already struggle to grow, catch, raise, or buy enough nutritious food because of lack of equitable access to financial and natural resources, information, markets, water, or secure tenure. Climate change - in changing rainfall patterns, higher temperatures, and ocean acidification - threatens the livelihoods of farmers, pastoralists, and fishers alike. It is an added burden they do not need. The reality of inequality is no truer than for women. Women comprise nearly 50 percent of farmers in Eastern and South-Eastern Asia and sub-Saharan Africa. Yet, when they are not viewed as equal players, they are not consulted on use of household income or community plans for natural resources: their knowledge is not captured, their priorities are not reflected, their needs are not addressed—and their rights are not respected.

At COP22, Parties will decide next steps in the SBSTA Agriculture negotiations. The four workshops held in 2015 and 2016 provided Parties opportunity to exchange views on a range of issues related primarily to adaptation and to identify areas of need, particularly for means of implementation. In several instances, Parties acknowledged the importance of addressing the interests of small-scale food producers and particularly women farmers. Thus, Parties revealed an awareness of, if not direct efforts to address, the impact that inclusive governance and social dynamics, like gender inequality and marginalization, have on hunger, malnutrition, and poverty. Continued work on agriculture remains for the UNFCCC, particularly as the Paris Agreement firmly recognizes – for the first time – the importance of food security. Next steps in agriculture must make a valuable contribution to continued learning and increased action.

### Promote sustainable, productive, equitable and resilient agriculture

SBI/SBSTA

Establish a joint SBSTA/SBI Work Programme on Agriculture and Food Security to

- 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-CO<sub>2</sub> agriculture emissions.

NDC information guidance & transparency guidelines

- Establish guidance on INDC information that calls for details regarding (1) processes to ensure full and effective participation of affected populations 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.

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

Climate change is a major source of injustice as it disproportionately affects the people who are the least responsible for its causes and who have the least capacities to adapt. Climate action should therefore thrive to reduce, if not eliminate, inequalities. In CARE's view, meaningful climate action needs to tackle gender inequality and contribute to promoting, respecting and fulfilling all human rights.

Under the UNFCCC, Parties have gradually increased attention to gender equality, though still a lot of work remains.<sup>11</sup> Key decisions include the 2012 Decision 23/CP.18 on gender balance and women's participation and, most notably, the 2014 launch of the Lima Work Programme on Gender. Some of the climate funds have made progress in adopting and implementing gender policies and action plans, but progress should not stop there. By calling Parties to respect, promote and consider obligations related to human rights, such as the rights of indigenous peoples, gender equality, a just transition, food security and intergenerational equity (as well as its link to the SDGs), the Preamble to the Paris Agreement provides a key framework, but fails to articulate how such principles should be respected. Through commitments and review cycles established by the PA, Parties now have the opportunity to not only outline what type of action or support they plan to take or provide, but to also determine how they implement these policies.

Strengthen implementation of human rights considerations across the UNFCCC	
Holistic implementation and follow up	<ul style="list-style-type: none"> <li>Establish guidelines for: Parties to report on steps taken/considered to promote the PA principles, incl. food security, gender equality, and human rights in the preparation of NDCs; reporting on actions as part of the transparency framework; and the Global Stocktake.</li> </ul>
Expertise sharing	<ul style="list-style-type: none"> <li>Decide to organise an in-session workshop 2017 to share good practices and lessons learnt in relation to the promotion of human rights in climate action.</li> </ul>
Financial and other mechanisms	<ul style="list-style-type: none"> <li>Integrate adequate criteria, safeguards, remedies, and/or mechanisms to protect human rights and inform decisions related to the CDM, to the mechanisms under Article 6 of the PA, to the technology/financial mechanisms, and to the Global Climate Action Agenda.</li> </ul>
Promote gender equality through the 2nd phase of the Work Programme on Gender	
Framing a new decision	<ul style="list-style-type: none"> <li>Make a call for, and outline, the development of a multi-year "Gender Action Plan" (GAP) via workshops and/or standalone expert meetings in 2017, and propose for approval at COP23 and annual reviews at subsequent COPs.</li> <li>Identify a set of guiding principles to frame the GAP incl.:               <ul style="list-style-type: none"> <li>Gender-mainstreaming efforts across UNFCCC Boards &amp; Bodies</li> <li>Dedicated resources for the effective implementation of actions</li> <li>Effective participation of grassroots/indigenous women's groups</li> <li>Human-rights based approach to all climate change policies in both developed and developing countries</li> </ul> </li> </ul>
Work programme on gender	<p>Decide for a next phase of the work programme including:</p> <ul style="list-style-type: none"> <li>Targeted in-session workshops, specific to reviewing implementation of mandates under UNFCCC boards, mechanisms, operating entities and bodies and producing a set of outcomes;</li> <li>UNFCCC Secretariat to incorporate and highlight linkages between gender and CC when organising workshops, preparing technical/guidance papers etc.;</li> <li>Technical support and capacity building on gender-responsive NDCs, NAPs and national communications;</li> <li>Work together with climate funds/other funding agencies to support small, local women's movements and projects to access and benefit from funds;</li> <li>Conduct gender impact assessments of new provisions and mechanisms developed under the UNFCCC.</li> </ul>

For further information:

**CARE Climate**

c/o CARE Denmark  
Jemtelandsgade 1  
2300  
Copenhagen  
Denmark  
+45 35 200 100

[www.careclimatechange.org](http://www.careclimatechange.org)  
[info@careclimatechange.org](mailto:info@careclimatechange.org)

**CARE International Secretariat**

Chemin de Balexert 7-9  
1219 Chatelaine  
Geneva  
Switzerland  
+41 22 795 10 20

[www.careinternational.org](http://www.careinternational.org)

**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 For CARE's climate change work see [www.careclimatechange.org](http://www.careclimatechange.org)

2 See e.g. [www.105c.org](http://www.105c.org)

3 See e.g. Schlessner, C. et al., 2016: Science and policy characteristics of the Paris Agreement temperature goal. [http://www.nature.com/articles/nclimate3096.epdf?author\\_access\\_token=RexikyN5vxy3ugz-flUY7NRgN0jAjWel9jnR3ZoTv00ZIUAYrJekwZ4HMq3DtbGkVcyLY2h9bp31usCfc\\_u2h2g9dVxNGp7x5wx9RnALdQbHs8mUKSwWRZf1ZPg9tzH](http://www.nature.com/articles/nclimate3096.epdf?author_access_token=RexikyN5vxy3ugz-flUY7NRgN0jAjWel9jnR3ZoTv00ZIUAYrJekwZ4HMq3DtbGkVcyLY2h9bp31usCfc_u2h2g9dVxNGp7x5wx9RnALdQbHs8mUKSwWRZf1ZPg9tzH)

4 See UNEP, 2016: Adaptation Gap Report. <http://web.unep.org/adaptationgapreport/2016>

5 UNFCCC, 2016: Opportunities and options for enhancing adaptation actions and supporting their implementation: reducing vulnerability and mainstreaming adaptation <http://unfccc.int/resource/docs/2016/tp/06.pdf>

6 These were already contained in the LEG work programme for some years; a recent LEG update suggests work has started, see <http://unfccc.int/resource/docs/2016/sbi/eng/18.pdf>

7 The response by the GCF Board to the associated guidance from 1/CP.21 ignores the role of these agreed adaptation principles, see <http://unfccc.int/resource/docs/2016/cop22/eng/07.pdf> page 12

8 See e.g. documentation from Benin: <https://www.youtube.com/watch?v=B-ZgMmmxBL4>

9 See also considerations at the 2016 Standing Committee on Finance Forum on loss and damage: <http://unfccc.int/resource/docs/2016/cop22/eng/08.pdf>

10 See [http://unfccc.int/adaptation/workstreams/loss\\_and\\_damage/items/8134.php](http://unfccc.int/adaptation/workstreams/loss_and_damage/items/8134.php)

11 E.g., a recent report by the UNFCCC Secretariat on gender balance in the composition of constituted bodies shows that in most bodies there is still a significant under-representation of women, with 8 out of 12 bodies having less than 40% female members. <http://unfccc.int/resource/docs/2016/cop22/eng/04.pdf>

Cover images:

Left: Duck action at COP21/CARE

Middle: Women observing performance of submergence-tolerant rice in Bangladesh/CARE

Right: 1.5C Eiffel tower action at European Development Days 2016/CAN Europe