

CARE'S EXPECTATIONS FOR COP25

GENDER-JUST CLIMATE ACTION: TIME FOR AMBITION



The climate crisis is taking a significant toll all over the planet. Hunger is on the rise, glaciers are melting at record speed, and climate related disasters are more frequent and severe. Dirty fossil fuels continue to pollute the atmosphere and benefit from public subsidies, and thousands of fires in the Amazon destroy rainforests and fuel the climate crisis. Many parliaments and municipalities have declared climate emergencies in response to the demands of millions of people who have taken to the streets to demand climate action now. The burden of climate change falls disproportionately on the poorest and most vulnerable, particularly on women and girls; and it will likely increase existing inequalities and vulnerabilities between men and women.

There is no longer any question: climate justice, social justice and gender justice are inseparable realities that will indelibly shape our world, and the future of our species. Ambitious and urgent action from governments, the private sector, civil society and other stakeholders is critical to tackle these injustices where they pose the greatest risk: for women on the frontlines.

The Paris Agreement provides a legal framework for collective action that can unlock much-needed ecological, social and economic solutions. But there is no more time to waste. A line has been drawn between the heroes and laggards - the latter can no longer be allowed to hold back progress, while the former must be elevated as standard bearers for the many who still sit on the fence.

Despite some constructive commitments to climate action, the recent UN Climate Action Summit was largely a missed opportunity by too many governments who have yet to demonstrate their readiness to do their part. COP25 will not be able to entirely fill the action gap, but must advance on specific areas of concern at this pivotal time in global climate policy and action.

CARE'S DEMANDS FOR COP25 IN A NUTSHELL:

- 1. AMBITION** - Commit to submitting enhanced national climate plans (NDCs) by 2020 that support progress towards the 1.5°C limit, and which boost gender-responsive climate action.
- 2. FINANCE** - Developed countries, in particular, must significantly increase finance for gender-just climate resilience measures, including by a) funding the Loss and Damage mechanism with additional finance from innovative sources; b) pledging additional resources to the Green Climate Fund; c) committing at least 50% of international climate finance towards principal purpose adaptation initiatives aimed at addressing the needs of vulnerable people and countries; and d) committing at least 85% of their adaptation finance towards projects supporting gender equality outcomes.
- 3. GENDER** - Approve a strengthened UNFCCC Gender Action Framework with a comprehensive 5-year Gender Action Plan at its core.
- 4. AGRICULTURE** - Agree on deliverables under the Koronivia Joint Work on Agriculture which result in demonstrable, scaled up, early action for sustainable, gender-equitable and resilient action.



1. AMBITION

Enhance national climate plans and development strategies

An increasing number of countries have indicated their intention to submit more ambitious Nationally Determined Contributions (NDCs) by 2020. This is necessary to shift the world away from a catastrophic 3°C temperature increase pathway. It is also critical for maintaining the possibility of limiting global warming to 1.5°C, as envisaged in the Paris Agreement. Many countries are also working on their National Adaptation Plans (NAPs), an important complementary tool to the NDCs.

For developed countries, due to their historic responsibility, this translates into demands for faster decarbonisation. Scientific analyses have shown that the current plans of many countries, including the USA, Australia, Canada, Japan, China, Brazil, and Russia, are absolutely insufficient to prevent a rise in global average temperature above 1.5°C perspective.¹ Also the European Union (EU) is confronted with calls to increase its ambition, such as that by CAN Europe, which CARE associates with, to reduce emissions by 65% by 2030 and reach full decarbonisation by 2040.

Parties, corporations and other stakeholders should use the COP to further strengthen plans for immediate climate action, such as providing protection against climate impacts (from adaptation to pro-poor insurance and resilient social safety nets) to affected populations, pulling investments out of fossil fuels, and closing coal power plants. This can also build on initiatives highlighted at the UN Climate Action Summit.²

COP25 will also seek to take a decision on the rules for the international mechanisms under Article 6 of the Paris Agreement, which allow countries to achieve parts of their emission reductions in other countries.³ CARE has long advocated for a human-rights based approach to climate action.⁴ It is critical that market mechanisms do not support activities that harm people. Activities and projects developed under Article 6, where COP25 will seek to agree on rules for the market and trading mechanisms established under the Paris Agreement, should not only avoid any harm to local communities and indigenous peoples, but protect, respect, and promote human rights, and contribute to gender equality. Implementation guidelines need to ensure that projects under Article 6 also deliver concrete benefits to communities. As a minimum, this requires the adoption of social and environmental safeguards, the establishment of an independent grievance mechanism, and the inclusion of mandatory local stakeholder consultations for any project implemented under Article 6. This should not be seen as an additional burden or cost, but as a means to ensure more sustainable mitigation and adaptation results.

In developing the Article 6 guidelines, Parties should set up mechanisms that credibly reduce overall emissions along strict methodologies. Only if ambitious mitigation actions are taken domestically will it be possible to achieve a rapid transformation away from high-emission levels to levels that are consistent with the 1.5°C limit.

¹ see e.g. <https://climateactiontracker.org>

² <https://unfccc.int/news/climate-action-portal-registers-28-transformational-initiatives-announced-at-climate-action-summit>

³ More information on Article 6 can be found for example here: <https://newclimate.org/2019/06/14/serious-issues-in-the-negotiations-on-international-carbon-markets-article-6-must-be-addressed-to-avoid-undermining-the-paris-agreement/> ; http://www.climatechange.org/sites/default/files/canbriefing_article_6_of_the_paris_agreement_june_2019.pdf

⁴ See e.g. the joint civil society publication "Climate Change: Tackling the Greatest Human Rights Challenge of our Time: Recommendations for effective action on climate change and human rights." <https://careclimatechange.org/human-rights-climate-change/>

To this end, COP25 should agree on decisions that:

- Call on all countries to communicate their enhanced NDCs well in advance of COP26 and no later than September 2020.
- Reference the findings of the IPCC Special Report on 1.5°C that global greenhouse gas emissions need to be reduced by at least 45% by 2030 (compared to 2010, according to the IPCC⁵) as a guiding parameter for the revision of NDCs.
- Encourage Parties, in their NDCs, to increase their adaptation ambition (including required financial support for implementation) and consider the implications of climate change loss and damage on their societies and their abilities to take climate action.
- Stress the need and the benefits of strengthening the gender responsiveness of revised NDCs, including with regard to a) policy alignment, b) Institutional coordination, c) capacity building, d) sex-disaggregated data and gender information, and e) dedicated financial resource.
- Urge Parties to guarantee the effective, gender-equitable participation of civil society in the formulation and implementation planning of their enhanced or updated NDCs.
- Only conclude Article 6 negotiations if the rules match high standards of environmental and social integrity and result in net benefits for people and the planet.



⁵ IPCC, 2018: Global Warming of 1.5°C. Summary for Policymakers.

2. FINANCE

Significantly increase finance and support for gender-just climate resilience measures

As climate impacts become more severe and frequent, increasing finance for climate resilience for the most vulnerable people is of utmost urgency. The 2016 Adaptation Finance Gap Report estimates the annual costs of adaptation in developing countries could range from USD 140 billion to USD 300 billion by 2030 and from USD 280 billion to US 500 billion by 2050. Effective adaptation is, however, also a historic opportunity. The Global Commission on Adaptation recently found that investing \$1.8 trillion globally in just five areas⁶ from 2020 to 2030 could generate \$7.1 trillion in total net benefits. There is no doubt, and it is clearly underpinned by the findings of the IPCC Special Reports on 1.5°C, Land, and Oceans/Ice, that further harmful impacts of the climate crisis are unavoidable, even in scenarios of rapid, immediate emission reductions. Thus, further impacts on top of those that already harm people and ecosystems across this planet today are inevitable in the near-term future.

2.1. Strengthen the loss and damage mechanism and pave the way for new finance

Climate change is already having a devastating impact on vulnerable developing countries and communities around the world. In many instances, these impacts have gone beyond what is possible to adapt to (i.e., territories swallowed due to sea-rising levels, forced relocation), and into the realms of loss and damage. Climate change loss and damage is impacting the poorest countries most significantly, as they lack the economic and financial capacity to rebuild and recover as quickly as developed countries. It creates a daily climate emergency for millions of people.

The review of the Warsaw International Mechanism (WIM), which Parties will conduct at COP25, needs to fully operationalise the WIM to support the needs of developing countries along with additional support to avert or minimise loss and damage and address displacement. With financial support, vulnerable countries can properly assess the impacts and identify gaps, enhance their climate change risk management, and recover from loss and damage they experience due to climate impacts.

At COP25, Parties need to engage in a full-fledged discussion on whether (i) the mechanism is fit-for-purpose to meet the challenge of loss and damage currently faced by vulnerable developing countries; (ii) if it is capable of meeting future loss and damage needs based on scientific projections on impacts, including displacement, and (iii) how to generate and transfer finance to meet the needs of the most vulnerable. The review should address any gaps in the implementation of the WIM's original mandate, and in the current and future needs of vulnerable developing countries.

The most obvious gap is the lack of finance. The Executive Committee of the WIM, mainly because of the resistance of developed countries, has largely avoided entering into a substantial discussion on various aspects of the loss and damage financial architecture.

6 The five areas considered by the Global Commission on Adaptation are early warning systems, climate-resilient infrastructure, improved dryland agriculture, mangrove protection, and investments in making water resources more resilient. This represents only a portion of the total investments needed and total benefits available. <https://gca.org/global-commission-on-adaptation/report>

But the COP should now pave the way to deliver clarity on and pursue:

- **New and innovative sources of finance** (complementing finance from developed countries) that can generate truly additional resources at a scale of USD 50bn by 2022 (see Box),
- **The role of existing institutions and whether there is a need for new ones** to address the multiple needs of loss and damage finance: which of the funding purposes might be delegated to the Green Climate Fund (with additional resources), because they are more of a longer-term nature, may have synergies with adaptation, and fit to the GCF's approach for a paradigm shift? By which institutional approach could the humanitarian system be supported and gaps be filled which exist in most funding appeals in case of climate-related disasters? Are existing institutions specialised on displacement, migration and relocation aspects fit for purpose to channel funding into useful responses to those challenges? These and other aspects have not yet been addressed.
- **How funding can reach the most vulnerable**, with specific attention to mainstreaming gender aspects and the role of women and girls into the WIM's work. The pro-poor principles adopted by the InsuResilience Global Partnership can serve as a useful inspiration here how on to approach this objective.
- A **decision at COP25 to establish a loss and damage financing facility** which would serve as an umbrella for channelling the new resources into an effective financial architecture serving the different needs to address loss and damage could trigger an in-depth, but quick examination process with the aim of delivering clear policy recommendations and concrete actions by COP26.

Innovative sources of finance for adaptation and loss and damage

Governments should use COP25 to advance new and innovative sources of public finance that take the pressure off official development aid budgets, whilst addressing the climate crisis (i.e., airline passenger taxes or levies and climate damages tax on fossil fuel exploration) which can generate truly additional finance, in particular for adaptation and addressing loss and damage. CARE recently released a policy brief on innovative sources of public finance and the GCF which provides further background. David Boyd, The UN Special Rapporteur on Human Rights and the Environment, recently released a report on nations' obligations to address climate change which also states that financing for loss and damage could be provided by the tools listed above:

- A basic global air travel levy would raise \$40–\$100 billion annually (at \$10–\$25 per person per flight, given that current passenger levels exceed 4 billion per year).⁷
- The Climate Damages Tax is a proposal for a tax on the fossil fuel industry. If it were introduced globally in 2021 at a low initial rate of USD 5 per tonne of CO₂ equivalent, it would raise around USD 210 billion in its first year, some of which could be allocated to loss and damage, and adaptation.⁸
- Increasing the carbon tax on maritime fuel by USD 75 per tonne of CO₂ in 2030 would raise revenues of about USD 75 billion in the same year.⁹
- A Financial Transaction Tax (FTT) putting a levy on shares and bonds at 0.1% and derivative agreements at 0.01% has the potential to raise USD 63 billion (if applied to the European Union), and a similar global FTT could raise significantly more.¹⁰

A recent report prepared by ActionAid also analysed these and other instruments with regard to their performance in key human rights principles, and concluded that “better state budgeting that shifts state subsidies away from fossil fuels and towards addressing the impacts of climate change and funding a Just Transition; and progressive taxes such as the Climate Damages Tax and the Financial Transaction Tax” perform best.¹¹

7 <https://undocs.org/en/A/74/161>

8 The original proposal also suggest the allocation of resources to support efforts of a just transition in countries where the fossil fuel is extracted. Julie-Anne Richards, David Hillman, Laurey Boughey. The Climate Damages Tax A guide to what it is and how it works. December 2018. https://www.stampoutpoverty.org/wp-content/uploads/2019/01/CDT_guide_web23.pdf

9 <https://careclimatechange.org/publications/innovative-finance-sources/>

10 <https://actionaid.org/sites/default/files/publications/Loss%20and%20Damage%20Finance%20and%20Hum....pdf>

11 <https://actionaid.org/sites/default/files/publications/Loss%20and%20Damage%20Finance%20and%20Hum....pdf>

2.2. Increase available adaptation finance with stronger integration of gender equality

CARE promotes an approach to adaptation and resilience-building that is gender-responsive and supports poor women and men to access the necessary resources, rights and opportunities to deal with the impacts of climate change. Adaptation activities promoted under the action tracks should strengthen resilience and empower the most vulnerable groups, particularly women and girls, who should be identified and involved through a comprehensive, participatory and gender-responsive situational analysis and integrated in programmes and projects. At the same time, it is important in this context not to regard women as “victims” because of their vulnerability, but as key change agents and rights holders who need to be further empowered and supported.

While the Green Climate Fund is facing a number of different challenges, it has high potential as the biggest multilateral climate fund under the UNFCCC to effectively support the necessary paradigm shift to low to zero emission and climate-resilient development pathways, in line with the 1.5°C limit. With its intended 50/50 allocation of resources between adaptation and mitigation, it is also a key financial tool to support climate adaptation. With 90% of the projects approved so far having gender assessments and gender action plans, it also makes significant progress in advancing gender equality in climate action. The first replenishment process has so far resulted in financial pledges close to USD 10 bn for the next 4 years, led by a few countries like Germany, France, UK, Sweden and others who have doubled their amounts compared to the previous phase. Unfortunately, the US and Australia have declined further contributions to this cooperative instrument. However, much more resources would be needed. **All developed countries should ensure at least a doubling in USD terms, and must orient the size of their contributions towards those contributors with highest per capita payments, so that the replenishment results in available resources of USD 15 bn.¹² CARE also encourages other G20 countries to complement those pledges, and also supports the exploration of innovative finance sources to support the fund.¹³**

The most recent data published by the OECD reveals that climate finance provided is far from meeting the promised 50/50 balance between mitigation and adaptation. Across different parameters (2017 share of total climate finance; within bilateral finance from 2013 to 2017), adaptation makes up only roughly 20% of climate finance.¹⁴ A highly concerning trend is also that bilateral climate finance has even gone down in 2017 compared to 2016, while an increase at all fronts is needed. The overall reported increase in climate finance seems to be mainly due to Multilateral Development Banks taking a more proactive approach on climate action by increasing the share of adaptation finance from 20% in 2013 to 27% in 2017. Therefore, climate finance from developed countries should achieve a 50/50 balance between adaptation and mitigation finance. This balance must apply to overall climate finance, not only public finance, as mitigation can more easily mobilise private finance.

Gender equality must be integrated across adaptation (and mitigation) finance, and should be measured, such as through the OECD gender markers. CARE demands that by 2023 at the latest, at least 85% of the projects accounted for in the OECD system include gender at least as a significant objective (marker 1), and out of that at least 20% are a principal objective (marker 2). CARE's calculations for support provided in 2017 (latest available figures), updated from a report published in 2018¹⁵ indicate that Canada (95%), UK (73%) and EU institutions (72%) are the top-runners among the G7 when it comes to the share of adaptation funding that addresses gender equality among other objectives (out of the entire adaptation finance), but no country reaches the 20% threshold for adaptation funding with gender equality as a principal objective (as opposed to just a significant, secondary objective). Advancing the integration of gender equality and women's empowerment in climate resilience measures is essential for both the recipient as well as the contributing countries.

¹² See <https://www.greenclimate.fund/how-we-work/resource-mobilization> For example, Sweden contributed USD 581 million which was almost USD 60 per capita, whereas Germany's contribution of USD 1bn was only USD 12.4 per capita.

¹³ <https://careclimatechange.org/innovative-finance-sources/>

¹⁴ <https://www.oecd-ilibrary.org/docserver/39faf4a7-en.pdf?expires=1570994213&id=id&accname=guest&checksum=7D0DD7E5F363744AD105C2682C0CEE67>

¹⁵ CARE, 2018: Punching below their weight. Monitoring the G7 support for adaptation and gender equality. <https://careclimatechange.org/publications/punching-below-their-weight-monitoring-the-g7-support-for-adaptation-and-gender-equality/>

Making climate finance accessible to those who need it most must be facilitated by a commitment by governments to remove administrative barriers to accessing climate funds, offering smaller-sized, local funding options, and increasing fiduciary risk-tolerance. We emphasize the need to provide additional public and grant-based financial resources for adaptation in developing and vulnerable countries.

The process to formulate and implement National Adaptation Plans was established by the COP in 2010 to enable the least developed country (LDC) Parties to address medium- to long-term adaptation needs by enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change. Most recently, the Green Climate Fund has become an important instrument to financially support vulnerable countries in undertaking such planning, along with the Least Developed Countries Fund. While the development of NAPs is ongoing, only 13 developing countries have so far submitted their NAPs to the UNFCCC.¹⁶ Given the overall slow progress, decision 8/CP.24 acknowledged that there is not enough information to assess the extent to which the process to formulate and implement national adaptation plans is reducing vulnerability to climate change, strengthening resilience and building adaptive capacity. In CARE's view, NAPs should be gender-responsive, participatory and inclusive, and should also strengthen the coherence of various global framework, such as Sendai, SDGs, Urban Agenda, Ecosystem Based Solutions, and Rio Conventions. When countries start updating and enhancing their NDCs, NAPs under development can be an important tool as an implementation strategy towards reaching the NDCs, and may also be updated to be consistent with the NDCs. COP25 provides an opportunity to strengthen all of the above aspects, and to build up further support in particular for LDCs to effectively benefit from the NAPs process.

Overall, COP25 should:

- Result in additional pledges to the Green Climate Fund so it progresses towards a goal of USD 15 bn received in the current replenishment.
- Call on developed countries to provide clarity on how they will further raise adaptation finance towards 50/50 balance with mitigation and reaching the USD 100bn goal.
- Call on countries to significantly increase the share of climate finance that also addresses gender equality objectives, to 85% by 2023 at the latest.
- Call on both developed and developing countries, and climate finance institutions, to explore all possibilities to increase the involvement and access of local organisations, in particular women's organisations and supporters of gender equality.
- Further accelerate the development of participatory, inclusive and gender-responsive NAPs in the context of a coherent approach to various global frameworks and the need to prepare enhanced NDCs by 2020.



Damage from Cyclone Idai in central Mozambique village. CARE / Josh Estey

¹⁶ https://www4.unfccc.int/sites/NAPC/News/Pages/national_adaptation_plans.aspx

3. GENDER

Towards a renewed and enhanced UNFCCC Gender Action Framework

Over the past decade, a broader range of stakeholders have become increasingly aware of the way climate change exacerbates existing inequalities, including between women, men, boys, and girls. While the UNFCCC first addressed gender-related issues through the lens of gender balance on national delegations, the scope has significantly evolved to now encompass the incorporation of a gender perspective in the work of Parties, UNFCCC subsidiary bodies and the secretariat.

The Lima Work Programme on Gender (LWPG) and the UNFCCC Gender Action Plan (GAP), respectively adopted in 2014 and 2017, have played an instrumental role in advancing gender equality and women's empowerment, opening up a space for dialogue for Parties and observers to share experiences and building a 'culture of gender' under the UNFCCC.

The review process which both the LWPG and GAP will undergo at COP25 provides an opportunity to enhance the ambition of the UNFCCC gender framework, better integrate gender considerations in the implementation of climate policies and have more tangible impact. In order to allow sufficient time for progress to be made, results to be monitored, and learning to be consolidated, CARE recommends a five-year timeframe for this iteration of the GAP.

In CARE's view, this updated work programme and action plan should:

- Establish clear targets and indicators to be able to evaluate progress, and require the publication of a yearly progress report by the UNFCCC Secretariat that reviews actions and initiatives to advance all gender mandates, and provides an analysis of any gaps.
- Broaden its definition of capacity building beyond workshops and technical assistance to include South-South learning, informal learning, peer-to-peer learning, communities of practice, and informal and formal dialogues, and to support the creation of roster of experts to build capacity at the national level on how to conduct gender analysis, implement gender budgeting and collect sex and gender disaggregated data and gender analysis.
- Support the leadership of grassroots and indigenous women to effectively engage in national climate planning processes (NDCs, NAMAs, NAPs) and knowledge of, engagement in and access to climate finance flows, in collaboration with the Local Community and Indigenous Peoples Platform (LCIPP).
- Promote work on simplifying procedures to facilitate access to climate finance by grassroots women's organisations and indigenous and local communities, in particular to the Green Climate Fund, Adaptation Fund, and Global Environment Fund.
- Request the UNFCCC Secretariat to prepare guidance notes on implementing gender mandates based on the Katowice Implementation Guidelines and on integrating gender equality and gender budgeting in Nationally Determined Contributions.
- Include finance as well as loss and damage in the list of themes for future workshops.
- Make the dialogue among the Chairs of the constituted bodies on how they integrate gender considerations in their work a regular event and better communicate what they do.
- Produce clear terms of reference for the National Gender and Climate Change Focal Points (NGCCFP), and emphasize that promoting gender equality in climate policy and action is not their sole responsibility but should be embraced by all members of national delegations.

CARE calls on Parties to demonstrate their commitment to promote gender equality into climate action by swiftly nominating their NGCCFP if they have not yet done so, and announce financial and/or technical contribution to the implementation of the GAP.

4. AGRICULTURE

From talk to action

The Koronivia Joint Work on Agriculture (KJWA) is due to report to the COP in just one year on its progress and outcomes, but Parties have yet to begin discussions on its deliverables. The workshop on modalities at COP24 was a good start to capture what the constituted bodies are doing, but more work remains. Further workshops and review of workshop reports are key opportunities to identify gaps in knowledge, technology, capacity, and finance. But Parties must continue to discuss modalities and how the KJWA will address those gaps, including through the constituted bodies. The IPCC's Special Report on Land and Climate Change makes clear that early action is needed to avoid the higher cost of delayed climate action as well as negative social impacts of climate change on poverty and food security. The KJWA must go beyond talk and enable Parties and other actors to undertake demonstrable, scaled up, early action. The IPCC report also clearly states the value and importance of engaging local communities, indigenous peoples, and marginalized populations, including women. It lays out both the socio-economic impacts of climate change on agriculture, as it negatively impacts all aspects of food security, and the need for a holistic consideration of feedback loops between land use and climate change impacts. As such, the KJWA should develop, as part of its deliverables, guidelines or criteria to ensure that climate action in the agriculture sector respects the principles of the Paris Agreement, including food security, gender equality, human rights, and ecosystem integrity.

CARE welcomed the inclusion of civil society voices in the workshops held during SB50 in June, and encourages Parties to continue to seek these perspectives. So much progress was made in 2017 in establishing the KJWA. Parties cannot afford to reach COP26 without having delivered on the promise of the KJWA. CARE, therefore, continues to call on Parties to do the following through the KJWA:

- 1. Establish a baseline and identify gaps with regard to means of implementation:** Map currently available means of implementation to establish a baseline, identify gaps, and increase awareness of current available means of implementation how to access them.
- 2. 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, and other means of implementation, particularly to support the most vulnerable among food producers.
- 3. 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.

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Founded in 1945, CARE is a leading humanitarian organization fighting global poverty and providing lifesaving assistance in emergencies. In 100 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