

THE PARIS AGREEMENT TURNS 10: COP30 AS THE PEOPLE'S COP



CARE COP30 POSITION PAPER 2025

A decade after the Paris Agreement, the promise of 1.5 °C is slipping away. The climate crisis is accelerating—heatwaves, wildfires, and storms are hitting harder and more often. For communities on the frontline, in particular women and girls, the cost is immediate and unjust, as climate impacts collide with deep-rooted inequalities.

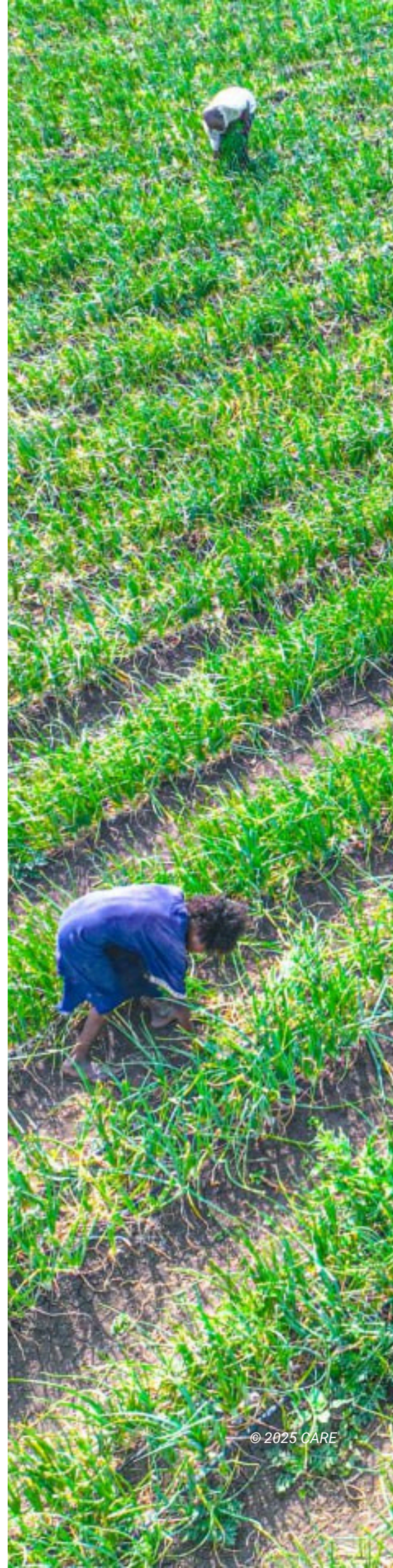
COP30 arrives amid our multilateral climate regime's most reflective anniversary yet, offering a moment to assess what has been learned—and what remains to be done.

The world is already paying a steep price for inaction. The year 2024 was the warmest on record globally, the first year average temperatures surpassed 1.5°C above preindustrial levels, while January 2025 shattered previous monthly heat records. Climate-driven catastrophes keep on striking—from a one-of-a-kind flash flood in central Texas that claimed more than 135 lives, and devastating floods across China forcing 80,000 evacuations, record-shattering heatwaves sweeping across Europe to intensifying droughts and floods across almost all continents. These extreme events, growing in frequency and severity, expose both the fragility of communities and the interconnectedness of our planet's climate systems.

Multilateralism still offers a beacon of hope in today's fractured geopolitical climate, and COP30 stands at a critical juncture. The unanimous [Advisory Opinion of the International Court of Justice \(ICJ\)](#) affirmed that developed countries must lead by cutting emissions, enhancing sinks, and supporting adaptation and cooperation, while also confirming that states can be held legally accountable for their greenhouse-gas emissions. By reaffirming the Paris Agreement, recognizing common but differentiated responsibilities, and underscoring obligations of technology and financial transfers- in good faith, the Opinion gave fresh momentum to weakened multilateralism. Yet persistent divisions from the New Collective Quantified Goal (NCQG) talks in Baku—on adaptation, finance, unilateral measures, and energy transitions—threaten progress. Without credible, scaled-up finance, transformative breakthroughs at COP30 remain unlikely; finance remains the decisive fault line for climate action.

The overarching mission in Belém is clear: every nation must present a national plan, as required under the Paris Agreement, that commits to deep emission cuts to keep warming below 1.5 °C. The ICJ's Advisory Opinion has reinforced this target as a legally binding "primary temperature goal," obligating all states—particularly major emitters—to align their nationally determined contributions with the highest possible ambition. This new legal weight underscores the urgency for countries to act without delay.

¹ CARE Climate Justice Center - [World Court's Landmark Climate Opinion Demands Bold and Collective Action from Governments](#) - Press statement. July 23, 2025.



With that goal rapidly slipping from view amid surging emissions and rising temperatures, COP30 must serve as the stage for renewed ambition, global solidarity, and tangible action.

Women and girls must be at the centre of this renewed ambition. Disproportionately affected by the climate crisis despite contributing least to its causes, they face heightened risks from extreme weather events, displacement, and resource scarcity, and are often excluded from the decision-making processes that shape climate responses. At the same time, women are often at the forefront of climate solutions, leading community-based adaptation, resilience building, and advocacy efforts. Even though their leadership and expertise remain under-recognized and underfunded. CARE International recognizes this imbalance and is committed to integrating gender equality into climate action. Since its founding in 1945, CARE has consistently prioritized women and girls in its work: this focus is grounded in the belief that empowering women is fundamental for building resilient communities and advancing sustainable development.

The COP30 Presidency's letters offer a vision of global solidarity through "Global Mutirão", framing climate action as a shared responsibility with a focus on the human dimension of climate change. They underline the need for stronger ambition in Nationally Determined Contributions (NDCs) and National Adaptation Plans (NAPs), and call for greater alignment across adaptation, mitigation and just transition efforts in order to meet agreed climate goals. The letters, however, do not address gender and Loss and Damage, both of which are essential pillars for a people-centred approach to climate action.

At COP30, dubbed as 'People's COP', CARE International is looking forward to joining the people of Brazil and the international community in a Global "Mutirão", a global effort of cooperation among peoples for the progress of humanity. A novel approach—a COP centering people's power with meaningful and adequate means of implementation to the people and ensuring climate justice and resilience is central to all efforts, to ensure COP30 is remembered as a turning point, 10 years after the Paris Agreement.

KEY DEMANDS

- ▶ **Operationalise a robust Global Goal on Adaptation (GGA) framework that includes indicators on means of implementation (MoI) that ensure effective and equitable adaptation finance, measuring quantity, quality, and access.**
- ▶ **Set a post-2025 target that triples adaptation finance by 2030 to close the adaptation finance gap to protect vulnerable communities.**
- ▶ **Adopt a new and ambitious Gender Action Plan (GAP), with secured funding to support women-led organizations in climate action**
- ▶ **NDCs must be aligned to 1.5°C by phasing out fossil fuels, reducing deforestation, and investing in renewable energy production led by communities.**
- ▶ **Provide grant-based loss and damage finance that is fair, predictable, and accessible to vulnerable communities.**

DETAILED KEY DEMANDS

1

FINANCE FOR CLIMATE ACTION

In 2009, developed countries committed to supporting climate change adaptation and mitigation activities in developing countries. They vowed to provide scaled-up, new, and additional finance of at least \$100 billion annually in 2020. In 2015, the Paris Agreement also extended financial support obligations for the group of developed countries into the future.

Last year, at COP 29 hopes were shattered by a deal that most developing countries labelled as a “joke” and being “too little, too late”. Scientific evidence shows clearly that the agreed \$300 billion a year from 2035 doesn’t even come close to the transformational finance needed to tackle the climate crisis. Parties agreed to contemplate how to meet the larger, and essential, target of \$1.3 trillion a year by 2035 to scale up all sources of spending to combat climate change. How this broader target will be reached is uncertain, but will be discussed in the Baku–Belém Roadmap to \$1.3 trillion, due just before COP30.

At the mid-year climate talks in June 2025 in Bonn, climate finance remained a highly polarised and divisive issue, delaying the start of the meeting itself, and stalling progress across key areas like adaptation and mitigation.

Since then, the International Court of Justice in its advisory opinion has clarified that wealthy countries do have clear obligations to provide climate finance at a level commensurate with the goals of the Paris Agreement.

PRIORITIES FOR CLIMATE FINANCE AT COP30:

- COP30 must provide a clear road map for scaling up international climate finance to at least \$1.3 trillion in 2035. The road map, or an action plan to implement it, must contain milestones and clarity on other sources and instruments, e.g. international taxes on climate-wrecking activities and wealth.
- Developed countries must shelve plans to cut public climate finance and instead deliver concrete plans for scaling up climate finance towards 2030 and 2035.
- Each developed country must announce targets for their national contribution while ensuring that it delivers its fair share at the global level.
- COP30 should set a goal of tripling adaptation finance by 2030, building on the current target of doubling it by 2025.
- COP30 must deliver on COP27 and COP28 pledges by urgently scaling up new and additional loss and damage support, with developed countries contributing significantly to the Fund for Responding to Loss and Damage (FRLD) and ensuring direct access for frontline communities.
- As the Sharm el-Sheikh dialogue concludes at COP30, countries should agree to reform the international financial architecture and adopt an action plan to align finance flows with low-emission, climate-resilient development, in line with Article 2.1(c) of the Paris Agreement.



Adaptation sits at the heart of the climate response, bridging the gap between mitigation efforts and the urgent needs of communities already facing the impacts of climate change. Its importance—and cross-cutting nature—has been recognized by the COP30 Presidency and reaffirmed by Parties during SB62 in Bonn, with particular focus on streamlining and operationalizing the Global Goal on Adaptation. For Brazil, advancing adaptation was a top negotiation priority in Bonn, reflecting the urgency of translating the commitments of the Paris Agreement into tangible action on the ground. The Global Goal on Adaptation, established in Article 7 of the Paris Agreement, aims to enhance adaptive capacity, strengthen resilience, and reduce vulnerability to climate change for people, ecosystems, and infrastructure.

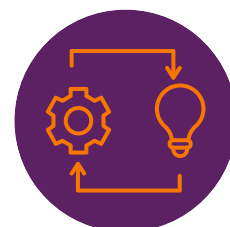
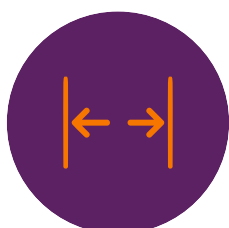
Since COP26, when Parties launched a dedicated work programme to define the GGA in greater detail, progress has been steady. COP28 saw the establishment of the GGA Framework, incorporating a range of thematic and dimensional targets to guide climate adaptation and resilience efforts. It also initiated a technical process to define adaptation indicators, a critical step toward tracking progress and ensuring accountability. At COP29, Parties agreed that these indicators should form a manageable set of no more than 100 globally applicable indicators, creating a flexible “menu” that can reflect diverse contexts and needs while maintaining comparability and coherence.

Despite these advances, much remains to be done to operationalize the GGA in ways that deliver meaningful outcomes for communities on the frontlines of climate impacts.

Solidifying the operationalization of the GGA is crucial. Negotiators must ensure that the frameworks, targets, and indicators developed at COP 30 translate into concrete actions that strengthen resilience at the local level, reduce vulnerability, and provide the resources and knowledge communities need to adapt effectively. As the GGA framework’s indicators are finalized, Parties must consider the costs of achieving its targets and include and establish a dedicated adaptation finance commitment as part of GGA. Negotiations should ensure equity and inclusivity, link adaptation to finance and implementation, and focus on learning and accountability. For CARE, this moment is not only about tracking progress—It is about shaping a climate adaptation agenda that is equitable and actionable, and giving leadership and agency to the communities most affected by the crisis.

PRIORITIES ON ADAPTATION AT COP30:

- COP30 should secure a new and robust post-2025 adaptation finance target to close the gap with mitigation, building on the COP26 pledge. The new target would prevent the risk of stagnation of adaptation action from lack of allocated adaptation finance.
- The Global Goal on Adaptation framework must have indicators on Means of Implementation (MoI) that measure access, quality and adaptation finance, including provision in line with the Paris Agreement.
- Establishing a comprehensive roadmap for adaptation beyond COP30. The Baku Adaptation Roadmap (BAR), which outlines post-COP30 pathways, needs to be operationalized to ensure effective implementation of adaptation efforts post GGA.



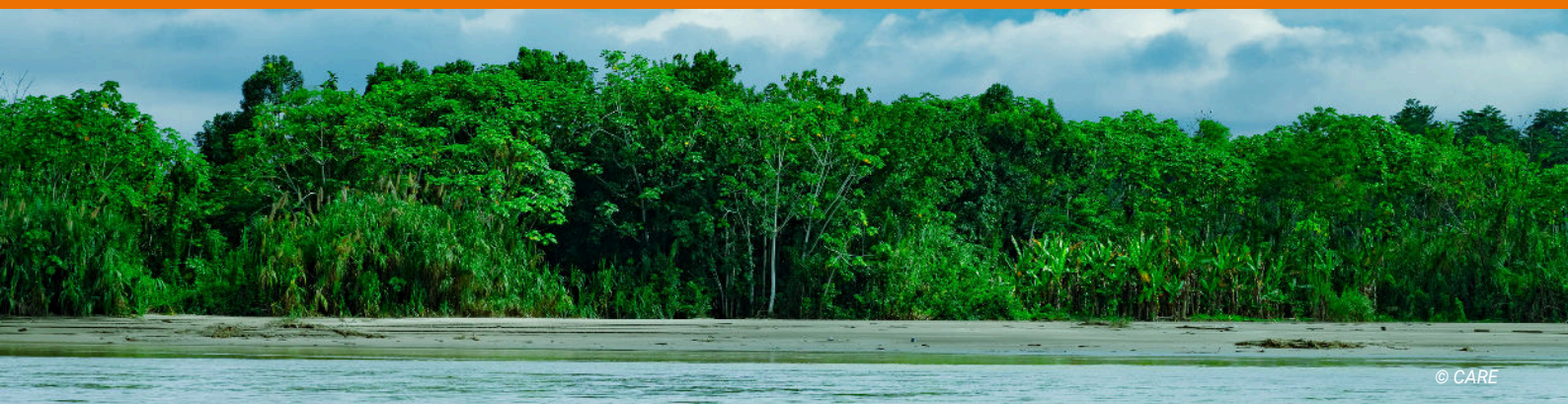
LIVING AMAZON LANDSCAPES PROJECT: GUARDIANS OF PERU'S FOREST FRONTIERS

In the Peruvian Amazon, vast swaths of rainforest—home to extraordinary biodiversity and critical to the planet's climate balance—are also the ancestral territories of hundreds of Indigenous communities. Here, forest rivers feed the Amazon basin, wildlife thrives in dense canopies, and the carbon stored in these ecosystems helps slow global warming. Yet pressures from deforestation, climate change, and unsustainable resource use threaten to unravel this delicate balance.



To protect these lands and strengthen the rights of their traditional stewards, a five-year initiative—the Living Amazon Landscapes Project—is working to reinforce the co-management of Communal Reserves (RC). This model blends Indigenous governance with Peru's protected areas system, ensuring that the people who have cared for the forest for generations can continue to do so while improving their livelihoods. Efforts focus on restoring degraded areas, supporting sustainable value chains for non-timber forest products, and enhancing climate resilience across nearly five million hectares.

The project, running through 2029, is led by a consortium that includes CARE Peru, the National Association of Community Reserve Management Contract Executors of Peru (ANECAP), Sustainable Rural Development (DRIS), and the Frankfurt Zoological Society (FZS Peru).



3

GENDER EQUALITY FOR CLIMATE ACTION

Women are on the frontlines in agriculture, education and health systems and their expertise and leadership can hold the key to weathering the storms of climate change – and this needs to be recognized. At COP29, countries agreed on extending the Enhanced Lima Work Programme on Gender (LWPG) for ten years. First adopted in 2014, the LWPG is key to mainstreaming gender in climate action as it includes a more detailed and concrete Gender Action Plan (GAP).

At COP30 countries need to agree on a new GAP. The workshops during the SB62 meeting in Bonn, resulted in a draft version, which was further discussed and refined during the second technical workshops in Addis Ababa in September. During both workshops however, gender-transformative climate action remained a point of contention, as civil society groups and gender constituencies resisted efforts to dilute gender commitments to token references rather than pursuing an ambitious and actionable GAP. These tensions highlighted deeper systemic challenges, setting the stage for a pivotal COP30 in Belém.

Beyond the text alone, the success of the next GAP will depend on its coherent and impact-oriented implementation and adequate financing.

PRIORITIES ON GENDER EQUALITY AT COP30:

- Ensure that the new GAP text is inclusive and resists rollbacks on long-standing human rights language. The current draft contains crucial elements which should be preserved and strengthened to ensure that the GAP caters to lived realities and upholds universal rights.
- Mobilize core funding for the GAP as its success depends on sustained financial support. This includes resources for women-led and women's rights organizations in developing countries as well as adequate funding for the UNFCCC Gender Team.
- Promote coherency within and beyond the new GAP. Gender goals need to be integrated across all negotiation tracks and in other UN processes.
- Ensure the full, equal, meaningful, and safe participation of women, girls, people with disabilities, Indigenous Peoples, youth and other marginalized groups, in UNFCCC dialogues and other global and national climate processes. Their leadership is crucial for effective climate action and should be integrated into planning, implementation, and monitoring to foster inclusivity and diverse perspectives.



SIERRA LEONE - SOLAR HARNESSSED ENTREPRENEURS (SHE)

A freezer changed Marie Squire's life. The Sierra Leonean used to sell alcohol, oranges and groundnuts, but the tropical heat affected sales, particularly during the country's increasingly long and damaging dry season due to climate change. As a result, Marie's family struggled to have one meal a day.

Marie received a freezer as part of the Solar Harnesssed Entrepreneurs (SHE) initiative. Implemented by CARE Sierra Leone, SHE taps into the limited access rural communities have to electricity, aiming at increasing women's access to, and a productive use of, clean energy, and fostering their economic empowerment. As of 2022, approximately 29.4% of Sierra Leone's population has access to electricity, below the Sub-Saharan African average of 30%. The project supported over 7,000 businesswomen in solar mini-grid connected communities to grow their microenterprises through productive use of energy (PUE) equipment investments.



After receiving the freezer, financed through the community driven Village and Loan Association model (VSLA), Marie started selling cold water and drinks: profits increased by 25% and meal intake for her family doubled – from one to two meals a day.

SHE supported over 7,000 women in nine of Sierra Leone's 16 districts, with the aim of helping them expand their livelihoods through renewable energy-enabled businesses. As a result of the programme the number of women taking on business activities grew by 90%, while in the household women's participation in decision-making increased.

The first day of COP28 in 2023 saw Parties adopt their first decision on the operationalization of the Fund for Responding to Loss and Damage (FRLD). It had taken 32 years for high-emitting, developed countries to agree on compensating developing countries for the cost of climate-induced losses they continue to bear. The agreement also proved that joint and coordinated pressure from developing countries and civil society matters, and it works.

At COP29, countries failed to agree on critical issues such as voluntary guidelines on incorporating loss and damage in NDCs or details of a proposed "state of loss and damage" report. Deferred to the SB62 meeting in Bonn, loss and damage was nearly an afterthought, and Parties in Bonn once again failed to address the issue and make significant pledges that will meet the huge loss and damage needs in developing countries.

Twenty-eight countries [have pledged](#) \$788.80 million to the LRDF as of June 30th. Although this creates the perception that the Fund is not an empty shell, in reality, the pledges are paltry compared to the hundreds of billions of dollars required to address loss and damage. Increasing extreme weather events account for up to at least [\\$400 billion a year by 2030](#) in developing countries alone, yet global financial mechanisms have not evolved to adequately address the impacts of climate change beyond the limits of adaptation.

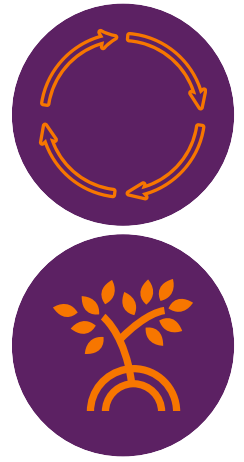
Over the past decade, CARE has strenuously advocated in international climate negotiations for raising the profile of loss and damage finance and holding developed countries accountable. In the coming years, the Fund will finally provide support for the people who are worst affected by the impact of climate change despite contributing the least to it. Parties agreed on the FRLD key operating principles, including who should pay, who will benefit, and where the Fund will be hosted.

PRIORITIES ON LOSS AND DAMAGE AT COP30:

- Developed countries must finance the Fund for Responding to Loss and Damage in line with growing needs and in proportion to the historical responsibility for triggering the climate crisis. They should mobilize innovative funding sources such as financial markets and carbon taxes on fossil fuel companies.
- The Fund should prioritize grants to avoid worsening the debt burden of climate-vulnerable countries, with finance that is accessible, transparent, and participatory, and places affected communities at the centre of the decision-making.
- The Fund's policies should be driven by principles of equity, inclusivity, accessibility, and non-discrimination, delivering new and additional grant-based loss and damage finance that is timely, predictable, and directly accessible to vulnerable communities— particularly women-led organizations and Indigenous Peoples.
- Parties must integrate loss and damage priorities into Nationally Determined Contributions (NDCs) and National Adaptation Plans (NAPs), including details on cost estimates to drive predictable and adequate finance.
- The Baku–Belém Roadmap to \$1.3 trillion must correct the NCQG's failure to deliver long-term loss and damage finance by setting out a clear plan for developed countries to provide large-scale public grants, amounting to hundreds of billions annually.



- The Santiago Network for Loss and Damage must have sustainable, predictable, and sufficient resources— financial, technical, and human— to enhance the capacity of countries to respond to loss and damage caused by the changing climate.
- The governance and allocation criteria of the Loss and Damage Fund should explicitly prioritize actions that protect and restore ecosystems providing critical buffering and livelihood functions — such as mangroves, coral reefs, forests, and wetlands. Recognizing biodiversity and ecosystem losses as non-economic damages, the Fund should require ecosystem integrity as a guiding principle in funding decisions and channel support through direct-access mechanisms that empower local and women-led organizations to implement nature-based recovery and rehabilitation efforts.



REVIVING THE MANGROVES ECOSYSTEM: COMMUNITIES RESTORING LIFE IN BANGLADESH

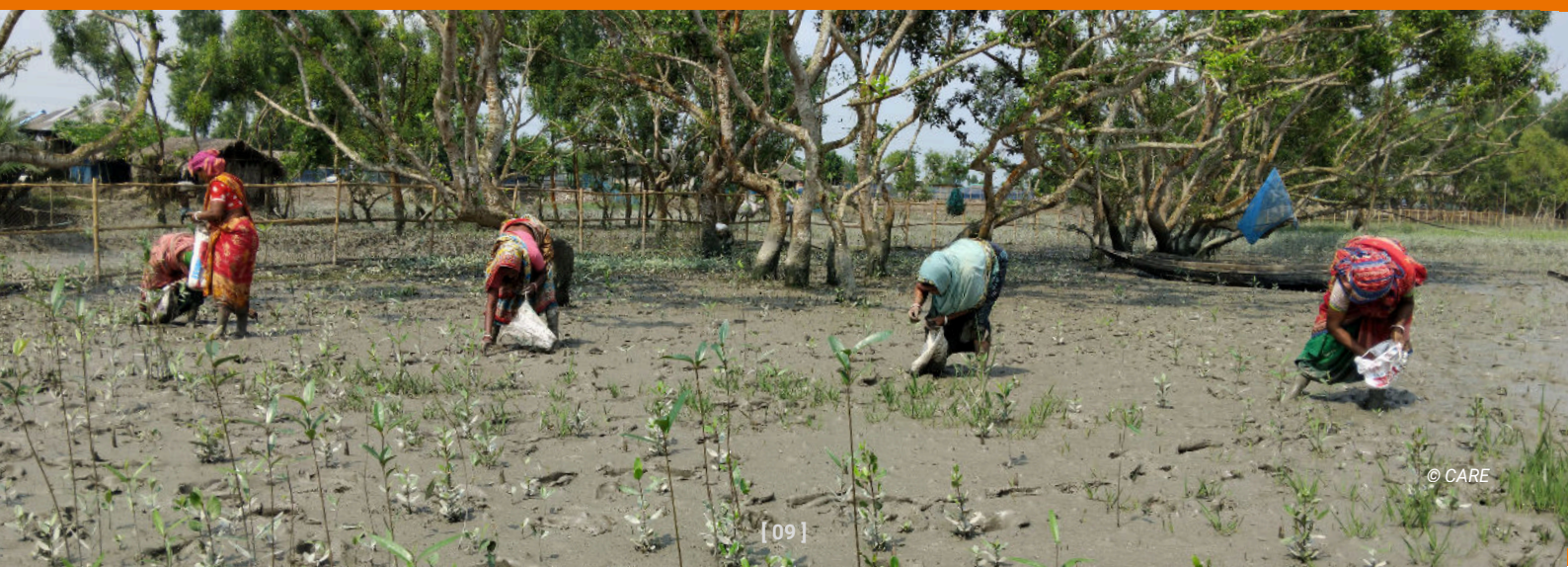
Along Bangladesh's southern coast, communities are reviving the Sundarbans, the world's largest mangrove forest and a lifeline for millions facing rising seas and cyclones. Once depleted by overuse and climate shocks, this fragile ecosystem is being restored through the Nature-Based Adaptation towards Prosperous and Adept Lives & Livelihoods in Bangladesh (NABAPALLAB).

At its core, the five-year NABAPALLAB, led by CARE Bangladesh and partners, empowers women-led community groups to regenerate mangroves through Assisted Natural Regeneration (ANR) and local nurseries. Along the Gobra-Kopotakkho river, 15 hectares of barren land have been transformed with native species like Choila, Keora, and Bain. These mangroves stabilize riverbanks, reduce cyclone damage, and provide new breeding grounds for fish, crabs, and birds.



The impact goes beyond resilience — mangroves are among the planet's most powerful carbon sinks, storing up to ten times more carbon than tropical forests. The restored 15 hectares could capture up to 2,800 tons of carbon, while 57 hectares revived to date could sequester more than 10,000 tons.

Through this community-driven, nature-based approach, NABAPALLAB shows how restoring ecosystems restores lives — strengthening biodiversity, securing livelihoods, and turning the Sundarbans once again into a living shield for both people and planet.



The Intergovernmental Panel on Climate Change (IPCC) Special Report on 1.5°C shows that steep emissions reductions are both urgent and feasible. Achieving them will deliver the many benefits associated with 1.5°C-compatible pathways, including avoiding climate-change impacts, cleaner air, greater employment in the renewable energy sector, and wider access to sustainable energy.

Limiting warming to 1.5°C above pre-industrial levels requires a rapid reduction in greenhouse gas emissions in the coming years, with emissions halved by 2030 and brought to net zero around mid-century.

Current policies in place around the world are projected to result in about 2.7°C of warming above pre-industrial levels. NDCs alone will limit warming to 2.6°C. When binding long-term or net-zero targets are factored in, warming would be limited to about 2.1°C above pre-industrial levels.

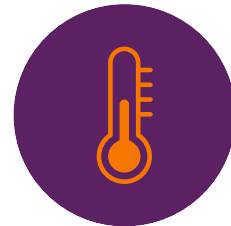
The year 2025 marks a pivotal moment for the Paris Agreement. By September, Parties were expected to submit their second NDCs, setting the course for implementation through 2035. This makes the lead-up to the decade's mid-point a crucial opportunity to raise ambition and accelerate action. COP30 in Belém must drive systemic, collective efforts that shift global climate ambition from negotiation to tangible implementation.

PRIORITIES ON MITIGATION AT COP30:

- Nationally Determined Contributions (NDCs) must be aligned with 1.5°C, equity, and climate justice that implements the [Global StockTake \(GST\) decisions](#). This means clear milestones for full fossil fuel phase-out, massively investing in renewable energy production led by communities, and reducing deforestation.
- Closing the emission and implementation gaps requires all Parties—especially developed and G20 countries—to submit stronger, more ambitious NDCs for 2035, with emission reduction pathways consistent with the 1.5°C goal.
- Governments and businesses should also take further actions to speed up the decarbonization and promote the green transition of high-emitting sectors (shipping, aviation, and agriculture).
- Parties should support equitable and resilient food systems that go beyond production to address waste, processing, transport, consumption, biodiversity loss, and land use. Such approaches are vital for mitigation, adaptation, and food security, with proven measures like circular bio-economies and stronger local supply chains needing to be scaled up.
- Parties must deliver an ambitious and inclusive outcome on the [Just Transition Work Programme \(JTWP\)](#) at COP30, including the establishment of the [Belém Action Mechanism \(BAM\)](#) by integrating just-transition principles into NDCs.
- Parties must mobilize adequate climate finance for social and workforce needs and ensure broad participation across sectors and societies. The process must guarantee a just and inclusive transition that engages Indigenous Peoples, women, youth, workers, and marginalized communities.



- Governments should align new NDCs with the [Kunming-Montreal Global Biodiversity Framework \(KM-GBF\)](#) and the [GST commitment](#) to embrace 'enhanced efforts' to halt deforestation, forest degradation, and ecosystem conversion by 2030. Parties should also align their National Biodiversity Strategies and Action Plans (NBSAP) with the [Paris Agreement](#) and undertake ecosystem-based, non-market-based and [mother earth-centric](#) approaches in line with national circumstances, priorities, capabilities and respective obligations.
- Countries should apply the ICJ's AO on NDCs by preparing, communicating, and maintaining successive and progressive nationally determined contributions which, when taken together, can achieve the goal of limiting global warming to 1.5°C above pre-industrial levels.



TURNING WASTE INTO CLEAN ENERGY IN NIGER

For years, Hawalé Moussa walked long distances under Niger's blazing sun, gathering firewood with her children—an exhausting and unsafe routine. Everything changed when CARE Niger installed a biodigester in her village. "I no longer need to collect wood with my children. I use the biogas to produce peanut oil, which I sell. We use the compost on our farm to improve yields, and I earn income that allows me to buy food. Today I've really improved my living conditions," she says.

A biodigester is a simple, sealed system that transforms organic waste such as manure and food scraps into clean cooking gas and compost. For families like Hawalé's, the benefits are immediate: less time and health risks from firewood collection, lower household expenses, stronger harvests, and new income from selling compost. The project goes beyond short-term aid through a community-based microfinance model with households repaying with bioslurry instead of cash. This model creates new value chains where vulnerable communities gain green income, clean energy, and fertilizer.



The wider impacts go further. Biodigesters reduce deforestation, improve soil fertility, and cut harmful indoor smoke. They also open jobs for youth in construction and create safer, healthier living conditions for women and children—all while helping trees continue to provide vital protection against extreme weather. In Niger, CARE has supported the installation of 226 biodigesters, alongside training for households and local maintenance services. The technology is simple, cost-effective, and locally adapted—helping communities save time, earn more, and protect their environment.

From kitchens to fields, biodigesters show how climate-smart, community-driven technology can power resilience and opportunity.

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