



NO EXCUSE FOR INACTION

CARE International's demands for the 2013 UN climate talks in Warsaw, Poland



CARE'S WORK ON CLIMATE CHANGE

In the context of CARE's humanitarian mandate, CARE's activities on climate change are guided by one overarching objective which is to achieve equitable policy and programme responses to climate change which improve the livelihoods and increase the resilience of poor and marginalised women, men, boys and girls.

CARE works on the following priorities in the context of climate change:

- A. Climate change adaptation, loss and damage and links to emergencies and disaster risk reduction: reducing the vulnerability of individuals and societies to the impacts of climate change and extreme weather events.
- B. Climate change, agriculture and food and nutrition security: promoting sustainable agricultural practices and policies for small-scale producers in the context of a changing climate.
- C. Climate finance: ensuring that any money made available to tackle climate change targets poor and vulnerable people and sectors.
- D. Mitigation and low carbon development: promoting the right to development using sustainable and efficient development pathways.

CARE is active in helping communities prepare for and adapt to the impacts of climate change and has produced a range of learning tools based on its experiences. CARE is contributing to the global movement for climate action by:

- Promoting gender-equitable responses to climate change; particularly gender-equitable approaches that empower women and girls and lead to gender transformative outcomes.
- Communicating the links between policy choices and action on climate change in the global north and south.
- Incorporating climate change across the spectrum from humanitarian assistance to long-term development.
- Generating evidence from practical experience on the ground to feed into programme development, policy analysis and advocacy on climate change, both nationally and internationally.
- Making the links between policy and action in the global north and south.
- Building the capacity of local organisations in the global south to do all of the above.

CARE has a strong presence both in northern countries, where many of the root causes of climate change lie, and in southern countries, which suffer most of the impacts of climate change.

Cover images

Top: Parts of Brahmapur town in India's Odisha state lie submerged following intense rains that lashed eastern India during cyclone Phailin in October 2013. Climate change is exacerbating extreme weather events according to the latest scientific evidence. © CARE

Below: Residents recover personal possessions from their flattened home in a camp for displaced people in Port au Prince, Haiti. Tropical storm Isaac passed across Haiti in August 2012 with high winds and heavy rains, flooding low-lying areas of the capital and flattening camps for people displaced by the 2010 earthquake.

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“I challenge you to bring to the summit bold pledges. Innovate, scale-up, cooperate and deliver concrete action that will close the emissions gap and put us on track for an ambitious legal agreement through the UNFCCC process.”

Ban Ki-moon, UN Secretary-General, announcing a climate summit to be held in 2014 in New York

“Global surface temperature change for the end of the 21st century is projected to be likely to exceed 1.5°C relative to 1850 to 1900 in all but the lowest scenario considered, and likely to exceed 2°C for the two high scenarios. Heat waves are very likely to occur more frequently and last longer.”

Thomas Stocker, co-chair, Intergovernmental Panel on Climate Change Working Group 1

“Climate change is the most fundamental challenge of our time. Governments must act urgently to limit global warming and to help their citizens cope with its impacts. The risks of inaction, for the world’s poorest and for us all, are far too great to ignore. This is literally a matter of life and death on an unprecedented scale. Failure to act is not an option.”

Robert Glasser, Secretary-General, CARE International

For further information about this document, please contact Sven Harmeling, CARE International’s climate change advocacy coordinator: sharmeling@careclimatechange.org +49 (0) 177 613 6431



EXECUTIVE SUMMARY

Heavy flooding in Pakistan's Punjab province, close to the city of Multan, followed severe monsoon rains in July and August 2010. The resulting crisis, which inundated one fifth of the country and affected more than 20 million people, was one of the worst humanitarian disasters in recent history according to the United Nations.
© UN Photo/Evan Schneider

Climate change is real and it is happening now. As the latest instalment of the United Nations Intergovernmental Panel on Climate Change (IPCC) report confirms with 95% certainty, global temperatures are increasing, sea-level rise is accelerating, oceans are warming and acidifying, glaciers and Arctic sea ice are in decline and rainfall patterns are changing, all as a result of human-caused climate change. These changes also disrupt global weather patterns resulting in more intense, more frequent, less predictable and longer-lasting floods, cyclones, and droughts.

We are all affected by climate change, either directly or indirectly. Its impacts affect global food and trade systems, pushing up prices, damaging economies and market infrastructure, and worsening conflict over natural resources. However, the world's poorest people, who have done the least to produce the greenhouse gas emissions that cause climate change, are the most severely affected by unpredictable and extreme weather events, as well as more gradual climate changes that can destroy livelihoods and aggravate financial, political,

social and environmental inequalities. Climate change, therefore, is not only an extreme global injustice but a fundamental threat to sustainable economic development and the right of poor people to grow their way out of poverty.

The fact that governments have been able to rapidly mobilise trillions of dollars to bail out the banks and address the global financial crisis, or to resource expensive wars, demonstrates that nations can mobilise significant resources to work together to achieve a common goal. Yet, despite clear scientific evidence about the growing scale and pace of climate change, the exploration for and burning of fossil fuels continues uncurbed. Current levels of concerted global action to tackle emissions and help people adapt to climate impacts still fall far short of what is required. The time left to avoid dangerous climate change is fast running out and the longer we wait, the more costly it becomes, not least for those who will suffer most. This is an extreme global injustice on an unprecedented scale.

The UN climate talks in Warsaw (the Conference of the Parties to the UN Framework Convention on Climate Change, hereafter called COP19) are a critical milestone on the road towards developing the next global climate agreement planned for adoption in Paris in 2015. There are many vital issues up for negotiation and decision and CARE has a number of key demands for governments to act upon, drawn from our experiences of working with people living on the front line of climate change impacts. These specific demands are outlined in greater detail in the following pages. In summary, governments meeting at COP19 must:

1. Urgently increase political ambition and action to tackle both the causes and consequences of climate change, because climate change impacts are increasingly impacting the world's poorest people.

2. Achieve significant political progress that enables all governments to collectively commit to a fair, ambitious and binding climate deal by 2015.

3. Massively scale-up efforts to reduce global emissions because the world urgently needs to stop greenhouse gas emissions and rapidly transition towards low emission and climate-resilient development.

4. Urgently ensure financial and technical resources are made available to promote low emission and climate-resilient development in developing countries.

5. Establish an international mechanism to deal with loss and damage from climate change because the world's poorest people are increasingly losing assets and livelihoods due to climate impacts.

6. Establish and commit to the implementation of a Gender Action Plan to strengthen gender equality across the UNFCCC process to help protect poor women, girls and other vulnerable people from the adverse impacts of climate change.

7. Promote the interests of smallholder farmers in agriculture and food nutrition security, recognising that they increasingly face unprecedented challenges from poverty and climate change impacts.



NO EXCUSE FOR INACTION

Cyclone Phailin, which hit eastern India in October 2013, destroyed countless buildings, forcing people to abandon their homes and move in with host families. Children and the elderly were particularly badly affected according to CARE aid workers on the ground. © Akanksha Nigam/CARE

Why governments must urgently act at COP19 and beyond

The first part of the Intergovernmental Panel on Climate Change's Fifth Assessment Report (IPCC AR5) published in September leaves no room for doubt. Serious climate action is needed now and there is no acceptable excuse for further political inaction or delay. The adverse impacts of climate change are already being felt around the world and are particularly, but not exclusively, hitting the world's poorest and most vulnerable populations hardest. CARE's work with people living in poverty already provides ample evidence of how climate change impacts are undermining lives and livelihoods.

In Niger, for example, pastoralist farmers are being forced to find new sources of income as climatic changes make livestock-based livelihoods almost impossible. In Peru, highland communities who have relied on regular water supplies from Andean glaciers for centuries are increasingly dealing with irregular weather and water

availability, affecting their ability to grow food and earn a living. Climate change is also increasing the frequency and intensity of extreme weather events and in recent months, CARE's emergency teams have responded to major storms, floods and cyclones in Pakistan, Benin, Mali, the Philippines and India, all of which have caused lasting disruption and damage.

The unfair distribution of resources and power is at the root of both poverty and vulnerability to climate change. This means poor and marginalised people in developing countries are particularly vulnerable to climate change impacts. In addition, research shows that women and other marginalised social groups suffer more during climate-related (and other) disasters, and find it harder to recover their economic and political status afterwards. As climate impacts intensify and worsen, damage to poor people's livelihoods and assets is undermining and reversing development gains made over many years, making it increasingly difficult to overcome barriers which keep people poor.

RCP 2.6

RCP 8.5

Change in average surface temperature (1986-2005 to 2081-2100)

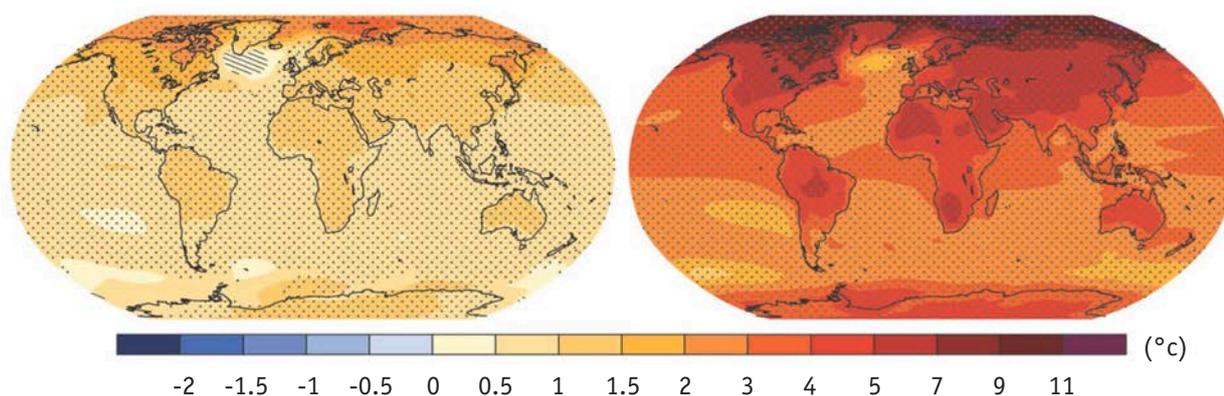


Figure. 1: On our way towards a world in flames? Intergovernmental Panel on Climate Change projections of average global temperature increase in two scenarios¹

Governments must not allow the world to burn

Without urgent action to tackle climate change, the world is now on a pathway towards an average global temperature rise of at least four or more degrees Celsius by 2100. The map above (see figure 1, a four degree hotter world) provides a snapshot of what this collective future looks like: a planet in flames. Today's humanitarian crisis zones, as well as many other places, will become exceptionally harsh environments on a scale currently unknown to humanity.

Even as the global climate shifts, our world is still in the midst of a deep crisis of inequality and poverty. Worldwide, there are still 1.2 billion people living in extreme poverty² and more than one third of this staggering figure live in Sub-Saharan Africa³.

Poor and vulnerable people are increasingly being confronted with additional stresses and threats as a result of climate impacts, undermining their human rights and their prospects for sustainable development. Yet, climate change is being caused by greenhouse gas emissions linked to consumption and resource-intense lifestyles, making it fundamentally a moral issue of human rights and social justice.

Developed countries that have the greatest historical responsibility for causing climate change also have the

greatest responsibility to take urgent action, as enshrined in the UN Framework Convention on Climate Change. However, it is a growing and shameful injustice that the world is still waiting for the vital leadership long-promised by developed countries to dramatically reduce their emissions and chart a new pathway towards low emission and climate-resilient development. As long as the current model of global development continues to rely on extracting and burning fossil fuels, the space available for poor people and countries to lift themselves out of poverty and improve their wellbeing is rapidly diminishing. Furthermore, as countries grow in population and wealth, and as their emissions levels increase accordingly, far greater ambition and action will be needed from all nations in line with the principle of common but differentiated responsibilities and respective capabilities.

Kick-starting the transition towards low emission and climate-resilient development

The only way to tackle climate change and poverty is with a rapid and just transition towards sustainable development built on low emission and climate-resilient pathways. Such a transition requires bold action and significantly increased efforts, especially by Annex I countries (industrialised countries and economies in transition).

Recently, trillions of dollars have been mobilised by governments to bail out the banks, to buy weapons and to lead wars, while the biggest threat to a sustainable future – fighting climate change – continues to be largely ignored. The exploration and burning of fossil fuels continues uncurbed, yet what is needed is rapid decarbonisation. Time is now running out to avoid dangerous climate change and the longer the world waits, the more costly it will become, not least for those who will suffer most. The good news is that it is still possible to tackle climate change and reducing emissions has become more affordable as the cost of climate-friendly technologies, including renewable energy, declines. Campaigns aimed at triggering divestment from fossil fuels are also gaining traction.⁴

Governments must not give in to low ambition in Warsaw

COP19 is already being labelled as a meeting of potentially low expectations. As host, the Polish government faces suspicion and criticism for its continued resistance to allowing the EU to increase its climate ambition and for holding an international coal and climate summit in the middle of the two-week UN climate talks.⁵ Poland's actions reflect the lack of urgency with which many governments, businesses and societies continue to approach the climate change issue. The continuing influence of the powerful fossil fuel industry and of so-called climate sceptics, who consistently work hard to delay climate action, are still evident.

Preparations for COP19 have already proved difficult due to a political stalemate in one key negotiating body; the Subsidiary Body for Implementation (SBI) in the key preparatory session held in Bonn, Germany, in June. The UNFCCC is still the most legitimate, globally supported forum acting on climate change and provides a vital space for the voices of the world's poorest and most vulnerable countries. However, it is easily held hostage by a minority of governments and the fact that certain countries lack the courage to take the necessary action required means the UNFCCC has yet to play the leadership role on climate change the world so desperately needs.

Nonetheless, governments must use COP19 to scale-up ambition and action to reduce emissions and to adapt to climate change impacts. CARE believes we must urgently mitigate to curb climate change temperature increases and to keep global warming as far below 1.5 degrees Celsius as possible. Climate action must be guided by the goal of avoiding dangerous climate change and framed by the rights of those people, communities and countries most vulnerable to climate change impacts. If urgent progress is achieved in Warsaw, COP19 can still be an important milestone on the road to tackling climate change by 2015 and beyond. This includes triggering increased ambition to rapidly reduce emissions well before 2020, scaling up adaptation support for the most vulnerable, establishing an international mechanism to address loss and damage that cannot be avoided through timely mitigation and adaptation and agreeing an ambitious, environmentally and socially robust package for Reduced Emissions from Deforestation and Degradation (REDD+).

Towards high-level climate action in 2014 and 2015

COP19 is also a potentially important milestone for governments as they seek to agree an ambitious climate deal in Paris in 2015. COP 21 aims to deliver a legally-binding agreement applicable to all UNFCCC governments to set the world on a pathway which ensures an average global temperature increase of less than 2 degrees Celsius by 2100 *and* massively scale-up adaptation action and support in developing countries. In fact, 2015 has real potential to become a dramatic turning point in the 21st century.

In September 2015, at the UN General Assembly, the post-2015 development framework is also due to be agreed, hopefully ensuring the means to leverage action to eradicate poverty, scale-up the resilience of people living in poverty and put the world on a truly sustainable pathway. Additionally, consultation under the Hyogo Framework for Action (HFA) aims to build the case for increased action to prepare the world to respond to disasters. A key element is building the resilience of the poorest to tackle the impacts of climate change. These multiple processes need to mutually reinforce each other, supporting coordination and raising ambition.

A number of other important meetings will also take place in 2014:

- A special ministerial meeting agreed under the Kyoto Protocol to address necessary increases in ambition to reduce emissions, to be held in June 2014.
- A summit of heads of state and government at the invitation of UN Secretary-General Ban Ki-moon, to be held in September 2014.
- COP20 in Lima, Peru, at the end of November/December 2014, which should conclude a draft

negotiating text to serve as the basis of negotiations towards a post-2020 agreement.

- Other important policy fora include the G8 summit in Russia in June and the G20 summit in Australia in November.

All of these meetings must demonstrate positive contributions to further climate action and reaffirm the role of the UNFCCC as the central institution for tackling climate change.



THE BIGGER PICTURE

Despite clear scientific evidence about the growing scale and pace of climate change, the exploration for and burning of fossil fuels continues uncurbed. Emissions at a manufacturing complex in Toronto, Canada, add to the problem. © UN Photo/Kibae Park

Mitigation, finance and the new climate agreement

COP19 must achieve significant political progress to help dramatically upscale global climate action and prepare the world's governments to collectively commit to that action by ensuring the relevant domestic and international political frameworks are in place.

CARE wants to see specific progress on mitigation, adaptation, agriculture, loss and damage and promoting

gender equality. These issues are outlined in more detail in the following pages. However, any action in these areas will not be successful if ambition on mitigation and the provision of support for mitigation and adaptation in developing countries remains low. In addition, CARE also supports the key demands of the Climate Action Network (CAN) for mitigation, finance and a fair and ambitious climate deal. If urgent action on climate change is not scaled-up immediately, the chances of reaching a landmark fair and equitable agreement based on longer-term, legally binding architecture, as envisaged by 2015, will be seriously diminished.

Table 1: CARE's key demands in the areas of mitigation, finance and negotiations towards a post-2020 agreement⁶

| CARE's key demands | COP19 agenda items and how progress can be achieved |
|--|--|
| Scaling-up emission reduction efforts before 2020 | |
| <ul style="list-style-type: none"> • Countries need to strive towards a peak in global emissions by 2015. Parties need to agree on a process for adopting a decision on reaching global peak emissions (global peaking) as soon as possible. • Immediate increase in developed countries' pre-2020 mitigation commitments to the top end of the 25 to 40% range. • Developing countries who are yet to announce their NAMAs should do so immediately. • Exploring options about how developing countries can further contribute to global mitigation actions while respecting their differentiated responsibility and capability. Adequate incentives through provision of finance and other means of implementation will unlock dormant mitigation potential. • A framework for renewable energy and energy efficiency that enables the UNFCCC to play an effective facilitation and coordination role in scaling up the adoption of renewable energy and energy efficiency around the world. • Show strong political support for complementary measures being undertaken in other multilateral fora to reduce emissions especially regarding a phase down of hydrofluorocarbons (HFCs), reducing emissions from international aviation and shipping and removal of fossil fuel subsidies. | <p><i>ADP workstream 2 negotiations:</i> Agree on these aspects and initiate associated processes for 2014/2015; agree to use special ministerial for June 2014 to address ambition increase by all developed countries (not only Kyoto II).</p> <p><i>Kyoto Protocol:</i> Capture commitment by all KPII parties to prepare ambition increase in 2014.</p> <p><i>Individual country statements:</i> Announce new or improved pledges, announce increased ambition in 2014 and support for developing countries.</p> |
| Scaling-up finance to promote low emission and climate-resilient development | |
| <ul style="list-style-type: none"> • All developed countries to state what climate finance they are providing over the period 2013-15 and commit to a mid-term finance target of US\$60 billion in public finance for the period. • A concrete roadmap for meeting the commitment to reach US\$100 billion (per year) by 2020 through new and additional sources of public finance. • A commitment to allocate at least 50% of public finance to adaptation additional to 0.7% overseas development aid (ODA) commitment. • Immediate and substantial pledges to the Green Climate Fund (aim for an initial capitalisation of US\$10 to 15 billion in 2014), the Adaptation Fund (US\$150 million in Warsaw, and US\$450 million over 2013 to 2015) and the Least Developed Countries Fund (US\$900 million needed for full implementation of NAPAs). | <p><i>Ministerial on climate finance/ Long-term finance negotiations (COP):</i> Developed countries to provide the necessary commitments for figures for 2013-2015, roadmap for scaling-up until 2020, captured in COP decisions.</p> <p><i>Individual country statements:</i> Provide clear figures for climate finance for 2013-2015; identify key elements of the roadmap towards achieving the individual countries' contributions to the US\$100 billion commitment; provide pledges to the Green Climate Fund and Adaptation Fund in particular, and Least Developed Countries Fund.</p> |

Agree on a fair, ambitious and binding post-2020 agreement

- The scope, structure and design of the 2015 agreement should be consistent with a **1.5 degree Celsius** related global carbon budget, including targets and actions within an **equitable framework** that provides the **financial, technological and capacity building support** to countries with low capacity.
- The 2015 agreement should build on, develop and improve the **rules already agreed under the Kyoto Protocol and the Convention** including transparency through **common and accurate accounting and effective compliance processes, respecting the principles of equity.**
- **All countries must put forward fair and adequate mitigation commitments and actions for the post-2020 period by COP20 at the latest.** Commitments and actions should be reported using common accounting rules to ensure transparency, measuring, reporting and verification (MRV), thus allowing comparability of national commitments.

ADP workstream 1 decision with inter alia the following key elements:

Capture key elements as a basis for further elaboration in 2014. Decision on accelerated development of an Equity Reference Framework that is applicable to all and involves an independent expert process. Call on all parties to prepare for offers of bold commitments and action to be made in 2014 (before the UN special summit on climate change).

Source: CAN International, 2013



LOSS AND DAMAGE

As greenhouse gas emissions continue to rise and climate impacts worsen, dramatic loss of life, assets, income and territory are becoming all too common. Here, damaged trees and electricity pylons lie strewn across a road after cyclone Phailin struck eastern India in October 2013. © CARE

Tackling the 'third era' of climate change

Why action on loss and damage is critical

Runaway greenhouse gas emissions are increasing the impacts of weather-related hazards and slow-onset events in Least Developed Countries (LDCs), Small Island Developing States (SIDS) and other highly vulnerable countries. Unless drastic emissions reductions take place soon, current science projects the risk of an average global temperature rise of four degrees Celsius or more this century – well above any safe level of warming. The loss and damage already occurring includes economic losses, but also non-economic losses such as loss of life, health, displacement and human mobility, territory, cultural heritage, indigenous and local knowledge, biodiversity and ecosystem services.⁷

Such a trajectory of warming increasingly means adaptive capacity will be exceeded in many regions and communities, necessitating increased focus on preventing and tackling

climate change loss and damage. The loss and damage issue is paramount from a human rights and climate justice perspective as the world's most vulnerable countries and people are more likely to suffer loss or damage from climate change while contributing minimally to global greenhouse gas emissions. Timely and sufficient financial resources are needed for poor countries and communities to assess climate risks, project potential loss and damage, and explore approaches to reducing their vulnerability. The risks from climate change also feature prominently in the World Bank's most recent World Development Report, which shows that countries and communities are ill prepared to address the impacts of climate change because while proactive and cost-effective measures to manage disaster risk are often available, they are not adopted due to inertia, short-sightedness or reasons of political economy.⁸

CARE has developed a range of tools and holistic approaches that address both poverty alleviation, vulnerability reduction and disaster risk management in over 80 countries worldwide. CARE's experience shows that early

investment in risk reduction and adaptation can counter some of the worst impacts of climate change and related events such as natural disasters and extreme weather. CARE supports the SBI Work Programme on Loss and Damage to assist Least Developed Countries to address recurrent impacts of climate-related hazards through risk reduction strategies, social security and protection measures, and risk-transfer options, as well as rehabilitation measures to recover from severe disasters. CARE has long-standing experience of working closely with affected people in emergency response and disaster risk reduction and preparedness. There is no time to lose in terms of stepping up ambition and committing resources to fully address climate change loss and damage.

Taking action on loss and damage at COP19

CARE urges governments to make substantial progress at COP19 towards addressing the issue of loss and damage. A key task, as mandated last year at COP18 in Doha, is to establish institutional arrangements on loss and damage. While the Bonn negotiations in June failed to make substantial progress due to the political stalemate under the SBI, informal meetings and further conceptualisation by parties do provide the basis for a substantial decision this year. In Doha, all governments agreed to specifically consider the option of an international mechanism on loss and damage, which has been demanded by some of the most vulnerable countries, in particular the Alliance of Small Island States (AOSIS) and the LDCs.

It is important to recognise that addressing loss and damage requires a comprehensive approach, in particular by minimising loss and damage through mitigation (in the long-term) and adaptation (also in the short-term). The decision taken by COP18 outlined a broad spectrum of activities that need to be addressed to facilitate action on loss and damage. However, there is also increasing recognition in many developing countries that the risk of loss of livelihood from crop failures due to temperature rise, or from fishery crashes due to ocean acidification, or the need for migration, displacement and planned relocation, or the loss of productive or sovereign territory from slow-onset processes such as sea-level rise or desertification is quickly becoming too widespread to be adequately confronted by adaptation

initiatives. This concern is fuelled by current low levels of ambition on mitigation that could easily mean the world exceeds 2 degrees Celsius of average global warming by the middle of the century.

The international community can't shy away from these concerns and needs to help countries work out how to address these risks. Claims for compensation, an extremely controversial issue that commanded particular attention at COP18, is regarded as a legitimate option where other approaches are expected to fail. Thus, there is clearly an understandably political dimension of the call for compensation, which is rooted in the principles of international law and aims to put further pressure on the need for urgent mitigation and adaptation. Those countries that delay and take insufficient action only increase the likelihood of claims for compensation. Finance generated on the basis of the widely adopted polluter-pays principle is, for example, one form of framing the compensation issue. However, the risks and threats of current and future loss and damage require comprehensive action now, and the more action that can be taken on mitigation and adaptation will only reduce climate impacts and demands for future compensation.

With this in mind, CARE supports the call for the establishment of an international mechanism on loss and damage at COP19 and has historically provided substantial input into the loss and damage debate.⁹ This is an important step to ensure that the issue of loss and damage is taken seriously and will help build an adequate UNFCCC response to the growing problem. This in no way undermines the call for more action on mitigation and adaptation but should be seen in the context of the consequences of past inaction, the associated inequity and the failure to live up to historical (and future) responsibilities. Depending on the specific agreement reached at COP19, further modalities about how this mechanism will actually work must be negotiated by COP20, and the mechanism must be fully operationalised by COP21 at the latest. The establishment of a standing body on loss and damage may be an important element on the path to operationalising the loss and damage mechanism.

Table 2: CARE's key demands in the area of loss and damage

| CARE's key demands | COP19 agenda items and how progress can be achieved |
|--|---|
| <p>Address the drivers of loss and damage through ambitious mitigation and increased adaptation support and action.</p> | <p><i>ADP workstreams 1 and 2:</i> Agree on mitigation ambition that is consistent with keeping global warming to below 2 degrees Celsius; scale up support for adaptation and mitigation (see above); have loss and damage placeholder in ADP1 discussions.</p> <p><i>Discussion on the First Periodical Review (SBI/SBSTA):</i> Building on IPCC Working Group 1 and other recent studies (such as the World Bank's "Turn down the heat" report¹⁰), the review should also assess the adequacy of the 2 degrees Celsius limit and progress towards it with regards to the impacts of climate change.</p> |
| <p>Establishment of an international mechanism on loss and damage to implement the leadership role of the Convention and to address institutional gaps.</p> | <p><i>Decision on loss and damage (SBI):</i> Establish an international mechanism on loss and damage, with the initial key elements of a standing body on loss and damage and the continuation of the work programme, with key functions agreed, further operationalisation through the standing body and the work programme envisaged by COP20/21 (see further details below).</p> |
| <p>Continue loss and damage work programme, including pilot and scaling-up activities.</p> | <p><i>Decision on loss and damage (SBI):</i> Work programme to continue elaboration of the international mechanism; identify ways of integrating loss and damage aspects in other UNFCCC processes and in close coordination with the Global Platform for Disaster Risk Reduction of the UNISDR – the International Strategy for Disaster Reduction (such as National Adaptation Plans, National Communications, National Disaster Reduction Strategies etc.)</p> |
| <p>Start development of funding modalities for loss and damage.</p> | <p><i>Decision on loss and damage:</i> Ensure that finance will be provided in addition to the US\$100 billion commitment for activities to address loss and damage which go beyond adaptation (such as rehabilitation and compensation); financial modalities as one task for the further elaboration of the mechanism; that it incentivises climate-resilient development (through links with adaptation, climate-smart post-disaster reconstruction etc.)</p> |

Potential key functions and elements of an international mechanism on loss and damage

Elements of an international mechanism

A mechanism is needed under the UNFCCC to assess and address the significant residual impacts of climate change on vulnerable countries. These are primarily the result of developed countries' lack of ambition for mitigation and lack of finance for adaptation.

For even if urgent and massive mitigation efforts are undertaken now, and the world is able to keep warming to well below two degrees Celsius, and even if adaptation is scaled-up immediately, there will still be limits to adaptation that are breached. For example, the amount of committed warming in the atmosphere will still lead to further sea level rise; indeed, low-lying areas in countries like Bangladesh and island nations are already suffering inundation of aquifers and loss of productive land due to salinisation.

Whilst the UNFCCC has existing mechanisms and instruments on mitigation, adaptation, finance, technology and clean development, there is no specific mechanism to address loss and damage. Countries agreed at COP18 in Doha that the role of the Convention on loss and damage includes enhancing knowledge and understanding; strengthening global coordination and coherence; and enhancing action and support to address loss and damage associated with the adverse effects of climate change. This important work requires a dedicated mechanism.

Thus parties must now take the next steps. Therefore, at a minimum, in fulfilment of decision 3/CP.18, the COP must establish an international mechanism on loss and damage that carries out the following functions:

- Global oversight and coordination of actions.
- Enhanced cooperation, collaboration, and linkages with regional and global institutions on loss and damage associated with climate change.
- Knowledge development and exchange.
- Support for implementation of the wide range of approaches identified to address loss and damage.
- Facilitating and catalysing the development of innovative financial measures, including measures for rehabilitation of damage, compensation for loss, and reparations for non-economic impacts.

The mechanism should initially consist of the following two elements:

- **The SBI work programme on loss and damage.** The work programme under the SBI should continue to carry out important technical work to further develop knowledge and understanding on loss and damage and slow-onset events, such as the recent expert meeting on capacity needs and the technical paper on non-economic losses.
- **A standing body on loss and damage.** A standing body, advisory directly to the COP, would have as its mandate the five functions listed above and

the elaboration of the necessary modalities of the mechanism to perform these functions. Its particular responsibility would be the coordination of work on loss and damage under the Convention and in coordination with outside institutions and experts.

The standing body on loss and damage should commence its work as soon as possible after COP19 in order to elaborate further modalities for performing the functions and to report its progress to COP20. The objective should be to fully operationalise the mechanism no later than COP21.

The work of the standing body could be complemented through specific taskforces and working groups which would involve experts and representatives from relevant institutions – governmental, international and non-governmental – inside and outside the UNFCCC process. Key issue areas for these groups could include insurance and rehabilitation, social protection and climate change, migration, displacement and relocation, and the development of a slow-onset database.

Representatives nominated by parties and institutions should provide clear evidence of their expertise in areas relevant to the work of the international mechanism on loss and damage. The composition should strive for gender balance, in line with the landmark gender decision taken at COP18.

The work programme should be used in 2014 to move forward concrete initiatives in parallel with the setting-up of the standing body. These could, for example, target some of those areas highlighted above in the description of potential taskforces or working groups. They should seek to prepare the ground for more comprehensive action on key areas as soon as possible. There is no time for inaction and no time to lose.



GENDER AND CLIMATE CHANGE

Salha Abdalla Abdalla is working to reduce forest degradation in Zanzibar as part of a CARE Tanzania REDD+ project. Women and girls are amongst the most vulnerable to the impacts of climate change due, in part, to unequal distribution of resources and denial of rights. © Evelyn Hockstein/CARE.

Addressing inequality

Why action on gender and climate change is critical

Climate change exacerbates risks facing vulnerable people already marginalised by the inequitable distribution of resources and denial of rights. Policy and institutional responses to climate change including adaptation, mitigation, climate finance, agriculture and loss and damage must therefore explicitly address social inequality, and gender inequality in particular, as one of its most persistent forms.

This requires:

1. Strengthening the voice of excluded, underrepresented and less powerful groups and tackling the underrepresentation of vulnerable women and girls in the governance systems of climate-related decision-making processes.
2. Providing fair access to climate finance with tangible strategies to reduce social and gender inequalities.
3. Supporting women and men, and vulnerable groups

in particular, to reduce the severity of climate change impacts through adaptation and measures to address loss and damage.

4. Ensuring the full participation of both men and women in gender-equitable climate finance measures and in mitigation measures such as Reducing Emissions from Deforestation and Forest Degradation (REDD+).

Taking action on gender equality at COP19

In recent years, gender has found its way into several COP decisions, building momentum for more comprehensive action.¹¹ At COP18, parties made a landmark decision that focussed on promoting gender balance and improving the participation of women in the UNFCCC negotiations and their representation in UNFCCC and Kyoto Protocol bodies. Though there is still a long way to go to ensure gender equality is at the heart of every UNFCCC decision,

the COP18 decision sent an important signal that more consideration needs to be paid to gender issues. COP18 also established a standing agenda item on gender and climate change to address gender in the UNFCCC process in the longer-term. The monitoring of gender balance in the UNFCCC negotiations and its bodies has since begun. The results are shocking. Across all bodies and party delegations women make up just one third of officials. Clearly gender balance is far from being reached.¹²

However, promoting gender equality involves much more than just looking at the representation of women in COP and UNFCCC bodies and therefore COP18's positive political statement must now be turned into concrete action. Key elements include a Gender Action Plan to promote gender equality on a broader basis and guidance related to gender equality in the UNFCCC finance institutions, including both the Green Climate Fund and the Global Environment Facility.

Table 3: CARE's key demands in the area of gender and climate change

| CARE's key demands | COP19 agenda items and how progress can be achieved |
|--|---|
| Strengthen political commitment to reduce gender inequalities and convert it into action | |
| <ul style="list-style-type: none"> • Political commitment to reduce gender inequalities needs to lead to all barriers to women's full participation in their societies and economies being removed to enable them to be equal drivers of sustainable development. • Strengthen existing gender commitments rather than merely restate existing provisions in international law and undertake meaningful steps to address the lack of progress in implementing them. | <p><i>Gender and Climate Change (COP):</i> Launch a COP19 Gender Action Plan, building on the COP18 decision on gender balance, but address the full range of issues where gender equality can be improved including:</p> <ul style="list-style-type: none"> - In institutional arrangements on different levels. - In national planning instruments. - In provisions applied by operating entities of the financial mechanism. - Through gender-disaggregated data generation. - In participation in and capacity building for relevant meetings. - In the involvement and consultation of stakeholders. - In the implementation of climate-related activities. |
| Increase gender equality in climate finance | |
| <ul style="list-style-type: none"> • Fairness towards vulnerable women, men, girls and boys must be central to budgeting for climate finance. • Participation and consultation: Decisions and processes on climate change, in particular climate finance, need to be equally informed by women and men, accompanied by appropriate participation and consultation processes, capacity building and understanding of social and economic contexts. • Climate finance must not divert funds from budgets which have been designated for poverty reduction, gender equality social welfare, social safety nets and social protection. | <p><i>COP guidance to the operating entities of the financial mechanism GEF and GCF (COP):</i> Request the GCF and the GEF to promote gender equality, including through developing a consistent and systematic fund-wise gender policy and regularly reporting on its implementation.</p> <p><i>Ministerial roundtable on climate finance/work-programme on long-term finance (COP):</i> Call for a clear pathway for scaling-up climate finance provided by developed countries to US\$100 billion in public finance by 2020 which ensures that funds are not diverted from other development budgets central to gender equality.</p> |



With 3,200 kilometres of coastline, Vietnam is among the top five countries most affected by rising sea levels. Mangroves, such as these in Da Loc, southern Vietnam, provide important shoreline protection in coastal areas. Mangrove farmer Bui Thi Din (right) and mangrove expert Nguyen Viet Nghi have been planting mangroves with CARE's help since 2006. © CARE/Sascha Montag

Building resilience to the impacts of climate change

Why action on adaptation is critical

The scale and increasing momentum of climate change impacts, and the disproportionate vulnerability of the populations who are least responsible for causing climate change, make a massive adaptation response both necessary and urgent. The social, economic and environmental–ecological consequences of climate change are most severe for people in developing countries and within those societies poor women and children are disproportionately affected. Climate change is already undermining development efforts and making poverty reduction harder to achieve. But early investment in adaptation can help reduce risks and build resilience. Massive and urgent investment must be made now, not only to reduce emissions but also to provide sufficient resources and scaled-up support for widespread adaptation activities across a range of sectors, regions and

countries. CARE is working with people around the world on innovative, community-based adaptation approaches that help vulnerable communities adapt to the changing global climate. Successful adaptation requires complementary actions that cut across traditional sectors and disciplines leading to enhanced disaster risk reduction, climate-resilient livelihoods and sustainable natural resource management.

Taking action on adaptation at COP19

The hottest adaptation-related issue at COP19 is likely to be loss and damage. However, as noted, the full picture of loss and damage is not just covered by adaptation, but goes beyond it.

Building effective supporting architecture on adaptation also requires progress on other issues. The important process initiated at COP16 to support the development

of longer-term **National Adaptation Plans** (NAPs) in Least Developed Countries and other vulnerable developing countries must now be implemented. After the adoption of initial technical guidelines for NAPs at COP17 and modalities for support at COP18, COP19 may take additional decisions related to the guidelines for the formulation of NAPs. However, the UNFCCC session held in Bonn, Germany, in June did not make any headway on this work due to a general political stalemate. The decision taken at COP18 did not explicitly mandate specific action at COP19 but delegates will address initial technical guidelines and the setting up of funding modalities under the Global Environmental Facility.

The **Nairobi Work Programme for Impacts, Adaptation and Vulnerability** has been an important tool to help advance understanding of these issues. COP19 is expected to decide on the next phase of the Nairobi Work Programme, its core areas and future activities. Among these, proposals have been made to address further crosscutting issues in addition to the nine existing areas of work.

The **Adaptation Committee** has been set up as the primary body to improve the coordination of adaptation under the Convention. It has held three meetings in

2013 and addressed a range of issues including monitoring and evaluation of adaptation, collaboration with other relevant institutions, National Adaptation Plans for non-LDCs, and concepts for future thematic reports. The Adaptation Committee will also hold its first adaptation forum during COP19. The COP is tasked with considering the report of the Adaptation Committee and may provide further guidance for its work in 2014. The work plan for 2014 includes some critical aspects including considering best practices and needs of local communities, exchanges with relevant organisations about how to facilitate support for adaptation work related to the Intergovernmental Panel on Climate Change, and a specific thematic report.

Finally, **funding for adaptation** will also be an issue and specific discussions can be expected in particular around the future of the Adaptation Fund. The Adaptation Fund finances adaptation projects in vulnerable developing countries but is at risk of running out of money and resources in the near future. Initial pledges to the Green Climate Fund would also be an important political signal, despite the Green Climate Fund Board's agreement not to pursue initial resource mobilisation until 2014.

Table 4: CARE's key demands in the area of adaptation

| CARE's key demands | COP19 agenda items and how progress can be achieved |
|---|---|
| <p>Provide adequate finance. Agree substantial new and additional long-term climate finance for adaptation through funding that will not divert funds from any budgets designated for poverty reduction, sustainable ecosystem management, gender equality, social services, safety nets or social protection.</p> | <p>See chapter 2: Demands related to near-term finance.</p> <p><i>National Adaptation Plans:</i> Ensure that resources for the design and implementation of NAPs are not diverting funds from the implementation of NAPAs.</p> <p><i>ADP workstream 1:</i> Agree that at least 50% of public climate finance should be provided for adaptation.</p> |

Ensure civil society participation.

Enable civil society actors, in particular within climate-vulnerable communities and marginalised groups, to have an effective say in deciding how resources are used for climate adaptation through appropriate consultation processes, capacity building and support.

Guidance to the operating entities GCF, GEF (COP): Recall the importance of strong civil society participation in particular from climate-vulnerable communities and marginalised groups.

Adaptation Fund (CMP): Highlight the importance of the strategic priority on the needs of the most vulnerable communities, welcome the adoption of an ambitious environmental and social policy (if agreed).

National Adaptation Plan (SBI): Strengthen the participation of civil society, in particular from climate-vulnerable communities and marginalised groups, in the guidelines and supplementary materials for the NAP process (developed by the Least Developed Countries Expert Group).

Adaptation Committee (COP): Provide guidance to the adaptation committee on the establishment of the expert group to include expertise on community-based adaptation; seek strong role for participatory monitoring and evaluation of adaptation.

Integrate community-based adaptation (CBA) into national adaptation programmes.

Provide support to national and local governments to integrate community-based adaptation into their planning processes and implement National Adaptation Plans that work towards redressing social inequalities, especially gender equality, and scale up successful efforts in community- and ecosystem-based adaptation.

Guidance to the GCF (COP): Underline importance of the principles agreed in the Cancún Adaptation Framework which are relevant in this regard; ensure the option for sub-national entities to have access to the funds includes non-governmental organisations; create mandatory guidance on the allocation of a minimum share of funds for CBA.

National Adaptation Plans (SBI): Underline the importance of community-based adaptation as a key element in National Adaptation Plans.

Adaptation Committee: Request the Adaptation Committee to consider in particular the integration and good practice of community-based adaptation in national adaptation planning.

Go beyond adaptation projects.

Ensure that adaptation efforts go beyond stand-alone projects and include: (a) policies and actions that reduce the underlying causes of vulnerability and disaster risk and build adaptive capacity (b) an integrated approach across key sectors such as water and agriculture and c) increasing the resilience of the poorest people to both current disaster risks and long-term climate change risks.

ADP Workstream 1: Reach progress in the negotiations towards the 2015 agreement, aiming to strengthen the adaptation architecture and its effectiveness

Nairobi Work Programme (SBSTA): Strengthen the work of the NWP through next phase; agree on work on a crosscutting issue “food security”, and related activities.

National Adaptation Plans (SBI): Increase coherence and coordination with national and sectoral development planning, poverty reduction, disaster risk reduction activities.

Guidance to the GCF (COP): Request the GCF Board to pay particular attention to integrated approaches and the needs of the poorest people when further elaborating the adaptation elements in the GCF's Business Model Framework.



AGRICULTURE AND CLIMATE CHANGE

People sell fruits in the market in Port au Prince, Haiti, in January 2013. Food prices have nearly doubled this year throughout the country due to torrential rain during Hurricane Sandy that destroyed at least 70% of crops. © Kate Holt/CARE

Fighting poverty through food nutrition security

Why action on agriculture is critical

There are nearly a billion hungry people in the world¹³, with perhaps a further billion lacking the diversified diet essential for full mental and physical wellbeing. As the planet heads towards a projected global population of 9.6 billion by 2050 (up from the current 7.2 billion), most of this growth will be in developing countries and almost all of it will be in cities.¹⁴ Yet, the issue is not simply about population numbers. The consumption patterns of developed countries, and the rising affluent classes of developing countries, make for disproportionate demands on the earth's resources. The current world food system both fails to meet everyone's right to sufficient nutritious food and is also unsustainable. Meanwhile, climate change adds to the complexity of this already urgent challenge.

Smallholder farming in developing countries exemplifies the global injustice posed by climate change: those who suffer most from its consequences are also least responsible for causing the problem. The agricultural carbon emissions that are accelerating climate change come mainly from mechanised farming systems (primarily in the developed world but also increasingly in the commercial farming sector of some developing countries) and make heavy use of fuel, fertilisers and agro-chemicals. In some tropical countries, smallholder agriculture does involve clearing forested land and therefore leads to increased carbon emissions, but at a global scale the expansion of the agricultural frontier is mainly driven by international demand for beef, soya and palm oil – not the food needs of the poor. Smallholder agriculture is most often rainfed, and will be the most impacted by erratic rainfall and slow-onset events such as drought.

Taking action on sustainable agriculture at COP19

At the preparatory negotiation session held in Bonn, Germany, in June, the issue of agriculture was discussed extensively under the Subsidiary Body for Technological and Scientific Advice (SBSTA). The negotiators were not able to agree on a draft decision text to be put forward to the COP. But the conclusions are positive in the sense that they put strong emphasis on adaptation while promoting rural development, sustainable development and productivity of agricultural systems and food security in all countries and particularly in developing countries. This should take into account the diversity of the agricultural systems and the differences in scale as well as possible adaptation co-benefits. This indicates a more comprehensive approach and avoids a singular, potentially misleading focus on mitigation.

The most concrete outcome from Bonn was an agreement to hold an in-session workshop at COP19 to tackle these

issues although it is still uncertain whether the COP will strive for a specific decision in Warsaw. Submissions from governments and non-governmental organisations were invited on issues related to agriculture, which will likely serve as a basis for the discussions. It is important that civil society's key concerns and demands are addressed in the workshop but also in guidance issued by the COP in areas related to the links between agriculture and climate change (for example through the Green Climate Fund).

CARE sees a clear need for low emission and climate-resilient agriculture which promotes food and nutrition security, gender equality, and the rights of smallholder farmers. For smallholders, the focus of climate action in agriculture must be adaptation, with any possible mitigation consequences seen as a co-benefit, never a pre-requisite. These priorities should also be recognised by the UNFCCC and any action taken should not risk undermining these vital considerations.

Table 5: CARE's key demands in the area of agriculture

| CARE's key demands | COP19 agenda items and how progress can be achieved |
|---|---|
| Strengthen political commitment to reduce gender inequalities and convert it into action | |
| <ul style="list-style-type: none"> • Smallholders must be supported to help achieve food and nutrition security in a changing climate. • Particular attention must be paid to the impact of climate change on different groups. • Smallholders must be supported to cope with the increased risks associated with climate change. • The rights of smallholders must be respected in the response to climate change. | <p><i>SBSTA workshop, potential COP decision:</i> Highlight that smallholders are crucial to global food and nutrition security.</p> <p><i>NWP (SBSTA):</i> Activities under the NWP, such as the upcoming 2014 expert meeting on best practice and available tools for the use of indigenous and traditional knowledge and practices for adaptation, or in a potential crosscutting work area on food security, should pay particular attention to the role of smallholder agriculture, where appropriate.</p> <p><i>Guidance to the operating entities of the financial mechanism GCF, GEF (COP):</i> Include a particular focus on smallholders and food security when activities related to agriculture are financed, including addressing potentially adverse effects under environmental and social safeguards.</p> |

Climate Change and food nutrition security must be addressed simultaneously

- Good production must be increased through sustainable production practices.
- Eliminating avoidable losses is an essential response in addressing both climate change and food security.
- Climate change obliges us to modify consumption habits and dietary aspirations.

Guidance to the operating entities of the financial mechanism: Ensure that contribution to food security is an important objective when activities in agriculture and other relevant areas are funded.

Nairobi Work Programme (SBSTA): Agree on the crosscutting work area on food security and key activities, with particular attention to the role of smallholders.

Agriculture itself must contribute to slowing down the impacts of climate change

- The global agriculture sector as a whole must reduce its overall carbon emissions.
- Sequestration of carbon should not be an objective of support for smallholder agriculture.
- Carbon offsets are not an appropriate mechanism for funding smallholder agriculture.

SBSTA workshop: Highlight that agriculture must contribute to mitigation, but that carbon sequestration should not be an objective of support for smallholder agriculture, and that carbon offsets are not an appropriate mechanism for funding smallholder agriculture.

Endnotes

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My notes

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www.careclimatechange.org

Poverty, Environment and Climate Change Network (PECCN)

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

CARE International

Secretariat
Chemin de Balexert 7-9
1219 Chateleine
Geneva
Switzerland
+41 22 795 10 20
www.careinternational.org

Founded in 1945, CARE is a leading humanitarian organisation fighting global poverty and providing lifesaving assistance in emergencies. In 84 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, visit www.careinternational.org.