



CARE Position Paper For COP27



No more sham: Act for gender-just climate action at COP27

From CARE's perspective, climate justice is about a future in which the poorest and most marginalized people, particularly women and girls, have improved their well being significantly and can enjoy their human rights due to increased resilience to climate change, increased equality and a global temperature rise that is limited to 1.5°C.

People across the world have urgent, and pressing questions about the failure of governments, in particular the most powerful ones, to tame the climate crisis, tackle growing inequality and poverty, and strengthen resilience to crises.

How can adaptation still be neglected by decision-makers, planners and investors despite the obvious climate disruptions we witness? Why are sustainable, people-centered and gender-equitable food systems and production approaches not being prioritised? How can growing income inequality and super-carbon lifestyles of a few not be regulated, when at the same time hundreds of millions of people suffer from food insecurity, hunger, and water scarcity? Why is the protection, restoration and sustainable management of ecosystems not prioritised despite their huge climatic and societal benefits? With the world experiencing increased record heatwaves and droughts, how can the exploitation and burning of fossil fuels be justified when cleaner, cheaper and more sustainable renewable energy sources are available? Climate change poses the greatest threat to humankind - but the most vulnerable and marginalized, particularly communities in the global South and people living in poverty, are most impacted. Yet they are often the ones contributing the least to climate change. This is particularly evident in the host region of the COP27, Africa, where the climate crisis has recently triggered or exacerbated prolonged droughts in the Horn of Africa and caused famine in Somalia, devastating cyclones in countries such as Mozambique, Malawi or

Madagascar, and torrential rains in Nigeria and Niger. But other parts of the world are not exempted. While the conference was being prepared, two-thirds of Pakistan were under water as a result of what the UN Secretary General Antonio Guterres qualified as a “climate carnage”.

Loss and damage is a daily reality for too many people due to the lack of mitigation and adaptation action (and its financing) mainly by the richer and more powerful countries and populations on this planet. Women and girls are affected the most, yet they are often marginalized from conversations on how to prevent and respond. The solutions we need are mostly already known. **Governments must make COP27 a game-changer with decisive actions in response to the near-apocalyptic and interlinked crises the world experiences in 2022, with the most vulnerable bearing the brunt of suffering.** Transparency, inclusivity and securing the human rights and freedom of speech of COP27 attendees, and engaging civil society and climate activists, must be upheld by all participating governments and stakeholders.

CARE'S DEMANDS FOR COP27 IN A NUTSHELL

- **ADDRESSING LOSS AND DAMAGE FOR CLIMATE JUSTICE**
Developed countries must stop opposing the establishment of a Loss and Damage Finance Facility, as demanded by vulnerable developing countries since COP26, and take immediate steps towards exploring new and innovative sources to urgently mobilize loss and damage finance at scale. A global financing instrument for loss and damage is most urgently required to help countries devastated by climate impacts rebuild. Inaction on loss and damage will aggravate humanitarian needs as well as peace and stability in affected countries, with regional and global spillover effects. It is also critical for Parties to agree on a representative and inclusive governance model for the Santiago Network on Loss and Damage, in order for it to deliver technical support as soon as possible.
- **FINANCE FOR CLIMATE JUSTICE**
Developed countries must make good for the delay in delivering the 100bn climate finance goal by laying out clear and measurable plans to provide the agreed new and additional climate finance: 100bn on average over the period 2020-2025 (USD 600 bn in total), with 50% going to adaptation. This is critical for supporting vulnerable countries in pursuing their action plans for the protection of people and planet.
- **GENDER-JUST ADAPTATION**
COP27 should capture progress in operationalising a Global Goal on Adaptation which can accelerate and scale-up transformative adaptation, with urgency by all governments to implement and support locally-led adaptation actions and participatory, inclusive and gender-transformative National Adaptation Plans that mitigate protection risks, including gender-based violence risks.
- **GENDER JUSTICE IN CLIMATE ACTION**
When concluding the review of the progress of implementation of the activities contained in the gender action plan of the enhanced Lima Work Programme on Gender, governments must act to secure the gender-responsiveness of climate finance, accelerate the integration and mainstreaming of gender in national/regional policies, and advance gender coherence across all UNFCCC rooms.
- **GENDER-JUST MITIGATION FOR 1.5°C**
Governments must adopt a transformative Mitigation Work Programme for pre-2030 action that centers gender equality, as envisaged for COP27, and increases ambition for reaching a 1.5°C pathway, including by moving away from exploiting, subsidising and disseminating harmful fossil fuels towards a just transition based on renewable energies.



ADDRESSING LOSS AND DAMAGE

COP26 marked a turning point in the loss and damage finance debate that CARE has been contributing to for more than a decade¹, along with civil society peers. On the one hand, Scotland and Wallonia broke a taboo by unlocking for the first time ever finance to support populations and countries hit by the worst climate impacts while Antigua and Barbuda and Tuvalu established a Commission of Small Island States on Climate Change and International Law, opening the way for litigation before international courts to address the severe climate-related damage incurred by Small Island States. On the other hand, developed countries completely swept aside the proposal made by the G77+ China negotiating block, representing 6 out of 7 billion people of the global population, to establish a Loss and Damage Finance Facility (LDFF). Instead, they strong-armed vulnerable countries into accepting the creation of a 2-year Glasgow Dialogue between Parties, relevant organizations and stakeholders to discuss the arrangements for the funding of activities to avert, minimize and address loss and damage associated with the adverse impacts of climate change.

The first session of the Dialogue which took place in June 2022 underlined the major disconnect between developed country Parties and developing country Parties. The former emphasized their investments in humanitarian aid, development of early warning systems and insurance schemes as important contributions to avert and minimize loss and damage. The latter pointed out that such interventions only cover a small portion of loss and damage, that major funding gaps are clearly identified (response to slow-onset events, non-economic losses, longer-term support for populations to rebuild their lives and livelihoods in the aftermath of extreme climate events..) and that no more time should be wasted in unnecessary speeches. Vulnerable countries made it clear that they only agreed to the Glasgow Dialogue at COP26, based on the understanding that it would lead to the creation of a LDFF.

Such facility is very much called for by the Special Rapporteur on Human Rights and Climate Change in his latest report², who recommends the establishment of a consultative group of finance experts to define the modalities and rules for the operation of the LDFF. He recommends that the group looks at ways to mobilize new and additional climate finance through innovative sources. Efforts proposed by certain developed countries (in particular G7) and a number of vulnerable developing countries, such as the promotion of a “Global protection shield” in the context of the InsuResilience Global Partnership, can play a complementary role, but can not be considered as a substitute to the LDFF.

The worst floods ever experienced by Pakistan from June to September 2022 which claimed close to 1700 lives and caused between USD 30 and 40 billion of economic damage, are a stark reminder of the importance and urgency of mobilizing loss and damage finance at a large scale. However, a month before COP27, the inclusion of an agenda item on loss and damage finance called for by vulnerable

¹ <https://careclimatechange.org/loss-damage-climate-reality-21st-century/>
<https://www.care-international.org/resources/unknown-territory-limits-adaptation-and-reality-loss-and-damage-climate-impacts>

² <https://documents-dds-ny.un.org/doc/UNDOC/GEN/N22/438/51/PDF/N2243851.pdf?OpenElement>

countries and more than 400 civil society organizations³, remains uncertain. The message addressed on October 3rd 2022 by UN Secretary General Antonio Guterres to developed countries could not be more timely: “Failure to act on loss & damage will lead to more loss of trust & more climate damage. This is a moral imperative that cannot be ignored.”

In the context of COP27, governments must pursue the following:

- Developed countries must **immediately stop opposing the anchoring of discussions on funding arrangements on loss and damage on the CMA/COP agenda** to avoid an agenda fight at the COP27 opening session and losing precious negotiation time. Getting serious about loss and damage finance is long overdue.
- An agreement must urgently be reached between developed and developing countries towards the **formal establishment of a Loss and Damage Finance Facility at COP27⁴**. Subsequently, it needs to be worked out how such a facility would be operationalised, and how loss and damage finance is delivered and can be made accessible for the most vulnerable countries and most impacted people, with a gender-responsive approach at its outset. COP27 should agree on a negotiation process to fully operationalize the Loss and Damage Finance Facility at COP28, and the Glasgow Dialogue in June 2023 should serve to consult with international organizations and a wide range of stakeholders on this operationalisation.
- Governments must also take **next steps to explore new and innovative sources of grant-based finance** (climate damages tax on the fossil fuel industry; the redirection of fossil fuel subsidies; international levies on commercial air passenger travel and emissions from international shipping; debt cancellation and debt relief mechanism for countries hit by extreme climate events) that can generate new and additional resources at a scale of a minimum of USD 50bn annually for loss and damage action by 2024 (and growing thereafter based on needs’ assessments), to be effectively channeled to the most vulnerable countries and populations. The approach to mobilize such finance must be rooted in the UNFCCC’s foundational principles of equity, justice, fairness, and access, incl. CBDR-RC, Polluter-Pays and Do-No Harm principles.
- Governments must **commission the production of a loss and damage finance gap report** including a reliable assessment on an annual basis of both finance needs for loss and damage measures and the funding available. It would be similar to the Adaptation Finance Gap or the Emissions Gap Reports, and would provide an official estimate of Loss & Damage finance needs, which currently does not exist as estimates based on different methods vary significantly.
- Governments must also **unlock the negotiations on the governance of the Santiago Network on Loss and Damage** which have made very limited progress since COP26. It is critical to ensure that the Santiago Network is fit for purpose, guided by an effective representative and inclusive advisory body and resourced to enable the delivery of technical assistance based on needs identified on the ground. This is a critical step towards the operationalization of the SNLD, which has already received several funding pledges at COP26, and could play an important role in conducting loss and damage needs’ assessments at national and local levels.

³ <https://climatenetwork.org/resource/letter-put-loss-damage-on-the-cop27-agenda/>

⁴ <https://climatenetwork.org/resource/ldff-paper/>

- CARE calls upon governments, in particular from developed countries, to announce **pledges of finance to address loss and damage**, but urge that these are made sincerely and in full transparency, on top of 0.7% ODA commitments, and that these will not be counted as adaptation finance so as to avoid a diversion from its critically needed increase.





FINANCE FOR CLIMATE JUSTICE

In 2009 the so-called “developed countries” committed to supporting climate change adaptation and mitigation activities in developing countries. It was agreed that they would provide scaled-up, new and additional finance, reaching USD 100 billion a year in 2020. Developed countries have now admitted that they failed to deliver on this target, which has been underpinned recently by the latest statistics from OECD which account for approximately only USD 83 bn being mobilised by 2020. A [report](#) released by CARE earlier in the year found that most of the climate finance has actually been counted as official development assistance, with only low levels matching criteria of “new and additional”. This also means that fewer resources than promised are available for the much needed fight to overcome poverty, eradicate hunger and pursue the SDGs. And even if adaptation and mitigation measures can harness multiple benefits for the Sustainable Development Goals, as well as help to reduce poverty and pursue gender justice, the needs and the urgency are so vast that full delivery of the 0.7% ODA promise plus the appropriate levels of climate finance is essential. Even though it is essential, overall we see a larger shift of public and private investments away from climate harmful and mal-adaptive activities - which the negotiations on a New Collective Quantified Goal (NCQG) for post-2025 are starting to tap into - the delivery of the 100 billion USD across 2020-2025, with half of that going to adaptation finance (see also the adaptation section) remains critical from a credibility and accountability perspective. That does not exclude the need to take lessons learnt from the 100 bn experience for the NCQG deliberations.

In the context of COP27, governments must pursue the following:

- Overall in terms of climate finance, greater attention must be given to provide adaptation finance for the **most vulnerable countries (in particular LDCs, SIDS), for gender equality and for women and girls and vulnerable groups.**
- Climate finance must be **new and additional to ODA commitments, grant-based, predictable and easily accessible.**
- Developed countries must **provide clear, quantitative information on how they will deliver 100bn USD of climate finance in 2023 at the latest, and on average between 2020-2025 (600 bn USD in total),** as part of the progress update on the 100bn delivery plan and the mandatory reporting under Article 9.5 of the Paris Agreement.
- While the process on a new **post-2025 New Collective Quantified Goal (NCQG)** on climate finance is scheduled to be concluded only in 2024, COP27 should agree key parameters, including a clear definition of climate finance, with only climate finance on top of ODA commitments and only grant components counting; with sub-targets for support to mitigation and adaptation as well as for loss and damage, and differentiated by public finance and other mobilised finance. Commitments by developed countries based on their obligations under the Paris Agreement and the UNFCCC must be at the core, complemented by a phasing-in of contributions from other countries as well, taking into account their respective capabilities and responsibilities.



GENDER-JUST ADAPTATION

At COP21, the Paris Agreement established the global goal on adaptation to enhance adaptive capacity, strengthen resilience, and reduce vulnerability to climate change. Considerable progress has been achieved after seven years. At COP26, after 7 years the two-year Glasgow-Sharm el-Sheikh work program (GlaSS) was established to make progress toward understanding the Global Goal on Adaptation (GGA) (including methodologies, indicators, support needed etc.) and for enhancing and supporting adaptation action through country-driven processes.

By establishing a GGA, Article 7 elevates adaptation from a local undertaking to a global ambition embedded in sustainable development efforts and linked to the mitigation objectives that governments committed to in the Agreement. However, the implications of Article 7 still remain unacceptably vague, with governments yet to clarify GGA interpretation and thus its implementation. The launch of the two-year Glasgow–Sharm El-Sheikh work programme at COP26 however represents a significant step forward in establishing the Global Goal on Adaptation outlined in the Paris Agreement. Parties must ensure that COP27 makes the crucially needed progress by coming up with a substantive outcome from the four GGA workshops held this year that aims towards operationalization of the goal.

The main challenge for adaptation remains inadequate finance, with funding from developed countries and multilateral agencies still skewed in favor of mitigation and not matching current vulnerable countries adaptation needs. CARE welcomes the commitment of developed countries at COP26 to double adaptation finance by 2025. We believe this is a significant milestone in addressing the imbalance between funding for adaptation and mitigation considering adaptation finance currently accounts for only 25% of the total climate finance, yet the need to adapt to the ever increasing impacts of the climate crisis continues to grow significantly.

Key expectations for COP27:

- **Half of the 100bn should be for adaptation**, in line with the commitment to achieve a balance between mitigation and adaptation. The COP26 promise to at least double adaptation finance must be underpinned by developed countries with a clear roadmap on how to get there, and **concrete new finance pledges** in particular for adaptation-specific funds such as the LDCF and the Adaptation Fund at COP27;
- Take concrete steps towards **operationalizing the Global Goal on Adaptation (GGA)** under Article 7.1, with a substantive COP decision capturing clear progress as part of the GLASS work programme, to develop methodologies to translate the GGA indicators and metrics to a national framework, along with the provision of adequate finance, capacity and technology support to implement the GGA objectives on the ground.
- **Reform adaptation finance channels to increase the allocation of and access of those who need it most** by reducing administrative barriers and funding and supporting women-led local institutions and groups, including through operationalising key principles of locally-led adaptation and resilience-building.⁵

⁵ <https://careclimatechange.org/what-we-do/adaptation/>

- **Further accelerate the development and implementation of participatory, inclusive and gender-transformative National Adaptation Plans** in the context of a coherent approach to various global frameworks, and support urgent implementation of gender transformative NAP priorities and adaptation components of developing countries' NDCs
- Decide to produce a **synthesis report, including an analysis of the extent to which gender equality is considered, on the progress of adaptation actions reflected in the NAPs, NDCs and Adaptation Communications** and to be presented to Parties for their further consideration by COP28.
- Governments and other adaptation implementing institutions should adopt climate change adaptation approaches and anticipatory actions that a) **improve efforts to prevent protection risks and gender-based violence (GBV)** and to better integrate them across all frameworks and disaster risk reduction (DRR), preparedness and contingency planning; and b) ensure comprehensive and safe services are available to survivors affected by either slow-onset or acute climate-related emergencies.



GENDER JUSTICE IN CLIMATE ACTION

CARE calls on all countries to fully engage and invest their energy and technical and financial support to accelerate gender-transformative climate action and decision-making. This should include promoting women's and girls' leadership in climate action and climate diplomacy, undertaking targeted capacity-sharing work, and tackling structural barriers which women and girls face in engaging in key spaces and playing leadership roles. Results of these efforts should be monitored, and the learnings consolidated to inform further action. Not only is this required from a human rights perspective, but CARE is also convinced that it will yield better and more people-centered results of climate action.

At COP25 in December 2019, all Parties agreed on a strengthened Enhanced Lima Work Programme on Gender and its 5-year Gender Action Plan (GAP). In the first years thereafter, the global pandemic significantly limited progress on the GAP implementation, with, however, further dedicated activities undertaken in the UNFCCC context more recently.

At the preparatory SB56 session this June in Bonn, overall governments managed to advance the negotiations on the review of the implementation of the GAP, with an informal note capturing the discussions, but also reflecting divergences.⁶ COP27 must see agreement on progressive next steps to advance gender equality in climate action, and not be hindered by a few countries undermining such progress.

More specifically, at COP27 governments should take decisions and actions pursuing:

- the **anchoring of gender mainstreaming and Sexual and Reproductive Health and Rights (SRHR)** in all areas of climate policy and climate finance, to be subject to systematic monitoring. Countries contributing climate finance should aim to increase the share of climate finance that also addresses gender equality objectives to 88%⁷, of which 20% has gender equality as a significant objective.
- the **proactive support and funding of the leadership of grassroots and indigenous women and women-led and women's rights' organizations** involved in climate action to effectively engage in the planning, implementation and monitoring and evaluation phases of global and national climate processes.
- Developed countries need to provide more **funding for the implementation of the Gender Action Plan (GAP)**, alongside investments of other governments in their own contexts.
- **Further development of the GAP**, which provides for a mandatory Gender Impact Assessment (GIA) for all climate measures and includes concrete indicators of progress, outside of the completion of outputs or deliverables, to be able to measure and monitor success.
- **capacity building on the implementation of the GAP** 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

⁶ https://unfccc.int/sites/default/files/resource/Gender_sbi56_i17_CF_note_0.pdf

⁷ as agreed by the Action coalition on Feminist Action for Climate Justice at the 2021 Generation Equality Forum this should happen by 2026 at the latest, but CARE encourages countries to be frontrunners and achieve that earlier:, https://forum.generationequality.org/sites/default/files/2021-09/FACJ_AC%20.pdf

a group of experts to build capacity at the national level on how to conduct gender analysis, implement gender budgeting and collect sex, age and disability disaggregated data to inform gender-responsive climate plans





1.5°C MITIGATION FOR CLIMATE JUSTICE

The latest IPCC report concluded that in order to get onto a pathway which can still limit the global temperature increase to 1.5°C above pre-industrial levels, emissions should be reduced by at least 43% by 2030 compared to 2019. Various previous reports, including the annual Synthesis reports by the UNFCCC Secretariat analysing in particular countries' Nationally Determined Contributions (NDCs), or the UNEP Emission Gap reports, have shown that the world continues to be off track from a 1.5°C pathway, despite the fact that the risks of breaching that level in terms of climate impacts, in surpassing dangerous tipping points and causing widespread loss and damage to human societies and ecosystems are more and more understood and documented in scientific reports. In particular the climate plans and measures from G20 countries are mostly not in line with their fair shares of the required mitigation actions.⁸ Only a few countries have submitted updated NDCs within the timeline agreed at COP26, with at least some having increased their climate ambition.⁹ Whereas the benefits and shrinking costs of renewable energies increasingly demonstrate their potential in fighting energy poverty, fossil fuel exploration and use continue to be highly subsidised. Even though the necessary actions to contain emissions in key sectors and areas need to be pursued at local, national and international policy levels - such as accelerating the move to 100% renewable energies, promoting more climate friendly and climate resilient agricultural and land-use models, and protecting invaluable ecosystems - , UNFCCC agreement must add determination and speed, as the key forum to address the unfolding climate crisis. Many of the required actions to promote green economies and societies can come with benefits to reduce inequality and to promote women's economic justice, voice and leadership. In CARE's view, these are centerpieces for advancing climate justice.

In light of the huge emissions gap, governments agreed at COP26 to establish a mitigation work programme to enhance pre-2030 action. This must now be finalised by COP27 to immediately start implementation, in a way that contributes to the efforts under the Global Stocktake of the Paris Agreement that for the first time takes place in 2022/23.

At COP27, governments must take decisions to accelerate mitigation actions in line with the 1.5°C goal, including by:

- Promoting policy and implementation **changes which harness the synergies of mitigation options with social and environmental benefits**, including green energy and economy transitions which promote women's economic justice , participation and leadership in mitigation approaches in areas such as energy and sustainable agriculture
- Adopting an ambitious pre-2030 mitigation work programme that
 - Enhances the ambition and implementation of Parties' efforts to reduce emissions in global aggregate by at least 43% reductions by 2030 over 2019 levels to be in line with limiting global warming to 1.5°C

⁸ see e.g. www.climateactiontracker.org

⁹ <https://unfccc.int/NDCREG>

- Enhances the role of Non-Parties Stakeholders towards raising 2030 ambition and implementation by strengthening the link between Non-Parties' contributions and efforts by Parties' and enabling Non-Party contributions to the Work Programme.
- Leads to increased mobilization of finance to raise mitigation ambition and deliver implementation and potential overachievement of Parties' 2030 climate targets, especially for developing countries and their just energy transitions
- Strengthen Parties' and non-Parties' individual and collective actions to just phasedown of coal power and the just phase-out of fossil fuels and subsidies, in a manner that supports the poorest and most vulnerable, recognising national circumstances and just transition
- Strengthen Parties' and non-Parties' individual and collective actions to protect and restore natural ecosystems and sustainably manage working lands, including through sustainable and climate-resilient agriculture, in a manner that advances the rights of Indigenous peoples, supports the poorest and most vulnerable, and protects biodiversity, recognising national circumstances.
- In particular **G20 countries updating their NDCs with 2030 targets** to be in line with 1.5°C and to close most of the emissions gap to reach at least 43% emission reductions in this decade (according to the latest IPCC report).

