



CARE'S EXPECTATIONS FOR COP26

INCLUSIVE, JUST AND GENDER-TRANSFORMATIVE CLIMATE POLICY AND ACTION

EXECUTIVE SUMMARY

The global climate crisis threatens CARE's vision of a world of hope, inclusion, and social justice, where poverty has been overcome and people live in dignity and security.

Climate change poses the greatest threat to the most vulnerable and marginalized, particularly communities in the global South and people living in poverty. Women and girls are affected the most, yet they are often the ones contributing the least to climate change and who are marginalized from conversations on how to respond to it.

The recently published [IPCC report](#) underlines the severe climatic changes that are already evident across the planet. But we must not lose sight of the human suffering that occurs during and long after these rapid and slow onset climatic catastrophes. **Every fraction of a degree matters to the people already on the frontlines of the climate emergency.** With every fraction of a degree, it becomes harder for vulnerable and marginalized communities to break the cycle of poverty and inequality created by climate change. With each additional flood or drought, it becomes harder for women and young people especially to pick themselves back up again.

The climate crisis means it is even more critical to tackle the underlying injustices and inequities that marginalize people, communities and countries, injustices which have also shown to be key factors in exacerbating the COVID-19 pandemic.

Similarly, we must also recognise that the climate and biodiversity crises are inextricably linked. Climate change represents a major driver of biodiversity loss, while the degradation of ecosystems undermines resilience -- of both people and nature -- to climate-related shocks and stresses. Underpinning both crises are persistent social and gender inequalities, which increase vulnerability to risks and reduce the options available to people to sustain their well-being and to exercise their rights in the face of these global challenges. **The way forward must enable people to build climate resilience and realise their rights**, while protecting the ecosystems upon which they depend.

While the COVID-19 pandemic has significantly hampered political preparations of COP26 through the absence of physical negotiations, **these delays do not justify any delay in climate action.** There is a real risk of the COP26 becoming inequitable, with delegations and civil society activists from many developing countries being unable to attend. However, many of the steps required can and must be taken by governments and businesses immediately, domestically and through cooperation, while the UNFCCC advances the global climate regime through multilateral, consensus-oriented negotiations.

Therefore, governments at COP26, particularly those from the global North, must deliver both through their domestic decisions and actions, accelerating the move away from fossil fuels, protecting ecosystems, and submitting more ambitious adaptation, mitigation and finance plans on the global stage. **It is critical that countries collectively take appropriate UNFCCC decisions that strengthen the Paris Agreement's rules and implementation architecture**, with a view to limiting adverse climate impacts as much as possible and protecting vulnerable countries and communities from those consequences which have become unavoidable.

CARE's recommendations are built on our experience as a humanitarian organisation and development agency bearing witness to these consequences, and actively working to defeat poverty in over 100 countries.

CARE'S DEMANDS FOR COP26 IN A NUTSHELL

1. FINANCE FOR CLIMATE JUSTICE

Developed countries must put forward a delivery plan for their climate finance commitment. The plan must demonstrate that on average at least USD\$100 billion will be delivered each year in the period 2020-2025, with 50% going to adaptation.

2. GENDER JUSTICE

While no specific gender negotiations are foreseen for COP26, Parties must accelerate implementation of the Gender Action Plan, including through announcing multi-year financial and/or technical contributions and support to women-led and women's rights organizations.

3. MITIGATION FOR 1.5°C

Ensure further ambition increase for reaching a 1.5°C pathway by the Global Stocktake 2023 at the latest, accelerate ending finance for fossil fuels, and agree on Article 6 rules on emissions trading only if they ensure environmental & social integrity.

4. GENDER-TRANSFORMATIVE ADAPTATION

Operationalize the Global Goal on Adaptation and further accelerate the development and implementation of participatory, inclusive and gender-transformative National Adaptation Plans.

5. TACKLING LOSS AND DAMAGE

Operationalize the Santiago Network on Loss and Damage and establish a COP27 Special Envoy which explores new sources of finance and the institutional set up to provide recommendations by COP27.

1. CLIMATE FINANCE FOR CLIMATE JUSTICE

Developed countries have committed to deliver new and additional climate finance to developing countries back in 2009 at COP15 in Copenhagen. From 2020 to 2025 they must provide at least USD\$100 billion annually, equally split between support for adaptation and mitigation.

Despite being the most responsible for the climate crisis, developed countries have failed big time on this crucial commitment. According to the latest figures by OECD, including numbers from 2019, there has been little increase compared to 2018. A gap of **USD 20 billion** to reach the USD\$100 billion target has been officially documented by OECD. It is very unlikely that the goal will be met for 2020 once the latest numbers are reported. Only **20-25%** of the overall annual climate finance has been allocated to adaptation according to OECD, which is grossly inadequate.

Moreover, only a few developed countries ensure that climate finance is new and additional, i.e. on top of their commitments to provide official development assistance (ODA) to fight poverty. Rich countries even cheat poor countries by grossly exaggerating climate finance, as a recent [CARE report](#) has demonstrated. They also count loans and investments on market terms - thereby making what in reality constitutes transfer of money from poor countries to rich countries count as support to poor countries.

It is CARE's view that the collective performance of rich countries when it comes to climate finance can only be described as climate injustice.

Failure to finance urgently needed climate action directly threatens the lives and livelihoods of millions of people across the globe and undermines the trust between nations necessary for an effective global climate regime. Developed countries must live up to their commitments. In addition, they should seek to lower the financial burdens of developing countries which limit their ability to respond to climate disasters, e.g., by undertaking measures to reduce countries' sovereign debt, or at a minimum, give them more flexibility to manage their debt burden.

At the ministerial consultations in July '21 led by the UK COP Presidency, ministers from developed countries noted their regret at not having achieved the USD\$100 billion goal to date, but also 'expressed their commitment to doing so with urgency'. Following the meeting, ministers from Canada and Germany were tasked with drawing up a so-called 'Delivery Plan'. CARE sees such a plan as a fundamental prerequisite for a successful COP26 but underlines also that it is key that the plan is not loaded with loans that put an even heavier debt burden on poor countries. It should be ambitious but also honest and reliable, so developing countries and the public understand the way forward.

A Delivery Plan must ensure that:

- Greater attention is given to provide adaptation finance for the most vulnerable countries (in particular LDCs, SIDS) and for women and girls to advance gender equality in line with e.g., the COP25 approved Gender Action Plan.
- It is with regard to the fact that the **USD 100 billion** will likely not be met in 2020, the original target year, but should provide a clear path forward to achieve this annual goal as soon as possible.
- There shall be no rebate for failing to deliver, so for the period 2020-2025 a total of **USD 600 billion** must be provided.
- Multi-year public finance commitments are at the core of the scaling-up.

- All climate finance is new and additional, i.e., on top of ODA commitments.
- Climate finance constitutes support from rich countries to poor countries, so only finance in grant-equivalent terms counts and no loans and investments on market terms count.
- Climate finance is real and transparent. Over-reporting must end immediately.

Governments at COP26 must also start the process for negotiating a post-2025 climate finance goal.

The Paris Agreement already contains that the new goal for post-2025 should be **at least USD 100 billion** a year. As Parties have failed to drastically reduce their emissions thereby increasing the impact of climate change, climate finance needs, particularly in countries from the global South, are now higher than when the goal was originally set in COP15 and COP16. Since then, many Parties and civil society have also made the case that support to climate adaptation must be supplemented by additional finance to respond to loss and damage caused by extreme weather and slow onset events.

This means that COP26 must agree to a process that includes a timeline during which the needs for financial support are explored and determined. The process shall not only determine the amount of support, but also lead to an understanding of which countries are most in need of this support.

The negotiations on the post-2025 finance goal must also build on lessons learned from the current goal -- including the lack of mechanisms that ensure that developed countries deliver in a transparent manner on a collective target, and that they live up to the letter and spirit of the agreements.

Therefore, it must be agreed that a new goal shall build on a clear definition of climate finance, including that only climate finance on top of ODA commitments counts; that there shall be sub targets for support to mitigation and adaptation as well as for loss and damage; that only a grant component of loans can count; and that a burden sharing between developed countries is necessary.



2. CONCRETE ACTION TO BRING THE GENDER ACTION PLAN TO LIFE

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).

While the global pandemic has limited progress on the GAP implementation, CARE now 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-building work, and tackling structural barriers which women and girls face in playing leadership roles. Results of these efforts should be monitored, and the learnings consolidated.

A CARE report analysed recent NDCs and ranked countries, while also providing recommendations on better integration of gender into NDCs. The analysis shows that there are indeed examples of very progressive NDCs in particular from developing countries.

COP26 itself will not see dedicated negotiations on gender but will include the continuation of virtual workshops on the role of national gender and climate change focal points and on gender integration in national climate policies. Therefore, it is even more important to provide recommendations to Parties when implementing climate action to bring the GAP to life.

CARE calls on governments to demonstrate their commitment to promote integrating gender equality into climate action by:

- Announcing multi-year financial and/or technical contributions to the implementation of the GAP across the five technical areas; capacity building, participation and women's leadership, coherence, gender-responsive implementation, monitoring and reporting.
- Swiftly nominating their National Gender and Climate Change Focal Points if they have not yet done so. Ensure this position has sufficient seniority, institutional support and budget to implement a robust program of work.
- Proactively supporting 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 national climate processes (NDCs, NAMAs, NAPs).
- Integrating gender-responsive budgeting into national budgets to ensure climate policies, plans, strategies and actions also contribute to gender equality.
- Systematically documenting efforts undertaken to better integrate gender equality into climate action, highlighting successes, impacts but also lessons learnt, to facilitate experience-sharing with other countries and institutions.
- Donor countries should aim to increase by **2023** at the latest, the share of climate finance that also addresses gender equality objectives to **88%**, including **20%** with a significant objective for gender equality.
- Both developed and developing countries, and climate finance institutions such as the Green Climate Fund and others, should seek to increase finance which reaches local organisations, in particular women's organizations, indigenous groups and supporters of gender equality, in collaboration with the Local Community and Indigenous Peoples Platform (LCIPP).
- Broadening its definition of capacity building beyond workshops and technical assistance to include South-South learning, informal learning, peer-to-peer learning, communities of practice, and informal and formal dialogues, and to support the creation of a roster 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 analysis.
- Promoting work through the Standing Committee on Finance, on simplifying procedures to facilitate access to climate finance by women-led grassroots organisations and indigenous and local communities, in particular to the Green Climate Fund, Adaptation Fund, and Global Environment Fund.



3. KEEP 1.5°C ALIVE: ACCELERATE GENDER-JUST MITIGATION ACTION

Countless reports from the [International Energy Agency](#), the IPCC, the UNFCCC and a range of research think tanks have all concluded that the world is off track to keep the Paris Agreement goal of limiting climate change to 1.5°C above pre-industrial levels.

The findings from the first part of the [6th Assessment Report of the IPCC](#), released this August, raise concerns over the world approaching the 1.5°C limit quicker than previously thought. On the positive side, some big emitters have made steps to increase their emission reduction ambitions as evidenced by new Nationally Determined Contributions (NDCs) since COP25.

For example, the EU has raised its target from “at least 40%” emission cuts to “at least 55%” by 2030; the US Biden Administration has increased emission cuts from 26-28% to 50-52% by 2030; the UK adopted a -78% target for 2035; and China announced it aims for net zero emissions before 2060 and will stop financing coal projects abroad (but is yet to submit a new NDC). Many smaller developing countries have already submitted new and enhanced NDCs under the Paris Agreement process.

However, overall, these measures, in particular those from the G20 countries, do not add up to sufficiently ambitious plans, with the world still being on a ca. 3°C warming pathway with current policies and 2-2.4°C under [more optimistic policy assumptions](#). This has also been confirmed by the [UNFCCC NDC Synthesis report](#) that was released on 17 September 2021.

While the COVID-19 pandemic resulted in a temporary dip in the emissions, it seems economic recovery efforts are not sufficiently “green” to accelerate that trend, with governments and finance institutions still subsidising and investing trillions of USD into fossil fuel use and expansion.

In its 2020 report [Building Forward](#), CARE identified a number of priority areas for a greener, more sustainable, equitable and more gender just recovery, which should still inform governments’ recovery plans.

Much of what is needed comes down to big emitting countries undertaking more measures to develop sustainably and away from fossil fuel emissions. The COP itself can be a catalyst for those actions, but even in the absence of a COP, the science is clear, and governments have everything they need to act. We need all G20 countries to provide revised NDCs before the COP which are compatible with a fair approach to the 1.5°C limit. Based on the latest state of NDC analyses and what has been brought to the table, this COP must clearly call for action to keep the 1.5°C limit alive.

CARE calls on governments at COP26 to accelerate action for closing the emission reduction gap by:

- Clearly recognising the inadequacy of current plans and policies and that bolder action is required.
- Setting up the 2023 Global Stocktake (GST), mandated through the Paris Agreement, as a political ambition-raising moment to come back to 2030 targets aligned with 1.5°.
- Calling on countries to submit (ahead of the GST) revised and enhanced 2030 NDCs that are aligned with the 1.5°C goal and compatible with biodiversity conservation.
- Requiring all countries to commit to end international financial support for fossil fuel extraction, expansion and use, as well as to phase out fossil fuel subsidies.

Beyond that, in CARE's view the most important COP26 item from a mitigation perspective is the potential conclusion of the so-called Article 6 negotiations where no agreement could be reached at COP25.

These are broadly about the rules and provisions for trading or exchanging mitigation outcomes among countries and stakeholders. CARE is strongly of the view that domestic mitigation must be the priority. Companies, particularly those in the global North with a heavy emissions footprint, for example from fossil fuels or deforestation in their supply chains, must not greenwash and cover up failure to mitigate in their core business by buying cheap voluntary emission reductions in the global South. While agreeing on the implementation guidelines for Article 6 of the Paris Agreement is desirable, parties at COP26 must only agree to those if they ensure that certain criteria are met, which are essential to environmental and social integrity.

These essential criteria are:

- Parties must avoid all forms of double counting in their internationally transferred mitigation outcomes, ensure additional mitigation benefits through automatic cancellation of a share of credits, and not allow any carry-over from emission reductions under the Kyoto mechanisms.
- Ensure the Adaptation Fund is being supported through a share of proceeds, a levy on the emission credits traded which can be turned into USD.
- Parties must adopt environmental and social safeguards and ensure the protection and promotion of human rights, including those of Indigenous Peoples. They should draw on the San Jose Principles developed by some Parties as input into the Article 6 negotiations but go further and require all Parties to respect and promote the human rights of all people.



4. ADVANCE GENDER-TRANSFORMATIVE AND LOCALLY-LED ADAPTATION ACTION

The Paris Agreement recognises adaptation as a key pillar of the long-term global response to climate change, including as components of Parties' NDCs.

By establishing a Global Goal on Adaptation (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 remain unacceptably vague, with governments yet to clarify GGA interpretation and thus its implementation.

Stronger adaptation will help mitigate climate change and advance sustainable development. As the climate emergency grows, it is estimated that climate change may push an additional 132 million people into poverty by 2030, according to the World Bank. The main challenge for adaptation remains inadequate finance, with funding from developed countries and multilateral agencies still skewed in favour of mitigation.

CARE promotes an approach to adaptation and resilience-building that is gender-transformative and supports poor women and men to access the necessary resources, rights and opportunities to deal with the impacts of climate change. Adaptation activities promoted under the action tracks should strengthen resilience and empower the most vulnerable groups, particularly women and girls, who should be identified and directly involved through a comprehensive, participatory and gender-transformative situational analysis that empowers them to shape programmes and projects in their communities. Rather than being primarily viewed as “victims” or “recipients” because of their vulnerability, women and girls must be seen as key change agents and rights holders who need to be further empowered and supported to develop and implement their own solutions.

We welcome the discussions about the operationalization of the global goal on adaptation. A pressing need is to support the Adaptation Committee in its mandate to present means and approaches for Parties to define, measure and report progress on adaptation. CARE supports the increasing emphasis on locally-led adaptation and urges resolution of how funding, capacity, technology and information will be available at the lowest appropriate level. Parties have a particular role in listening to and supporting highly localised adaptation. CARE calls on the Nairobi Work Programme to reflect these issues, the Local Communities, and Indigenous Peoples Platform as well as sources of input for the global stocktake against the GGA. These should also be considered in the deliberations on National Adaptation Plans and the Adaptation Fund.

CARE Calls on governments at COP26 to:

- Operationalize the Global Goal on Adaptation (GGA) under Article 7.1, with a COP decision setting out a clear process set out to measure progress, develop methodologies to translate the GGA to a national framework, along with the provision of adequate finance, capacity and technology support to implement the GGA objectives on the ground.
- Increase the allocation of climate finance towards adaptation and resources for climate change, which should predominantly come from public sources and be grant-based, highly reliable and predictable. Existing ODA should not be re-packaged as climate finance; new funding is required to meet developing countries’ substantial adaptation needs.
- Make adaptation finance accessible to those who need it most by getting rid of administrative barriers.
- Ensure adaptation is a core element of long-term climate change strategies (LTS).
- Further accelerate the development of participatory, inclusive and gender-transformative National Adaptation Plans in the context of a coherent approach to various global frameworks.
- Support urgent implementation of NAP priorities and adaptation components of developing countries’ NDCs.

5. NO CLIMATE JUSTICE WITHOUT ACTION TO ADDRESS CLIMATE CHANGE LOSS AND DAMAGE

Climate change is already having a devastating impact on developing countries and vulnerable and marginalised communities around the world.

When territory is submerged by rising sea levels, or a community is forced to relocate due to desertification, these impacts have gone beyond what is possible to adapt to and have gone into the realm of loss and damage. Climate change loss and damage is disproportionately impacting the poorest countries because they lack the economic and financial capacity to rebuild and recover as quickly as developed countries. It creates a daily climate emergency for millions of people, in particular women and girls in fragile settings, whether through the cyclones and heat waves in South Asia, recurring droughts in Southern Africa or intensifying hurricanes in the Caribbean.

Loss and damage cuts across key areas where CARE works including humanitarian response to climate-related crises, climate-induced displacement, and salinisation of arable land which makes smallholder farmers lose harvests in coastal areas. Adaptation and disaster risk reduction can reduce some of the consequences of climate change, but the world has moved far beyond a level where all significant impacts can be avoided through preventive measures.

Developing countries and civil society fought hard to get stronger recognition of the need to prevent loss and damage in the Paris Agreement, resulting in Article 8. This also seeks to strengthen the so-called **Warsaw International Mechanism on Loss and Damage (WIM)**, which was established at COP19 in Warsaw, Poland, in 2013. However, COP25 concluded with a review of the WIM which did little to tap into one key issue: the lack of new and additional finance for addressing loss and damage beyond what can be avoided. For example, Climate Action Network International in its [COP25 policy document](#) identified the need to raise at least an additional USD 50bn, based on previous analyses of some loss and damage estimates. While it opened up a small door for the Green Climate Fund (GCF) to fund activities to address loss and damage, it is far from being an approach adequate both in terms of the scale of the finance needed, as well as the institutional requirements. A full-fledged discussion on whether (i) the mechanism is fit-for-purpose to meet the challenge of loss and damage currently faced by developing countries; (ii) if it is capable of meeting future loss and damage needs based on scientific projections on impacts, including displacement, and (iii) how to generate and transfer finance to meet the needs of the most vulnerable, as demanded by CARE, remains an outstanding task. Thus, to an important extent COP26 is also about following up on partially unfulfilled work from COP25.

This relates in particular to the so-called **Santiago Network on Loss and Damage**, a network of institutions which should catalyse support to developing countries, but which emerged out of COP25 without any plan on how to take it forward. Until a few months ago, the approach by developed countries could also be summarised as hoping that not much beyond a weblink on the UNFCCC homepage would be required and the network would just form itself by the collaboration of institutions listed there. However, many developing countries and civil society organisations have been pushing for a more serious process to develop parameters on how COP26 can deliver on the promise of the Santiago Network, especially for the most at-risk developing countries.

Therefore, CARE calls on governments at COP26 to:

- Operationalise the Santiago Network on L&D under the UNFCCC umbrella.
- Ensure mainstreaming gender and the role of women and girls into the WIM's work.

- Decide that loss and damage and the implementation of Article 8 of the Paris Agreement becomes a permanent agenda item in the negotiations during the COPs and the subsidiary bodies.
- Establish a mandate for a Special Envoy on Loss and Damage (SELD) who, in collaboration with the incoming COP27 presidency, in consultation with the WIM and the Standing Committee on Finance, as well as Parties and observer organisations:
 - Explores new and innovative sources of finance that can generate truly additional resources at a scale of USD 50bn annually.
 - Investigates the institutional set-up and potential gaps in channelling new and additional funding to developing countries for addressing loss and damage comprehensively, including the option of a financing facility distributing loss and damage finance in particular to existing national or international institutions with relevant expertise in areas such as displacement/relocation, disaster response, social protection.
 - Provides recommendations on the above issues by COP27.

Founded in 1945 with the creation of the CARE Package®, CARE is a leading humanitarian organization fighting global poverty. CARE places special focus on working alongside women and girls. Equipped with the proper resources women and girls have the power to lift whole families and entire communities out of poverty. In 2020, CARE worked in over 100 countries, reaching more than 90 million people through 1,300 projects. To learn more, visit <https://careclimatechange.org> or [follow us on Twitter](#).