

# **Raising ambition, building resilience:** Towards a truly feminist international climate finance package

Submitted by CARE Canada

To Global Affairs Canada - International Climate Finance Consultations

August 2020

## Table of Contents

Foreword: International climate finance, equity and trust in multilateral climate policy .....	3
List of recommendations .....	5
Part I – The case for feminist international climate action.....	7
Principles for a feminist approach to climate resilience.....	9
Integrating resilience across Canada’s Feminist International Assistance Policy.....	11
Part II - Towards a feminist international climate finance package .....	18
Meeting Canada’s fair share .....	18
Closing the adaptation financing gap .....	21
Beyond adaptation: Time to raise finance to address loss and damage .....	23
Increasing finance for gender-responsive climate interventions .....	25
Making Canada’s international climate finance truly additional.....	26
Rationalizing the use of grants and loans .....	28
Choosing the right mix of multilateral and bilateral channels.....	28
Conclusion.....	30
Appendix 1 – Spotlight on resilience: A conceptual framework.....	32
Appendix 2 – Case Studies .....	36

## Figures

Figure 1 - Canada's fair share of international climate finance .....	19
Figure 2 - Climate finance as a share of donor country gross national income (GNI), 2018 .....	20
Figure 3 - Conceptualizing the adaptation finance gap .....	21
Figure 4 - Global Commission on Adaptation calculation of potential returns from investments in adaptation.....	22
Figure 5 - Global warming impacts costs for adaptation and loss and damage .....	23
Figure 6 - Loss and damage costs for Africa, with and without adaptation .....	24
Figure 7 - Canadian international climate finance and development assistance .....	27
Figure 8 - CARE's Integrated Risk Management Framework to increase resilience .....	32

## Foreword: International climate finance, equity and trust in multilateral climate policy

The poorest half of the world's population - 3.5 billion people - is responsible for [just 10 per cent of greenhouse gas emissions](#), while the richest 10 per cent is responsible for around half of global emissions. Yet, developing countries are the most affected by climate change impacts and are already bearing up to [80 per cent](#) of the costs of climate change - including through [food insecurity](#), [forced migration](#), damages to property and productive assets, and diminished livelihoods.

The world's poorest people also have the fewest resources to cope with such impacts. In April 2019, for example, cyclone Idai killed more than 600 people in Mozambique and forced the world's sixth-poorest country to take on an extra \$118 million of debt. Without urgent action, climate change could push an additional [100 million](#) people into extreme poverty by 2030, force up to [250 million people](#) from their homes by 2050, and expose [3 billion people](#) to Saharan heat levels by 2070.

Countries' differing historical responsibilities for climate change-causing greenhouse gas emissions, the unequal impacts of climate change, and differences in capacities and resources for dealing with climate change help illustrate why the concept of equity is firmly anchored in international climate policy. The 1992 [United Nations Framework Convention on Climate Change \(UNFCCC\)](#) Treaty acknowledges these differences in its establishment of the principle of Common but Differentiated Responsibilities and Respective Capabilities (CBDR-RC):

*"... the global nature of climate change calls for the widest possible cooperation by all countries and their participation in an effective and appropriate international response, in accordance with their common but differentiated responsibilities and respective capabilities and their social and economic conditions."*

In 2009, the 15<sup>th</sup> Conference of the Parties (COP15) to the UNFCCC put a dollar figure to the concept of CBDR-RC when it adopted the [Copenhagen Accord](#). The Accord promised US\$30 billion in "fast-start" finance between 2010–2012, "scaling up" to US\$100 billion a year by 2020. Meeting in Cancun in 2010, the COP formally anchored this pledge within the UNFCCC Treaty ([Decision CP. 16 2 \(b\)](#)). In 2015, the \$100 billion pledge was reflected in the [Paris Agreement on Climate Change](#) (Art. 9) and the [Sustainable Development Goals](#), which include a target to implement the Copenhagen commitment.

**International climate finance represents one of the most tangible measures of developed countries' commitments to the "[polluter pays](#)" and "Common but Differentiated Responsibilities and Respective Capabilities" principles in global climate action and universal sustainable development. Delivery against related commitments by developed country parties is critical for building and maintaining trust in the Paris Agreement and UNFCCC. As countries prepare to announce ambition-raising climate actions for the 2020-2025 period, amid increasing climate-related disruptions affecting the world's poorest and most vulnerable people, it is critical that Canada does its part to increase both the quantity and quality of climate finance, and that it uses this finance to support projects that are consistent with Canada's Feminist International Assistance Policy.**

The following submission details key considerations that CARE Canada believes should inform the design and implementation of the Government of Canada's next international climate finance portfolio.

**Part I – The case for feminist international climate action** details the way in which the adverse effects of climate change are felt differently by women, girls and other marginalised groups, and how a feminist approach to climate action can unleash their potential as agents of resilience in the world's poorest and most vulnerable communities. It also highlights a number of ways in which a resilience approach can help strengthen the sustainability and impact of interventions across several Action Areas defined in Canada's Feminist International Assistance Policy, while mitigating humanitarian need and social instability resulting from climate disasters and slow onset events.

**Part II - Towards a feminist international climate finance package** considers the improvements the Government of Canada can make in its use of various international climate financing tools, modalities and mechanisms to better support women, girls and other marginalised groups on the frontlines of the climate crisis, while doing its fair share to strengthen the multilateral climate regime.

Finally, **Appendix 1 – Spotlight on resilience: A conceptual framework** summarizes CARE's theoretical guidance for building resilience into international assistance programming, and **Appendix 2 – Case Studies** provides several concrete, project-level examples of how resilience can complement a range of international assistance objectives, from health to food and nutrition security, while promoting gender equality.

*COVID, like climate change, preys on those least able to recover.*

As COVID-19 continues to disrupt business as usual in all sectors and in every country around the world, it provides a disturbing preview of the sorts of systems-level destructions experts anticipate if global climate action is not urgently scaled up. The pandemic response also demonstrates how quickly political will and vast resources can be shifted to respond to an imminent threat. COVID, like climate change, preys on those least able to recover, with 70 per cent of countries [most vulnerable to climate change](#) also listed as having the highest risk of experiencing [COVID-19-related food insecurity](#). Women are on the frontlines of the response to both the COVID and the climate crisis. Yet gender-blind policies and financing modalities too often mean their contributions are often squandered. As Canada prepares to join other countries around the world in announcing enhanced climate action plans, the Government of Canada faces a historic opportunity to demonstrate what a truly feminist international climate finance package can do to promote a better, greener and more inclusive recovery.

## List of recommendations

**RECOMMENDATION 1: Simplify funding and reporting requirements that limit women's rights organizations' ability to access international climate finance.** This entails addressing the barriers that prevent local women's organizations and movements from accessing direct funding, and supporting their leadership in defining climate-related challenges and solutions that are appropriate in their own context. In the meantime, the Government of Canada should consider adapting the Women's Voice and Leadership model as a potential funding modality that would enable women's organizations to access climate finance in the immediate term.

**RECOMMENDATION 2: Integrate climate resilience across Feminist International Assistance Policy Action Areas.** A resilience approach will help ensure the effectiveness of all Canadian international assistance interventions, and the sustainability of impacts over time.

**RECOMMENDATION 3: Meet Canada's fair share of the US\$100 billion international climate finance goal.** In order to meet its fair share, Canada will need to mobilize at least \$1.8 billion per year in public finance alone, or \$6.76 billion in principal purpose climate finance in the five-year period between 2021/22 and 2025/26. This represents more than a doubling of Canada's current commitment. Canada should announce its international climate finance package as early as possible in 2021, with a view to stimulating a race toward higher ambition under the Paris Agreement.

**RECOMMENDATION 4: Commit at least 50 per cent of international climate finance for principal purpose adaptation initiatives aimed at addressing the needs of vulnerable people and countries.** The funds should be invested according to a fully-costed implementation plan, detailing how various mechanisms and channels will be used to advance Canada's Feminist International Assistance commitments.

**RECOMMENDATION 5: Mobilize new and additional finance for loss and damage, including from new and innovative sources, as part of a comprehensive climate disaster risk management approach.** Financial mechanisms should be in line with the polluter-pays principle, and not divert resources away from adaptation and humanitarian financing.

**RECOMMENDATION 6: Commit 15 per cent of Canada's bilateral international climate finance towards gender equality as a "principal" objective, and a minimum of 80 per cent as a "significant" objective.** This would ensure a stronger focus on gender-specific climate projects, and coherence between Canada's international climate finance and its Feminist International Assistance Policy.

**RECOMMENDATION 7: Make Canada's international climate finance truly "new and additional" to Official Development Assistance.** The Government of Canada should increase the International Assistance Envelope by a minimum of the level of planned disbursements for principal purpose climate finance for that year to ensure that climate finance is truly new and additional. The Government should itemize principal purpose climate finance separate from non-climate ODA in the IAE. Canada should also increase its ODA to achieve the UN goal of 0.7% of GNI by 2030 to meet all of its international development finance obligations to the poorest and most vulnerable countries.

**RECOMMENDATION 8: Provide support to adaptation in the form of grants in Least Developed Countries and other low-income countries, and report the grant equivalency value of all loans.**

*Non-concessional instruments should not be included in Canada's post-2020 international climate finance commitment. In order to promote transparency and accountability, the grant equivalency value of loans should always be reported. Only the grant equivalency value of loans should be counted towards Canada's climate finance commitments.*

**RECOMMENDATION 9: Increase use of bilateral programming for the implementation of Canada's international climate finance.** *The Government of Canada should clearly articulate how its use of various multilateral and bilateral channels will contribute to the objectives it sets for Canada's next international climate finance package and broader feminist foreign policy.*

## Part I – The case for feminist international climate action

CARE's experience in over 100 countries confirms that, in many parts of the world, gender inequality is already interacting with climate impacts to create additional burdens for women, girls and other marginalised groups. As far removed as they may seem from a problem that started with greenhouse gas emissions, gender inequalities affect the way people of different genders are able to prepare for and respond to the impacts of climate change. Three key factors explain why women, girls and other marginalised groups are particularly vulnerable to the impacts of climate change:

- 1. The climate crisis exacerbates gender inequality.** The [Intergovernmental Panel on Climate Change](#) predicts that the effects of climate variability and extreme weather events will increase existing inequalities and vulnerabilities between men and women. This can be manifested in a variety of ways. For example, climate change can increase the burden of household tasks, such as gathering water or tending to family plots. This can lead families to keep girls home from school, or to marry them away to reduce the number of mouths to feed. Climate change is also driving increasing rates of forced displacement. Since women and girls often have an unequal and demanding responsibility to care for children and the elderly, they are often left behind to sustain increasingly precarious livelihoods as boys and men migrate in search of new opportunities. Women displaced by disasters also face an increased risk of gender-based violence, including domestic violence, forced marriage and trafficking.
- 2. Social and cultural norms and barriers mean that women are less likely to be involved in decisions about how to cope with climate change.** Within the household and in communities, decision-making over use of household income, assets and time is often led by men, often without women's involvement or space to raise their needs or priorities. Also, women are less likely to have access to and control over the resources they need to prepare for and adapt to climate change, to recover from its impacts and to transform their lives. In many contexts, ownership and decision-making over financial, natural and household resources is held by men, and women's roles and responsibilities often act as barriers to their involvement in public life (e.g. unable to attend community meetings because they are caring for children).

### Climate change is not gender neutral

In 2018, world hunger rose for the third year in a row, reaching [821 million people](#). Hunger is particularly acute in agrarian countries that are dependent on rainfall or experience drought. When food is scarce, women and girls suffer most - often being the last to eat, and carrying an increasing burden as climate change impacts rural livelihoods.

On average, 26 million people are displaced by disasters such as floods and storms every year. That's one person forced to flee [every second](#). [Eighty percent](#) of people displaced by climate change are women.

Women and children are [14 times](#) more likely than men to die during a disaster. [Ninety-six percent](#) of fatalities in the 2014 Solomon Island floods were women and children.

The average representation of women in national and global climate negotiating bodies in 2015 was [below 30 per cent](#).

Only [0.01 percent](#) per cent of all funding worldwide supports projects that address both climate change and women's rights.

### **3. Women, girls and other marginalised groups are highly dependent on natural resources.**

Women, girls and other marginalised groups are the primary providers of food, water and fuel in many countries where climate change is making such resources scarce. Agriculture is the primary source of livelihood for up to 80 per cent of economically active women in least developed countries. In Asia women contribute up to 70 per cent of rice production. Since they often do not have the economic resources to install irrigation systems, women smallholder farmers are dependent on rain. When there is a shortage of rain, families have less food and money, and women tend to eat the least in order to feed their children. With increased water scarcity linked to climate change, women have to travel greater distances to collect water

At the same time, women play a central role in the response to the climate crisis by developing creative and effective solutions to build the resilience of their communities to climate shocks and stresses. From Peru to Vietnam, Mali to Vanuatu, CARE's programmatic experience demonstrates that putting communities – particularly marginalised populations such as women and indigenous communities – at the heart of adaptation and disaster risk reduction initiatives has long-lasting impacts on communities' capacity to absorb climate shocks. Yet local women's organizations – those best-placed to lead contextually relevant and impactful responses to the climate crisis – continue to face challenges accessing climate finance, and are often excluded from decisions related to the design, implementation, monitoring and evaluation of climate responses. Moreover, reporting requirements by many donors, including the Government of Canada, often exceed or require a diversion of the limited capacities of local organizations. Locally, nationally and globally, technical and financial support is needed to increase women's meaningful participation in climate decision-making and negotiations. Canada's [Women's Voice and Leadership](#) approach provides an apt model for closing funding gaps and getting support directly to women's rights organizations on the frontlines of the climate crisis in the immediate term. However, it should not be treated as a pretext to delay more permanent reforms to elements within Global Affairs Canada's funding and reporting systems that prevent direct funding to women's rights organizations on an ongoing basis in the future.

**RECOMMENDATION 1: SIMPLIFY FUNDING AND REPORTING REQUIREMENTS THAT LIMIT WOMEN'S RIGHTS ORGANIZATIONS' ABILITY TO ACCESS INTERNATIONAL CLIMATE FINANCE. THIS ENTAILS ADDRESSING THE BARRIERS THAT PREVENT LOCAL WOMEN'S ORGANIZATIONS AND MOVEMENTS FROM ACCESSING DIRECT FUNDING, AND SUPPORTING THEIR LEADERSHIP IN DEFINING CLIMATE-RELATED CHALLENGES AND SOLUTIONS THAT ARE APPROPRIATE IN THEIR OWN CONTEXT. IN THE MEANTIME, THE GOVERNMENT OF CANADA SHOULD CONSIDER ADAPTING THE WOMEN'S VOICE AND LEADERSHIP MODEL AS A POTENTIAL FUNDING MODALITY THAT WOULD ENABLE WOMEN'S ORGANIZATIONS TO ACCESS CLIMATE FINANCE IN THE IMMEDIATE TERM.**

.



## Principles for a feminist approach to climate resilience

Gender and climate resilience are inextricably linked. Persistent worldwide, gender inequalities affect people's abilities to minimize their contributions to climate change, and to adapt to the impacts of climate change on their livelihoods and wellbeing.

A feminist approach to climate resilience is essential. It involves deliberate efforts to address the gendered structural constraints and opportunities that intersect with climate risks and hazards to amplify social, economic and political inequalities. It aims to address the root causes of these inequalities through an intersectional analysis that challenges unequal power relations based on gender and other characteristics, such as socio-economic status, race, ethnicity, nationality, ability, sexual orientation, age, etc. This type of analysis underscores the importance of [strategies](#) that address the root causes of inequality, transform power relations and promote women's rights.

The following six principles are fundamental to the design, implementation and evaluation of feminist approaches to climate resilience:

- 1. Localization** - A feminist approach to climate resilience entails shifting decision-making and implementation power to local actors. This requires funding broad programs in a more direct and transparent manner with a view to promoting the knowledge and capabilities of local actors to design the most appropriate intervention to respond to local needs. Allocating unrestricted funding and ensuring that funding mechanisms and regulations enable the bulk of climate finance to reach smaller, women-led and women's rights organizations, and other local-level partners – who require investment and time to meet due diligence requirements – is crucial.
- 2. Women's leadership** - Women are [under-represented](#) in decision-making spaces globally, including in key climate-change related sectors, planning processes and negotiations. In order not to reinforce or perpetuate gender inequality, it is imperative that women's leadership be stated explicitly as a priority in international climate finance processes, policies and projects. When designing its climate finance mechanisms, Canada must guarantee that women and girls have the opportunity to play meaningful and equal roles in shaping climate resilience and displacement prevention and response policies. They must also have the power to influence the design of programs to meet their needs.
- 3. Equal partnerships** - A feminist approach to climate resilience also requires more equal partnerships between international, national and local actors. Currently, these partnerships are very unequal, with international actors holding too much power. Localization requires not only reducing the number of intermediaries at international level and relying on a wider partnership vision that fosters meaningful and powerful local partnerships focused on gender transformative approaches, but also valuing the equal partnership of local actors. Localizing also means accepting a certain level of risk and reshaping what partnership looks like.
- 4. Participatory approaches** - Community-based adaptation solutions that include participatory approaches where both women and men from local communities can participate in dialogues are also vital because they draw on the differing knowledge and

capacities of local individuals to enhance the resilience of their social and economic systems to climate impacts and to make them more inclusive. Only by working inclusively and collaboratively with diverse stakeholders – including women’s organizations, indigenous women and local women’s groups – across landscapes will the global community succeed in building the community and ecosystem resilience needed for everyone to adapt and thrive amid global warming. Using participatory approaches to understand the vulnerabilities that communities experience (including gender-based vulnerabilities) and the capacities they have to adapt to climate change facilitates the development of scenarios and plans by communities for communities. Meaningful participation and collaboration takes time and new ways of engaging and working with partners. Partners must be given the power, opportunity and time to jointly develop and implement projects/programs funded with climate finance. They must also be given the power and opportunity to shift and adjust their efforts when necessary.

5. **Feminist Monitoring, Evaluation, Accountability and Learning (MEAL)** - The gender inequities that lead to social injustice are a central focus of Feminist MEAL. Feminist MEAL recognizes that traditional MEAL activities themselves can challenge or maintain power relationships. Despite efforts to make monitoring, evaluation and learning processes more participatory, collaborative and non-discriminatory, the prioritization of quantitative data over tangible qualitative indicators collected in partnership with affected individuals often limits Canada’s success. In contrast, Feminist MEAL is participatory and empowering. It explicitly challenges unequal power relations and questions assumptions about gender identities and roles. Feminist MEAL systems should be co-designed and co-managed with participants, and reflect the concerns of their communities and networks to capture the nuance and complexity of programming and impact.
6. **Integrated, systems approach** - Climate change and natural resource management involve complex human and natural processes, institutions and relationships. These systems are not neutral. It is critical, therefore, to account for the interactions between the different components of the [system](#), including the gender dynamics (and other intersecting identity factors) that drive those interactions, and to understand how together they are affecting different groups. The climate being constantly in movement, the system needs to be adaptive to adjust, modify or change its characteristics and actions to moderate potential future damage, take advantage of opportunities, and cope with the consequences of shock or stress to ensure that no specific group is particularly disadvantaged. This entails shifting away from trying to solve specific problems or parts of systems in isolation, towards a focus on developing people’s capacity to respond and deal with whatever problems arise. This requires bigger and more flexible gender-transformative investments. At its foundation, a feminist approach to systems must continue to be rights-based and inclusive, strategic and focused, transformative and activist, and evidence-based and accountable.

## Integrating resilience across Canada's Feminist International Assistance Policy

Canada's [Feminist International Assistance Policy](#) defines six key Action Areas:

- Action area 1 (core): Gender equality and the empowerment of women, girls and other marginalised groups,
- Action area 2: Human dignity, including sexual and reproductive health and rights, education and gender-responsive humanitarian action
- Action area 3: Growth that works for everyone
- Action area 4: Environment and climate action
- Action area 5: Inclusive governance
- Action area 6: Peace and security

Based on CARE's experience, a resilience approach can help strengthen the sustainability and impact of interventions across these Action Areas. The following sections illustrate some of the considerations and approaches for integrating climate resilience in international development and humanitarian action.

### What is resilience?

Increasing resilience is not an outcome that can be achieved within a specific time frame, but an ongoing process. [CARE's approach to increasing resilience](#) can be summarised as follows:

*If the capacities and assets to deal with various shocks, stresses and uncertainty are built and supported and if drivers of risk are reduced and if these actions are supported by an enabling environment, then resilience is increased. Change needs to take place and be sustained in all three areas to achieve this impact.*

See **Appendix 1 – Spotlight on resilience: A conceptual framework** for more.

## Humanitarian action

### Understanding the underlying drivers of risk and stresses that exacerbate humanitarian disasters.

While humanitarian response is often prompted by identifiable events that trigger a disaster, it is important to identify and analyse the underlying factors that make people vulnerable, such as climate change, market conditions or social dynamics. This ensures that humanitarian action can address, or at the very least does not exacerbate, those stresses. For example, in conflict settings involving recurrent movement of people, an analysis of the displacement pattern could help to identify the origin of displacement. This could help focus attention on those areas and limit the impact on the communities of consecutive and massive displacements.

**Investment in disaster prevention, preparedness, and climate change adaptation.** Disasters and crises cannot be entirely prevented, but there is ample evidence that resilience building reduces the human impact of a crisis and the financial cost of humanitarian response. Investments in early warning mechanisms can help communities and institutions anticipate and absorb impacts from potential shocks. Timely information about an imminent hazard such as a cyclone, drought or a tsunami could help communities take informed decisions to mitigate impacts on their lives and livelihoods.

**Acting both before and after disaster strikes.** From day one of a humanitarian response, it is important to start working towards not only saving lives but also saving livelihoods, building back better and safer. A linear, phased approach to relief, recovery and development have not managed to prevent recurrent emergencies in regions of chronic vulnerability or in making sustained improvements in protracted emergencies. An approach that focuses on increasing the resilience of communities and households through a more integrated approach that simultaneously and coherently addresses short, medium and long-term needs can enhance the impact and cost-effectiveness of humanitarian and development assistance.

**Avoiding secondary disasters.** A risk assessment can reveal how the effect of a disaster on people's assets and capacities could lead to secondary disasters (e.g. a cholera epidemic following a flood). This will help a more holistic preparedness planning and investment to avert potential humanitarian crisis.

**Ensuring viability of the local economy.** An external disaster response inevitably entails a degree of distortion of the local economy, affecting the demand for labour, premises and some goods and services, while increasing the supply of money and certain commodities. Humanitarian action should strive to ensure that this disruption is localised and temporary and that the longer-term effect on the local economy is positive (or at least not negative). For example, providing households with imported food aid may ensure their consumption for a short period, but it can devastate markets and create more vulnerable people (e.g. farmers and vendors who depend on markets for their livelihoods). Providing cash assistance can ensure the continuation of markets, ensure that producers and sellers maintain incomes from markets, and can potentially increase the rate of recovery of the overall economy in an affected area.

**Assessing environmental impact.** Not only do some disasters affect the natural environment, but so too can the humanitarian response itself, for example by leading to local deforestation for fuelwood. Humanitarian action must ensure that it does not have an adverse impact on local ecosystems, at the expense of the longer-term resilience of people who depend on them for their livelihoods. Humanitarian action is an opportunity to assist people to be better adapted to their changing environment and avoid the risks of maladaptation to a changing climate.

**Bridging the gap between humanitarian action and sustainable development.** Resilience provides a conceptual link and an opportunity for both sectors to work together. As noted above, 70 per cent of countries [most vulnerable to climate change](#) are also listed as having the highest risk of experiencing [COVID-19-related food insecurity](#). The integration of social safety nets with tools to help people climb out of poverty, for example, can help people cope with shocks and severe food insecurity. Since shocks and stresses can drive people into positions of such poverty and marginalisation that they are unable to recover (the poorest of the poor), social safety nets are critical for stabilising their conditions and form the first step to resilience building. Similarly, convening and empowering local women's organizations as humanitarian responders before a crisis strikes can help help communities withstand extreme weather events like drought, flooding and cyclones, and to recover more quickly after disasters occur. Since women and girls are the best representatives of their needs, this requires investing in women's leadership on the frontlines of climate change and humanitarian crises.

*Convening and empowering local women's organizations as humanitarian responders before a crisis strikes can help help communities withstand extreme weather events like drought, flooding and cyclones, and to recover more quickly after disasters occur. Since women and girls are the best representatives of their needs, this requires investing in women's leadership on the frontlines of climate change and humanitarian crises.*

Health and nutrition, including sexual reproductive health and rights (SRHR)

**Recognising the link between reproductive rights and resilience.** A woman's social, economic, and physical status is inextricably linked to her ability to exercise her reproductive rights; unwanted pregnancies can reduce opportunities for girls to access education, expose women to health risks, lead to a cycle of malnutrition across generations for women, girls and other marginalised groups, strain a family's resources and constrain women's ability to invest in themselves and achieve economic empowerment. Lack of reproductive rights has impact on resilience.

**Helping individuals and communities deal with health issues.** Catastrophic health events and other health shocks - including unplanned pregnancy, the collapse of health services, antenatal and postnatal care, lack of micronutrients - are major reasons for pushing people back into poverty. The risk from such health shocks for household wellbeing is significant. Increasing resilience includes capacities to anticipate, prevent, and prepare for such events.

**Addressing gender-based violence.** Gender-based violence is a driver of risk both at times of crisis and during periods of relative stability. Preventing, protecting and responding to gender-based violence in all its forms is a critical component of building resilience.

**Strengthening basic health systems.** Disaster, conflict, and economic shocks, as well as sudden disease epidemics such as Ebola, can overwhelm and sometimes devastate health systems, leaving communities without access to needed services. Women, girls and other marginalised groups are particularly vulnerable as this disrupts their access to contraceptive supplies and care during pregnancy and childbirth, information on diversified diets and child feeding practices, growth monitoring and promotion, malnutrition treatment (out-patient care/supplementary feeding and in-patient care), water treatment supply (purification tablets). Health services are also essential for sustaining nutrition standards in times of crisis.

**Building resilience of poor and vulnerable urban consumers.** In an urbanising world, food and nutrition security is increasingly a challenge for people who are not major producers of food themselves. For these populations, a holistic analysis of risk, including climate risk, is an important entry point for strategies to increase their resilience to shocks and stresses that influence their food and nutrition security.

**Understanding climate change as a universal driver and multiplier of risk.** Climate variability and change have a significant impact on the food and nutrition security of millions of people as established patterns of food production, consumption and distribution are disrupted. In a world where climate change is now unavoidable, climate risk must be factored into any and all programmes that seek to address food and nutrition security. Dealing with climate change risks will also require the building and strengthening of capacities to deal with escalating change and uncertainties continuously. Addressing the gender-based inequalities embedded in food systems structures will be key to ensuring both women and men are able to prepare for and respond to overlapping risks.

**Promoting small-scale food production practices that are resilient to multiple risks.** In addition to weather and non-weather related natural disasters, violent conflict and market fluctuations are also common shocks that have an impact on food production and consumption. These different drivers of risk are often superimposed (happening at the same time and place) and influence each other. For example, conflict is a direct threat to civilian populations, but it also disrupts the markets on which these populations' livelihoods depend. Building resilience entails developing capacities to respond to the multiple risks that affect food and nutrition security, often by promoting innovation, and by building on locally relevant technologies and knowledge. With women growing more than 70 per cent of food consumed in many countries most at risk of climate change, enhancing women smallholder farmers' capacity to increase the reliable production of nutritious foods, and control the

#### **Women's economic empowerment and resilience - example**

In many countries, traditional gender norms give women and men different access to, and control over, resources and assets.

In households that depend on agricultural based livelihoods, men typically have responsibility for 'big' household assets such as buffalos, boats and land, and women have responsibility for 'small' assets such as chickens or kitchen gardens. In many parts of the world, land is patrilineal, passed from generation to generation through the male line. While the majority of women can access and use land, men still have a larger say in what land is used for, reducing women's options. As a result, it is often challenging for women to access resources such as credit and other inputs that could increase their incomes, resilience capacity, and ability to make longer-term investments.

CARE supports women to own their own business and/or control their own income, to have more control over their lives and develop skills that are useful for their empowerment and resilience. Examples of interventions that build resilience include setting up of Village Savings and Loans Associations; (financial) skills training; introducing new technologies; and support in accessing credits, markets, and government and private sector services.

economic benefits coming out of their farms, will become even more critical. This will require involving both women and men in challenging the social norms that have traditionally block women from accessing and controlling the productive assets and resources needed to grow and market food. The sustainability of women's agricultural production will both need to harness climate smart technologies and link into integrated risk management planning for anticipated and emerging risks linked to climate change.

**Ensuring market access.** Both in times of shock and during periods of stability, access to markets is important for both producers and consumers of food. Ensuring access to markets on equitable terms for women and other marginalised and vulnerable populations requires an understanding of and engagement with private sector actors along the value chain. This will require supporting changes to both the legal structures as well as the underlying gender-based norms that govern market functioning.

**Increasing access to financial services and savings.** The capacity to absorb shocks and adapt to changes is supported by the ability to manage money, through the availability of savings, loans and insurance products tailored to the needs and circumstances of women.

**Increasing control and ownership of assets.** Women and other people who lack ownership and control of assets, such as land or livestock are unable to make decisions about them when faced with risk, making them more vulnerable to any negative consequences. The influencing of legislation, traditional land tenure and practices that facilitate women's ownership of assets can increase their resilience, particularly when it allows women to be involved in more economically productive parts of the agricultural value chain.

**Supporting decision-making on resilient livelihoods options.** Achieving resilient livelihoods in the face of changing risks may entail options that lie beyond women's traditional roles or freedom to take decisions. This can constrain their ability to consider pursuing these opportunities and limiting their options for responding to risk. Strategies for empowering women to take such decisions, including working with men to overcome barriers and preconceptions, are a critical component of resilience building.

**Promoting dialogue between private sector and government, and civil society.** Addressing the direct and indirect drivers of risk to women's empowerment emanating from different sectors, such as pollution, ecosystem degradation, natural resource depletion, or unsafe working conditions, requires engagement and dialogue. Strengthening relations between sectors is both needed to promote long-term change, and can also yield benefits in times of crisis when urgent responses are required.

**Ensuring that economic empowerment does not undermine other components of resilience.** Economic empowerment generally leads to greater resilience. While economic activities and opportunities for women can increase their financial assets to cope with shocks, they may result in adverse effects that combine to reduce overall resilience. For example, activities that lead to degradation of local ecosystems can leave them more exposed to natural hazards and shocks; while introducing crops that are adapted to climate change but increase women's workloads can reduce their capacities in other ways.

## Environment and climate action

**Ensuring government support for climate-smart practices.** Changes in agricultural and natural resource management practices in response to increasing climate risks need to take place on a scale and at a pace that individual agencies cannot achieve alone. Building productive, equitable and sustainable food production systems and increasing the resilience of small-scale producers to climate change, also require supportive government policies and services to accelerate adoption of appropriate practices, recognising the crucial role of women in food production, and natural resource management. This includes extension and advisory services, such as meteorological services that can provide early warning and locality-specific weather forecasts to help people prepare for and respond to risks and to make ‘no-regrets’ decisions. Furthermore, this means supporting both government and community actors, including women leaders, to undertake natural resource management planning from a landscape perspective that considers the multiple and often overlapping uses of land and the diversity of the ecosystems present.

### Governance and resilience – example

Increasing the resilience of vulnerable communities in the face of drought often requires increasing their voice and space for negotiation with power holders. Vulnerable communities are often underrepresented in decision-making structures, leading to limited access to basic services, which in turn has an impact on their capacities to cope with successive shock and ongoing stresses.

CARE’s Adaptation Learning Program (ALP) works with communities in Northern Ghana to increase the ability of vulnerable households to adapt to climate change through promoting community-based adaptation (CBA) approaches. This is primarily done through the creation of concrete but flexible Community Adaptation Actions Plans (CAAPs). Communities identify appropriate adaptation actions that respond to local climate impacts and specific needs and capacities through such CAAPs. The priorities emerging from CAAP processes have been integrated into the development plans for Garu Tempane and East Mamprusi districts in Ghana. Government officials were involved in facilitating the participatory analysis process with communities in their districts, which enabled them to better understand the climate change issues facing women and men in their constituencies. Community leaders presented CAAPs to the District Assemblies in a public forum, making them accountable for considering them in the district plans.

In addition to promoting climate resilient planning in these two districts, this has led to the revision of the national planning guidelines for all districts to include climate change issues, and the relationships and communication between communities and their local government service providers have improved.

## Inclusive governance

The lack of inclusive governance is a key factor driving vulnerability. Governance strategies that support citizens to actively engage with power holders ultimately lead to investments, services, and supportive policies that correspond with their needs and contribute to building their resilience – and can also prevent actions and decisions that exacerbate the drivers of risk. Conversely, unresponsive non-transparent and unaccountable



governance at best leaves people to fend for themselves in the face of increasingly complex risks, or at worst adds new risks and makes people even more vulnerable. Thus, key issues in inclusive governance, such as rights, institutions, and accountability, for example, are also part of CARE's approach to increasing resilience. Pointers for maximising the coherence between resilience and governance approaches include:

- Strengthen civil society, especially women-led organizations, and citizens' collective voice, and increase influence on policies that impact resilience (such as on disaster management legislation, National Adaptation Plans) and drivers of risk (such as deforestation or discriminatory property rights).
- Improve responsiveness of power holders to those demands and address policy-based drivers of risk at national and international levels (such as trade deals or climate emissions targets).
- Facilitate channels for people to hold governments to account for the delivery of services and the support needed for people to become resilient (helping communities to participate in local planning processes or community scorecard initiatives).
- Hold governments, in the global North as well as South, accountable to international agreements on climate change and disaster risk reduction (such as the Paris Agreement 2016 and Sendai 2015), and agreements to uphold humanitarian space, such as truces to allow safe delivery of humanitarian aid.
- Enable action, as appropriate in different contexts, to address public or private sector actions that are drivers of risk or shocks, such as violent conflict, environmental destruction, or alienation of common property resources. Priority support for action, including flexible and dedicated funding and support, should be allocated to local women-led organizations.

**RECOMMENDATION 2: INTEGRATE CLIMATE RESILIENCE ACROSS FEMINIST INTERNATIONAL ASSISTANCE POLICY ACTION AREAS. A RESILIENCE APPROACH WILL HELP ENSURE THE EFFECTIVENESS OF ALL CANADIAN INTERNATIONAL ASSISTANCE INTERVENTIONS, AND THE SUSTAINABILITY OF IMPACTS OVER TIME.**

## Part II - Towards a feminist international climate finance package

Canada has continued to optimize its contributions to international climate finance since the 2010-13 Fast Start period.<sup>1</sup> The Government of Canada's announcement of \$2.65 billion towards the \$100 billion goal in 2015 refocused these investments on helping the poorest and most vulnerable people, especially women and girls. Canada's adoption of the [Feminist International Assistance Policy](#) in 2017, and the subsequent [Action Area policies](#), offered further details about the Government's priorities in six key areas. As detailed above (see: [Error! Reference source not found.](#)) climate change has implications for partners working across these action areas.

In the subsequent years, CARE Canada and our peers have continued to [monitor](#) the ways in which Canada's international climate finance has been mobilized, and to provide [recommendations](#) on the ways in which these investments could be optimized in support of feminist international assistance. In April 2019, the House of Commons Standing Committee on Environment and Sustainable Development supported a number of these recommendations its landmark report, [Clean Growth and Climate Change in Canada: How Canada Can Lead Internationally](#).<sup>2</sup>

**As the Government of Canada prepares its next five-year international climate finance package, now is the time to heed these and other recommendations to ensure that Canada's investments uphold the Feminist International Assistance Policy, address persistent gaps across the international climate finance landscape, and raise ambition in support of the Paris Agreement and Sustainable Development Goals.**

The following sections offer key considerations that should inform the structure of Canada's next international climate finance package in support of these objectives.

### Meeting Canada's fair share

At COP16 in Cancun, at which the US\$100 billion international climate finance goal was formalized within the UNFCCC, Environment Minister John Baird [committed](#) to contribute Canada's fair-share of climate finance with new and additional funding:

---

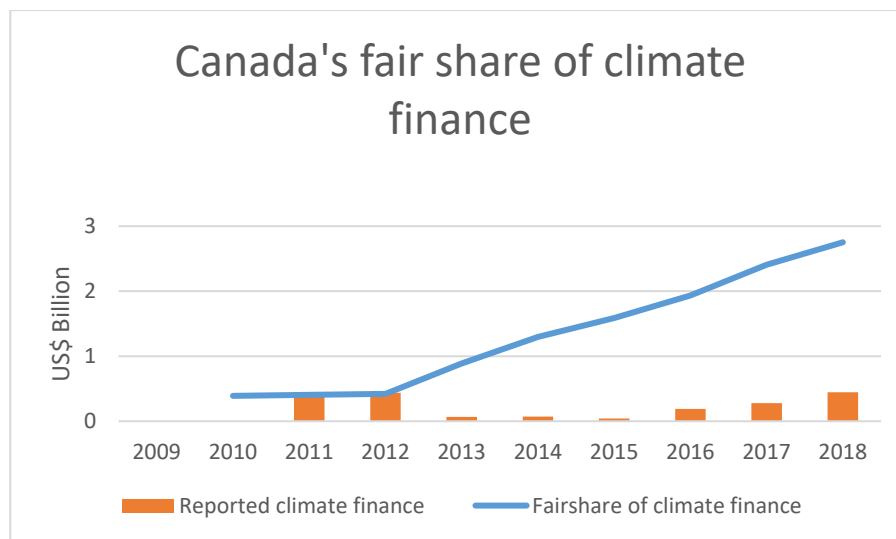
<sup>1</sup> During the Conference of the Parties (COP15) held in December 2009 in Copenhagen developed countries pledged to provide new and additional resources, including forestry and investments, approaching USD 30 billion for the period 2010 - 2012 and with balanced allocation between mitigation and adaptation. This collective commitment has come to be known as fast-start finance. <https://unfccc.int/topics/climate-finance/resources/fast-start-finance>

<sup>2</sup> Key recommendations in the 19<sup>th</sup> report of the Standing Committee on Environment and Climate Change include: Channelling more of Canada's international climate finance through Canadian and local civil society organizations (recommendation 9); Increasing the proportion of Canada's international climate finance dedicated to adaptation measures to 50 per cent (recommendation 10); Increasing the proportion of Canada's international climate finance delivered in the form of grants (recommendation 11); and delivering Canada's fair share of the \$100 billion international climate finance target (recommendation 12). <https://www.ourcommons.ca/DocumentViewer/en/42-1/ENVI/report-19/>

*“Canada committed to doing its fair-share of this fast-start financing and we've kept our promise. We are contributing \$400 million this fiscal year in new and additional funding to support developing countries' efforts to reduce greenhouse gas emissions and adapt to the adverse impacts of climate change.”*

Ahead of the 2015 Paris climate talks, Prime Minister Justin Trudeau [announced](#) a doubling of Canada's fast-start pledge under the Copenhagen Accord, committing \$2.65 billion over five years to help developing countries, “particularly the poorest and most vulnerable” tackle climate change. The pledge included a commitment to reach \$800 million in annual international climate change investment by 2020/21.

Figure 1 - Canada's fair share of international climate finance<sup>3</sup>



Despite this substantial commitment, Canada's climate finance as a proportion of Gross National Income (GNI) put it in [14th position among contributing countries](#) in 2018. Moreover, Canada's current pledges represent less than half of Canada's fair share of international climate finance.<sup>4</sup>

<sup>3</sup> Reported climate finance can be found in BR-reports 1, 2, 3 and 4 at <https://unfccc.int/BRs>

<sup>4</sup> The fair share of the \$100 Bbn climate finance commitment is based on the size of each country's GNI. Reported climate finance can be found in BR-reports 1, 2, 3 and 4 at <https://unfccc.int/BRs>

Figure 2 - Climate finance as a share of donor country gross national income (GNI), 2018

Climate finance as a share of donor country Gross National Income (GNI), 2018		
RANK	DONOR	CLIMATE FINANCE TO GNI
1.	Norway	0.18%
2.	Germany	0.13%
3.	France	0.12%
4.	Sweden	0.12%
5.	Japan	0.07%
6.	United Kingdom	0.07%
7.	Denmark	0.05%
8.	Netherlands	0.05%
9.	Switzerland	0.05%
10.	Austria	0.04%
11.	Finland	0.04%
12.	Luxembourg	0.04%
13.	Belgium	0.04%
14.	Canada	0.04%
15.	Ireland	0.02%
16.	Australia	0.02%
17.	Italy	0.02%
18.	Korea	0.01%
19.	Spain	0.01%
20.	United States	0.01%
21.	Portugal	0.01%

Source: DAC Member Principal Purpose Climate Finance Commitments Share of GNI, 2018. <http://www.oecd.org/dac/financing-sustainable-development/development-finance-topics/climate-change.htm>

Table compiled by Brian Tomlinson. *The Reality of Canada's International Climate Finance*, 2020 (forthcoming). <http://aidwatchcanada.ca/>

As governments prepare to announce enhanced climate action plans (Nationally Determined Contributions) for the coming five-year period in line with their obligations under the Paris Agreement, and to assess [current international climate finance flows](#) in relation to the US\$100 billion goal, it is critical that the Government of Canada demonstrate its highest possible ambition for the next commitment period and encourage other countries to do the same.

**RECOMMENDATION 3: MEET CANADA’S FAIR SHARE OF THE US\$100 BILLION INTERNATIONAL CLIMATE FINANCE GOAL. IN ORDER TO MEET ITS FAIR SHARE, CANADA WILL NEED TO MOBILIZE AT LEAST \$1.8 BILLION PER YEAR IN PUBLIC FINANCE ALONE, OR \$6.76 BILLION IN PRINCIPAL PURPOSE CLIMATE FINANCE IN THE FIVE-YEAR PERIOD BETWEEN 2021/22 AND 2025/26. THIS REPRESENTS MORE THAN A DOUBLING OF CANADA’S CURRENT COMMITMENT. CANADA SHOULD ANNOUNCE ITS INTERNATIONAL CLIMATE FINANCE PACKAGE AS EARLY AS POSSIBLE IN 2021, WITH A VIEW TO STIMULATING A RACE TOWARD HIGHER AMBITION UNDER THE PARIS AGREEMENT.**

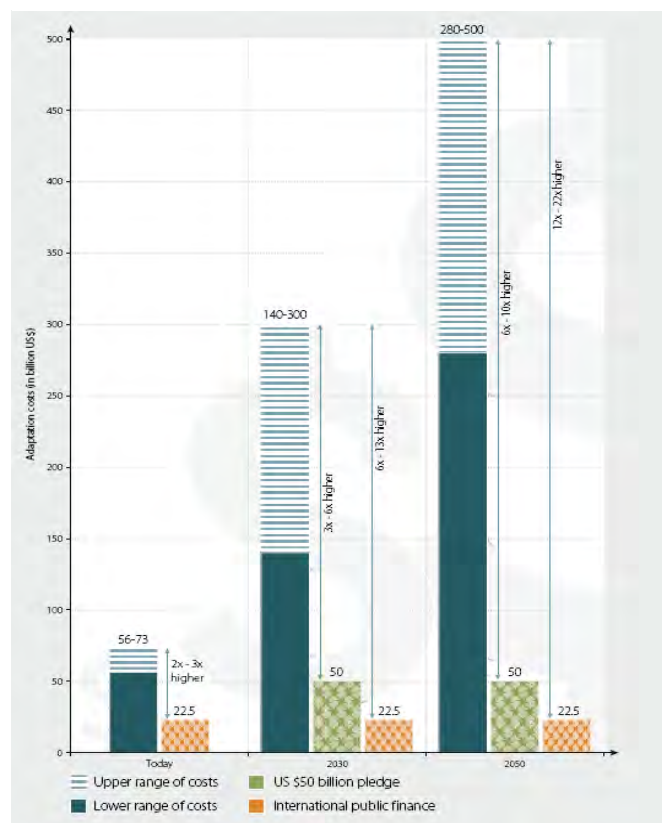
### Closing the adaptation financing gap

The [Paris Agreement on Climate Change](#) establishes global goal on adaptation aimed at “enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change, with a view to contributing to sustainable development” (Art 7.1). It further calls for scaled-up financial resources to be balanced between adaptation and mitigation, to be aligned with country-driven strategies and priorities, and to favour public and grant-based mechanisms in the most vulnerable countries (Art 9).

According to the United Nations Environment Programme (UNEP), the [global adaptation financing gap](#) could reach US\$140-\$300 billion per year in the 2030s, and up to \$500 billion per year in the 2050s. Even if developed countries successfully meet the Copenhagen Accord target of mobilizing US\$100 billion per year by 2020, and if 50 per cent of that were to go to adaptation, total finance for adaptation would still have to be roughly three-to-six times higher to meet likely finance needs in 2030.

Adaptation, as opposed to mitigation, is critical for the world’s poorest people. Responsible for just 3 per cent of the global carbon footprint, the world’s poorest 1 billion people (those living on less than \$1 per day) need assistance to transition to greener economies, but offer limited returns in terms of global emissions reductions targets. By contrast, developing countries bear up to [80 per cent](#) of the cost of climate change through food insecurity, loss and damage, compromised livelihoods and instability. Without urgent scaling up of adaptation finance and strategies, these mounting costs will become unmanageable for resource-scarce countries. Moreover, adaptation finance is more likely to respond to women’s

Figure 3 - Conceptualizing the adaptation finance gap



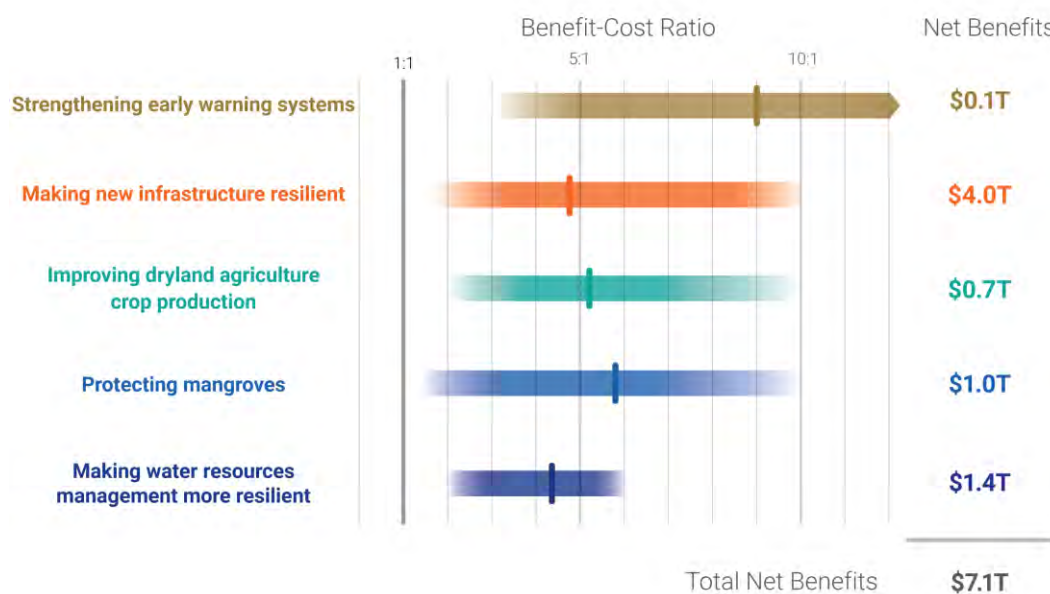
Source: UNEP Adaptation Finance Gap Report, 2016.  
<http://web.unep.org/adaptationgapreport/2016>

experience of climate impacts and to support climate action in industries like smallholder agriculture, which are dominated by women.

Despite the clear need to increase funding for adaptation, [global adaptation flows](#) as a proportion of public climate finance continues to linger below 20 per cent, reaching just USD\$30 billion in 2017/2018, which is likely an overestimation. Moreover, recent [research](#) suggests that donors are not doing enough to direct their adaptation and disaster risk reduction funding according to need, with the majority of the most climate-vulnerable countries receiving less than USD\$20 per person per year in adaptation financing between 2010-17.

Herein lies a massive missed opportunity. Research by the Canada-supported [Global Commission on Adaptation](#) finds that investing \$1.8 trillion globally in just five areas of adaptation from 2020 to 2030 could generate \$7.1 trillion in total net benefits.

Figure 4 - Global Commission on Adaptation calculation of potential returns from investments in adaptation



Source: Global Commission on Adaptation. <https://gca.org/global-commission-on-adaptation>

Canada has in recent years made modest progress to achieve a greater balance in the proportions of its international climate finance going toward adaptation and mitigation. Canada's funding for principal purpose adaptation projects has [increased 15 per cent](#) since the Fast Start commitment period (2010-13). However, adaptation makes up just 28 per cent<sup>5</sup> of dedicated climate finance projects under the \$2.65 billion, and Canada has no specific allocations for loss and damage (see below).

<sup>5</sup> This is based on the list of projects approved within the \$2.65 billion commitment as well as 19 bilateral projects whose objectives mainly focus on adaptation or mitigation. The calculation takes into account several adjustments for projects coded to adaptation with multilateral development banks, with very few adaptation outcomes. Source: Brian Tomlinson. The Reality of Canada's Climate Finance, 2020 (Forthcoming). <http://aidwatchcanada.ca/>

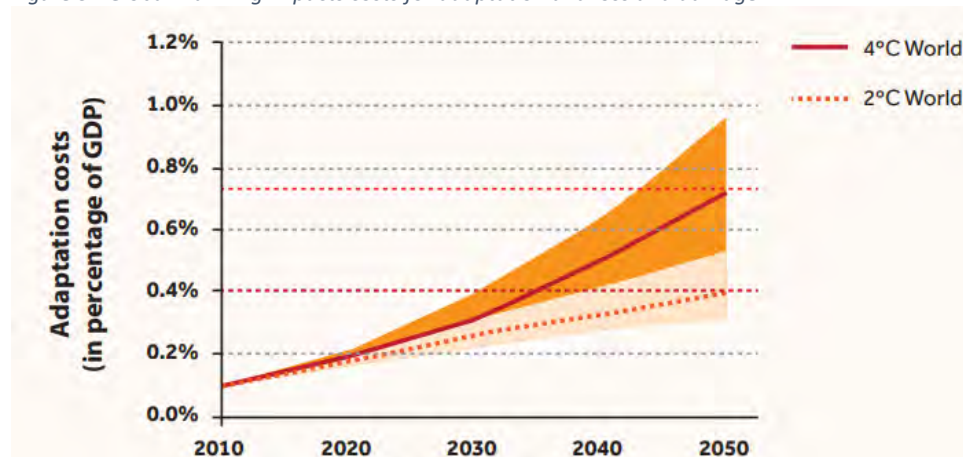
**Adaptation must be the principal focus of international climate finance for the world's poorest and most vulnerable people. Where possible, adaptation should be pursued in tandem with efforts to seek mitigation co-benefits and to help developing countries transition to cleaner economies.** It is critical that the Government of Canada allocate at least 50 per cent of its next international climate finance package to gender-responsive adaptation initiatives, and that it ensures these resources reach the furthest behind first.

**RECOMMENDATION 4: COMMIT AT LEAST 50 PER CENT OF INTERNATIONAL CLIMATE FINANCE FOR PRINCIPAL PURPOSE ADAPTATION INITIATIVES AIMED AT ADDRESSING THE NEEDS OF VULNERABLE PEOPLE AND COUNTRIES. THE FUNDS SHOULD BE INVESTED ACCORDING TO A FULLY-COSTED IMPLEMENTATION PLAN, DETAILING HOW VARIOUS MECHANISMS AND CHANNELS WILL BE USED TO ADVANCE CANADA'S FEMINIST INTERNATIONAL ASSISTANCE COMMITMENTS.**

### Beyond adaptation: Time to raise finance to address loss and damage

Adapting to climate change is critical for countries and communities. However, the Intergovernmental Panel on Climate Change (IPCC) has [recognised](#) that there are physical and economic limits to adaptation, especially where climate change impacts are significant. [Loss and damage](#) refers to climate change impacts that exceed the ability of a community to adapt or mitigate. The number of such cases is [on the rise](#) alongside increasing global temperatures.

Figure 5 - Global warming impacts costs for adaptation and loss and damage

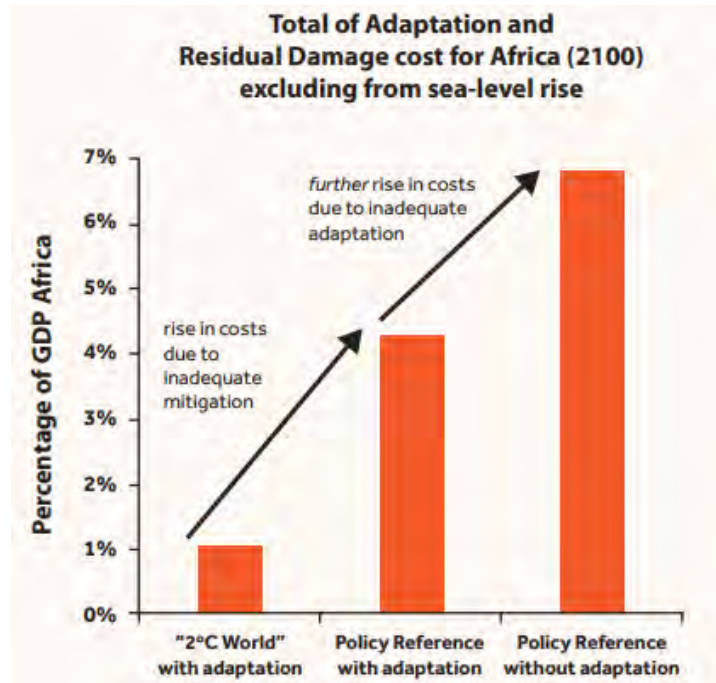


Note: This graph shows the cost estimate ranges (for developing countries) in % of GDP at different global average temperature increase scenarios (2100 increase). Based on UNEP, 2014. Adaptation Gap Report: A Preliminary Assessment Report.

[http://wedocs.unep.org/bitstream/handle/20.500.11822/9331/-Adaptation\\_gap\\_report\\_a\\_prel.pdf?sequence=2&isAllowed=y](http://wedocs.unep.org/bitstream/handle/20.500.11822/9331/-Adaptation_gap_report_a_prel.pdf?sequence=2&isAllowed=y)



Figure 6 - Loss and damage costs for Africa, with and without adaptation



*Note: This graph shows the cost estimates in % of GDP in Africa, based on 2 degrees increase scenario with adaptation, and a 3.5 degrees increase scenario (Policy reference) with and without adaptation.*

This explains why the Paris Agreement enshrines loss and damage as one of three pillars for addressing climate change:

- Mitigating emissions to keep warming well below 2°C above pre-industrial levels, with the ambition to limit warming to 1.5°C;
- Adaptation to the worsening impacts such as more severe and more frequent droughts, flooding, cyclones and hurricane; and
- Addressing loss and damage to deal with the impacts that the world cannot avoid or adapt to.

As climate change impacts felt today are a result of cumulative greenhouse gas emissions released over the last century or more, responsibility to address loss and damage – or to support vulnerable countries to address loss and damage, including for rehabilitation – should be informed by historic emissions. These have been overwhelmingly caused by a minority of wealthier countries, which means they have a particular responsibility to provide financial and technical means to poorer countries. Yet Canada and other industrialized countries remain reluctant to accept responsibility for such impacts, relying instead on humanitarian response. As losses and damages caused by climate change continue to occur with greater frequency and intensity, however, humanitarian budgets are proving increasingly incapable of keeping up with need.



With Canada ranking [third](#) globally in terms of per capita emissions, it is critical that it demonstrate leadership in developing sustainable solutions for addressing loss and damage. This should include efforts to identify innovative sources of finance for loss and damage in line with the polluter-pays principle. In this context, climate disaster risk insurance (CDRI) has gained increasing profile as a financial tool.<sup>6</sup> Although evidence of the impacts of CDRI in preventing climate-related losses for the poorest and most vulnerable remains scarce, when used as part of a [comprehensive risk management approach](#) CDRI can both incentivize adaptation and help address liquidity issues when disaster strikes. Given development and finance ministers' [commitments](#) under Canada's G7 presidency in 2018 to advance CDRI as part of a "toolkit" approach to achieve more gender responsive disaster risk financing, the Government of Canada should use its next international climate finance package to articulate how it will support efforts to respond to climate-related loss and damage in the most vulnerable countries.

**RECOMMENDATION 5: MOBILIZE NEW AND ADDITIONAL FINANCE FOR LOSS AND DAMAGE, INCLUDING FROM NEW AND INNOVATIVE SOURCES, AS PART OF A COMPREHENSIVE CLIMATE DISASTER RISK MANAGEMENT APPROACH. FINANCIAL MECHANISMS SHOULD BE IN LINE WITH THE POLLUTER-PAYS PRINCIPLE, AND NOT DIVERT RESOURCES AWAY FROM ADAPTATION AND HUMANITARIAN FINANCING.**

### Increasing finance for gender-responsive climate interventions

Although a low performer in absolute numbers, Canada leads its peers in terms of proportion of its climate finance that also promotes gender equality, with some [93 per cent](#) of project disbursements between 2016-17 and 2018/19 mainstreaming gender equality among other objectives. However, virtually none of Canada's international climate finance - only [0.2 per cent of adaptation finance](#) in these same years – identified gender equality as a principal objective.

In CARE's experience, gender-specific financing in all areas of international assistance needs to be protected in policy. Otherwise, it is too often diverted towards other objectives deemed more urgent or easier to achieve. This is why international assistance experts in Canada and around the world celebrated Canada's Feminist International Assistance Policy commitment to direct 15 per cent of Canada's official development assistance (ODA) towards projects in which gender equality is the main objective, and 80 per cent towards initiatives that include gender equality as a significant objective. Given that most international climate finance also counts as ODA, and supports Canada's contributions towards Agenda 2030 and the Sustainable Development Goals, the Government of Canada should apply the FIAP proportionality to Canada's international climate finance package.

**RECOMMENDATION 6: COMMIT 15 PER CENT OF CANADA'S BILATERAL INTERNATIONAL CLIMATE FINANCE TOWARDS GENDER EQUALITY AS A "PRINCIPAL" OBJECTIVE, AND A MINIMUM OF 80 PER CENT AS A "SIGNIFICANT" OBJECTIVE. THIS WOULD ENSURE A STRONGER FOCUS ON GENDER-SPECIFIC**

---

<sup>6</sup> In 2016, Canada committed some \$60 million through the African Risk Capacity (ARC) and Caribbean Catastrophe Risk Insurance Facility (CCRIF). At the G7 Environment ministerial in Halifax in September 2018, Minister McKenna committed \$100 million to support expansion of climate risk insurance coverage in Caribbean countries.

### Making Canada's international climate finance truly additional

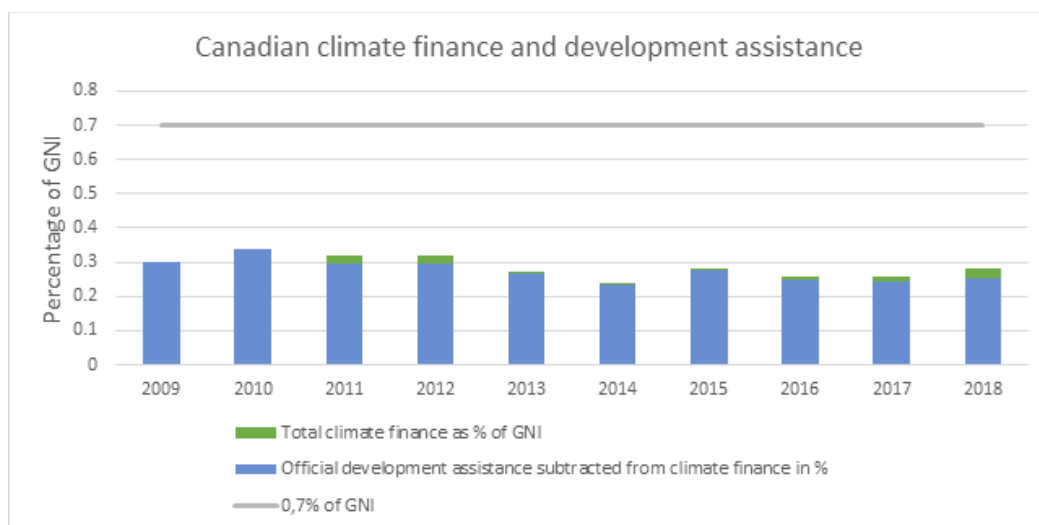
Canada provides a definition on new and additional funding in a footnote in its Fourth Biennial Reporting Common Tabular Format ([BR-CTF 4, table 7](#)):

“Canada’s \$2.65B climate finance commitment is an increase in previous annual levels of climate finance during Fast-Start. Through this commitment, Canada is supporting climate projects that are above and beyond what was planned prior to the Convention and Copenhagen Accord. Looking forward, a key goal of the Paris Agreement is to ensure financial flows are consistent with low GHG emission and climate resilient development. While finance to developing countries to enhance their climate action will continue to play an important role, success in achieving this goal will also depend on strategically using all available public resources and smart climate policies to mobilize private finance as well as aligning these investments with the goals set out in the Paris Agreement and the 2030 Sustainable Development Agenda.”

This definition of “new and additional” international climate finance - that is, support that is “*above and beyond what was planned prior to the Convention and Copenhagen Accord*” - implies that all annual allocations can be counted as new and additional climate finance. This definition is effectively a violation of the principle of new and additional funding agreed at COP15, i.e. that funding should be additional to existing official development assistance (ODA) commitments to maintain the funding that is needed for development.

A better definition should state that new and additional climate finance comes in addition to official development assistance, using donor ODA performance against GNI in 2009 as a baseline year, and thus making it clear that climate finance must not be mobilized at the expense of Canadian ODA GNI performance. Using this definition, the following graph confirms that Canada’s international climate finance in 2013-2018 cannot be characterized as new and additional.

Figure 7 - Canadian international climate finance and development assistance<sup>7</sup>



**RECOMMENDATION 7: MAKE CANADA’S INTERNATIONAL CLIMATE FINANCE TRULY “NEW AND ADDITIONAL” TO OFFICIAL DEVELOPMENT ASSISTANCE. THE GOVERNMENT OF CANADA SHOULD INCREASE THE INTERNATIONAL ASSISTANCE ENVELOPE BY A MINIMUM OF THE LEVEL OF PLANNED DISBURSEMENTS FOR PRINCIPAL PURPOSE CLIMATE FINANCE FOR THAT YEAR TO ENSURE THAT CLIMATE FINANCE IS TRULY NEW AND ADDITIONAL. THE GOVERNMENT SHOULD ITEMIZE PRINCIPAL PURPOSE CLIMATE FINANCE SEPARATE FROM NON-CLIMATE ODA IN THE IAE. CANADA SHOULD ALSO INCREASE ITS ODA TO ACHIEVE THE UN GOAL OF 0.7% OF GNI BY 2030 TO MEET ALL OF ITS INTERNATIONAL DEVELOPMENT FINANCE OBLIGATIONS TO THE POOREST AND MOST VULNERABLE COUNTRIES.**

<sup>7</sup> Data on GNI, ODA flows basis, as percent of GNI and Official Development Assistance can be retrieved on <https://stats.oecd.org/>. Data on total climate finance can be found in the BR Common Tabular Format report 1, 2, 3 and 4 at <https://unfccc.int/BRs>

### Rationalizing the use of grants and loans

The poorest and most vulnerable people have contributed little to the causes of climate change – they should not be required to take debts and repay adaptation finance. Although Canada has reduced its use of loans by an estimated 14 per cent since the Fast Start Period (2010-13), it is expected that at least 68 per cent of Canada's \$2.65 billion pledge will be delivered in the form of loans and other non-grant modalities. This is particularly concerning given the mounting debt loads in low- and middle-income countries. Moreover, adaptation measures in critical sectors such as food and water security, or dealing with climate risk, do not generate a return that can be used to repay loans. These critical sectors require grant-based support. Finally, the Government of Canada could provide a more accurate and accountable picture of its international climate finance by reporting the grant-equivalency value, as opposed to simply the face-value, of all loans.

### Loans for adaptation: Deeply unjust

According to OECD data, about half of all adaptation finance is provided in the form of loans. In lower middle-income countries, only 25% of adaptation finance is provided as grants, even in the Least Developed Countries and other low-income countries, loans for adaptation constitute about 30% of all adaptation finance. This is unjust: the poorest and most vulnerable have contributed the least (or nothing at all) to the causes of climate change and therefore should not be required to take debts and repay adaptation finance. Also, adaptation measures in critical sectors such as food or water security, or dealing with climate risk do not generate a return that can be used to repay loans. These critical sectors require grant-based support.

**RECOMMENDATION 8: PROVIDE SUPPORT TO ADAPTATION IN THE FORM OF GRANTS IN LEAST DEVELOPED COUNTRIES AND OTHER LOW-INCOME COUNTRIES, AND REPORT THE GRANT EQUIVALENCY VALUE OF ALL LOANS. NON-CONCESSIONAL INSTRUMENTS SHOULD NOT BE INCLUDED IN CANADA'S POST-2020 INTERNATIONAL CLIMATE FINANCE COMMITMENT. IN ORDER TO PROMOTE TRANSPARENCY AND ACCOUNTABILITY, THE GRANT EQUIVALENCY VALUE OF LOANS SHOULD ALWAYS BE REPORTED. ONLY THE GRANT EQUIVALENCY VALUE OF LOANS SHOULD BE COUNTED TOWARDS CANADA'S CLIMATE FINANCE COMMITMENTS.**

### Choosing the right mix of multilateral and bilateral channels

All of Canada's \$2.65 billion commitment has been [channeled](#) through multilateral channels, more than 40 per cent of which is dedicated to five special allocations to Multilateral Development Banks (MDBs). These channels tend overwhelmingly to prioritize loans for mitigation projects, and have a spotted track-record in their support for gender equality and local organizations. Although MDBs are capable of absorbing larger funding envelopes, entailing lower transaction costs for Global Affairs Canada, the current approach is at odds with Canada's commitment to feminist international assistance (see **Principles for a feminist approach to climate resilience**). It represents a missed opportunity to support Canadian and local partners capable of building context-specific capacities to confront the impacts of climate change, while promoting women's leadership and solutions on the frontlines of the climate crisis.

**RECOMMENDATION 9: INCREASE USE OF BILATERAL PROGRAMMING FOR THE IMPLEMENTATION OF CANADA’S INTERNATIONAL CLIMATE FINANCE. THE GOVERNMENT OF CANADA SHOULD CLEARLY ARTICULATE HOW ITS USE OF VARIOUS MULTILATERAL AND BILATERAL CHANNELS WILL CONTRIBUTE TO THE OBJECTIVES IT SETS FOR CANADA’S NEXT INTERNATIONAL CLIMATE FINANCE PACKAGE AND BROADER FEMINIST FOREIGN POLICY.**

## Conclusion

CARE Canada welcomes the opportunity to contribute to Global Affairs Canada's consultations towards Canada's 2020/21-2025/26 climate finance package. As countries around the world struggle to meet the immediate health and humanitarian needs associated with COVID-19, and as attention begins to turn towards the measures that will need to be taken to help people and economies emerge from the pandemic, it is critical that global climate action be embraced as part and parcel of a just recovery. Moreover, at a time when the rules-based international order, women's rights and other basic human rights are being challenged, a bold commitment to international climate finance provides an opportunity for Canada to reinforce and restore trust in multilateral efforts to address climate change and promote sustainable development.

**Part I – The case for feminist international climate action** of this submission outlines the ways in which a focus on gender equality and feminist approaches through international climate finance can help meet the needs of marginalised people who are bearing the brunt of climate impacts, while promoting more inclusive and effective investments. Putting a spotlight resilience, the submission goes on to highlight a number of ways in which resilience allows for a better integration of climate action within humanitarian action, sexual and reproductive health and rights, food and nutrition security, women's economic empowerment and other priorities defined within Canada's Feminist International Assistance Policy.

**Part II - Towards a feminist international climate finance package** details the ways in which feminist international climate finance can inform the choice of instruments used to mobilize Canada's International climate finance. Through an analysis of Canada's international climate finance since the 2020-13 Fast Start period, it underlines the need for Canada to make a number of key structural and conceptual adjustments to ensure Canadian international climate finance is fit for purpose. This includes raising the proportion of Canadian international climate finance going towards adaptation, and through grants-based mechanisms and bilateral channels. It also entails ring-fencing more of Canada's international climate finance towards gender-specific programming, in line with Canada's Feminist International Assistance Policy. The submission also challenges the Government of Canada to update its definition of "new and additional", and to ensure its next international climate finance package reflects world leaders' agreement under the UNFCCC to articulate their highest possible ambition in 2020.

*New fiscal realities brought on by COVID-19 must not be allowed to damper climate ambition, but rather serve as a wakeup call and license for bold and transformative action. By putting human rights and capacities – especially those of women, girls and other marginalised people on the frontlines of the COVID-19 and climate crises – at the centre of our strategies to recover, Canada can help foster resilience that will ensure communities are better prepared to respond to and recover from shocks and stresses in the future.*

As the world continues to careen towards highly dangerous temperature increases which, in only a few decades, may leave large parts of the planet uninhabitable, there is no time to waste. According to new [polling from EKOS](#), three-quarters (73 per cent) of Canadians expect "broad transformation of our society" as a result of the pandemic. A majority say they expect to see major social reforms that

prioritize “health and well-being,” and a “sizeable majority” think the crisis “underlines the need to shift to a greener economy in the post-pandemic world.” Indeed, COVID-19 has revealed the weakness of systems for supporting human rights and wellbeing, and the need to bring global solutions to global solutions.

Both COVID-19 and climate change prey on the most vulnerable. Without urgent action, the destabilizing effects of these crises will reverberate around the world. New fiscal realities brought on by COVID-19 must not be allowed to damper climate ambition, but rather serve as a wakeup call and license for bold and transformative action. By putting human rights and capacities – especially those of women, girls and other marginalised people on the frontlines of the COVID-19 and climate crises – at the centre of our strategies to recover, Canada can help foster resilience that will ensure communities are better prepared to respond to and recover from shocks and stresses in the future.

**Contact:**

Shaughn McArthur  
Policy and Influence Lead  
CARE Canada  
100-9 Gurdwara Road  
Ottawa, ON, Canada, K2E 7X6  
613-286-0821  
shaughn.mcarthur@care.ca

## Appendix 1 – Spotlight on resilience: A conceptual framework

More people live in harm's way today than 50 years ago, and high-risk human activities have increased the chances of a hazard event turning into a major disaster. At the same time, the world is becoming a more turbulent place, with a more extreme and unpredictable changing climate, more frequent natural hazards both large and small, and increased violent conflict affecting more and more people. Both sudden shocks and slow onset changes and stresses further erode the livelihoods of people living in poverty, undoing past development gains.

To overcome this, it is critical to strengthen the capacities of people facing poverty and inequality to deal with shocks and stresses, manage risks, and transform their lives in response to new hazards and opportunities, while simultaneously addressing the underlying causes of vulnerability of different groups of people, and improving the social, economic and ecological systems and structures that support them. Building resilience goes beyond the ability to recover from shocks and includes addressing the context that makes people vulnerable. That is central to increasing resilience.

A focus on increasing resilience among people facing poverty and inequality allows for a better integration of climate action within humanitarian action, sexual and reproductive health and rights, food and nutrition security, women's economic empowerment and other priorities defined within Canada's Feminist International Assistance Policy. In the face of escalating shocks, stresses and an uncertain future, increasing the resilience of communities and individuals goes hand in hand with gender equality and inclusive governance as the pathway out of poverty and to life with dignity.

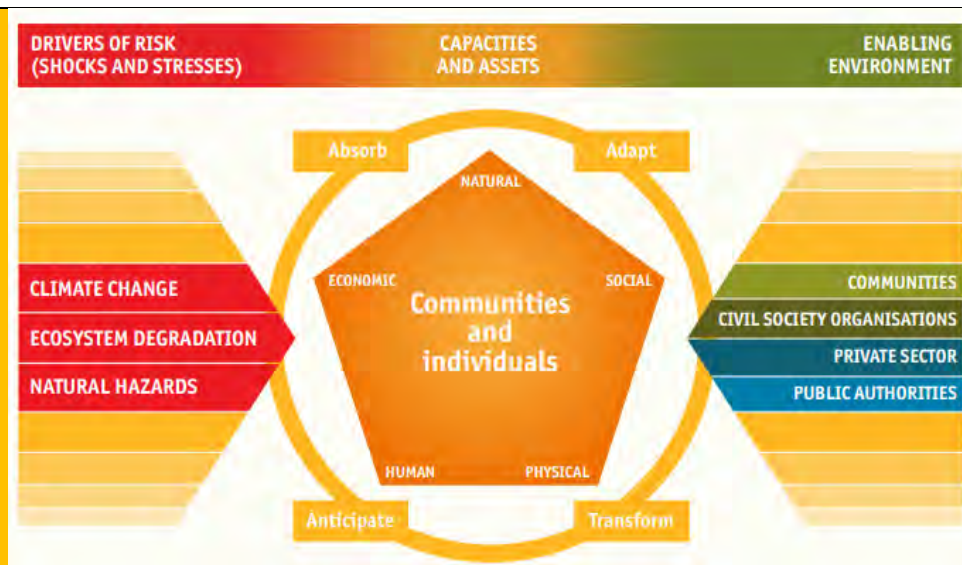
Increasing resilience is not an outcome that can be achieved within a specific time frame, but an ongoing process. [CARE's approach to increasing resilience](#), developed through a consultative process and based on CARE's work around the world, can be summarised as follows: **If the capacities and assets to deal with various shocks, stresses and uncertainty are built and supported and if drivers of risk are reduced and if these actions are supported by an enabling environment, then resilience is increased. Change needs to take place and be sustained in all three areas to achieve this impact.**

*Figure 8 - CARE's Integrated Risk Management Framework to increase resilience<sup>8</sup>*

---

<sup>8</sup> From "Increasing Resilience: Theoretical Guidance Document for CARE International." December 2016. <http://careclimatechange.org/wp-content/uploads/2017/02/Increasing-Resilience-Guidance-Note.pdf>





The diagram above illustrates the elements of good resilience programming:

- The aim of the increasing resilience approach is to harness the relationship between capacities, drivers of risk, and the enabling environment.
- Underpinning the resilience approach are risk analysis, flexibility, and innovation. These distinguish it from CARE's other established programming areas.
- People use their capacities and assets to interact with their human and natural environment to better protect and promote people's rights and safeguard the environment.

The following **capacities** help people to cope better with shocks, stresses and uncertainty:

- *Anticipate risks*: foresee and therefore reduce the impact of hazards that are likely to occur and be ready for unexpected events through prevention, preparedness and planning.
- *Absorb shocks*: accommodate the immediate impact shock and stress have on their lives, wellbeing and livelihoods, by making changes in their usual practices and behaviours using available skills and resources, and by managing adverse conditions.
- *Adapt to evolving conditions*: adjust their behaviours, practices, lifestyles and livelihood strategies in response to changed circumstances and conditions under multiple, complex and at times changing risks.
- *Transform*: influence the enabling environment and drivers of risks to create individual and systemic changes on behaviours, local governance and decision-making structures, market economics, and policies and legislation. These are known respectively as anticipatory, absorptive, adaptive and transformative capacities ('the 3As and T for resilience') and can apply at the level of the individual, household, institution and wider social systems.

The **assets** that people have access to and can control determine the existence of these capacities described above. Assets include:

- *Human potential* (e.g., skills, knowledge, education, health, family size, individual motivation).
- *Social capital* (e.g., extended family, community cohesion, voice and political influence).

- *Economic resources* (e.g., market access, savings, insurance mechanisms, livestock, productive assets).
- *Physical capital* (e.g., tools, premises, infrastructure, productive land).
- *Natural resources* (e.g., forests, common pastures, water, soils, and environmental resources).

Resilient individuals and communities have control over a wide range of assets, including ‘hard’ resources and ‘soft’ skills, to give them the capacities to deal with change. That change may be the result of sudden onset events or disruptions (shocks); continuous pressure on livelihoods (stresses); or unpredictable and volatile situations (uncertainty). They are also better able to take full advantage of any opportunities that change may bring. This highlights that the potential for resilience is deeply rooted in power and gender dynamics; different groups face different opportunities and constraints when building their resilience. Increasing the resilience of the natural resource base is often an essential prerequisite for building community resilience, especially when individuals and communities are dependent on natural resources.

The **enabling environment** and **drivers of risk** are often the two ends of a continuum as some factors can simultaneously be sources of risk or opportunity, and act differently at different times. Enabling systems and structures assist people to achieve resilience, while the drivers of risk pose continual challenges to that resilience. Ways of supporting the enabling environment are:

- **Interventions in the natural environment** in a manner that seeks to meet human requirements for natural resources, while sustaining the composition, structure and function of the ecosystems concerned. This may involve direct physical interventions such as planting mangroves to protect the coastline or planting shrubs and trees to stabilise slopes. Indirect interventions like creating sustainable sources of income for people facing increased risks from using natural resources can also be used.
- **Interventions in the social environment** to mobilise necessary resources, increase commitment and take action to build resilience. Examples of activities that help build an enabling environment could include promoting a national climate change adaptation policy, granting women access to land rights and supporting women in decision-making (this will contribute to strengthening their assets), or enforcing action against illegal logging (likely to be a driver of risk). Interventions may also involve enabling people to move off the land or diversify their livelihoods to increase alternative sources of income (changing their relationship with their environment).

**Risk analysis** for resilience has several key features:

- It is conducted in a participatory, inclusive way so that the analysis is owned and shared by the people who will be affected by it, and understood in the context of people’s aspirations and capacities.
- It supplements local, indigenous forms of knowledge around risks with scientific knowledge. In a changing world, the past is not always a reliable guide to the future, and science is not precise. Traditional knowledge, collective memory and science-based analysis can complement each other in understanding phenomena such as a climate change.
- It combines analysis of short-term and immediate risks with long-term risks, anticipating the impact of future changes that can be mitigated by taking action now.

- It explores the different risk perspectives among and within communities that may cause tensions between groups of people and require different responses.

Risks are not static, and the relationship between people and the drivers of the risks affecting them are always changing. As international assistance shifts from short-term projects to long-term programmes, it is more likely to face changing contexts and risk landscapes within the lifetime of a single programme. This calls for flexibility of response with a readiness to change direction with the evolving risk profile. This flexibility in response to changing conditions is a critical part of being able to design context-specific and tailored solutions to increase resilience. Often, iterative risk analysis over the course of a programme will help identify gaps in capacities, a better understanding of vulnerabilities over time, as well as identifying which groups benefit, or not, from development. Programme design should allow for this flexibility, for example by building in a revolving fund instrument in budgets, by not locking programmes into overly rigid outputs and indicators for monitoring and evaluation purposes.

Similarly, integrating resilience requires actors to innovate in the face of new knowledge and learning about emerging risks. In fact, innovation is an important process for increasing resilience capacities, as it can determine the ability and willingness to take on new risks, take advantage of opportunities, learn from mistakes and implement changes. This includes the use and deployment of new and appropriate forms of technology as necessary, as well as the development of deliberate learning strategies aimed at incorporating new experiences into practice to help create transformative capacities.

Perhaps most importantly, to meaningfully enhance resilience of women and men most affected by climate change efforts must simultaneously consider the underlying root causes of inequality and move from anticipating and accommodating change to contesting the underlying social, political and economic structures that produce marginalization and inequality. Thus, CARE's approach to increasing resilience includes, at its core, the creation of opportunities for individuals to actively challenge existing gender norms, promote positions of social and political influence for women, and address power inequalities between persons of different genders. To bring this about, it is critical to address women's agency (capacities, skills, confidence), the relationships of power that affect their choices (particularly household relationships and community groups), and the structures that govern their participation in economic activities that are vulnerable to climate change (agriculture, market institutions, land policies, social norms).

## Appendix 2 – Case Studies

### Building resilience to climate change and food insecurity through women's economic empowerment in Ethiopia

The Food Sufficiency for Farmers (FSF) project in Ethiopia aimed to achieve sustained food security for chronically food insecure households in West and East Hararghe and South Gondar, Ethiopia. Toward this end, it aimed to improve resilience of women, men and their communities to climate risks and other forms of disasters households.



*Rehana Ibro proudly stands atop her homeland, Village 05, Terkanfeta Kebele, Doba Woreda, West Hararghe Zone,*

In order to build resilience, we first addresses the underlying causes of vulnerability through: 1) humanitarian responses; 2) the right to sexual, reproductive and maternal health and a life free from violence; 3) food and nutrition security and resilience to climate change; and 4) facilitating women's access to and control of economic resources.

The FSF project made great efforts at mitigating issues surrounding climate change. But the initiative's real value was its success in boosting resilience through Village Savings and Loans Associations (VSLAs, diversifying on- and off-farm income generating activities, and women's economic empowerment. Until women have genuine control over their own wealth and assets, inequality will remain a primary impediment to the realization of their true potential.

Rehana Ibro, with the support of FSF, became a member of a VSLA, she participated in many capacity-building exercises including income generating activity trainings, as well as a comprehensive introduction to saving and loans, entrepreneurship, marketing, and other important skill sets. These trainings helped her to save money. It started with 40 birr a week (US\$1.88), but her capital eventually accumulated to 540 birr (US\$25.35) when she took a loan from her VSLA. This allowed her to start a business buying and trading livestock. Further training on innovative agricultural techniques enabled her to plant sorghum and other crops, finally enjoying a yield of over 1,000 kilograms. Today, she expresses herself with impressive confidence and independence.

*"Listen, having money is essential in society. If I have enough money, my family and all others will love and respect me. If I don't have any money, no one will consider me important. My husband used to earn and provide food for us and we had to listen to him. All decisions used to come from him, but now I can make decisions independently. My husband listens to me now and values my opinions."*

## Managing water for a climate-resilient cup of Joe in Honduras' Dry Corridor

The PROLEMPA project aims to improve the economic well-being of small-scale entrepreneurs and producers – in particular women, youth and indigenous people – in the Honduran Dry Corridor through improved and equal management of productive and financial resources by women, male/female youth and marginalised people living in poverty; and increased productivity and sales of small-scale enterprises, led by or mainly employing indigenous/nonindigenous women, or youth. Mother Parkers, a private sector donor, is supporting the following three innovative activities to increase producers' capacity to confront the drought, caused by climate change, and to reduce their environmental impact:

- Vetiver plot implementation
- Water catchment systems to assist with coffee processing.
- Training in climate-smart resilient water practices for coffee producers.



Juan Pablo Gómezin is a coffee producer in the Lempa region that participates in the vetiver plot. Using specific grass varieties to curb soil erosion and degradation, the vetiver plot also enhances water management by reducing the sources of contamination and conserving water. The vetiver plots also help Juan Pablo adapt his farm to both wet and dry environmental conditions caused by climate variability in Honduras. They have also eliminated the need for fertilizing, while providing pest control and a source of food for animals. In only one year, Juan Pablo has experienced significant changes in all aspects of sustainability: environmental, social and economic.





**Maria Andrea Cordero Martin**

### Adapting technologies and agro-ecological practices at the local level in Cuba

The PROSAM project seeks to improve the diversity and quantity of food available in local markets, strengthen the capacities of municipal actors to manage food production plans and support local producers, and ensure that women are involved in agricultural production in their communities. To achieve this, PROSAM promotes local self-supply of food with the promotion of technology and agro-ecological practices that are adapted to the local context, sustainable and resistant to extreme weather events caused by climate change.

PROSAM has worked with María Andrea since 2015, when she embarked upon a process of mutual learning. She has learned about different technologies, agro-ecological practices, gender equality, environmental protection, and many other topics. She has also received a series of resources to improve the farm and ensure the production is organic. She readily shares her experiences with others.

Today María manages a semi-protected cultivation system for crops and vegetables and an area for the production of various crops. Semi-protected cultivation is a technology that allows the production of several species of vegetables and legumes. Adapted to the local conditions of each territory, the crops are resilient to climate disasters and achieve higher levels of production at all times of the year. Maria Andrea's annual production has increased by 7.6 tons, while expanding from 3 to 20 types or crops. She has seen the difference these new technologies and practices have had on her livelihood and notes:

*"We used to spray chemicals on the farm, but now we use biologics and we are learning and introducing some conservation agriculture practices... in our cooperative many people still do not believe in these things, but we do and we want to transmit our experience to others."*

Building Maria Andrea's capacities as an emerging leader has enabled her to lead the transformation of her region's agriculture activities towards greater resilience and equitability.

## Addressing climate and health system resilience in tandem in Tanzania

The Tabora Maternal and Newborn Health Initiative (TAMANI) is a five-year project led by CARE in partnership with the Government of Tanzania, and implemented through collaboration between Canadian and Tanzanian partners. TAMANI aims to improve the quality of reproductive, maternal, and newborn health services available, and to address the existing barriers women and girls face in accessing care across Tabora, Tanzania.

Seasonality affects provision and access to health services. In months of drought, water supply is a concern, as is electricity. This has an important effect on service provision. There is typically a decline in antenatal care visits during the rainy season from January to March when roads are flooded, making access to health facilities more difficult. With climate change, altered long-term weather patterns are likely to cause stressors to health systems.

**Health system resilience** can be defined as the capacity of health actors, institutions, and populations to prepare for and effectively respond to crises; maintain core functions when a crisis hits; and, informed by lessons learned during the crisis, reorganise if conditions require it.

A consultation conducted in February-March 2018 showed that 42 per cent of women listed a reliable source of water as their first priority, while 30 per cent pointed to solar power as their second priority. The availability of safe and clean water supply received highest priority because women reported being asked to either bring water or buy water from nearby before being admitted for delivery. There was also a case shared where no services at a health facility were offered because healthcare workers had gone out fetching water.

TAMANI's activities for non-structural rehabilitation work include installation of rainwater harvesting system to 24 health facilities and finishing work to 18 facilities. As climate changed associated variability in weather patterns grows, water storage systems will be increasingly critical tools for ensuring these facilities' reliable access to water supplies.



Solar power was also prioritized to address the need for women to deliver in darkness, for nurses to illuminate their workspace using the lights from their cell phones, and for electrical medical equipment to go unused. After TAMANI installed planned solar power systems with 200W solar

panels and lights at 10 health facilities. Where previously women often had to travel further for to access a health facility with reliable power (where cost of transport and safety risks were strong deterrents) or labour at home until daylight, healthcare workers have noted an increase in women coming to deliver at night.

### Preparing for climate disasters through seed multiplication in Ethiopia

The Food Sufficiency for Farmers (FSF) project aimed to achieve sustained food security for chronically food insecure households in West and East Hararghe and South Gondar, Ethiopia. One of its intermediate outcomes aimed to improve resilience of women, men and their communities to climate risks and other forms of disasters. To achieve this, FSF set out to build the knowledge and skills of local farmers to produce early maturing, disease resistant and weed tolerant varieties that could help increase their incomes while promoting climate change adaptation and disaster risk reduction (DRR).

Prior to FSF, Tariku Ado and Fitig Kassaw struggled to produce enough crop to feed their families. Through FSF, they participated in a 2-day training on better agricultural techniques such as row planting, appropriate fertilizer use and pest management. They also gained access to a small quantity of enhanced seeds. Thanks to the trainings, Fitig went from producing around 1,500 kg of a diversity of crops on her farm to over a 4,500 kg harvest. Likewise, Tariku saw his yields grow from 2,000 kg to nearly 8,000 kg in the first year.



*Fitig Kassaw, FSF Beneficiary*



*Tariku Ado, FSF Beneficiary*

“Traditional practices just have you broadcast (toss) seeds, mix crops and never thin maturing plants,” says Tariku. “The new approaches were much more work planting side-by-side, and we were pretty skeptical in the beginning,” he adds. “But the differences were clear, day after day we could see serious improvements in our fields.”

Climate change adaptation was a big part of the FSF initiative. Not only focusing on greater production, the seed multiplication intervention demonstrates agricultural practices which prepare farmers for environmental shocks and increases their capacity to adapt to and confront new challenges.



## Climate-smart technologies support women's empowerment in Ethiopia



The Growing Nutrition for Mothers and Children (GROW) program in Ethiopia aims to improve the nutritional status of women of reproductive age and boys and girls under 5 years, through nutrition specific, nutrition sensitive and strengthened governance.

GROW contributed to the improved health and nutritional status of the target community through social change and gender equality. An end line evaluation of the program showed a notable increase in the proportion of children 0-5 months age who were exclusively breastfed 76 per cent (against 56 per cent at baseline) and the proportion of children age 6-59 months that met the Minimum Acceptable Diet 34 per cent (against 20 per cent at baseline).

Resilience was achieved through promoting access to water. The project sponsored the construction and rehabilitation of boreholes, training artisans for borehole maintenance, training members of water committee on water management and monitoring of boreholes and encouraging women's participation on water committees. Furthermore, climate-smart agriculture technologies such as keyhole gardens, perma gardens and water harvesting was disseminated via demonstration plots.<sup>9</sup> GROW also distributed drought resistant seeds and small livestock. Understanding how gender power imbalances affect different aspects of nutrition and putting this issue in the center of the intervention is a major success of this project.

Women learned how to use climate-smart agriculture to produce vegetables on their homestead, and to diversify their consumption of vegetables and livestock products. This helped foster better land management, control over resources and women's decision-making. Sales of surplus of homestead gardens and livestock products allowed women to have their own source of income, resulting in important gains in empowerment and ability to influence decision-making.

Misra Qasim, a Mother to Mother group member, said her earnings from selling vegetables has given her the opportunity and confidence to decide on household matters and spending. She said previously, she and her husband get into quarrels frequently but now, he has respect for her as she is able to transfer the knowledge she receives from the trainings whenever she gets back home and also because she is able to earn more money than previously and make a living out of it.



Another Mother to Mother group member, Foziya Harun Abedella, told CARE that having a permaculture garden and attending groups discussions improved dietary diversity in her household as harvest time came. She was able to harvest vegetables from the garden and cook them for her family. She sold surplus produce in the local market – a welcome surprise that helped diversify her household's diet and increase their income. She is a secondary recipient of three goats from a primary recipient in her village, and now her youngest child is able to drink goat milk, improving the child's protein intake. Foziya became a member of the newly organized VSLA group. She initially started saving 10 birr per week to diversify their future source of income and to improve their livelihood. With the help of VSLA, they plan to purchase a 'ROTO' or water pump to harvest rainwater from the roof catchment. To date, she has been saving 520 birr a week and dreams of a better future for herself and her family, too.

### Adaptation yields mitigation co-benefits and bountiful harvests, while promoting disaster risk management in Cuba

The PROSAM project in Cuba seeks to improve the diversity and quantity of food available in local markets, strengthen the capacities of municipal actors to manage food production plans and support local producers, and ensure that women are involved in agricultural production in their communities. To achieve this, PROSAM is promoting local self-supply of food with the promotion of technology and agro-ecological practices that are adapted to the local context, sustainable and resistant to extreme weather events caused by climate change.

PROSAM has supported Kety Diaz Padron since 2015 with the creation of new capacities and the installation of an irrigation system with solar panels, which allows her to reach all the arable corners of the farm and deliver water to her animals. The use of solar panels for women farm leaders offers them independence and autonomy by not depending on the purchase of diesel or the use of electricity, both with high costs and fluctuations in their stability. Secondly, it lowers the costs of agricultural production, which allows them to integrate into markets with more competitive and fair prices. Lastly, it frees them from the problems associated with natural disasters such as cyclones, which are very frequent in Cuba, since they can immediately begin to produce and irrigate, despite the fact that for several days there is no access to electricity or fuels.

Due to these benefits, Kety has been able to increase her annual production from 0 to 1.85 tons and produce a total of five varieties of crops. Furthermore, with the technical knowledge that PROSAM has provided her, she has started to produce her own organic fertilizer. Day by day, Kety has become more resilient in a context where there is limited access to agricultural inputs, technical assistance and innovative technologies and where there are severe impacts from climate change.



*Kety Diaz Padron, Guanabacoa, Cuba.*

---

<sup>9</sup> Permagarden and keyhole gardening methods combine permaculture and bio-intensive agriculture to create a highly productive garden using a small amount of land. They are designed to work in both the rainy and dry seasons, and to improve soil fertility, water management, and inputs to produce nutritious crops year-round.