

# *Delivering climate justice at COP26 in Glasgow*



*Seizing Scotland's unique opportunity  
to shape global action*



## Summary: COP26 as a turning point for climate action

We all need the COP26 climate talks in Glasgow to be a turning point for global climate action. They are a litmus test for the world's commitment to averting the worst climate chaos. And with the planet already over 1°C warmer and on track for a devastating 3°C or more of heating, there is no more time to waste.

Climate change is already affecting millions of the world's poorest people and fuelling a linked nature crisis. It's not too late – but the decisions we take over the next few years are crucial. The 26th Conference of the Parties to the United Nations Framework Convention on Climate Change (UNFCCC) will take place in a world hit hard by COVID-19, a pandemic that has exacerbated entrenched inequalities, created the worst economic recession since the 1930s, and exposed the intense vulnerability of the poorest globally. Yet the climate crisis continues. Now is the time to learn the lessons of COVID-19 and rapidly increase action to achieve both emission reductions and economic recovery in ways that respond to the interlinked crises of climate, nature and inequality.

Successive COPs have failed to deliver adequate action, and millions of people are already suffering from droughts, floods, rising sea-levels, fires, food shortages and displacement. This is an emergency created by the 'haves' but which is hitting the 'have nots' first and worst. It is fuelling poverty, hunger, and suffering. COP26 is an opportunity to change course. It is the first real test of the Paris Agreement which was agreed in 2015 to limit global emissions, adapt to the impacts of climate change and to address climate-induced loss and damage<sup>1</sup>. To deliver climate justice, and to avert the worst impacts, action is needed on each of these pillars. The UK and Scottish Governments have a shared responsibility to do everything possible to secure a strong global outcome, the former as COP26 President and the latter as home to the host city. They can only fulfil these positions of global leadership effectively if they move swiftly to get their own houses in order and work together.

This briefing sets out the priorities of Stop Climate Chaos Scotland (SCCS), a diverse coalition of over 50 civil society organisations in Scotland who campaign together on climate change. Critically, it outlines the measures the Scottish and UK Governments need to take, before and during COP26, to drive down domestic emissions, increase their support to people and areas most impacted by the climate crisis, and to use their positions of influence and leadership to drive up global ambition. It is a call for climate action and climate justice.

Scotland's voice must be heard: 68% of adults in Scotland agree that climate change is an immediate and urgent problem<sup>2</sup>. We will never have a greater opportunity to influence global climate action and it's time to seize it. Scotland has a relatively strong record of climate action: our legal targets are amongst the strongest in the global North. However, this paper outlines the steps needed to bolster this record and then to use it to drive up global ambition. Importantly, this paper therefore also outlines our priorities for all rich, polluting countries. These include urgently committing to more ambitious climate plans, known as Nationally Determined Contributions (NDCs)<sup>3</sup>, to rapidly cut emissions in this critical decade. However, the poorest people also need help now to adapt their lives. Rich countries must fulfil their existing climate finance promises and use COP26 to strengthen them. They must also act on developing country demands for additional money to cover the losses and damages created by irreversible climate impacts. And, amid a biodiversity emergency, nature can't wait either. Nature and the climate are profoundly interlinked and we must transform our approach to both if we are to make significant gains for either.

Nearly 250 years ago, James Watt invented the steam engine in Glasgow, kick-starting the industrialisation that fuelled the climate crisis. Glasgow now needs to provide the backdrop for tackling it. We must ensure the decisions taken in a city known as the 'Dear Green Place' help set the world on a climate-safe and climate just path. Every crisis needs a turning point and COP26 in Glasgow must provide it.

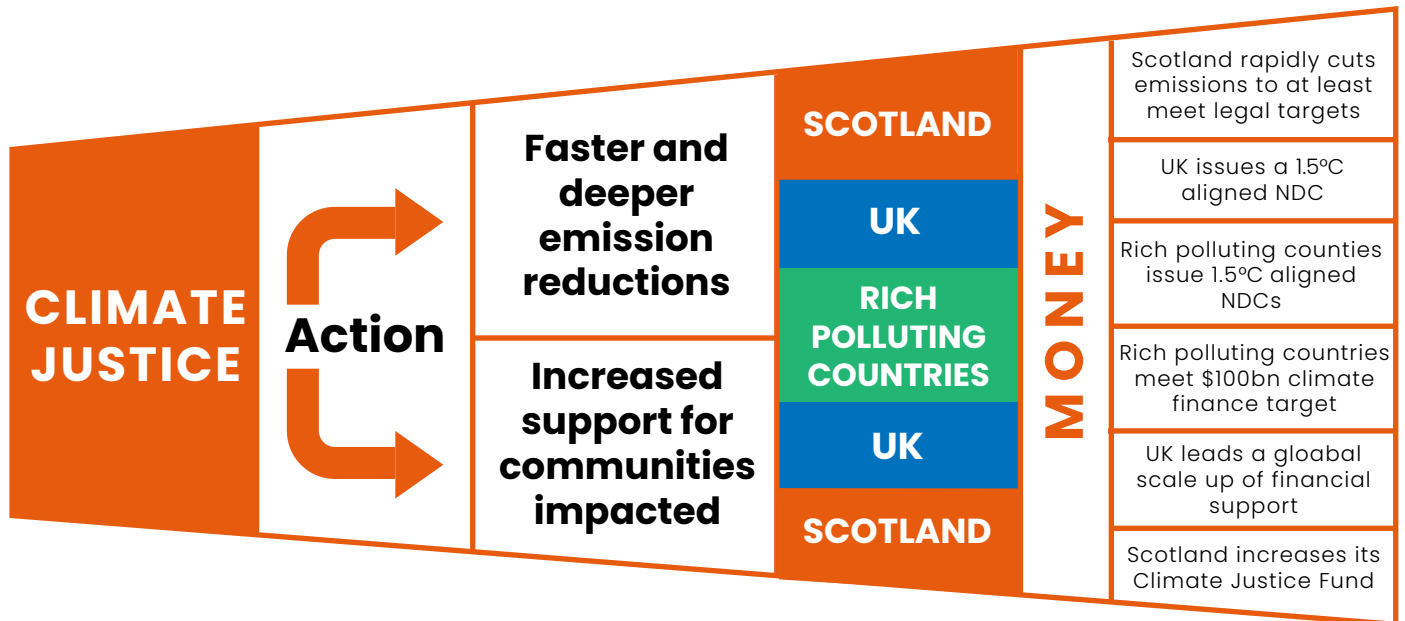
<sup>1</sup> UNFCCC, Paris Agreement (2015): [https://unfccc.int/files/essential\\_background/convention/application/pdf/english\\_paris\\_agreement.pdf](https://unfccc.int/files/essential_background/convention/application/pdf/english_paris_agreement.pdf)

<sup>2</sup> Scottish Government, Scottish Household Survey 2019: key findings (15 September 2020): <https://www.gov.scot/publications/scottish-household-survey-2019-key-findings/pages/12/>

<sup>3</sup> Nationally Determined Contributions are the mechanism through which parties to the Paris Agreement report their emission reduction commitments. NDCs are a voluntary, bottom-up pledge-and-review system that relies on countries making ambitious commitments. So far these fail to reflect the ambitions of the Paris Agreement. All countries are required to produce revised NDCs for the period up to 2030 with these critical to the success of COP26.



## Delivering climate justice: Our priorities ahead of COP26



### Faster and deeper emission reductions to limit global heating to 1.5°C

The Scottish Government must implement the transformational policy and spending action needed to deliver Scotland's legal emission targets, without international offsets, and ensure a just transition. It should use its relatively strong record, and Glasgow's status as COP26 host city, to push other historical polluters towards actions consistent with limiting heating to 1.5°C, including using its prominent role within the Under2 Coalition to show international leadership.

The UK Government must significantly raise ambition for COP26 by quickly delivering an ambitious Nationally Determined Contribution for 2030 consistent with delivering net-zero as fast as possible, without the use of international offsets, and then use its Presidency of COP26 to urge all countries to deliver ambitious NDCs consistent with limiting global heating to 1.5°C.

Before and at COP26, all rich polluting nations must commit to deeper and more urgent emission reductions within NDCs which are fully consistent with limiting global heating to 1.5°C, and informed by a Fair Shares analysis<sup>4</sup>, including a swift and just phase-out of fossil fuels.

### Increased support for communities impacted by the climate crisis

The Scottish Government must significantly increase the Climate Justice Fund with new and additional funding, such as from a high emitter tax, while aligning it with best practice in climate adaptation globally. It should then call, before and at COP26, for other rich countries to increase their own climate finance informed by a Fair Shares analysis, while championing additionality. It should also champion the issue of finance for climate-induced loss and damage at COP26 while empowering impacted communities to be heard, including via 'Glasgow Dialogues' before the talks and through funding and logistical support during COP26.

The UK Government must show global leadership for an urgent scale up of support to poor countries, with this informed by a Fair Shares analysis recognising the UK's emissions to date<sup>5</sup>, while maintaining its commitment to 50% of UK finance for adaptation, championing a new global adaptation finance goal; leading international efforts for additional sources of finance for loss and damage; and ensuring support is accessible and responsive to the needs and rights of women, indigenous peoples and other marginalised groups.

Before and at COP26 in Glasgow, all rich polluting countries must fulfil their \$100 billion per year climate finance promise to the world's poorest countries through non-repayable grants, with strengthened post-2025 commitments informed by a Fair Shares analysis. They must also identify new and innovative ways to mobilise funds to support communities facing climate-induced loss and damage.

<sup>4</sup> Friends of the Earth International, Climate Fair Shares (13 October 2020) <https://www.foei.org/climate-fair-shares>

<sup>5</sup> Christian Aid, The UK's climate fair share (20 March 2020): <https://www.christianaid.org.uk/resources/about-us/uks-climate-fair-share>

## What is Climate Justice?

A simple fact lies at the heart of the climate crisis: those who have done the least to cause it are those who are suffering most. This emergency was disproportionately caused by the world's richest people, including in Scotland. Globally, between 1990 and 2015, the richest 1% accounted for 15% of emissions – more than twice that of the poorest half of humanity (7%). The richest 10% accounted for over half, some 52%, of the total carbon emissions<sup>6</sup>.

Rising global temperatures are increasing the frequency and severity of extreme weather like droughts and floods. Combined with slower-onset impacts such as rising sea-levels, food crops, sources of clean water and livelihoods are being destroyed, pushing more people into poverty, fuelling hunger and forcing people from their homes<sup>7</sup>. The UN warns climate change is increasing inequality across and within countries, undermining sustainable development<sup>8</sup>. The UN Special Rapporteur on extreme poverty and human rights warns of a “climate apartheid” in which the “wealthy pay to escape overheating, hunger, and conflict while the rest of the world is left to suffer”<sup>9</sup>. Not only are low-income countries exposed to some of the most severe impacts, they have the least financial capacity to adapt and find it hardest to recover from the damage caused by irreversible climate impacts. Without action, future generations will inherit an ever more dangerous climate and increased levels of inequality. Gendered power structures that limit women’s livelihood options, educational opportunities, and disproportionately place caring duties on women, interact with other

elements such as age, disability, race and poverty to make women, and particularly poor women of colour in the global south, most vulnerable to the impacts of climate change: from having to walk further to collect water, to being last to eat during food shortages<sup>10</sup>. Without more women from the global south at the table, and a gendered and intersectional response to adaptation, women and girls in the global south will continue to pay for climate change with their lives, livelihoods and wellbeing.

At its most basic, those who are not responsible for the climate crisis are being made to bear the costs. This is a breach of the polluter pays principle in international law<sup>11</sup>. It is also a violation of the principles of equity and “common but differentiated responsibilities and respective capabilities” within the Paris Agreement<sup>12</sup>. It is both ethically wrong and economically nonsensical. Our global system is failing to incorporate the negative consequences of our activities into the global marketplace, allowing vast private profits to be generated without due consideration of the harmful, long-term economic, social and environmental consequences. It is unjust that, in the absence of robust political systems to ensure cross-border climate impacts are abated, some profit while others are robbed of their human rights. The unjust economic activities of some countries are directly hindering the ability of others to develop.

Whilst financial mechanisms do exist to partially address this injustice, global action is deplorably inadequate with this undermining confidence in the grand bargain underpinning the Paris Agreement<sup>13</sup>. Promises that rich countries would mobilise \$100 billion per year

<sup>6</sup> Oxfam, Confronting Carbon Inequality (21 September 2020): <https://www.oxfam.org/en/research/confronting-carbon-inequality>

<sup>7</sup> Oxfam International, Forced from home: climate-fuelled displacement (2 December 2020): <https://www.oxfam.org/en/research/forced-home-climate-fuelled-displacement>

<sup>8</sup> See for example UN SDG Report 2019: <https://unfccc.int/news/climate-change-threatens-progress-across-sustainable-development-warns-new-un-report>

<sup>9</sup> The Guardian, ‘Climate apartheid’: UN expert says human rights may not survive, 25 June 2019: <https://www.theguardian.com/environment/2019/jun/25/climate-apartheid-united-nations-expert-says-human-rights-may-not-survive-crisis>

<sup>10</sup> UN, Women Watch, Women, Gender Equality and Climate Change Fact Sheet (Accessed 31 August 2020):

[https://www.un.org/womenwatch/feature/climate\\_change/factsheet.html](https://www.un.org/womenwatch/feature/climate_change/factsheet.html)

<sup>11</sup> Ulrich Beyerlin ‘Different Types of Norms in International Environmental Law Policies, Principles and Rules’ in The Oxford Handbook of International Environmental Law Daniel Bodansky, Jutta Brunnee and Ellen Hey (eds) (Oxford University Press, 2008)

<sup>12</sup> UNFCCC, Paris Agreement (2015): [https://unfccc.int/files/essential\\_background/convention/application/pdf/english\\_paris\\_agreement.pdf](https://unfccc.int/files/essential_background/convention/application/pdf/english_paris_agreement.pdf)

<sup>13</sup> World Resources Institute (2018, November 27). New UN Assessment Delivers Good News on Climate Finance, But No Time for Complacency. <https://www.wri.org/blog/2018/11/new-un-assessment-delivers-good-news-climate-finance-no-time-complacency#:~:text=The%20%24100%20billion%20commitment%20is,that%20underpins%20the%20Paris%20Agreement.>

by 2020<sup>14</sup> for poorer countries, with a balance between helping them to adapt and to cut their own emissions, are being broken, despite even that sum being woefully insufficient<sup>15</sup>. Even the world's poorest countries and communities are having to take out loans to protect themselves, pushing them towards unsustainable debt levels. Nor is there any financial mechanism to compensate communities left with irreversible losses and damages. COP26 will be judged on action to address these increasing climate injustices and the UK and Scottish Governments must ensure their COP26 strategies fully prioritise the needs of communities already impacted.

However, the principles of climate justice also apply within Scotland. We must reduce our emissions in ways that recognise that the impacts of the climate crisis are not felt equally and nor are the policies developed to tackle it. We must act in ways that support social justice; for example, boosting energy efficiency in our homes and buildings will both cut emissions and help the 279,000 households in Scotland facing the injustice of "extreme fuel poverty"<sup>16</sup>. Those working in sectors and living within communities impacted by the urgent transition needed to a sustainable economy and society, must be heard and supported. This is particularly true of the energy sector where workers and communities whose livelihoods depend on the oil and gas industry must be empowered to help shape and steer a just transition to a renewable powered economy.

This climate justice-centred approach must be underpinned by democratic values and practices. We must engage with community-led local initiatives through deliberative democratic processes that empower citizens and enable them to co-create local plans to tackle climate disruption.

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<sup>14</sup> The commitment was originally set out in the Copenhagen Accord in 2009: <https://unfccc.int/sites/default/files/resource/docs/2009/cop15/eng/11a01.pdf> and affirmed a year later in decisions made at COP16 in Cancun: <https://unfccc.int/resource/docs/2010/cop16/eng/07a01.pdf>.

<sup>15</sup> Oxfam, Climate Finance Shadow Report 2020

<https://oxfamapps.org/scotland/wp-content/uploads/2020/10/Climate-Finance-Shadow-Report-English-Embargoed-20-October-2020.pdf>

<sup>16</sup> Scottish Government, Scottish House Condition Survey: 2018 (21 Jan 2020): <https://www.gov.scot/news/scottish-house-condition-survey-2018-key-findings/>



## Climate injustice in Bangladesh



*Walking home from fetching shrimp larva in Satkhira, Bangladesh, where frequent floods and cyclones are already destroying livelihoods (WaterAid Bangladesh)*

Bangladesh is one of the most climate vulnerable countries in the world<sup>17</sup>. Most of the country is less than 10 metres above sea level, and over 35 million people are already suffering the extreme impacts of climate change, costing lives and livelihoods. Climate change hits back through water change: causing drought, floods, hurricanes, sea level rise, and an increased frequency of disasters. Communities are facing large scale displacement, health crises, economic crises, and deepening inequality. COVID-19 has exposed the relative vulnerabilities of communities to both health and climate risks. Building community resilience to these risks can help protect lives and livelihoods from harm and empower community-based adaptation to climate change while investing in communities' basic needs, such as access to water, sanitation and hand washing (WASH)<sup>18</sup>. Community resilience can be raised to better meet the risks that locked-in levels of warming already pose.

Along with the frequency, the intensity of the disasters has also increased radically. After two devastating cyclones, Bulbul and Amphan,

the country has recently been hit by floods which hit one third of the country, affecting around 500,000 people. COVID-19 has further intensified these impacts, increasing poverty levels and disease outbreaks to an alarming level. The challenges have been compounded for marginalized communities living in disaster-prone areas, whose access to WASH facilities has been decimated by flooding.

Climate finance to support good water management can provide vital solutions to protect communities from these impacts and ensure justice in adaptation efforts for the most vulnerable. For example, rainwater harvesting installations and reverse osmosis technology can protect vital supplies of clean drinking water for communities threatened by salt-water intrusion. Raised toilets can protect the health and dignity of communities threatened by floods and storms. Gender-responsive climate adaptation interventions can also ensure that the burden of increased water insecurity no-longer falls on the shoulders of women and girls.

<sup>17</sup> Harmeling S. Global climate risk index 2010: Who is the most vulnerable? Weather-related loss events since 1990 and how Copenhagen needs to respond. Bonn, Germany: Germanwatch; 2010.

<sup>18</sup> Farr, Who is funding climate change inertia? WaterAid: WASH Matters (2020): <https://washmatters.wateraid.org/blog/who-is-picking-up-the-bill-for-climate-crisis-inertia>

## Faster and deeper emission reductions to limit global heating to 1.5°C

### The actions needed by the Scottish Government

**The Scottish Government must implement the transformational policy and spending action needed to deliver Scotland's legal emission targets, without international offsets, and ensure a just transition. It should use its relatively strong record, and Glasgow's status as COP26 host city, to push other historical polluters towards actions consistent with limiting heating to 1.5°C, including using its prominent role within the Under2 Coalition to show international leadership.**

The Scottish Government must bolster its relatively strong record of climate action with rapid and far-reaching action to cut emissions in all areas of life. Our legal targets commit us to 'net-zero' – only producing the amount of emissions that we are able to remove from the atmosphere – by 2045, with an interim 75% cut from 1990 by 2030<sup>19</sup>. These targets, and the linked governance frameworks, are amongst the strongest in the global North yet do not fully reflect our historic emissions<sup>20</sup> nor those from goods and services consumed in Scotland but not produced here. While territorial emissions have already halved, our 2018 target was missed<sup>21</sup> with a lack of progress in areas like transport and agriculture. There is also much slower progress in cutting Scotland's total carbon footprint, including consumption-based emissions embedded within imports<sup>22</sup>. Like all rich countries, Scotland must go much further and faster. Having declared a "climate emergency"<sup>23</sup>, the Scottish Parliament must take transformational action before and after the Scottish election in May 2021.

Commitments<sup>24</sup> to ramp up investment in home energy efficiency and green jobs, are welcome but speed is essential. We have outlined detailed recommendations<sup>25</sup> – summarised below:

- **Transform our energy systems:** Deliver 100% renewable electricity generation in Scotland for a fully decarbonised system by 2032 and establish the Publicly Owned Energy Company to support aims for just decarbonisation.
- **Make our buildings fit for the future<sup>26</sup>:** Ensure that all homes reach at least Energy Performance 'C' by 2030, supported by regulations to require renovation at point of sale or major refurbishment, for owner occupiers from 2024, and new minimum standards for the rented sectors.
- **Transform our transport networks:** Switch capital expenditure from road building and toward low-carbon infrastructure, in line with the sustainable travel hierarchy. Increase the active travel budget to at least 10% of the transport budget to fund measures like separated cycle lanes and accessible and affordable public transport.
- **Transition to a circular economy<sup>27</sup>:** Cut consumption and waste by investing in recycling infrastructure, banning single-use plastics where practical reusable alternatives exist and introduce charges for single-use disposable cups.
- **Protect and enhance our land and seas<sup>28</sup>:** Invest in proven practices that foster healthy ecosystems and enhance biodiversity, leading to reduced carbon emissions and increased adaptive resilience, such as peatland restoration, while ensuring inshore fisheries protect habitats and native woodland flourishes.

<sup>19</sup> Scottish Government, Climate change website (Accessed 21 June 2020): <https://www.gov.scot/policies/climate-change/>

<sup>20</sup> Christian Aid, The UK's Climate Fair Share (Accessed 22 June 2020): <https://www.christianaid.org.uk/resources/about-us/uks-climate-fair-share>

<sup>21</sup> Scottish Government, Greenhouse gas emissions 2018: estimates (16 June 2020): <https://www.gov.scot/publications/scottish-greenhouse-gas-emissions-2018/>

<sup>22</sup> Scottish Government, Scotland's carbon footprint: 1998-2016 (17 December 2019): <https://www.gov.scot/publications/scotlands-carbon-footprint-1998-2016/pages/9/>

<sup>23</sup> BBC News, Nicola Sturgeon declares 'climate emergency' at SNP conference (28 April 2020): <https://www.bbc.co.uk/news/uk-scotland-scotland-politics-48077802>

<sup>24</sup> Scottish Government, Coronavirus recovery and renewal (30 August 2020): <https://www.gov.scot/news/coronavirus-recovery-and-renewal/>

<sup>25</sup> Stop Climate Chaos Scotland (accessed 15 October 2020): <https://www.stopclimatechaos.scot/campaign/green-recovery/>

<sup>26</sup> Stop Climate Chaos Scotland (accessed 15 October 2020): <http://www.stopclimatechaos.scot/three-ways-to-make-our-buildings-fit-for-the-future/>

<sup>27</sup> Stop Climate Chaos Scotland (accessed 15 October 2020): <https://www.stopclimatechaos.scot/transitioning-to-a-circular-economy-is-key-for-scotlands-just-and-green-recovery/>

<sup>28</sup> Stop Climate Chaos Scotland (accessed 15 October 2020): <http://www.stopclimatechaos.scot/our-economic-recovery-must-protect-and-enhance-our-land-and-sea/>



- **Transform our food, farming and fishing systems<sup>29</sup>:** Target support at regenerative practises and systems that benefit people, communities and the environment. Introduce a plan for food, farming and fishing in Scotland with climate and nature at its heart, reviewing this every five years.

Critically, we must support new, quality job opportunities in green industries, amid a predicted surge in unemployment from the pandemic<sup>30</sup> and for those impacted by the transition to a low carbon economy. We must meet the Just Transition Commission's challenge to "move beyond the rhetoric of just transition"<sup>31</sup> and, as one of only a handful of countries, states, or regions with legislative commitments and a programme of work on Just Transition, we must amplify this agenda, while learning from others. The Government must also commit the resources needed to ensure Scotland's climate record is influential before and during COP26, including vocal political leadership within the UK and internationally, utilising Scotland's "International Hubs"<sup>32</sup> and its position as European co-chairs of the Under2 Coalition<sup>33</sup> to drive up ambition, whilst consistently amplifying the voices and priorities of impacted communities.

## The actions needed by the UK Government

**The UK Government must significantly raise ambition for COP26 by quickly delivering an ambitious Nationally Determined Contribution for 2030 consistent with delivering net-zero as fast as possible, without the use of international offsets, and then use its Presidency of COP26 to urge all countries to deliver ambitious NDCs consistent with limiting global heating to 1.5°C.**

In 2018, UK emissions were 44% below 1990, driven by cuts from electricity generation, waste and the industrial sector. However, the Committee on Climate Change says the UK is not on track for future emission targets despite these reflecting the previous goal of

an 80% cut by 2050, not the current net-zero, 100%, target. It says progress is "generally off-track" in most sectors.<sup>34</sup> As COP26 President, the UK Government must have the credibility created by a strong domestic record in order to rally all countries to raise ambition in line with limiting climate change to 1.5°C. The UK Government must quickly deliver a high ambition NDC, backed by a long-term economic strategy. While its responsibility for climate action is largely focused on England, it will act as COP26 President on behalf of all parts of the UK. Further, increased climate investment in England increases funding in Scotland too. SCCS endorses the domestic recommendations from the UK-level alliances The Climate Coalition<sup>35</sup> and Bond – summarised below:

- **Homes:** Responsible for 20% of UK emissions, ensure all homes are highly energy efficient by 2030 by providing a long-term infrastructure investment programme for buildings, funding installation of 10 million heat pumps by 2030 and ensuring new homes reach Passivhaus standard by 2023.
- **Transport:** Generating the biggest share of UK emissions, end sales of new petrol and diesel cars and vans by 2030, significantly expand public and active transport, and cancel destructive new roads and all airport expansion.
- **Power:** Build on major progress in decarbonising the sector and the commitment to completely phase-out coal fired generation by 2024, by tripling wind and solar power generation by 2030, delivered in harmony with nature.
- **Nature:** Transition to a land use and farming system that delivers for nature and the climate by creating Nature Recovery Networks, restoring ecosystems, increasing forest cover and ending unsustainable burning of bio-energy.
- **Investment:** Set up a Climate Infrastructure Bank; set out a Climate Finance Plan; adopt a Net-Zero Economic Rule to filter all spending decisions; and legislate to require the UK financial sector to align with the Paris Agreement.

<sup>29</sup> Stop Climate Chaos Scotland (accessed 15 October 2020): <https://www.stopclimatechaos.scot/the-complexity-of-food-systems-and-the-implications-for-climate-change/>

<sup>30</sup> BBC News, (15 September 2020): <https://www.bbc.co.uk/news/uk-scotland-scotland-business-54153241>

<sup>31</sup> Scottish Government, Just Transition Commission Interim Report (27 Feb 2020): <https://www.gov.scot/publications/transition-commission-interim-report/>

<sup>32</sup> Scotland's International hubs (accessed 27 October 2020) <https://www.scotland.org/about-scotland/scotland-around-the-world/scotlands-international-hubs>

<sup>33</sup> Scottish Government, Driving international climate action (24 September 2020): <https://www.gov.scot/news/driving-international-climate-action/>

<sup>34</sup> Committee on Climate Change, Reaching Net Zero in the UK (accessed 30 September 2020): <https://www.theccc.org.uk/uk-action-on-climate-change/reaching-net-zero-in-the-uk/>

<sup>35</sup> The Glasgow Action Plan, The Climate Coalition and Bond (February 2020):

<https://static1.squarespace.com/static/58b40fe1be65940cc4889d33/t/5e5fb6d2fb61a745961d95e4/1583331080712/TCC+and+Bonds+Glasgow+Action+Plan+04%2F03%2F20>



The UK must then commit significant diplomatic resources to encourage all rich polluting nations to bolster their own NDCs, including ambitious and rigorous nature-based solutions<sup>36</sup>. These must protect primary and intact ecosystems, restore degraded lands, particularly forests and wetlands, and mainstream sustainable land management practices.

## **The action needed by all rich polluting nations**

**Before and at COP26, all rich polluting nations must commit to deeper and more urgent emission reductions within NDCs which are fully consistent with limiting global heating to 1.5°C, and in line with Fair Shares analysis, including a swift and just phase-out of fossil fuels.**

Pre-COP26, all countries, but particularly rich polluting nations currently failing to do so, must publish NDCs consistent with their Fair Share<sup>37</sup> of limiting global temperature rises to a maximum of 1.5°C. However, developing countries, many of whom are already meeting their Fair Share, are rightly angered by insufficient action by developed countries to cut emissions pre-2020<sup>38</sup>. COP26 must not erase history and shift the burden onto countries who did the least to cause this emergency.

In addition, the issue of carbon markets\* – a mechanism through which polluters can continue emitting, but at a price – is likely to feature strongly at COP26. While Article 6 of the Paris Agreement allows for carbon markets, this is one of the last pieces of the Paris Rulebook to be completed. There are a variety of strong views on whether carbon markets should exist at all given the overwhelming need to cut total emissions quickly and links between offsetting and trading schemes with human rights abuses around the world.<sup>39</sup>

## **Increased support for communities impacted by the climate crisis**

### **The action needed by the Scottish Government**

**The Scottish Government must significantly increase the Climate Justice Fund with new and additional funding, such as from a high emitter tax, while aligning it with best practice in climate adaptation globally. It should then call, before and at COP26, for other rich countries to increase their own climate finance informed by a Fair Shares analysis, while championing additionality. It should also champion the issue of finance for climate-induced loss and damage at COP26 while empowering impacted communities to be heard, including via 'Glasgow Dialogues' before the talks and through funding and logistical support during COP26.**

As a hub of the industrial revolution, Scotland bears a significant responsibility for fuelling the climate crisis. Our current emissions are making it worse and, as per our emission targets, we plan for this to continue for another 25 years. Decarbonising quickly is essential, but we must also substantially boost support to those already impacted. Encouragingly, Scotland's updated Climate Change Act commits to support the people who are "most affected by climate change but who have done the least to cause it and are the least equipped to adapt to its effects".<sup>40</sup> The Act also aligns with the Sustainable Development Goals (SDGs). Given these positive commitments, and the need for global leadership ahead of COP26, as well as, most importantly, the increasing impact of the climate crisis on the poorest, the Scottish Government must significantly increase its climate finance. It should do so quickly to maximise the influence this investment has on the climate finance commitments of other rich developed countries.<sup>41</sup>

<sup>36</sup> The Glasgow Action Plan, The Climate Coalition and Bond (February 2020):

<https://static1.squarespace.com/static/58b40fe1be65940cc4889d33/t/5e5fb6d2fb61a745961d95e4/1583331080712/TCC+and+Bonds+Glasgow+Action+Plan+04%2F03%2F20>

<sup>37</sup> Friends of the Earth International, Climate Fair Shares (13 October 2020) <https://www.foei.org/climate-fair-shares>

<sup>38</sup> Third World Network, Weak outcome on addressing pre-2020 ambition gaps due to strong resistance by North (18 December 2019):

<https://twnetwork.org/climate-change/weak-outcome-addressing-pre-2020-ambition-gaps-due-strong-resistance-north>

\*There are a range of views within SCCS on the issue of carbon markets. These range from seeing carbon trading mechanisms as dangerous and to be avoided, risking all potential for progress on emissions reduction in favour of short term "business as usual", to seeing these as necessary in some form to achieving the target of 1.5°C. All organisations agree that poorly developed carbon trading mechanisms actively hinder progress on achieving the goals of the Paris Agreement and can undermine human rights.

<sup>39</sup> UNFCCC, Paris Agreement (2015): [https://unfccc.int/files/essential\\_background/convention/application/pdf/english\\_paris\\_agreement.pdf](https://unfccc.int/files/essential_background/convention/application/pdf/english_paris_agreement.pdf)

<sup>40</sup> Climate Change (Emissions Reduction Targets) (Scotland) Act 2019 (accessed 11 September 2020):

<https://www.legislation.gov.uk/asp/2019/15/contents/enacted>

<sup>41</sup> Stop Climate Chaos Scotland, Financing Climate Justice: Scotland at COP26 (October 2020): [https://www.stopclimatechaos.scot/wp-content/uploads/2020/10/Financing-Climate-Justice-Summary\\_FINAL-Oct-1.pdf](https://www.stopclimatechaos.scot/wp-content/uploads/2020/10/Financing-Climate-Justice-Summary_FINAL-Oct-1.pdf)

The Scottish Government's innovative Climate Justice Fund (CJF)<sup>42</sup> – which aims to “share the benefits of equitable global development and the burdens of climate change fairly” – is a welcome contribution but has remained frozen at £3m a year since 2016; it has therefore lost value.<sup>43</sup> Scotland must set an example for other countries to emulate at COP26.<sup>44</sup> Alongside increasing the Fund, a review should be undertaken to build on its success, ensuring the Fund is fully aligned with best practice in adaptation globally. Scotland can set a strong international example by increasing the CJF through innovative and additional sources of finance, such as a high-emitter tax. The focus of the Fund should also reflect the large global gap in funding to support the world's poorest countries to adapt.

Quickly delivering this increased support will allow the Scottish Government to capitalise on Glasgow's status as host city of COP26 to encourage other countries to boost their climate finance. This should include championing the importance of commitments to be new and additional to existing Overseas Development Assistance, with a focus on publicly-funded grants and a global 50:50 split between supporting countries to adapt to the impacts of climate change and to mitigate their own emissions. Reflecting the clear priorities of those on the frontlines of the climate crisis, the Scottish Government should also champion calls for significant progress on a global financial mechanism to compensate the poorest countries and impacted communities for climate-induced losses and damages.<sup>45</sup>

The Scottish Government<sup>46</sup> and Glasgow City Council,<sup>47</sup> must deliver upon welcome commitments to ensure the voices of the people most impacted by climate change are at the very heart of COP26. The Scottish Government should host pre-COP “Glasgow Dialogues” with diverse representatives of these countries and communities, where the most important issues to the global south can be discussed and amplified.

These Dialogues should heavily inform the Scottish Government's own positions, ensuring it serves as a strong champion of the global

south at COP26. Robust and early plans are also needed to ensure significant public engagement during the talks, with these backed by financial resources and delivered in partnership with civil society.

Venues should be made available for civil society-led engagement, with funding and logistical support for impacted communities to participate in person, where possible, as well as remotely. All Scottish Government hosted events should frontline the voices of impacted communities, including platforming women and other marginalised voices.

The Scottish Government and Glasgow City Council should also use their physical and other assets to ensure country representatives and delegates attending the talks are consistently reminded about the impact of the climate crisis.

## The action needed by the UK Government

**The UK Government must show global leadership for an urgent scale up of support to poor countries, with this informed by a Fair Shares analysis recognising the UK's emissions to date, while maintaining its commitment to 50% of UK finance for adaptation, championing a new global adaptation finance goal; leading international efforts for additional sources of finance for loss and damage; and ensuring support is accessible and responsive to the needs and rights of women, indigenous peoples and other marginalised groups.**

The UK must show global leadership to ensure there is an urgent and significant scale up of financial support to poor and vulnerable communities on the frontline of the climate crisis. The UK Government should pledge continued commitment to dedicating 50% of UK climate finance to adaptation and build a coalition of countries to do the same before COP26. Given historic international neglect for adaptation, the UK should support a specific new global public finance goal.

<sup>42</sup> Scottish Government, The Climate Justice Fund (Accessed 1 September 2020): <https://www.gov.scot/policies/international-development/climate-justice-fund/>

<sup>43</sup> Oxfam Scotland, Scottish Government must boost funding for countries on frontline of climate emergencies (December 7, 2020): <https://oxfamapps.org/scotland/2019/12/07/climatejusticefund/>

<sup>44</sup> SCCS as a coalition is calling for the Climate Justice Fund to be significantly increased, but individual members have different views on what level of funding would be appropriate. Members are calling for a range of figures and approaches including a minimum of £10 million per year and increasing the Fund informed by a Fair Shares approach, while respecting the limitations of devolved powers.

<sup>45</sup> Stop Climate Chaos Scotland, Financing Climate Justice: Scotland at COP26 (October 2020): [https://www.stopclimatechaos.scot/wp-content/uploads/2020/10/Financing-Climate-Justice-Summary\\_FINAL-Oct-1.pdf](https://www.stopclimatechaos.scot/wp-content/uploads/2020/10/Financing-Climate-Justice-Summary_FINAL-Oct-1.pdf)

<sup>46</sup> The Climate Group, Beyond 2020: States and regions leading to a better climate future - The Under2 Coalition General Assembly 2020 (24 September 2020): <https://www.facebook.com/watch/?v=1137195503341296>

<sup>47</sup> Susan Aitken, Leader of Glasgow City Council, interviewed at COP25 in Madrid (December 4, 2019): <https://twitter.com/sccscot/status/1202508532865732609>

It should also scale up its gender equality efforts in climate finance, recognising women's importance in delivering adaptation and ensuring support is responsive to structural inequalities in order to address the needs and rights of women and marginalized groups.

The UK Government must use its diplomatic weight and Presidency of COP26 to lead international efforts to establish new and additional sources of finance for loss and damage. As per the UK-level alliances, The Climate Coalition and Bond,<sup>48</sup> this could include cancellation of debt during times of crisis and a climate damages tax.

In addition, to promote a just energy transition, the UK Government must stop locking developing countries into polluting, high-carbon energy systems by immediately ending all new support for fossil fuels overseas. It should review and phase-out existing investments by 2021, and scale-up support for renewable and efficient energy systems.

## The action needed by rich polluting countries

**Before and at COP26 in Glasgow, all rich polluting countries must fulfil their \$100 billion per year climate finance promise to the world's poorest countries through non-repayable grants, with strengthened post-2025 commitments informed by a Fair Shares analysis. They must also identify new and innovative ways to mobilise funds to support communities facing climate-induced loss and damage.**

Climate finance is a lifeline to many of the world's poorest communities. In 2009, developed countries promised to mobilise \$100bn per year by 2020 to help them adapt to climate change, while cutting their own emissions.<sup>49</sup> While far short of what is

needed,<sup>50</sup> rich countries are off track in the delivery of this. Reported finance is rising, but analysis of the latest donor reports suggest that in 2017–18 public climate finance was around £59.5bn per year on average.<sup>51</sup> However, this is a huge over-statement, with: only a fraction in non-repayable publicly-funded grants; rising use of loans which increase developing countries' debt; and reported climate finance often not new or additional, robbing schools and hospitals of the investment they need.

It is estimated that climate-specific net assistance was just \$19–22.5bn.<sup>52</sup> Calls for a 50:50 split between mitigation and adaptation are also off track: with adaptation supported estimated to be 25%.<sup>53</sup> In addition, only around a fifth of the total money reported was for the poorest and most vulnerable countries. The way in which the \$100bn goal is met is as important as whether it is met; doing so on current terms would be cause for concern, not celebration.

COP26 must end the neglect of adaptation and ensure money reaches those who need it most in locally-led, gender-responsive ways. It must also help secure a stronger post-2025 target, informed by a Fair Shares analysis.<sup>54</sup>

Over the last decade, climate-fuelled disasters forced around 20 million people a year from their homes.<sup>55</sup> Poor countries are overwhelmingly most at risk. Yet little progress has been made towards mobilising additional funds to help them recover from irreversible climate-impacts. Despite the Paris Agreement signatories committing to action "averting, minimising and addressing"<sup>56</sup> loss and damage, the Warsaw International Mechanism for Loss and Damage (WIM)<sup>57</sup> still does not include any financial mechanism. COP25 established the Santiago Network<sup>58</sup> to catalyse technical assistance, but developed countries must commit new finance to meaningfully support impacted communities.

<sup>48</sup> The Glasgow Action Plan, The Climate Coalition and Bond (February 2020):

<https://static1.squarespace.com/static/58b40fe1be65940ccc4889d33/t/5e5fb6d2fb61a745961d95e4/1583331080712/TCC+and+Bonds+Glasgow+Action+Plan+04%2F03%2F20>

<sup>49</sup> Background note on the USD 100 billion goal in the context of UNFCCC process (accessed 11 September 2020): [https://unstats.un.org/sdgs/tierIII-indicators/files/I3.a.1\\_Background.pdf](https://unstats.un.org/sdgs/tierIII-indicators/files/I3.a.1_Background.pdf)

<sup>50</sup> OECD Financing Climate Futures (28 November 2018) <https://www.oecd.org/environment/cc/climate-futures/policy-highlights-financing-climate-futures.pdf>

<sup>51</sup> Oxfam, Climate Finance Shadow Report 2020: <https://oxfamapps.org/scotland/wp-content/uploads/2020/10/Climate-Finance-Shadow-Report-English-Embargoed-20-October-2020.pdf>

<sup>52</sup> Ibid

<sup>53</sup> Ibid

<sup>54</sup> CSO Equity Review (2019), Can Climate Change Fuelled Loss and Damage Ever be Fair? Manila, London, Cape Town, Washington, et al.: CSO Equity Review Coalition: <http://civilsocietyreview.org/report2019/>

<sup>55</sup> Oxfam International, Forced from home: climate-fuelled displacement (2 December 2020): <https://www.oxfam.org/en/research/forced-home-climate-fuelled-displacement>

<sup>56</sup> UNFCCC, Paris Agreement, Article 8.1 (2015): [https://unfccc.int/files/essential\\_background/convention/application/pdf/english\\_paris\\_agreement.pdf](https://unfccc.int/files/essential_background/convention/application/pdf/english_paris_agreement.pdf)

<sup>57</sup> UNFCCC, Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts (WIM) (accessed 1 October 2020):

<https://unfccc.int/topics/adaptation-and-resilience/workstreams/loss-and-damage-ld/warsaw-international-mechanism-for-loss-and-damage-associated-with-climate-change-impacts-wim>

<sup>58</sup> UNFCCC, Santiago Network (accessed 1 October 2020): <https://unfccc.int/santiago-network>



## Making COP26 in Glasgow a turning point for climate justice

*“We are approaching either a tipping point – an abrupt and irreversible change in the global climate system of unforeseeable consequences or a turning point – a moment in which changes in policy and practice around the world lead to effective climate action so as to limit the rise in global temperature to 1.5°C”*

Patricia Espinosa, UN Climate Change Executive Secretary<sup>59</sup>

COP26 will be one of the most vital climate summits ever held. The year-long delay caused by COVID-19 makes the outcome even more important. While the shadow of the pandemic hangs over the build-up, it shows the consequences of failing to act before disasters strike. Yet the climate crisis was already with us long before the virus hit, and it has not gone away because of it. Far from it.

Ongoing climate-induced disasters across the world and the ongoing nature crisis reinforce the need for a response that matches declarations of a “climate emergency”.<sup>60</sup> COP26 must re-energise the ambition of the Paris Agreement and get the world on track to limiting warming to a maximum of 1.5°C. It must also deliver genuine climate justice for those already impacted by a crisis they did not cause.

Scotland has a positive story to tell, one which, in some ways, is more ambitious than that of the UK, the official COP26 President. However, it is essential that both the Scottish and UK Governments act quickly to bolster their respective records of climate action, and then work together to seize this unique opportunity to shape global climate action.

Now, more than ever, the world is in search of a turning point for climate justice, and the UN talks in Glasgow must provide it.

**Please note: This briefing will be updated on a rolling basis in advance of COP26.**

*Cover Photo: Vlad Sokhin/Panos/Oxfam AUS. Grade 5 student Rosella, 10, walking home through the flooded area of Eita village in Kiribati. The village is flooded by sea water every high tide. Comprised of around 30 atolls (ring-shaped coral reefs), Kiribati is one of the most vulnerable countries in the world to climate change. The 100,000 inhabitants of this low-lying Pacific island nation are fighting to save their land and way of life against rising sea-levels, changing weather patterns, and increasingly intense storm activity causing extensive coastal erosion and saltwater inundation.*

<sup>59</sup> Patricia Espinosa, Green Climate Fund Leadership Dialogue 2020 (accessed 13 10 2020):

<https://twitter.com/UNFCCC/status/1306926317666013189/photo/1>

<sup>60</sup> Greta Thunberg, speech to COP25 (11 December 2019): <https://twitter.com/bbcworld/status/1204686011390783489?lang=en>