

**Constitution, Europe, External Affairs and Culture Committee**  
**Thursday 10 October 2024**  
**23rd Meeting, 2024 (Session 6)**

## **Climate Justice**

1. As part of its international development remit, the Committee is looking at Climate Justice, and specifically the Climate Justice Fund, in the run up to [COP29](#) in Baku, the focus being on—
  - Progress made since COP26, and expectations for COP29;
  - How the Scottish Government’s Climate Justice Fund measures up against the principles of climate justice and whether it is delivering on its climate justice objectives; and
  - The part Scotland can play in promoting global climate justice.
2. The Committee took a [similar approach](#) in advance of COP26 in Glasgow, hearing evidence from experts at a meeting on [30 September 2021](#), and [writing to the Scottish Government with a summary of that evidence](#).
3. Our witnesses for this panel are—
  - [Bridget Burns](#), Executive Director, Women’s Environment & Development Organization
  - [Professor Tahseen Jafry](#), Director, Department of Civil Engineering and Environmental Management, Glasgow Caledonian University
  - [Ben Wilson](#), Director of Public Engagement, Scottish Catholic International Aid Fund
4. A SPICe briefing is provided at **Annexe A** and witness briefings at **Annexe B**.

**Clerks to the Committee**  
**October 2024**

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## **Constitution, Europe, External Affairs and Culture Committee**

**23<sup>rd</sup> Meeting, 2024 (Session 6), Thursday,  
10<sup>th</sup> October 2024**

### **Climate justice and COP29**

#### **Background**

The Committee is responsible for scrutiny of the Scottish Government's International Development policies. This includes the Climate Justice Fund (CJF). The CJF was launched by the Government in 2012. It aims to help tackle the effects of climate change in the poorest, most vulnerable countries.

The Committee wanted to hear how the Government has approached climate justice ahead of COP29. This session focuses on:

- What progress has been made between COP26 and now and expectations for COP29;
- How the Scottish Government's re-launched Climate Justice Fund measures up against the principles of climate justice and whether it is delivering on its climate justice objectives; and
- The part Scotland can play in promoting global climate justice.

This builds on [work the Committee undertook in September 2021, ahead of COP26](#).

The Committee is joined by three witnesses:

- [Professor Tahseen Jafry](#), Glasgow Caledonian University
- [Ben Wilson](#), Director of Public Engagement, Scottish Catholic International Aid Fund (SCIAF)
- [Bridget Burns](#), Women's Environment and Development Organization (WEDO)

Prof Jafry gave evidence to the Committee as part of the 2021 session ahead of COP26. This paper provides some information on climate justice, COPs, Scottish Government spend on climate justice and assessments of its impact, and climate leadership, which may be helpful in discussing the issues with witnesses today.

## Climate Justice

Evidence from the [Intergovernmental Panel on Climate Change](#) (IPCC) - the UN body for assessing the science related to climate change - demonstrates that [human activities have unequivocally caused global warming](#) and that [many of the changes observed in the climate are irreversible in human timescales](#).

This has already affected many weather and climate extremes across the globe and [led to widespread adverse impacts and related losses and damages to nature and people](#). People and communities in the Global South [experience the most severe impacts](#) of climate change, yet they [have done the least to cause the problem](#) and have the least resources and capacity to adapt to rising temperature.

[Climate change is also interlinked with other inequalities](#) – even within the same country or city, people who are disadvantaged, for example due to their ethnicity, gender or other factors – are likely to be the worst affected by climate change. This [inequality is also intergenerational](#) - young people and future generations have contributed least to rising temperatures but will suffer most from extreme outcomes over the course of this century. Multiple forms of inequality or disadvantage also intersect with each other, and understanding the disparate impacts of climate change on different groups and communities [is important to catalyse meaningful action](#).

Climate Justice places an [ethical challenge at the heart of the argument](#) for climate action and looks at the climate crisis [through a human rights lens](#) to establish how we can work together to create a better future for present and future generations.

Delivering climate justice and a just transition is part of Scotland's international development, climate, trade and external relations programming. Climate justice intersects with many policy areas and does not align neatly within government structures. Achieving [policy coherence for Climate Justice](#) requires understanding policy interactions and aligning these to the [Sustainable Development Goals](#) and the national outcomes defined in the [National Performance Framework](#), as well as consideration of the economic, social, and environmental impacts of policies on sustainable development “here and now”, “elsewhere” (transboundary effects) and “later” (future generations).

## Loss and Damage funding

Loss and damage refers to the impacts of the climate crisis not averted or minimized through adaptation and mitigation activities. Non-economic loss and damage (NELD) refers to climate-induced loss and damage that is not easily quantifiable in economic terms, such as loss of life, indigenous knowledge, and/or territory. The economic impacts of rebuilding infrastructure due to flood damage, or the loss of crops due to drought can be quantified. However, [placing a value on non-economic loss and damage can be problematic](#).

Debate and negotiation around loss and damage includes a range of issues relating to historically big GHG emitters being held accountable, and paying reparations for loss and damage occurring in poorer regions. The [UN states](#):

The world's wealthiest 1 per cent emit more than twice the emissions of the poorest half combined. That is why developed nations must step up to make rapid and large-scale emission reduction and support developing countries as they build low-carbon economies and make adequate climate adaptation.

The United Kingdom sits 8th equal (alongside India, Japan and Canada) on the [table of historically significant polluters \(1850 – 2021\) when emissions from fossil fuels, cement, land use and forestry are analysed](#). The US, China and Russia lead.

## Conference of the Parties (COP)

The Conference of the Parties (COP) is the group of nations that have signed the [UN Framework Convention on Climate Change \(UNFCCC\), which was put together in 1992](#). It commits them to act together to stabilize greenhouse gas concentrations “at a level that would prevent dangerous anthropogenic (human-induced) interference with the climate system”. Since then the Parties, or nations, have met almost annually.

COP negotiations involve 198 nation states and are the foremost attempt to address [the collective action problem](#) of climate change; that it is in everyone's interest to cooperate and reduce emissions but conflicting economic and social interests discourage this from happening. The latest [Intergovernmental Panel on Climate Change \(IPCC\) synthesis report concluded](#) some climate change is ‘unavoidable and/or irreversible but can be limited by deep, rapid and sustained global greenhouse gas emissions reduction’.

The most significant gathering thus far resulted in the [2015 Paris Agreement](#) – a legally binding treaty within which almost all countries pledged to keep global average temperatures ‘well below’ 2°C, and ideally 1.5°C, above pre-industrial levels. Each country must set out their nationally determined contribution (NDC) to emission reduction and revise this NDC every five years. The [concept of climate justice](#) – roughly that the countries most affected by climate change are generally the least responsible – was first formally recognised as part of the Paris Agreement.

## COP26

COP26 was held in Glasgow in 2021. Ahead of COP 26, [Alison Johnstone MSP, Presiding Officer of the Scottish Parliament blogged](#) that the Parliament “must be an exemplar” – both in how the parliamentary estate is managed and in how we scrutinise complex systems and improve participation in such issues.

The Scottish Parliament engaged heavily at COP26 – all on the theme of Code Red: the role of parliaments in the climate emergency. The Parliament worked with the Scotland's Futures Forum, [GLOBE International](#) (a cross-party network of parliamentarians focused on sustainable development governance), the [UK Climate](#)

[Change Committee](#), and the [Nordic Council](#) to explore the role of parliaments in the climate emergency, including hosting the [GLOBE International COP26 2-day Legislators summit](#). More on this work can be found in a [Scotland's Futures Forum and Scottish Parliament report](#), and at the [SPICe Spotlight COP26 hub](#).

The idea that compensation should be paid for climate change impacts has been raised by various parties for years, but it gained much more attention at COP26. At COP26, Scotland became the first country to commit to a specific loss and damage fund, [committing £1 million](#) from their Climate Justice Fund (see section on [Climate Justice Fund](#)). Over the course of COP26, the First Minister called for global leaders to step up and deliver on climate finance. In efforts to lead by example, the Scottish Government further announced that the Climate Justice Fund would treble to £36 million over the next Parliament, committing an extra £1 million of this to Loss and Damage.

Developed countries more widely were reluctant to accept accountability due to the potential for [endless legal liability](#). [A proposal made by 135 parties \(including developing countries and China\) for a formal loss and damage financial facility was rejected](#), with the UK siding with the EU and USA to block the proposal. As a compromise, the [Glasgow Dialogue](#) was established to discuss arrangements for funding activities to “avert, minimize and address loss and damage”.

Whilst estimates suggest that [trillions are likely to be required](#), these announcements were [widely considered to have “broken the taboo” around the issue](#), with Scotland's contribution receiving global recognition. Following the example taken by the Scottish Government, many more countries announced their own unilateral contributions to loss and damage funding. For more on this see the SPICe blog on [What is loss and damage and why does it matter?](#)

## COP27

In 2022, negotiations at COP27, in Sharm El-Sheik, Egypt, focused on funding for loss and damage from climate change, and the viability of the 1.5°C target. This was the first time that loss and damage was on the formal agenda.

The [headlines following COP27](#) mainly focused on the founding in principle of a loss and damage fund, provided by wealthier countries to the less wealthy countries. A key condition that allowed the agreement to be reached was the stipulation that [those in receipt of funding would be the ‘most vulnerable countries’](#) as opposed to any of the developing countries making up the G77 group (a coalition of 134 developing countries).

At COP27, [Scotland committed to providing a further £5m of grant funding](#), with the [First Minister stating](#) that we don't have to wait for a consensus decision on funding, and that:

Meaningful action on loss and damage is overdue. It is significantly overdue. And it is an issue now that goes to the heart of faith in the multilateral global process around climate change.

## COP28

COP28 was held in Dubai, United Arab Emirates (UAE) in 2023, with the First Minister and Cabinet Secretary for Net Zero and Just Transition in attendance. COP28, was the first COP to include a [Global Stocktake](#) – anticipated since the [2015 COP in Paris](#) - an assessment of the global response to climate change; reducing emissions, adapting to climate impacts and the development of finance.

While the COP president pledged to keep ‘1.5 alive’ there is [widespread scepticism as to whether this is possible](#). At the moment, global emissions are still rising – although the growth rate is slowing and the IEA have reiterated that they expect [energy-related CO2 emissions to peak in 2025](#). Taking into account all current policies internationally the world is [projected to see about 2.7°C of warming](#). Despite two COPs taking place since, this [projection has not changed since 2021](#). Other projections estimate the [impact of current policies to be 3°C](#).

The [focus of negotiations](#) were on the future use of fossil fuels on the way to net zero GHG emissions, a pledge on renewable energy and loss and damage funding, including the need to unlock private-sector finance. There was early agreement of [further loss and damage funding](#). At around \$700m, loss and damage pledges have grown but they [are still orders of magnitude less](#) than estimated impacts of climate change (and also [less than the world’s top footballers get paid](#)).

From a parliamentary perspective, COP28 was the first with [a dedicated parliamentary pavilion](#). This was run by [GLOBE International](#). There were [two Scottish Parliament events at the pavilion, hosted in partnership with Globe International and the Scottish Futures Forum](#), relating to the importance of legislatures in tackling climate change.

In the Chamber on the 30 November 2023, [Cabinet Secretary for Net Zero and Just Transition, Màiri McAllan was asked](#) about her priorities for COP28:

...our principal objectives for COP28 are that our leadership on loss and damage builds momentum for urgent funding; that our co-chairmanship of the Under2 Coalition supports action and commitments; that our commitment to low-carbon energy and a just transition to net zero, particularly around offshore wind and hydrogen, can influence others to do more to achieve net zero; and that we will advance international relationships, attract investment in Scotland and enhance Scotland’s global reputation, particularly on renewable energy. We will also continue using our platform to platform the voices of women, young people and the global south in the COP28 debate in action.

On the 16 April 2024, the Scottish Government published ‘[COP28: outcomes, achievements, and costs](#)’, within which it set out what it saw as the Scottish Government’s key achievements from the event. These included:

- ‘leadership on loss and damage building momentum towards increased global action on and urgent funding for loss and damage’
- ‘commitment to low carbon energy under a Just Transition to Net Zero, in particular around offshore wind and hydrogen, influences others to do more to achieve Net Zero’



- ‘building and maintaining both diplomatic and economic international relations to attract investment in strategic sectors in Scotland and enhance Scotland’s global reputation, particularly on renewable energy.’

The listed Activities included multiple bilateral meetings, keynote speeches and participation in panel events.

[Professor Jafry attended COP28 with the First Minister](#), at an event titled ‘Financing Loss and Damage Globally: Malawi and Scotland Climate Justice Leadership’, hosted by the Scottish Government. The event focused on the efforts of Scotland and Malawi in addressing loss and damage, and building global ambition for finance and action, in terms of climate resilience. In December 2023, [Professor Jafry stated that the global summit did not go far enough](#):

All of these pledges were made hoping that we would see a successful final outcome but, as with all things COP, it is disappointing that the energy put into this is not reflected in the final text agreement, which does not call for the complete and mandatory phase-out of fossil fuels... We need much more ambition to turn pledges into actionable activity on the ground. That is what counts, not words.

## COP29

COP29 will take place [11-22 November 2024 in Baku, Azerbaijan](#). Many are [calling COP29 the “finance COP”](#), seeing it as an opportunity to align climate finance contributions with estimated global needs.

In July, COP29 President-Designate Mukhtar Babayev sent an [official letter](#) to the conference’s parties and constituencies, outlining priorities for action and the hurdles to achieving them. Key negotiating priorities outlined are:

- **Agreeing a [New Collective Quantified Goal \(NCQG\)](#)**. This is a key element of the Paris Agreement, designed to set a new financial target for supporting developing countries in their climate actions post-2025. However, despite this focus on unleashing funds, [nearly every aspect of the NCQG is still being contested](#) and there is [discussion on how to leverage private climate finance](#).
- **Operationalising Article 6**: Article 6 of the Paris Agreement created principles for carbon markets and ways countries could cooperate to reach climate targets. While rules were agreed to at COP26, [negotiation has been needed to establish the necessary guidance to operationalise it](#). A fully operationalised Article 6 [could provide the basis for better quality carbon markets](#).
- **Growing the [Fund for Responding to Loss and Damage \(FRLD\)](#)**: The amount currently pledged to the still-forming FRLS, [is tiny compared to estimated loss and damage needs worldwide](#). In 21 September, the FRLD Board [announced the selection of Ibrahima Cheikh Diong as its first Executive Director](#). This is a step forward but a key decision will be the involvement of the private sector.

Some concerns have been raised that a narrow focus on market- and investment-based solutions to the climate finance problem [means other approaches risk falling by the wayside](#), including debt relief and restructuring. Concerns have also been raised that [loss and damage funding arrangements are excluding the voices of those who speak out against the climate crisis](#), including those of indigenous people and have [called for community-led loss and damage funding arrangements](#).

A [reflection published by the Office of the United Nations High Commissioner for Human Rights \(OHCHR\)](#) casts doubt on the fund's current commitment to climate justice, particularly regarding Indigenous Peoples' access to the fund. It stated that:

For Indigenous Peoples, the focus must be on preventing, averting and minimizing loss and damage rather than on monetary compensation after the fact. To do this, we must stop the expansion of fossil fuel-based energy production and the emissions resulting from fossil fuel extraction.

On 5 September, Humza Yousaf MSP asked the Scottish Government what its priorities are for COP29. The [Acting Cabinet Secretary for Net Zero and Energy, Gillian Martin, stated that:](#)

Scotland is committed to playing our part at COPs, working with international partners to secure a global transition to a net zero and resilient future in a way that is fair and just for all.

Although our plans for COP29 are still being developed, we anticipate that they will focus on driving international action on equitable and transparent climate finance; using our leadership of Regions4 and the Under2 Coalition to build climate ambition and action; showcasing our net zero journey; and playing our part, as good global citizens, to advance international relations.

As is usual at COPs, in ensuring that the voices of women, young people and the global south are heard at COP29, Scotland will continue to play a bridging role across all those aims.

In response to a follow-up question on loss and damage funds, the Acting Cabinet Secretary stated that:

Scotland welcomed the agreement at COP28 on operationalising the loss and damage fund of the United Nations Framework Convention on Climate Change. I recognise the fundamental role that Humza Yousaf played in that and the leadership that he has shown on loss and damage.

The fund must be urgently mobilised to ensure rapid and equitable access to sufficient funding. It is crucial that a portion of the fund is ring-fenced to provide finance directly to communities in the form of grants, not loans. The urgency of the climate crisis and its disproportional impact demand that we act now.

From January to March 2024, the Scottish Government [funded a £1 million pilot](#) to assess the effectiveness of humanitarian financial architecture as a mechanism for



disbursing loss and damage funding (see [Completed projects and programmes funded through the Climate Justice Fund](#)). Speaking at COP28, the Cabinet Secretary said:

It is the first time, that we know of, that loss and damage funding has been dispersed through a humanitarian framework in this way. These projects will address the disproportionate impact of climate change on women and marginalised groups, and local communities will be involved in each step of project design and delivery. We hope that this will provide valuable learning and will support a growing evidence - base to inform the United Nations Framework Convention on Climate Change (UNFCCC) and COP discussions.

## Scottish Government Climate Justice Fund

The [Scottish Government states that](#):

Climate justice is a people-centred, human rights-based approach that aims to share the benefits of equitable global development.

A climate justice approach:

- recognises that people in the Global South are least responsible for causing the global climate emergency but are impacted first and most severely by it
- advocates that the Global North holds the largest and most immediate moral responsibility to address the climate crisis
- acknowledges that existing inequalities must be addressed first in order to effectively address the climate crisis, including wealth disparity and marginalisation based upon gender, age, disability and/or indigenous status.

Scotland was the first nation to commit funds specifically to climate justice, launching the Climate Justice Fund (CJF) in 2012. The Government states that the CJF is a people-centred, human-rights based approach to supporting communities in the Global South to respond to the material and social impacts of the climate crisis.

The Government states that the CJF is distinct from, and complementary to, Scotland's International Development Fund. The Government states that the CJF is consistent with Scotland's [International Development Principles](#), through embedding across all CJF programmes a partner-country led approach. It also states that the CJF aligns with the [Global Affairs Framework](#) by taking a values-based approach and mainstreams gender responsiveness, supporting [Scotland's Feminist Approach to International Relations](#).

Following an independent evaluation of the CJF in 2021 (see section on [2021 independent evaluation](#)), the Government's current approach is based on [three 'pillars' of climate justice](#):

- **Procedural Justice:** Relates to transparent, fair and equitable decision-making processes. Includes engaging with both external stakeholders (such as national and district government) and local

stakeholders (including women and the vulnerable) as part of a participatory and needs-based approach to identifying who to target and ensuring locally appropriate solutions;

- **Distributive Justice:** Relates to equal access to, and sharing of resources and benefits. In Climate Justice definitions this includes both access to resources and benefits and equitable sharing of the costs of responding to climate change. Includes ensuring support for climate change resilience (such as, livelihood development, access to water and energy etc.) is built into all projects (especially for innovation and mitigation focused projects) to ensure participants benefit from project activities;
- **Transformative Justice:** Relates to structural inequities and focuses on mainstreaming understanding of climate justice issues, as well as building capacity. Includes active participation in finding solutions and advocating for their needs, empowering communities and ensuring sustainability of results.

The [intended impact](#) is that:

The benefits of sustainable global development are shared equitably through a people-centred, human rights-based approach that ensures the impacts of climate change do not disproportionately impact those who have done the least to contribute to it.

## **Allocation of Scottish Government Climate Justice Fund over this Parliamentary Term (2021-2026)**

The Government has committed £36 million to the CJF to be spent over the course of this Parliamentary Term (2021-2026). It is now fully allocated (see [Annex A](#)).

The focus of the Government's work through the CJF for the rest of this Parliamentary term will be on two major multi-year Programmes:

- Climate Just Communities (CJC)
- and our Non-Economic Loss and Damage Programme (NELD).

Both programmes were launched at the end of 2023.

### **Climate Just Communities**

[Climate Just Communities \(CJC\)](#) is the main programme launched under the Climate Justice Fund. This is a £24 million programme, being delivered between 2023 and 2026, equally split (£8 million each) across three countries - Malawi, Rwanda and Zambia. The programme is supporting the building of more inclusive and climate resilient communities. Funding was awarded through a competitive and open process to SCIAF (Rwanda), NIRAS (Zambia) and DAI (Malawi) who will work with partners to deliver interventions in country. For details of the main areas of interventions being undertaken in each country see [Annex B](#).

### **Non-economic Loss and Damage (delivery partner CJRF)**

The [Climate Justice Resilience Fund \(CJRF\)](#) will deliver a £5 million programme to address climate induced non-economic loss and damage (NELD). NELD refers to climate-induced loss and damage that is not easily quantifiable in economic terms,

such as loss of life, indigenous knowledge, and/or territory. The programme is delivering interventions throughout East Africa, the Pacific and Bay of Bengal, with a specific emphasis on supporting women and girls. This programme builds on previous partnership with CJRF, who delivered the Government's initial £1 million loss and damage funding programme.

## Completed projects and programmes funded through the Climate Justice Fund

### Loss and Damage

Scottish Loss and Damage funding is based around four key principles, which were identified at a [conference in Edinburgh in October 2022](#); namely:

- Immediate funding because loss and damage is an urgent problem.
- Financial support for loss and damage should be additional to funding for mitigation and adaptation.
- Grant funding, not loan funding, as the Global South is already paying the cost of climate change.
- Many different types of support will be needed to address loss and damage.

Over the Parliamentary term to date, the Government has granted approximately £5 million to Loss and Damage projects and programmes:

- **Scotland's [Humanitarian Emergency Fund](#)**: £1 million pilot to assess the effectiveness of humanitarian financial architecture as a mechanism for disbursing loss and damage funding. This funding supported communities in Zambia, Kenya, Ethiopia and Pakistan to undertake gender-responsive work to rebuild after climate-induced extreme weather events (January to March 2024). SCIAF are on the expert panel overseeing the pilot and are the project delivery partner for Zambia. The Government has stated that it is using the learning from this to inform the development of the UN Fund for Responding to Loss and Damage at COP (see section on [COP29](#)).
- **GiveDirectly programme**: £1 million of unconditional cash transfers 2024 to 1800 households from 50 villages across Nsanje District, displaced by Tropical Cyclone Freddy. Recipients used the cash transfers in a variety of ways: including to rebuild homes, undertake agriculture to improve food security and pay medical expenses (October 2023 and March 2024).
- **[C40 cities Inclusive Climate Action Programme](#)**: £1 million funding to address urban loss and damage experienced by climate migrant communities, as well as the development of sub-Saharan Africa's first local just transition process (January 2023 and February 2024).
- **Climate Justice Resilience Fund (CJRF)**: £1 million to help communities prepare for and adapt to climate change, tackle structural inequalities and recover from climate-induced loss and damage (2022 to 2023).

- **Scottish Catholic International Aid Fund (SCIAF):** £800,000 to support Malawians facing loss and damage in the wake of tropical storms (2022 to 2024).
- **Stockholm Environment Institute:** £75,000 to undertake research on operationalising loss and damage finance (2022 to 2023).
- **International Centre for Climate Change and Development (ICCCAD):** £150,000 to generate and share innovative thinking on addressing loss and damage at different institutional levels through a series of case studies in Malawi, Rwanda and Zambia (2022 to 2023).

### **International advocacy**

The Government has funded international advocacy projects and programmes on gender and climate justice.

Completed projects include:

- **Women's Environment and Development Organisation (WEDO):** Support to women from the Global South to negotiate at climate COPs and UNFCCC negotiations through funding to the from 2018 to 2023.
- **Climate Youth Negotiators Programme:** Support to fund 35 young people in 2022 to travel and participate in the COP27 negotiations on behalf of their countries.

The Government states that: "[We remain committed to enhancing the representation and leadership of women in decision-making and UNFCCC processes.](#)" However, no funding appears to be currently allocated to support these programmes.

## **2021 independent evaluation of the Climate Justice Fund**

In December 2021, the Government published an [independent evaluation of the Climate Justice Fund's work to date](#), drawing on the experiences of those who have implemented or been directly supported by the Fund. It was carried out by LTS International Limited, part of the NIRAS Group (NIRAS-LTS). The evaluation reviewed 31 climate justice projects and programmes supported the CJF through three separate calls for proposals Round 1 (2012-2015), Round 2 (2014-2016) and Round 3 (2016-2021). The stated objective of the evaluation was to assess the effectiveness of the CJF in delivering climate justice objectives and appraise the programme's achievements to-date. Overall, the evaluation found that the CJF:

...has been effective at delivering on its climate justice objectives, particularly in terms of mainstreaming climate justice within the Scottish Government and building knowledge and experience around climate justice through the CJF-supported projects. Although results vary across projects, CJF has achieved climate justice impact on-the-ground, including increased adaptive and absorptive capacity of vulnerable communities and, in some instances, improving equity.

The evaluation also found that:

The CJF, through its portfolio of projects, covers all three pillars of climate justice: distributive, procedural and transformative. However, despite an

increasing focus on broader aspects of climate justice, CJF project selection criteria have largely focused on distributive aspects of climate justice. Projects that have clearly addressed all three pillars of climate justice tend to be more effective, have greater impact and achieve more sustainable results.

It recommended that the CJF:

- Develops a set of project selection and monitoring criteria that ensure projects incorporate all aspects of climate justice (including procedural and transformative) in their design and implementation.
- Facilitates the sharing of lessons and learning from across its portfolio to support a community of practice that improves climate justice impacts both from across its portfolio and beyond.
- Invests in larger programmes and/or supports smaller projects to provide clusters of interventions to communities.
- Builds upon the flexibility of its approach that supports participatory processes in project design and implementation and complements these with more flexible project design and reporting cycles.
- That the Scottish Government leverages CJF learnings to support the integration of climate justice by other donors and programmes.

The [Government states that](#):

Since 2021 we have taken a revised approach to our programming, centred on participatory and community-led action, supporting our partner countries to become more resilient to climate impacts.

The Government's current definition of climate justice is based on research undertaken as part of the independent evaluation.

## **2022 Impact Assessment of the Climate Justice Fund**

[Following a FOI request](#), in October 2022 the Government released an [Impact assessment of the CJF](#). This was carried out by Agulhas Applied Knowledge consultancy and the purpose was to deliver an impact assessment of the proposed approach for the re-launched CJF.

It was undertaken to ensure that the new CJF approach has due regard for all Scottish Government statutory responsibilities, particularly the requirement to have consideration for both Climate Justice and Just Transition principles, set out in the Climate Change Act 2019. It included consideration under the Equality Act as well as best practice with regards to diversity & inclusion. It also covered the recommendations and findings from the CJF independent evaluation, and the Scottish Government's [International Development principles](#) (IDP).

It used the principles of [Policy Coherence for Sustainable Development](#) (PCSD) as a framework (figure 1). The Assessment found that the new CJF approach has due regard for all Scottish Government statutory responsibilities and is compatible with the cross-government approach to justice, equity and achieving a Just Transition.



**Figure 1: OECD Building Blocks for Policy Coherence for Sustainable Development (with three pillars and eight principles)**



Source: [Impact Assessment of the Climate Justice Fund, Revised Final Report](#), Agulhas Applied Knowledge, April 2022

However, it uncovered some risks that it stated may appear by 2026 if they were not addressed at the time of the re-launch in 2022. These risks were:

- The need for clarity and consistency on definitions and language used on Justice, Equity, Diversity and Inclusion, Climate Justice and Loss & Damage (international) and Just Transition (domestic) including intersectionality: e.g. [Vision for Trade](#) defines equity & equality.
- That the CJF is demand-led and aligned with national priorities and processes.
- Political commitment and Scottish Government reputation are supported by adequate assessment of policy impacts over time.
- That the impacts of the programmes are adequately underpinned by research and evidence and by policy and influencing.
- The rigorous monitoring, evaluation and learning (MEL) framework is grasped and acted upon by all stakeholders including Scottish Government and their service providers.
- Outsourcing for delivery gives adequate attention to stakeholder engagement, coherent MEL, influencing, engagement within-country, across partner countries, and with international platforms.

## Climate leadership

On 23 September, the [First Minister said that Scotland has “big ambitions”](#) on climate change after Scotland was chosen for the third time to co-chair the [Under2 Coalition](#), the largest network of subnational governments committed to reaching net zero emissions by 2050 or earlier.



Scotland has been considered a global climate leader. It was one of the first countries in the world to declare a climate emergency in 2019, to legislate targets for net zero emissions' reductions and to champion international action and commit funds to climate justice and to Loss & Damage.

[Scotland's International Strategy](#), published in January 2024, states that:

We want the Scottish Government to continue to be recognised as a world leader in tackling climate change and a credible partner in confronting global challenges. We want to showcase the excellent work we are doing to tackle this global challenge and leverage this to enhance our influence in support of increased global ambition and action.

However, its [net zero targets are now no longer unusual](#), it has [missed its annual targets 8 times in the past 12 years](#), and in March 2024 the independent [UK Climate Change Committee reported](#) that the required acceleration in emissions reduction in Scotland to meet the 2030 target 'is now beyond what is credible'. Following this, in April 2024, the [Scottish Government reconfirmed its commitment to the 2045 net zero target but announced plans](#) to make 'minor' changes to climate change legislation. In September 2024, the Scottish Government introduced the [Climate Change \(Emissions Reduction Targets \(Scotland\) Bill](#), which is currently being considered by the Parliament on an expedited timeframe. These developments have put Scotland's position as a world-leader [under question](#), raising [doubt about its credibility domestically and internationally](#).

On 28 May 2024 the [Net Zero, Energy and Transport Committee heard from the Cabinet Secretary](#) as part of their Scottish Government climate change and environmental governance stocktake. Responding to questions about how the Government had communicated about Scotland's net zero targets at COP and whether the 2030 target could have been achieved, the Cabinet secretary stated:

The facts of the matter are there in black and white from the time when the CCC advised Parliament on what was credible and what was realistically achievable. However, the Parliament, on a cross-party basis, set the targets. Thereafter, it was the Government's responsibility to do everything within our power to see that we got as far towards meeting them as we possibly could, hence our desire to strain every sinew to find policies that would meet the targets and to herald the fact that Scotland had been so ambitious. That reminds me that it was not necessarily a bad thing for the Scottish Parliament to have done, because it drove progress.

At the same time, [climate change litigation has risen globally](#), including 'strategic' cases which challenge governments overall climate policy response. An increasing proportion of [court cases are being brought by young people on behalf of future generations](#), with human rights law being invoked to hold Government's to account for the impact of climate change on the fundamental rights of citizens past, present and future.

## Areas of interest

Areas of interest which are highlighted above may be areas the Committee wants to explore further with the witnesses today. These areas include:

- What lessons could be learned from the Scottish Government's participation in previous COPs to inform future Government delegations, and what the Scottish Government should seek to influence at COP29, including in regard to how climate finance supports climate justice;
- What the purpose of Scotland's funding for climate justice should be, including what the added value is that Scotland is bringing to the global platform and how it should seek to shape global action on climate justice;
- How the Scottish Government's re-launched Climate Justice Fund post-2021 measures up against the principles of climate justice, including whether it has addressed areas of risk identified in the Impact Assessment, and whether the allocation of the Climate Justice Fund to the end of the parliamentary term is likely to deliver on the three pillars of climate justice;
- How the Scottish Government engages with project delivery partners and supports participatory processes in project design and implementation;
- What monitoring and evaluation is in place to assess impacts of Scottish Government climate justice projects and programmes, and how it facilitates the sharing of lessons and learning from across its portfolio to improve climate justice impacts both from across its portfolio and beyond;
- The extent to which the Scottish Government's approach to climate justice demonstrates policy coherence between domestic and outward facing policies, including to what extent the intended impacts of climate justice policy and spend intersect with and are embedded in other policies and frameworks, such as the Government's International Development work and the National Performance Framework;
- Scotland's continued role as a climate leader and voice for climate justice - given its failure to meet its own climate targets – and what it needs to do to ensure credibility domestically and globally in its pursuit of soft power to influence others globally, and political commitment and the sustainability of current levels of spend on climate justice.

**Abbi Hobbs, SPICe research**  
**2 October 2024**

## Annex A: Allocation of Climate Justice Fund 2021-2026

Programme	Planned spend	Delivery years
Climate Just Communities Malawi	£8,000,000	2023-2026
Climate Just Communities Rwanda	£8,000,000	2023-2026
Climate Just Communities Zambia	£8,000,000	2023-2026
Non- Economic Loss and Damage (NELD)	£5,000,000	2023-2026
Scotland's Humanitarian Emergency Fund	£1,000,000	2024
Contract Management and Procurement	£160,000	2023-2024
GiveDirectly Malawi Cash Transfers	£1,000,000	2023-2024
C40 Cities	£1,000,000	2023-2024
Scottish Human Rights Defenders Fellowship	£90,000	2023-2024
Storm Freddy and Storm Ana (SCIAF)	£800,000	2022-2024
International Centre for Climate Change and Development	£150,000	2022-2024
Stockholm Environment Institute Loss and Damage Research	£75,000	2022-2023
Climate Justice Resilience Fund	£1,000,000	2022-2023
Climate Youth Negotiator Programme	£206,000	2022-2023
<a href="#">Scotland's Loss and Damage Conference</a>	£500,000	2022
<a href="#">Disasters Emergency Committee Pakistan Flooding Appeal</a>	£250,000	2022
Women's Environment and Development Organisation	£388,000	2021-2024
<a href="#">Climate Challenge Programme Malawi (extension - SCIAF)</a>	£100,000	2021-2022
<a href="#">Malawi Climate Leaders Programme</a> (Malawi Scotland Partnership and Climate Leaders Group)	£190,000	2021-2022
<a href="#">Malawi Clean Cooker Grant</a> (Cleaner Cooking Coalition)	£50,000	2021-2023
<b>Total</b>	<b>£35,959,000</b>	

*Note: Figures provided above show planned spend over the current Parliamentary Term. Actual spend may vary above or below planned spend. Source: [Energy and Climate Change Directorate: Climate Justice Fund Allocations](#), 30 September 2024.*

## **Annex B: Main areas of interventions in Malawi, Rwanda and Zambia being undertaken through Climate Just Communities**

### **CJC Malawi (delivery partner DAI)**

Interventions through CJC Malawi are being delivered across the following areas:

- disaster risk management
- livelihoods security
- loss and damage
- resilient schools
- water, sanitation and hygiene
- gender and inclusion
- advocacy, communication and networking.

### **CJC Rwanda (delivery partner SCIAF)**

Interventions through CJC Rwanda are being delivered across the following areas:

- loss and damage
- gender and inclusion
- climate resilient agriculture
- disaster risk reduction
- gender, equality, disability and social inclusion
- economic development
- natural resource management
- climate advocacy.

### **CJC Zambia (delivery partner NIRAS)**

Interventions through CJC Zambia are being delivered across the following areas:

- climate resilient agriculture (crops, livestock, irrigation)
- economic development (village savings and loans associations, small enterprises)
- water, sanitation and hygiene
- natural resource management
- disaster risk reduction
- gender, equality, disability and social inclusion
- climate advocacy.

# COP29

## "the finance COP"

COP29 will be dominated by discussions around climate finance, which is expected to see major conflicts between developed and developing countries. In the context of current global security concerns and rising conflicts, the debates at COP29 are likely to reflect wider tensions between countries at the core and periphery of geo-politics in the context of new emerging major economies and global re-balancing of power. Whilst not a party to the UN agreement on climate change, the Scottish Government is a relatively high-profile and well-regarded non-party actor globally on climate change, and can use its soft-power to make a positive contribution to the outcome of COP29.

### Background

COP29 takes place in Baku, Azerbaijan from Monday 11<sup>th</sup> to Friday 22<sup>nd</sup> November. This will be the 29<sup>th</sup> annual meeting of parties to the United Nations Framework Convention on Climate Change (the UNFCCC) and the Paris Agreement agreed at COP21 in 2015. The **UNFCCC** commits countries to work together on tackling climate change through reducing greenhouse gas emissions and adaptation efforts, in line with particular principles of action (including that developed countries most responsible for causing climate change should bear the brunt of responsibility for addressing it). The **Paris Agreement** articulates more clearly how efforts to tackle climate change should be achieved, primarily through a system of nationally determined contributions towards the global temperature goal of “well below” 2C and to “pursue efforts” towards limiting global warming to 1.5C. Crucially, both the UNFCCC principles and the Paris Agreement articles set a requirement for developed countries to provide finance to developing countries to address climate change. A long-standing target of mobilising \$100bn per year of climate finance expires after 2024, and COP29 is tasked with agreeing a *higher* target from 2025 onwards. Exactly how much that new target is, how it will be achieved, and how it will be disbursed will be the subject of intense debate at COP29.

### Key Issues for Discussion at COP29

- **New Collective Quantified Goal on Climate Finance (NCQG)**: In 2009, in an effort to encourage developing countries to sign-up to efforts for a Copenhagen Agreement at COP15, developed countries pledged to mobilise \$100bn per year of climate finance by 2020. This target was affirmed formally in the Paris Agreement in 2015, alongside an agreement that before 2025 a “new collective quantified goal” would be set. The \$100bn figure was largely symbolic and political in nature. It is hoped that the new goal will be more rooted in what is actually needed by countries to address climate impacts,

with a clearer plan set out on how to achieve it. Negotiations at COP29 on this issue are likely to be fierce and combative, including in relation to the overall target (some nations calling for \$1-1.3tr per year), the contributor base (i.e. if only developed countries are required to pay in) and the extent to which private loans and other financial flows can be counted towards this target. A summary of the latest negotiations on the NCQG and the positions of key country groupings can be seen [here](#).

- **Nationally Determined Contributions (NDCs):** One of the key elements of the Paris Agreement is that parties must submit to the UNFCCC every 5 years their national contributions towards the overall temperature goal set in the Paris Agreement. In practice, these NDCs usually include a headline target for emissions reductions over the next 10 years, often alongside detailed sectoral targets and means of achieving the overall goal. NDCs may also include signals from countries about their contribution towards the efforts of other countries to achieve their goals (e.g. by including reference to the amount of climate finance given) and of their own domestic adaptation plans, alongside details on how the overall NDC will be monitored and implemented. Read more about the next round of NDCs [here](#) and [here](#). Parties are required to submit their new NDCs in February 2025. At COP29, negotiations will focus on agreeing a “transparency framework” which will establish common approaches towards reporting of progress towards NDCs, and discuss barriers to achieving NDCs. COP29 is a key moment to drive up ambition on 2025 NDCs, and a strong negotiated outcome that stipulates expectations for NDCs will include can help drive up ambition at this late stage in their development.
- **Loss and Damage:** A global fund for Loss and Damage was established at COP27 in Sharm el-Sheik and then operationalised at COP28 in Dubai. This year, a board for the fund has been established which is now working out the details of how the fund will operate, but none of the \$700m pledged to the fund at COP28 has yet been disbursed. The board will produce a report to COP29 on progress, and a high-level dialogue will be convened during COP29 to engage political leaders in commenting on how it is developing. Crucially, there remains much concern amongst developing countries that the newly titled “Fund for Responding to Loss and Damage” could yet fall short of the scale of ambition required to truly meet the need. Many developing countries and civil society organisations will therefore be pushing at COP29 for a defined target for L&D to be set under the NCQG, and this is likely to be a highly contentious area of conflict in Baku. Furthermore, it is hoped by the COP29 Presidency that significantly more pledges towards the fund will be made during the conference. Read more about what needs to happen on Loss and Damage in 2024 [here](#).
- **Fossil Fuels:** COP28 in Dubai reached an historic agreement to “transition away from fossil fuels” after much debate and discussion over the two weeks in the UAE. COP29 must now make sure that this ambition is realised by ensuring that across negotiation streams there are tangible steps put in place to ensure this transition can happen quickly. It is hoped that the COP29 agreement will again affirm this commitment and bolster it by setting out a clear means of implementing it that parties must report on at future meetings of the COP.
- **Article 6:** The Paris Agreement includes provision for countries to effectively “trade” their emissions reductions in order to meet their NDCs. Stipulated in article 6 of the Paris Agreement, the basic idea is that through the production of carbon sinks (such as



afforestation or technological carbon sequestration) countries can exchange their reductions with others for finance. Since the Paris Agreement was agreed in 2015 this article has been subject to intense scrutiny and debate, with many observers and parties concerned that it may open the door to bad accounting and ultimately drive down real action on reducing emissions. This article will be negotiated again at COP29, where the ambition is to finalise agreement on the definition and content of the article, plus project eligibility and review processes. More on this issue can be read [here](#).

### **The Climate Justice Perspective**

One of the key areas of conflict at meetings of the COP relates to the concept of climate justice. For many parties in the Global South, meetings of the COP should be a site to address the injustice of climate change – that the majority of greenhouse gas emissions have been produced by the Global North, who have benefited massively economically, yet it is the Global South which is mostly suffering the impacts of climate change. Some of the principles in the UNFCCC and alluded to in the Paris Agreement reflect partially this position, including the principle that action towards the agreement is shaped by “Common But Differentiated Responsibilities and Respective Capabilities”. However, for most countries in the Global North, the COP is a site to define and agree collective action towards a common goal, separate and distinct from any respect towards retribution or justice.

In relation to reducing emissions, using a “fair shares” analysis, many observers indicate that countries such as the UK have already used up more than their “fair share” of sustainable levels of carbon concentration in the atmosphere. Resultingly, countries like the UK should immediately get to net-zero (or as quickly as possible) and in parallel begin re-paying for their over-shoot through climate finance to developing countries. More can be read about the fair shares approach [here](#).

In relation to climate finance specifically, a [new paper](#) has recently been published by Germanwatch and others on what countries might be justifiably seen to “owe” towards the Loss and Damage fund on the basis of their historic and current pollution. This analysis suggests that UK’s fair share of Loss and Damage funding would be around \$10.5bn annually from 2025 (for reference, in 2023 the UK contributed around \$20bn to Official Development Assistance (ODA): Loss and Damage payments should be additional to existing ODA spending).

### **Scottish Government & International Climate Change Policy**

- **Loss and Damage:** The Scottish Government’s commitment to Loss and Damage funding made at COP26 was a genuinely highly impactful and strategic intervention which had a real-world impact on this issue. In becoming the first country to explicitly pledge funding towards addressing Loss and Damage at the conference in Glasgow, the Scottish Government made headlines and helped break the long-standing log-jam on the contentious issue of funding for this issue. In particular, the former First Minister’s comments throughout COP26 that this contribution was “an act of reparations, not charity” helped push the envelope on the debate at the conference by taking an unapologetic “climate justice” stance rarely promoted by leaders from the Global North. Subsequently,

the Scottish Government has pledged £10m of funding for Loss and Damage, some of which SCIAF has been managing through our partners in Malawi and Zambia. The Scottish Government has also since COP26 taken a clear position on advocating for further ambition on Loss and Damage at the international level, a role that has deeply endeared the Scottish Government to many governmental and non-governmental followers of climate negotiations. The Scottish Government should continue to be a champion on Loss and Damage through its engagements at the international level. However, a note of caution should be heard that without further pledges (and innovation) for Loss and Damage from the Scottish Government, their position of leadership may falter. The establishment of a new tax or levy which would explicitly raise funds for further Loss and Damage contributions from the Scottish Government is one possible next step that could be made to further its position of leadership

- **Indicative NDC and Mitigation Targets:** Earlier this year when the Scottish Government confirmed its intention to introduce new climate legislation due to missed targets there was a definite credibility hit. Many international observers noted with concern that Scotland's reputation as a leader would be hurt by this announcement, and there is some feeling amongst civil society in Scotland that the international reputation on Loss and Damage is overtaking the very hard (arguably more important) job of reducing future Loss and Damage by getting to net-zero as quickly as possible. Ahead of COP26, the Scottish Government published an "[indicative](#)" NDC outlining their ambition. Rather embarrassingly, the headline of this document was a reduction by 2030 of 75% (an ambition Ministers have now confirmed they will not make). Nevertheless, there is a strong opportunity for the Scottish Government to retain some credibility internationally by submitting a strong indicative NDC in 2025 ahead of COP30 that sets out a clear pathway for Scotland to achieve net-zero by 2045 as quickly as possible.
- **Fossil Fuels:** The agreement at COP28 to "transition away from fossil fuels" was supported by the UK Government and other developing nations, who had spent the two weeks in Dubai arguing for an even stronger wording of "phase-out". However, the negotiating position of the UK Government at the time was not matched by their domestic overtures regarding North Sea oil and gas. The Scottish Government's energy strategy is currently beset by delays, with speculation that this strategy could signal a change in position by Scottish Ministers on further exploration and licences. It is vital that the Scottish Government re-affirms its position against this, and is able to go to COP29 with a clear stance that the fossil fuel era is coming to an end. Calls for a [Fossil Fuel Non-Proliferation Treaty](#) which would complement (and plug gaps in) the Paris Agreement are gaining traction internationally. The Scottish Government signalling support for this treaty would be an incredibly helpful and well received piece of leadership that could again have a positive "soft-power" impact globally at COP29.

Ben Wilson  
Director of Public Engagement, SCIAF

EVIDENCE TO THE CEEAC COMMITTEE RE CLIMATE JUSTICE PROFESSOR TAHSEEN JAFRY, DIRECTOR MARY ROBINSON CENTRE FOR CLIMATE JUSTICE GLASGOW CALEDONIAN UNIVERSITY

7 October 2024

**COP PERSPECTIVES: WHAT SHOULD BE EXPECTED AT COP29 AND WHAT HAS HAPPENED IN RECENT COPS (BETWEEN COP26 AND NOW)**

Despite the warnings from the IPCC that crossing the 1.5 threshold will have devastating consequences on people and planet, the latest projections are that we are heading towards 2.9 degree global warming leaving behind our ambition to keep 1.5 alive which was the key outcome of Cop 26 in Glasgow – have we done enough to keep 1.5 alive since COP26?

Current projections estimate that there is only a 14% chance of limiting global warming to 1.5°C, even in the most optimistic scenario (according to the United Nations Environment Programme (UNEP) 2023 Emissions Gap Report). Since COP 26 in Glasgow there have been a range of issues which have thread right through COP27 and COP28. These fall into a few areas: Climate finance and associated other funding including for Loss and Damage, Article 6 on Carbon Markets, Global Goal on Adaptation, Nature and Climate Crisis, Fossil Fuel Subsidies and what it means for Just Transition and to some extent Climate & Health.

Climate Finance

The question of climate finance is always at the core of COP and, at COP 28, there was a specific focus on the need to unlock private-sector finance, in addition to state funds and money from non-state actors, to super charge access to climate finance for developing countries. Article 9 of the Paris Agreement and under the UNFCCC state that developed nations have a responsibility to provide climate finance to developing nations for mitigation and adaptation.

Africa, with 80% of the world's poorest population, gets a meagre 3% of climate finance. Incentivising the private sector in this climate revolution is imperative; it's a challenge that demands a more inclusive structure for climate finance beyond the ew loss and damage fund.

*The New Collective Goal on Climate Finance* for mitigation and adaptation needs: Expectation for this new goal to be adopted this year to replace the previous goal of \$100 billion per year. The idea behind this is to generate funds to support developing countries to deliver more ambitious national climate country plans (Nationally Determined Contributions (NDC)) across a range of sectors. However questions remain as to how this new funding scheme can be aligned more closely with NDCs in terms of targets and deliverables. What will be negotiated is the quantity of finance offered, who contributes and which amounts, and how this funding will be allocated and utilised. This New Collective Goal on Climate Finance is a corner stone of developed countries making firm commitments to the developing countries in support of tackling climate change.

Climate financing is a complex process. Mary Robinson Centre for Climate Justice at GCU doctoral thesis by Dr Stephen Kansuk and with Director of studies Professor Tahseen Jafry conducted an investigation into the role of climate finance in advancing climate justice for all in Ghana which looked at providing a deeper understanding and insights into the politics and practices of climate finance flows in Ghana, understanding the key drivers of climate action and the extent to which climate justice or injustice is an influencing factor. The research also provides insights into the mechanisms that need to be put in place to enhance the success of climate finance 'tools' to advance climate justice for all in Ghana. The study discovered that while climate finance is critical in addressing climate injustices issues, the absence of transparent and accountable systems to track the flow of climate finance is exacerbating climate injustice issues in Ghana. The study discovered that global conventions and treaties on climate change, donor influence or interest, national climate policies and political economy dimensions are the key drivers of adequate climate action or inaction in Ghana. While these influence or do not influence climate action in Ghana, the extent to which these drivers provide mechanisms to ensure justice delivery of these climate funds to the poorest population facing the double jeopardy of climate-induced poverty and persistent inequalities is weak. The research, therefore, calls for global, bilateral

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and national climate finance flow architecture and climate change financing policies to integrate climate justice considerations in the design and implementation of climate adaptation programmes.

The findings from the doctoral research is in tandem with the very issues that will be discussed and debated at Cop29: transparency, accountability and transferability.

### Article 6 Carbon Markets

*Article 6 of the Paris Agreement* created principles for carbon markets and ways countries could cooperate to reach climate targets. Two successive COPs have failed to get Article 6 operationalised.

The issue is that carbon markets do not directly lead to real emissions reductions, rather there seems to be ambiguity around what is actually being achieved leading to greenwashing. Many corporates are moving away from carbon market schemes until the sector has been verified and supported by the UNFCCC under Article 6. This will be discussed in COP29.

### Global Goal on Adaptation

Closing the adaptation finance gap is critical. The cost of adaptation currently is estimated at \$180 billion annually to 2030 and this would enable funding to be made available to those that are most vulnerable to climate change and its impacts and build resilience. There will be a push from developing countries to provide adaptation financing. Integral to this is the need to unlock private sector investment. The problem is adaptation needs of recipient countries need to be better defined that is aligned with return in investment by private sector donors.

Questions remain on whether the new collective goal on finance should include funding for loss and damage as part of climate adaptation and a determination of how these separate pots of funding will be resourced and supported.

### Nature and Climate Crisis

Emerging language post COP 28 is the narrative on planetary health linking nature and climate crisis. The triple planetary crisis refers to the three main interlinked issues that humanity currently faces: climate change, pollution and biodiversity loss. Each of these issues has its own causes and effects and each issue needs to be resolved if we are to have a viable future on this planet (United Nations Environment Programme, & International Science Council (2024). *Navigating New Horizons: A global foresight report on planetary health and human wellbeing*. <https://wedocs.unep.org/20.500.11822/45890>).

“The report offers a stark reminder of the interconnectedness and fragility of our systems in the 21st Century and warns that prioritizing short-term gains over anticipatory action and preparedness jeopardizes long-term prosperity and planetary health. However, it also points to the tremendous potential and human ingenuity that can be leveraged in the spirit of discovery and cooperation to deliver solutions across the triple crisis”.

COP 29 will be pivotal in shaping discussions and laying the foundations for collective action on the nature and climate crisis at COP 30 which will take place in Brazil in 2025. Brazil is the hotbed of greenhouse gas emissions in Latin America, the world's 6<sup>th</sup> largest emitter and its Amazon rainforest is the world's largest carbon sink which is threatened by deforestation and other land use changes.

### Fossil Fuel Subsidy and Just Transition

There were a multitude of pledges on just transition: the Global Renewables and Energy Efficiency Pledge, the Global Cooling Pledge, and the Coal Transition Accelerator, among others – all with a collective goal to rapidly decarbonise the energy system. Seventy-eight national governments have signed the partnership to commit to working collaboratively to support just and inclusive transitions.

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The future is in clean energy but to achieve this will require \$ 4.3 trillion per year to be invested in clean energy until 2030 and thereafter \$5 trillion to 2050.

The use of *language around the fossil fuel subsidy* will be hotly debated. Phase out fossil fuel subsidies or phase down of fossil fuels in the final text will be looked for again. The critical issue is that phase down does not come with a definitive timeline which could hamper progress towards just transition.

### Climate & Health

There is push from the World Health Organisation to have health identified as a theme for future COPs but yet to come to fruition but there is growing momentum for this for example by leading funders and through leaders such as the DG of WHO.

### CLIMATE JUSTICE PERSPECTIVE: WHAT DOES IT MEAN AND WHY DOES IT MATTER

The need to increase by 2030 the resilience of four billion people, who are the most vulnerable to climate risks, just highlights the significance of why the move away from fossil fuels must not be underestimated. We need much more ambition to turn pledges into actionable activity on the ground and turn climate injustice into climate just innovations that will support those who have contributed least to climate change but are disproportionately impacted the most.

Broadly, the developed nations have benefitted the most from fossil fuel burning and the countries in the global South; Africa, Small Island States, South America, South Asia are facing the effects from human induced global warming. *This is generally known as climate injustice.* There is a sense of responsibility and moral duty to i) support those countries on the front line of the climate crisis and ii) Cut carbon emissions at speed and scale to prevent further irreversible damage to people and planet.

It matters because the most vulnerable nations and communities are disproportionality impacted but have contributed little if anything at all to the problem. Within vulnerable communities it is the elderly, young children and babies, those with underlying health conditions, women who bear the brunt of domestic chores (fetching water and fuel wood), those with disabilities amongst others are the most affected.

It matters because innocent people are losing their lives and livelihoods leading to hardship and worsening poverty. It impinges on their quality of life and right to a clean and healthy environment which is now a universal human right. A key question is: How to protect and safeguard those who have contributed least to climate change but are suffering the most? From a climate justice perspective, it requires a whole of society approach that is inclusive of rights, voice, participation and representation.

### LOSS AND DAMAGE FUND

"Loss and damage" refers to the impacts that go beyond what communities can adapt to, such as the loss of homes and lives during severe storms. Personal loss, cultural loss, historical loss amongst others. Research led by Professor Jafry and conducted at The Mary Robinson Centre for Climate Justice at GCU together with Mzuzu University and Life Concern in selected districts in Northern Malawi, where-by we documented the evidence based on lived experiences looking at the interconnected nature of climate change, mental health and gender based violence. That out of those women who were consulted the majority stated that weather changes affected their mental health and well-being, whilst only a small percentage had any coping strategies, and approximately two thirds were aware of gender-based violence in their community being exacerbated by climate change. These impacts can be considered as loss and damage; both economic and non-economic. To note that loss and damage is not easy to quantify and qualify.

The first Global Stocktake has highlighted that funding for loss and damage will be considerable and this questions how the developing countries will achieve the amount that is needed. This could be to the tune of between \$447-\$894 billion per year by 2030 for economic costs in addition to non-economic losses and damages.

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COP 27 established new funding arrangements and a fund for assisting developing countries that are particularly vulnerable to the adverse effects of climate change; The Loss and Damage Fund. A transitional committee was established on the operationalization of the new fund including addressing governance, identifying donors and sources of funding and co-ordination. This was adopted at COP28.

The Board of the Fund for responding to Loss and Damage (FRLD) has announced the selection of Ibrahima Cheikh Diong as its first Executive Director, for a four-year term beginning November 1, 2024. The Fund for responding to Loss and Damage will make a significant difference to those disproportionately affected by climate change and to provide crucial support to low-income developing countries most affected by climate change. The World Bank will be the interim trustee of the Fund, operationalize the financial intermediary fund, and be the host of the Fund's secretariat. The first meeting of the Board of the Fund for responding to loss and damage was held on Thursday, 2 May 2024, in Abu Dhabi, United Arab Emirates. There is an ad hoc subcommittee who will address issues including evaluation criteria for the assessment of proposals received as well as matters related to the need for transparency and for addressing conflicts of interest & cost-effectiveness in decision making process.

Developed nations consider supporting loss and damage funding as voluntary.

### Scottish Govt Alignment with the Loss and Damage Fund

In my capacity as a Professor of Climate Justice at GCU I am unable to verify the claims made in the statements below. Again in my capacity, I am not aware of any external impact evaluation of the funding that has been mobilised by the Scottish Government but would be keen to review any forthcoming external scientific evaluation if made available.

At COP26 in Glasgow, First Minister Nicola Sturgeon committed £2 million to Loss and Damage projects around the world. This was the first funding of its kind, with SCIAF receiving £500,000 for an innovative seven-month programme in Malawi. This Scottish government funding was awarded to SCIAF working with Trócaire, Civil Society Network for Climate Change (CISONECC), Churches Action Relief and Development (CARD) and the Catholic Commission for Development in Malawi (CADECOM) in Zomba. The project aimed to support families and communities with the skills, tools and monies they needed to get back on their feet, re-build infrastructure, and ensure further losses and damages would not occur. According to project information located on <https://www.sciaf.org.uk/loss-and-damage> SCIAF website, "in the most hard-hit locations, emergency relief was provided, including the provision of warm blankets and essential foods such as cooking oil, salt and maize flour. Childcare centres were rehabilitated using climate resilient methods, allowing children and young people to continue their pre-school education. And storm flood barriers were repaired, protecting communities from rising river levels during storms".

"In addition, there was a focus throughout the programme on non-economic losses and damages – exploring protecting and repairing cultural items or artefacts without a significant monetary value. A graveyard in the southern region of Malawi is one such example, which was protected with flood defences on the request of the local community".

### Climate Justice Resilience Fund

The Scottish Government partner with the Climate Justice Resilience Fund to mobilise their grant. Information can be located on <https://www.cjrfund.org/loss-and-damage>. Extracted below is a descriptor from the work that has been planned and future work in 2025 and beyond.

CJRF's special initiative on climate-related loss and damage launched in late 2021 with funding from the Scottish Government. The early grants in this special initiative have built up to CJRF's Communities First Pilot Fund, which supports a growing portfolio of grants that address loss and damage through the lens of equity and inclusion.

Through grants from the Pilot Fund, people experiencing the worst impacts of climate change can access immediate support. This early action allows CJRF to test and showcase how community-driven approaches to addressing L&D work. In less than two years, these lessons have already



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informed the work of government and philanthropic L&D funders, as well as the new UNFCCC Loss and Damage Fund.

In 2024 and 2025, our loss and damage grantmaking will have a strong focus on addressing non-economic loss and damage (NELD) in participatory and locally driven ways. With a second round of £5 million in funding from the Scottish Government, we have planned a program of work that aims to:

- Support communities to develop and implement cohesive visions and plans for addressing their NELD, while accounting for different perspectives and priorities.
- Deploy NELD funding to reach a diversity of geographies and to test out multiple participatory grantmaking methodologies.
- Ensure funded work contributes to co-creation of a clearer, more nuanced narrative around NELD that is grounded in communities' priorities and strategies.
- Document and synthesize lessons into advocacy to inform future L&D funding, including the new Loss and Damage Fund.

The grants will:

- Address NELD in both gender-sensitive and intersectional ways.
- Address NELD in community-driven and locally led ways.
- Include NELD across different time horizons, including slow-onset, rapid-onset, and cases where slow and rapid-onset events occur concurrently.
- Encompass a full range of NELD impacts, including, for instance, mental health and trauma, impacts of climate-forced displacement and migration, and gender-based violence.

In 2024, we aim to have three streams of regional funding: in the Pacific through our partner UUSC, in the Bay of Bengal, and in East Africa. The Bay of Bengal and East Africa grantmaking processes will take place in the second half of the year. We are also supporting and engaging with small grants for L&D through the Loss and Damage Youth Grantmaking Council and the Global Greengrants Fund. In early 2025, we will have a global open call for proposals.

As work progresses under this program, we will offer partners additional funding to access specialized resources and capacity-bridging. To ensure we systematically gather lessons and stories, we are working with ICCCAD as our global learning partner and our Bay of Bengal regional learning partner. We will also have regional learning partners in the Pacific and East Africa. The lessons learned from this portfolio will feed into advocacy channels, including through our advocacy partner the Loss and Damage Collaboration.