Kula Halake, 58, a pastoralist from Mora Mora village in Borena Zone, Ethiopia stands next to one of her dead cows during Ethiopia’s 2022 drought. Photo: Barnaby Jaco Skinner/Trócaire.

COP27: The world can’t wait.

2022 was a year of an historically high number of climate shocks in every region across the world.¹ The increasing frequency and intensity of disasters directly attributable to climate change have been compounded by conflict and crises of health, poverty and inequality in the areas worst affected. The reality is those who have done least to cause the climate crisis, and who have the least capacity to adapt, are suffering most severely from its impacts.² Trócaire works across 24 countries worldwide and many of the communities we work in partnership with are on the frontlines of the climate and biodiversity crises. While these communities have been working hard to build resilience, there is a limit to how far they can reasonably be expected to adapt in the context of the “climate carnage”³ they are experiencing. Up to 3.6 billion people live in areas that are highly vulnerable to climate change.⁴ Already marginalised groups such as women and indigenous peoples must not continue to pay the price for global climate inaction.

Millions of people in East Africa are experiencing crisis levels of hunger due to the worst drought in 40 years. The losses and damages in this context are profound, with a likely declaration of famine in
parts of Somalia in the coming weeks. Hundreds of thousands of people in Somalia face starvation and mass displacement, with the loss of crops, livestock and livelihoods due to drought. Successive years of flooding in South Sudan has impacted one million people this year alone.

Ethiopia, Kenya, Somalia, and South Sudan, represent 2.75% of the world’s population but account for just 0.1% of global carbon emissions. It is estimated that Ireland produces nearly 54 times higher emissions than Somalia alone and 59 times that of South Sudan.5

A new UN Framework Convention on Climate Change (UNFCCC) report published in advance of COP 27 shows that governments’ climate plans are still not strong enough to limit warming to 1.5°C. They’re on track to warm our planet by 2.5°C, which would be catastrophic for people and nature with vast areas of Earth becoming unliveable. Richer countries, including Ireland, have a responsibility not only to dramatically reduce their own greenhouse gas emissions, but also to provide financing for adaptation efforts in the South and to provide finance to deal with loss and damage resulting from climate breakdown. The inadequacy of the outcomes at COP 26 must now be rectified. COP27 must urgently deliver outcomes that are consistent with climate justice, underpinned by fairness, social justice, and the promotion of human rights.

Highlighting the lived experiences and demands of Trócaire’s partners who are on the frontlines of climate breakdown this paper focuses on the necessity for:

1. Urgently increasing climate action ambition at COP 27;
2. Fixing broken promises by high emitting countries on global climate finance for mitigation and adaptation;
3. Providing funding for irreparable impacts of the climate crisis through a Loss and Damage financing facility; and

With Pakistan dealing with the aftermath of extreme flooding which left one third of the country under water, and successive droughts causing starvation in East Africa, finance to respond to Loss and Damage will be a key defining issue of COP27 and a central demand from civil society and developing countries. Some of the most climate vulnerable countries in the world supported Ireland’s successful bid for a seat at the UN Security Council based on Ireland’s climate diplomacy and strong reputation on international cooperation. We urge the Irish delegation to publicly champion climate justice issues at COP 27, and to also push within the EU delegation to support the establishment of a Loss and Damage finance facility. As the UN Secretary General noted “this will be the central litmus test for success at COP 27.”*
In summary, Trócaire urges Ireland to:

**Urgently increase climate action ambition, phase out Fossil Fuels, and decarbonise our societies**
- Build on Ireland’s commitment in becoming a founding member of the Beyond Oil and Gas Alliance (BOGA) at COP26, and pledging support for the Fossil Fuel Non-Proliferation Treaty at COP 27, a move which is also supported by the European Parliament.
- Deliver commitments in the updated Climate Action Plan to hold emissions **well within the limits** set by the carbon budgets of 2021-2025 and 2026-2030. Current targets set by Government must represent the absolute floor of our ambition. Significantly ramping up efforts over the coming years will be crucial if Ireland is to do anywhere near its fair share of the global climate mitigation effort.

**Fix broken promises by high emitting countries on global climate finance for mitigation and adaptation:**
- Deliver the €225 million per annum of climate finance Ireland committed at a minimum, with a view to rapidly increasing this allocation in the context of actual need of developing countries and in line with Ireland’s fair share of climate finance.
- Ensure that all of Ireland’s climate finance funding is new and additional to any future increases in overseas aid as per Ireland’s obligations under the UNFCCC, and that there is full transparency.

**Providing funding for irreparable impacts of the climate crisis through a Loss and Damage financing facility**
- Act on the recommendation of the European Parliament and agree to establish a new funding facility to address Loss and Damage.
- Following commitments from Denmark and Scotland, Ireland should commit initial Loss and Damage finance, as a sign of leadership and a political signal of Ireland’s commitment to addressing Loss and Damage.

**Champion human rights-based approaches to climate action and ensuring the full participation of frontline indigenous communities and women**
- Listen to and amplify the voices of those on the frontlines of climate change; women and girls; and indigenous people, who are underrepresented in these discussions but who bear the brunt of its impacts, in order to inform decisions at COP27.
- Support the UN Treaty to regulate transnational corporations and other business enterprises with respect to human rights and the environment, including the protection of human rights and environmental defenders.
A world on the climate precipice – on course for 2.5 - 2.8 degrees of warming

“Human-induced climate change is the largest, most pervasive threat to the natural environment and human societies the world has ever experienced.”

Special Rapporteur on the promotion and protection of human rights in the context of climate change, Ian Fry.

Recent studies show that at 1.5°C of warming we risk passing irreversible tipping points, which will lock in human suffering on an unimaginable scale. Already today, at around 1.2°C of warming people are being displaced and losing their lives and livelihoods. Recent UN analysis of mitigation plans suggest implementation of current climate pledges put us on course for 2.5 to 2.8 degrees of warming. If we continue on this path, the impacts will be catastrophic and will be seen in a massive loss of lives and livelihoods, mass displacement of communities, and a further breakdown in biodiversity, ecosystems and food security. An immediate phase out of fossil fuels and rapid transition to renewable energy and sustainable food systems is essential to avert this.

The IPCC has called for a reduction of 50% in global emissions by 2030, achieving net zero globally by 2050. The equity principle means that developed nations should move faster than the average. Developed countries such as Ireland and other EU member states have an obligation to make greater efforts at mitigation on the grounds of their current high emissions per capita, historical emissions, higher incomes, and capacities. Combining mitigation efforts at home with increased support for the poorest countries to enable them to act on the climate crisis is not only a moral imperative and a political and legal obligation under the Paris Agreement; it is also a practical necessity. The Oireachtas declared a Climate Emergency 3 years ago and we need urgent ambitious climate action commensurate with the scale of the crisis we face.

Though the geopolitical context in which COP26 took place was far from stable, the world has since seen further significant fractures with concerning implications for international cooperation at the heart of the Paris process. There are fears that the Russian invasion of Ukraine, and tensions between the US and China over Taiwan, may hamper collaboration at COP27. However, this cannot be an excuse for climate inaction. If anything, the surge in the price of fossil fuels since Russia’s invasion of Ukraine has only strengthened the case for rapid decarbonisation. Fossil fuel companies are making sky-high profits while citizens struggle to meet the cost of living, with many fossil fuel companies also having acted early seeking to block effective climate action. The longer the world delays the transition to renewable energy, the greater the exponential impact will be of the deeply interrelated poverty, inequality and health crises in future years.

The Loss and Damage Collaboration network estimates that in the first six months of 2022 alone, just six major fossil fuel companies made enough in profits to cover the costs of economic losses from extreme weather events in developing countries three times over. In fact, these six companies alone have made enough to cover the costs and still have almost $70 billion in pure profit. Taxing extreme wealth and corporations’ excess profits would be effective in resourcing efforts to alleviate poverty, inequality, and extreme hunger.
1. Urgently Increasing Climate Action Ambition at COP27

“Our world cannot afford any more greenwashing, fake movers or late movers. We must close the emissions gap before climate catastrophe closes in on us all.”

UN Secretary-General António Guterres

There is a direct connection between both extreme and slow onset events and governments’ inaction to reduce emissions to the levels required to stay within 1.5°C of warming. The most recent IPCC report has shown that the window to limit temperatures below 1.5°C is closing rapidly, while the Glasgow Climate Pact strongly affirms that 1.5°C above pre-industrial levels is the appropriate temperature goal for global climate action. All countries have been asked to strengthen their 2030 emissions reduction targets in line with 1.5°C by the end of 2022. Despite a call for strengthened NDCs for 2030, UNEP’s report finds that progress since COP26 in Glasgow last year has been inadequate and that under current Nationally Determined Contributions (NDCs), the world is headed for 2.8 degrees of global heating by the end of the century. The international community is falling far short of the Paris goals, with no credible pathway to 1.5°C in place. Success at COP27 can be achieved if high-emitting countries show genuine leadership and signal credible commitments to closing the gap and keeping global temperatures below 1.5C. The less that is done to cut emissions rapidly, the more governments will need to do to support adaptation and Loss and Damage financing, as the effects of global heating continue to worsen.

It is expected that there will be considerable negotiation around the “Mitigation Work Programme” at COP27. This programme will aim to close the emission gap and will explicitly identify which countries are “major emitters”. This was a major sticking point in Glasgow and is likely to also be a tense negotiation in Egypt where the details of the programme will be negotiated. A mark of success for COP27 will be whether a decision on the Mitigation Work Programme can be made.

Ireland’s Fair Share in the Global Mitigation Effort

Ireland last year published its Climate Action and Low Carbon Development Bill, with a target of reducing emissions by 51% by 2030. Yet even with these increased domestic commitments, Ireland continues to fall short of its fair share within the EU and has yet to achieve the ambitious action required by climate justice. Ireland remains the third-highest emitter per capita in the EU.

Under the UNFCCC, Ireland’s level of ambition is determined by the EU’s NDC. In December 2020, the EU submitted its enhanced NDC with a target of reducing emissions by at least 55% by 2030 from 1990 levels. Ireland will need to do more than its EU counterparts to achieve this new NDC target. While EU emissions reduced by 32% between 1990 and 2020, Irish emissions since 1990 have increased by 11.4%.

According to the basic principles of climate justice and the principle of Common but Differentiated Responsibilities and Respective Capabilities in the UN Convention on Climate Change - which Ireland has signed up to - wealthy, high-emitting countries must cut emissions more steeply and quickly, reach net zero as quickly as possible before 2050 and secure a system-wide, transformational decline in the use of fossil fuels. If a globally equitable system of emissions cuts was
applied, taking historic emissions into account, Ireland would need to reach net zero emissions around 2029 (not 2050) to have a good chance in keeping global temperature rise to 1.5°C, while if using the most progressive and urgent parameters within the Equity Reference Framework, Ireland would need to achieve zero emissions by 2024. Therefore, current targets set by Government must represent the absolute floor of our ambition and significantly ramping up efforts over the coming years will be crucial if Ireland is to do anywhere near its fair share of the global climate mitigation effort.

Given that the EU parliament has already voted for a 60% 2030 target and that the next ratchet period for NDCs in 2025 will inevitably increase ambition further, we recommend that Ireland start rapidly closing the current ambition deficit between itself and the EU. Either a significant increase in the level of ambition of NDCs between now and 2030 or a significant overachievement of the latest NDCs, or a combination of both, will be required to attain any of the scenarios considered by the IPCC for keeping warming well below 2 °C or limiting it to 1.5 °C. If emissions are not reduced by 2030, they will need to be substantially reduced thereafter to compensate for the slow start on the path to net zero emissions.

Through the Climate Act 2021, Ireland has closed the door on new exploration activities for oil and gas and there is no longer a legal basis for granting new licences. However, the think tank Ember Climate estimates that European governments will spend more than $48 billion this winter on new or expanded fossil fuel infrastructure and supplies.

Ireland became a founding member of the Beyond Oil and Gas Alliance (BOGA) at COP26. Its launch was one of the most significant commitments made at COP26. It was based on the recognition that policies to phase out fossil fuel production are essential to meeting Paris Agreement objectives. The first of its kind, BOGA aims to keep fossil fuels in the ground by bringing together countries that have taken steps to end new licensing rounds for oil and gas exploration and production. The BOGA is the ideal forum in which to lead the development of the Fossil Fuel Non-Proliferation treaty and the next logical step for Ireland as a founding member of BOGA is to champion the treaty. Ireland should convene likeminded states and use the BOGA to build diplomatic support for a treaty and develop a UN resolution on this issue.

We urge the Irish delegation to follow the lead of the European Parliament, as well as Vanuatu and Timor Leste, in pledging support for the Fossil Fuel Non-Proliferation Treaty and to ensure there are no new investments in fossil fuel extraction. This will be an opportunity for Ireland to show credible commitment to transformative change and encourage its EU partners to do the same.

Trócaire urges Ireland to:

- Lead on climate ambition through the Work Programme on Mitigation, Ambition and Implementation; highlight policy best practices, especially for sectoral action; support energy transitions and fossil fuel phaseout; and ensure economic diversification. The Mitigation Work Programme must be complementary to the Global Stocktake Process, and must be based on equity and fair shares and the principle of Common but Differentiated Responsibilities and Respective Capabilities (CBDR-RC).
- Deliver commitments in the updated Climate Action Plan to hold emissions well within the limits set by the carbon budgets of 2021-2025 and 2026-2030. Current targets set by Government must represent the absolute floor of our ambition. Significantly ramping up efforts
over the coming years will be crucial if Ireland is to do anywhere near its fair share of the global climate mitigation effort.

- Build on Ireland’s commitment in becoming a founding member of the Beyond Oil and Gas Alliance (BOGA) at COP26, by pledging support for the Fossil Fuel Non-Proliferation Treaty\textsuperscript{27} at COP 27, a move which is also supported by the European Parliament.

## 2. Fixing Broken Promises by High Emitting Countries on global Climate Finance for Mitigation and Adaptation

"The Global North must pay the ecological debt it owes to the Global South."

\textit{African Climate Dialogues Communique, October 2022}

Developing countries on the front line of the climate crises are being subjected to more frequent and severe droughts, storms, flooding, and typhoons. The power imbalance between the Global South and North, rooted in colonialism, not only affects countries’ abilities for development but also impedes necessary climate action in many of the countries most affected by the climate crisis. There is an urgent need for international support to help developing countries not only reduce their own emissions in line with the Paris Agreement, but also to allow them to adapt to the ever more unstable and unpredictable climate. The recent African Climate dialogues emphasised the need for new, adequate, predictable and additional climate finance from public sources that supports the needs of people and local communities. Climate Finance must be urgently scaled up and made more accessible, in the form of grants rather than loans, with increased funding for adaptation. The Global North must pay the ecological debt it owes to the Global South.\textsuperscript{28}

\textbf{Wealthy countries failure to deliver on the $100 billion climate finance already pledged}

In 2009, developed countries committed to mobilise $100 billion of climate finance per annum by 2020, to fund climate mitigation and adaptation for developing countries, and extended the goal to 2025.\textsuperscript{29} Year after year developed countries have failed to meet this commitment. The OECD have estimated that just $83.3bn in climate finance was mobilised by 2020. While increasing by 4% from 2019, this was $16.7 billion short of the $100 billion per year by 2020 goal.\textsuperscript{30} In addition, figures are contested, and Oxfam estimate that the “true value” of climate finance provided in 2020 was just $21-24.5 billion against a reported figure of $68.3 billion in public finance. An additional $13.1 billion of private finance was also reported.\textsuperscript{31}

Each year the cumulative shortfall in the delivery of climate finance builds up and it is crucial that this $100 billion commitment is met in order to rebuild trust of developing countries. In addition to the quantity of climate finance, there are major challenges to ensure climate finance does not divert official development assistance or exacerbate debt levels. Currently, loans make up more than 70% provision ($48.6 billion) of public climate finance, adding to the debt crisis affecting many developing countries.\textsuperscript{32} Countries must not be pushed further into debt whilst trying to deal with the climate crisis. In addition, developing countries should commit larger contributions in later years to make up for early shortfalls in meeting the $100 billion, or $600 billion over the period of 2020 to 2025.
Climate finance must be accessible for those who need it most. The Africa People’s Declaration to COP27 calls for clear commitments to meeting climate finance targets; climate finance in the form of grants and targeted towards the most vulnerable communities at the frontline of the climate crisis, in Africa this means a specific targeting of rural women food producers. Likewise, the Alliance for Food Sovereignty in Africa calls for an increase in financing for small-scale farmers, fishers, pastoralists, and indigenous communities to deliver sustainable food systems through agroecology.

It is critical that adaptation is seen as an equal priority as mitigation at COP27. The previous COP made a pledge to double financing for adaptation. According to OECD figures, whilst it grew in 2020 ($8.3 billion increase compared to 2019), it still only reached 34%. Estimated adaptation costs in developing countries are five to ten times greater than current public adaptation finance flows, and the costs of adaptation are likely in the higher end of an estimated $160-340 billion per year by 2030 and $315-565 billion per year by 2050. Countries must urgently agree to establish a clear roadmap to reach adaptation finance.

A climate finance goal based on science to align with 1.5 degrees, and the needs of developing countries
It is also important to point out that this figure of $100 billion per year by 2020 was politically derived, it was not based on real needs, which are much greater. A key accompanying decision to the 2015 Paris Agreement stipulates setting a new collective quantified goal for climate finance prior to 2025. The absolute insufficiency of the annual $100 billion to achieve a 1.5C-aligned transformation must also be recognised, and a process established to set a new climate finance goal based on science and the needs of developing countries. A report by the UNFCCC Standing Committee on Finance found that the real needs of this finance cumulatively amounts to $5.8–5.9 trillion up until 2030. The process to set the new goal, and the goal itself must be developed following the principles of the UNFCCC on common but differentiated responsibilities and respective capabilities (CBDR RC) and the ‘polluter pays’ principles. The New Collective Quantified Goal on Climate Finance (NCQG) must be as inclusive and responsive to developing countries’ needs, and to civil society and Indigenous Peoples throughout the whole process. The NCQG process should explore new % GNI targets for climate finance above the 0.7% for ODA, as an important way to ensure additionality.

Ireland’s Fair Share of Climate Finance
Ireland has been a leader in the provision of grant-based climate finance and a clear focus on climate action in Least Developed Countries (LDCs). Ireland has maintained a focus on adaptation finance and is a member of the Adaptation Finance Champions Group, which has pledged to improve the quantity and quality of adaptation finance flowing to developing countries, especially Least Developed Countries (LDCs) and Small Island Developing States (SIDS). However, with respect to the quantity of Irish climate finance, we are falling short. ODI calculations estimate that Ireland met just 37% of its fair share of climate finance in 2020, which places us in the lower half of developed countries in terms of climate finance provided.

Ireland has made a commitment to provide €225 million in climate finance by 2025. This is lower than Ireland’s estimated fair share of the $100 billion which is approximately €520 million. Ireland’s 2020 provision of climate finance was €88.3 million, down from €93.6 million in 2019. In Budget 2023, Ireland committed €25 million to climate finance under the Department of Foreign Affairs and a further €10 million under the Department of the Environment, Climate and Communications, which leaves Ireland well short of the €225 million target and significantly short of its estimated fair share. Rather than committing new or additional funding envisioned under the Paris Agreement, the Programme for Government instead commits to increasing the percentage of overseas aid counted
as climate finance. This is disappointing, as it risks simply re-labelling existing aid as climate finance, rather than allocating additional funds.

Trócaire urges Ireland to:

- Deliver on the €225 million per annum of climate finance committed at a minimum with a view to rapidly increasing this allocation in the context of actual need of developing countries and in line with Ireland’s fair share of climate finance.
- Meets its UN obligations to climate finance which commits donor countries to providing “new and additional financial resources” for addressing climate change.” Ireland needs to significantly scale up climate finance allocations to meet the growing needs in addition to its overseas aid contributions.
- Lead efforts to ensure that finance reaches those experiencing the worst impacts of climate change. The time is now for prioritising climate finance for small-scale farmers, fishers, pastoralists, and indigenous communities. Supporting innovative solutions that advance social equity and build resilience to climate shocks. Solutions that are based on agroecological principles.
- Show leadership in pushing for commitments to new and additional, adequate, predictable, accessible, non-debt creating finance to be met by developed countries, along with fulfilling the commitment to $600 billion overall between 2020 and 2025;
- It is very welcome that climate finance disbursed by Ireland continues to focus predominantly on addressing climate adaptation. We call on Ireland to be a global leader, encouraging EU and other Global North delegations to meet their pledges of doubling of adaptation finance by 2025, as agreed at COP26;
- Support an inclusive process for the development of a New Collective Quantified Goal on climate finance, based on need and science, taking the format of a matrix with sub-goals including for Mitigation, Adaptation, and Loss & Damage. The new goal should prioritise grants first, then highly concessional finance, over non-concessional loans and equity (finance), potentially by establishing sub-goals for the first two desirable categories of instruments.41
3. Beyond Adaptation: Providing financing for the irreparable impacts of the climate crises through a Loss and Damage Financing Facility

“The irreparable losses of climate change are devastating. In 2018 alone, storms, floods and landslides killed 80 people and injured 212 more, and 4,796 homes have had to be abandoned.”

Ineza Grace – Youth climate justice activist, Rwanda.

Loss and Damage is an issue that speaks to the heart of climate injustice. Whilst some of the poorest countries in the world who have contributed least to the climate crisis are experiencing massive losses and damage from climate impacts, they are being left to pay for a crisis not of their making. This is diverting much needed public finance for sustainable development into dealing with crises and is pushing countries further into debt. It is a matter of climate justice that richer countries including Ireland contribute to and support the development of this third pillar of finance under the UN Framework Convention on Climate Change. COP27 must adopt Loss and Damage as a permanent agenda item while also establishing a Loss and Damage finance facility with new and additional Loss and Damage finance.

Era of loss and damage
Climate change impacts are already today resulting in Loss and Damage that are beyond the current or conceivable adaptive capacity of developing countries. For example, in Malawi, communities are struggling to deal with the prolonged dry seasons and more intense rainfalls that have become the new normal. In 2019, Cyclone Idai left a devastating path of destruction in a country already suffering. Close to two million people were affected and hundreds were killed. Damages cost over $370.5 million with severe destruction to roads, bridges, houses, power lines, irrigation systems and crops. In 2021, extreme weather events occurred in every region of the world causing an estimated $343 billion in economic losses and physical damage. It is estimated that Sub-Saharan African countries will have to take on almost $1 trillion in debt over the next ten years unless wealthy countries provide adequate finance to address the climate crisis.

Loss & Damage includes the economic and non-economic impacts of both extreme weather events (floods, heatwaves, storms) as well as slow onset events (sea level rise & desertification). Non-economic losses are associated with irreversible impacts such as fatalities or permanent destruction of nature. Developing countries are particularly vulnerable to these climate events and are often overwhelmed. Loss and Damage has a particular gendered impact, as women and girls can experience greater climate impacts due to factors including unequal access to resources, limited mobility and less access to decision-making.

30 years of delay
Despite decades of struggle by small island states and countries most vulnerable to climatic shocks to deal with Loss and Damage, finance for rehabilitation, reconstruction and unavoidable relocation
is currently missing from the financial architecture of the UN Framework Convention on Climate Change. Article 8 of the Paris Agreement highlights the importance of averting, minimising and addressing Loss & Damage, and therefore having adequate means to address Loss & Damage should be a recognised part of tackling climate change. However, when the existing global climate finance collective commitment of $100 billion per year was extended at COP21 from 2020 to 2025, no provision was agreed to extend the goal to cover Loss & Damage as the third finance pillar in addition to mitigation and adaptation, leaving climate-vulnerable countries without recourses. This is a glaring omission and this third and missing pillar of finance must be provided, in addition to mitigation and adaptation finance, and in addition to Official Development Assistance. COP27 must deliver meaningful solutions on Loss & Damage that rectify this central injustice of the climate crisis.

At COP26, a proposal for a new Loss and Damage financing facility was rejected by a number of States, including Ireland, as part of the EU. Instead, COP26 established the Glasgow Dialogue to discuss possible arrangements for Loss and Damage funding, with the first discussion held in June 2022. At COP27, countries will have another chance to finally establish a financial mechanism to address a critical need and ensure a process to secure adequate, accessible, additional and fit-for-purpose financing. Given the support Ireland received from some of the most climate vulnerable countries in their bid for a seat at the UN Security Council, Ireland should be at the forefront of championing a decision to finally deliver on the establishment of a finance facility for Loss and Damage.

At COP26, attention to Loss and Damage finance was catalysed by initiatives outside the negotiating rooms, like the pledge by Scottish First Minister Nicola Sturgeon to dedicate £1 million to Loss and Damage finance within the Scottish Climate Justice Fund. In September 2022, Denmark pledged over €13 million (100 million Danish crowns) to support developing nations that have experienced losses from climate disruptions, becoming the first country to offer significant compensation to the most climate-vulnerable areas. U.N. Secretary General Antonio Guterres has urged rich countries to tax windfall profits of fossil fuel companies and use that money to compensate countries suffering Loss and Damage.

Trócaire urges Ireland to:

- Act on the recommendation of the European Parliament, and agree to establish a new funding facility to address Loss and Damage.
- Support Loss and Damage being formalised under the UNFCCC via a decision to make Loss and Damage a permanent agenda item.
- Commit initial Loss and Damage finance as a sign of leadership and a political signal of Ireland’s commitment to addressing Loss and Damage.
- Ensure the full operationalization of the Santiago Network on Loss Damage, meeting its mandate to provide action and support for vulnerable developing countries.
4. Championing human rights based climate action and ensuring the full protection and participation of frontline and indigenous communities, women and young people

“We are not just in a climate emergency. We are in the foothills of the sixth mass extinction, and these defenders are some of the few people standing in the way. They don’t just deserve protection for basic moral reasons. The future of our species, and our planet, depends on it.

Dr. Vandana Shiva

Human Rights & Participation

The climate crisis is human rights crisis. We must see an enhanced push to ensure that rights-based approaches are integrated into climate action. The development and assessment of National Determined Contributions (NDCs), as well as through negotiations on adaptation and Loss and Damage, should be underpinned by human rights.

Branded “the most exclusionary COP ever”, COP26 was widely criticised for its lack of accessibility, with many activists from the Global South not being able to join the negotiations due to vaccine inequity, uncertainty and the high costs of travel and accommodation. COP27 does not look to fare much better. To be a truly representative discussion, parties must champion the full & meaningful participation of all members of our global society. We implore Ireland to listen to and amplify the voices of those on the frontlines of climate change; women and girls; and indigenous people, who are underrepresented in these discussions but who bear the brunt of its impacts, in order to inform decisions at COP27 negotiations. It is imperative to consider how climate change exacerbates other forms of injustices, with implications for gender, race and inter-generational justice.

Egypt will host COP27, however, UN experts and environmental and human rights organisations have raised concerns about human rights issues in Egypt and the inability of Egyptian civil society to meaningfully participate without fear of reprisals, and the limiting of protests to ‘designated areas’ at COP27.50

Frontline & Indigenous Communities – attacks on human rights and environmental defenders

Comprising less than 5% of the world’s population, indigenous people protect 80% of global biodiversity. However, defenders on the frontlines of extractivism face violence, intimidation and judicial harassment for speaking out. Global Witness recorded that 200 land and environmental defenders were killed in 2021 – nearly four people a week. These lethal attacks continue to take place in the context of a wider range of threats against defenders who are being targeted by government, business and other non-state actors with violence, intimidation, smear campaigns and criminalisation. This is happening across every region of the world and in almost every sector, contributing to a total of 1733 defenders killed over the course of the last decade, trying to protect their land and resources.51 The injustices of the present are deeply linked to the injustices of the past: IPCC 2022 report identifies colonialism as one of the key drivers of climate change, echoing a 2019 report on Global Extractivism and Racial Equality, in which the Special Rapporteur outlined the
‘racist colonial foundations of the extractivist and industrialisation processes that have caused the
global ecological crisis.’ Ms. Tendayi Achiume explains how the contemporary global extractivism
economy remains racially stratified because of its colonial origins and the ongoing failure of UN
Member States - especially those who benefitted the most from colonial domination- to decolonise
the international system and provide reparations. It is critical that human rights and environmental
defenders can operate with protection in an enabling civil society space. In addition, legally binding
regulation at the global level is critical to ensure state accountability and to regulate corporations
with respect to human rights and the environment, including the protection of human rights and
environmental defenders and the right to free, prior and informed consent.

**Women & Girls**

Although climate change affects us all, women and girls - particularly those caught at the
intersection of multiple axes of marginalisation, whether that be due to race, class, caste, or socio-
economic status - bear greater burdens from the impacts of climate change. Globally, 80% of those
displaced because of climate induced factors are female, and women are 14 times more likely than
men to die from climate change related disasters. Women represent a high percentage of poor
communities that are highly dependent on local natural resources for their livelihood, particularly in
rural areas where they shoulder the major responsibility for household water supply and energy for
cooking, heating and food security.

Addressing structural inequities in access to resources, assets, and services, and in participation in
decision-making and leadership is essential to achieving gender and climate justice. Long-term policy
measures and investments to address structural inequalities and create an enabling environment for
marginalized groups to effectively adapt to climate change. Despite facing multiple challenges and
structural barriers, these groups are leading exceptional work protecting the natural environment,
and their unique perspectives and solutions must be centred in climate change policies and
processes. However, only 34% of COP26 committees, and 39% of those leading delegations, were
women. A UN report showed that even though men made up just over half of government delegates
at climate talks, they spoke for 74% of the time, making their voices vastly overrepresented in
negotiations.

Climate justice advocate and former president of Ireland Mary Robinson dismissed the COP26
summit as "too male, too pale, too stale." The negotiations on Gender and Climate Change at SB56 in
June 2022 primarily focused on initiating the intermediate review of the Gender Action Plan
(GAP), a framework supporting gender-based climate action as part of the enhanced Lima work
program on gender, mandated to commence at the Bonn session. The intermediate review of the
progress of implementation of the activities contained in the Gender Action Plan is underway.
Supporting National Gender Climate Change Focal Points from the Global South must be prioritised if
GAP ambition is to be fully realised and gender mainstreaming accelerated across all national
climate change processes and programs.

**Youth**

The climate crisis is an intergenerational crisis that affects children and their rights, both now and in
the future. It is estimated that approximately 1 billion children live in one of the 33 countries
classified as ‘extremely high- risk’ to climate change. Children, in all their diversity, have the right to
be heard.

Children are rarely invited into climate negotiations, and information is often inaccessible to them.
This prevents children from participating and raising their concerns at the climate negotiations, the
COPs, where important decisions on the future of climate policies are taken. Given what youth
movements around the world have done to advance the visibility and concern for climate change, their agency and voice should be enabled, and their rights protected, through a COP decision. In its 30-year history, the UNFCCC has never seen the adoption of a decision focused specifically on children and young people.

Trócaire urges Ireland to:

- Listen to those on the frontlines of climate change; women and girls; and indigenous people, who are underrepresented in these discussions but who bear the brunt of its impacts, in order to inform decisions at COP27.
- Ensure rights-based approaches are integrated into climate action. Champion people-centred climate action by pushing for human rights-based approaches in the development and assessment of National Determined Contributions (NDCs), as well as through negotiations on adaptation and Loss and Damage.
- Support the legitimacy and protection of human rights and environmental defenders, with a particular focus on the participation of women human rights defenders.
- Support the UN Treaty to regulate transnational corporations and other business enterprises with respect to human rights and the environment, including the protection of human rights and environmental defenders.
- Sign the Declaration on Children, Youth and Climate Action, launched by YOUNGO, UNICEF and the Children’s Environmental Rights Initiative.

4 ibid.
8 The Guardian 3 November 2022 at https://www.theguardian.com/environment/2022/nov/03/future-generations-face-climate-carnage-without-surge-in-funding-un
11 Armstrong McKay et al., 2022: Exceeding 1.5°C global warming could trigger multiple climate tipping points. https://www.science.org/doi/10.1126/science.abn7950
15 Davide M., Parrado R., Campagnolo L. ‘Fairness in NDCs: comparing mitigation efforts from an equity perspective’ https://unfccc.int/sites/default/files/resource/312_Fairness%20in%20NDCs%20Comparing%20mitigation%20efforts%20from%20an%20equity%20perspective.pdf


26 Equity Reference Framework, 2022: https://climateequityreference.org

27 Fossil Fuel Non-Proliferation Treaty; ‘https://fossilfueltreaty.org/


29 UNFCC Adoption of the Paris Agreement 2016 at https://unfccc.int/resource/docs/2015/cop21/eng/10a01.pdf#page=2


33 Africa People’s Declaration to COP at https://www.africaclimatetreaty.org/copy-of-apcc-2021-1


38 UNFCC New Collective Quantified Goal on Climate Finance – more information available at https://unfccc.int/NCQG


46 Loss and Damage Collaboration Network, October 2022: Cost of Delay. 
48 As reported in Reuters September 2022 at https://www.reuters.com/world/denmark-becomes-first-offer-loss-damage-climate-funding-2022-09-20/
53 Submissions A/HRC/41/54; A/74/321 to the Special Rapporteur on Contemporary forms of racism (2019).
57 Gender Composition Report by the secretariat, 2021: https://unfccc.int/documents/302672