

**The Glasgow Action Plan
COP26 asks to the UK government
May 2021**

COP26 is a critical moment for the world to come together to secure a more sustainable, just, and resilient future for us all. This is the decade when we must collectively limit climate change, restore nature, and make our societies more equal and just. Otherwise we will emerge from this global pandemic locked into a climate emergency, an ecological emergency, and a poverty emergency. We will undermine our ability - and that of future generations - to produce food, to have enough water, to remain healthy, and to thrive.

Last year COP26 was understandably postponed, but climate change has not been on hold: its consequences continue to disproportionately affect people from the poorest and most vulnerable countries and communities, compounding their hardship, and widening inequality now and for decades to come. Never has it been so important to ensure no one is left behind, and countries must live up to their international responsibilities. This includes the UK's legally binding commitment to provide 0.7% of Gross National Income (GNI) for overseas aid, and the recent cuts must urgently be reversed.

COP26 will be a test of the willingness of all nations to live up to the promises they made to all people of the world in the Paris Agreement – especially to those most vulnerable and to future generations. Promises to take the following action on the climate crisis:

- Mitigation – to limit global temperature rise to 1.5°C.
- Adaptation – to enable communities to adapt to climate change, particularly through financial support to those who need it most.
- Loss and damage – to address the social, cultural, and economic losses and damage caused by impacts now and in the future, including irreversible losses from climate change.

More than five years on from Paris, there has been progress, but there is still a long way to go to fully implement the Paris Agreement. COP26 must ensure the Paris Agreement is made real.

This is all the more challenging in the context of Covid-19, but it is entirely consistent with building back better. We must use the recovery process to break with that which has made our societies vulnerable and caused this harm, and instead invest in a transition to the sustainable, just, and resilient societies we deserve.

High ambition, stronger short-term action, equitable participation, and climate justice must be put at the heart of COP26, and all nations must come with renewed ambition to limit climate change, restore nature, and make our societies more equal and just through domestic action and global cooperation.

As COP26 president, and the nation that led the industrial revolution and built its wealth in the fossil-fuel age, the UK has a global responsibility to lead the transition to a sustainable, just, and resilient world in line with the science and climate justice.

We are living in unprecedented times – both in terms of the pandemic and the climate emergency. Our interconnectivity and fragility has never been so clear. Around the world, solidarity with each other and particularly the most vulnerable has grown, as have calls for societies to build back better from this crisis and to work together to prevent the next.

People want change, and they want climate change stopped. The past few years have seen rising public concern – most visibly from young people, but also from across society – including doctors, firefighters, the military, faith leaders and investors. The public thirst for action is palpable, in the UK and across the world. Failure at COP26 is not an option.

To show true leadership in 2021, we call on the UK to implement this Action Plan for COP26:

1. **CLOSE THE GAP TO 1.5°C:** The UK must use every diplomatic effort, and political leadership at the highest level, to ensure countries close the gap between existing NDCs and what is needed to keep the goal of limiting global temperature rise to 1.5°C within reach, with every country taking on their fair share.
2. **ADDRESS LOSS AND DAMAGE:** The UK must facilitate a constructive process that concretely advances action on loss and damage at COP26 – including scaling up finance to address loss and damage, and acknowledging it as the third pillar of climate action on a par with mitigation and adaptation.
3. **INCREASE CLIMATE FINANCE FOR ADAPTATION:** The UK must lead global efforts to ensure climate finance is urgently and significantly scaled up, and access improved for poor and vulnerable countries and communities, in particular grant-based finance. This includes maintaining the UK's commitment to provide 50% of its climate finance for adaptation, and supporting the call for other countries to do the same. This also means championing a new global adaptation finance goal and the scale up of locally-led adaptation and support that is accessible and responsive to the needs and rights of women, children, and other marginalised groups.
4. **SCALE UP HIGH QUALITY NATURE-BASED SOLUTIONS:** As well as deep and immediate decarbonisation of the economy, the UK must support and drive the incorporation of ambitious and rigorous ecosystem protection, restoration, and sustainable management, into the enhanced nationally determined contributions (NDC), long-term strategies (LTS), and adaptation plans of all countries.
5. **SUPPORT A JUST ENERGY TRANSITION:** The UK government must ensure robust implementation of the policy to end public support for fossil fuels overseas. It must champion similar policies with other countries, and scale up support for renewable and efficient energy systems to help deliver universal access to energy.
6. **UNLOCK THE GREEN RECOVERY TO GET ON TRACK TO NET ZERO:** UK leadership and credibility also rests on introducing the policies and investment to get the UK on track to net-zero as fast as possible, without the use of international offsets. Top priorities include:
 - Putting in place the policies needed to get on track to the UK's legally-binding climate targets, especially on housing and transport, and through aligning public and private spending with a fossil fuel free future.
 - Take concrete steps to protect and restore nature in the UK, through an ambitious Environment Bill with binding targets, and by delivering on the 30% by 2030 pledge.
 - Deliver a just transition for workers in the UK, creating millions of green jobs, through investment and training.

The Glasgow Action Plan in detail

ASK 1: CLOSE THE GAP TO 1.5°C

The UK must use every diplomatic effort, and political leadership at the highest level, to ensure countries close the gap between existing nationally determined contributions (NDC) and long-term strategies (LTS), and what is needed to keep the goal of limiting global temperature rise to 1.5°C within reach, with every country taking on their fair share. As host of COP26 and G7, the UK must lead high-level international discussions on ensuring economic recovery packages drive rapid and deep decarbonisation of economies in the near-term, enabling more ambitious 2030 NDC targets.

The world has already experienced more than 1°C of warming, and current NDCs put us on course to a devastating 3°C or more. COP26 must be the COP that delivers on the Paris Agreement: it must deliver enhanced NDCs and long-term strategies that are consistent with pursuing efforts to limit global temperature rise to 1.5°C, in line with equity and justice. According to the IPCC, this means global emissions need to halve between now and 2030. The IPCC has highlighted that a 1.5°C world is much less dangerous than a 2°C world for people and nature, since hundreds of millions fewer people would be faced with climate-related poverty and water stress, and 10 million fewer people affected by sea-level rise by 2100.

We call on the UK government to:

- Work with countries around the world – capitalising on the UK and Italy’s joint COP26 presidency, and their respective chairing of the G7 and G20 – to increase the ambition presented in enhanced NDCs and LTSs in advance of COP26, with countries taking their fair share of global action – particularly major emitters. And secure an agreement at COP26 for all Parties to dramatically accelerate action to close the remaining gap to 1.5°C.
- Set international standards for other countries to follow, by ensuring the UK’s economic recovery establishes the investment and direction to deliver and exceed the UK NDC, through a rapid and just transition from all fossil fuels, benefiting all parts of the community and protecting nature.
- Lead an international dialogue to ensure economic recovery and stimulus efforts result in fair and resilient delivery of enhanced NDCs and LTSs; a global, just transition away from fossil fuel dependency; and an expansion and restoration of natural sinks – with co-benefits for sustainable development, and vulnerable and marginalised people.
- Leverage net-zero strategies and commitments from other major emitters by presenting an ambitious and detailed UK LTS.

ASK 2: ADDRESS LOSS AND DAMAGE

As COP26 president, the UK must facilitate a constructive process to concretely advance action on loss and damage. This must include scaling up finance to address loss and damage, and acknowledging it as the third pillar of climate action on a par with mitigation and adaptation.

Loss and damage refers to the impacts of climate change on people and nature, where adaptation has not occurred or is not sufficient to withstand the impacts. Loss and damage has been recognised in the UNFCCC negotiations since the early 1990s and is enshrined in Article 8 of the Paris Agreement as an area of climate action alongside mitigation and adaptation. Despite the devastating loss and damage being suffered around the world, virtually no progress has been made on this vital area of climate action. That needs to change at COP26.

Climate change is costly, deadly and hits hardest those who are least responsible for causing it. The Climate Vulnerable Forum estimates that developing countries could face financial losses of US\$4 trillion

per year by 2030. Low-income countries are exposed to some of the most severe climate impacts. They have the least capacity to adapt, and find it hardest to recover from the loss and damage caused by devastating floods, droughts, heatwaves, cyclones, and rising sea levels.

More and more people are facing significant and frequent impacts of climate change, which are reversing development gains. These are having the biggest impacts on the poorest and the most vulnerable people in developing countries. The human costs of climate change include increased hunger and poverty, reduced access to water, and climate-induced migration and displacement creating vulnerability to trafficking and modern slavery. With limited available options, those people and countries least responsible for the climate emergency are forced into even greater indebtedness to address the losses and damage suffered, thus exacerbating the cycle of poverty.

We call on the UK government to:

- Develop and execute a strategy as COP26 president to unlock the loss and damage negotiations, and neutrally facilitate a way to achieve a negotiated outcome that significantly advances action in this long-neglected area.
- Ensure the COP25 decision to establish the Santiago Network on loss and damage is fulfilled by COP26, including the resources to provide the mandated technical assistance.
- Put establishing new and additional sources of finance for loss and damage on the agenda for COP26, and explore how a range of options could be advanced – including debt cancellation, shifting subsidies, and a climate damages tax.
- Commit to providing finance for loss and damage that is new and additional to existing climate finance and Official Development Assistance (ODA) commitments, to avoid stretching money to meet different priorities.
- Recognise that over-reliance on insurance is not the solution, and provide a package of support that includes social protection and other grant-based finance to ensure those most at risk are not bearing alone the financial burden of the most severe consequences of climate change.

ASK 3: INCREASE CLIMATE FINANCE FOR ADAPTATION

The UK must lead global efforts to ensure climate finance is urgently and significantly scaled up, and access improved for poor and vulnerable countries and communities on the frontline of the climate crisis. This must include maintaining the UK's commitment to provide 50% of its climate finance for adaptation, and supporting the call for all countries and multilateral development banks to do the same. The UK must also champion a new global adaptation finance goal, scale up and champion locally-led adaptation that strengthens the decision-making power of affected people, and ensure support is accessible and responsive to the needs and rights of women, children, and other marginalised groups.

The UK must make it a diplomatic priority to ensure all countries make good on the US\$100bn pledge this year, crucially by scaling up adaptation funding for the most climate-vulnerable countries. Finance to support developing countries to adapt has been stagnating at around 20% of overall climate finance for many years, falling short of the Paris Agreement commitment to provide a balance between adaptation and mitigation finance. Moreover, the vast majority of this finance is being provided in the form of loans, with grant-based support comprising just 20% of adaptation finance. In addition, much more action is needed to ensure finance reaches the people who need it most. This must include addressing the neglect of gender equality to ensure significantly more climate finance reaches women, who are on the frontline of the climate crisis.

We call on the UK government to:

- Support the UN Secretary General’s call for all contributing countries and multilateral development banks to commit to allocating at least half of their public climate finance to adaptation, and build a coalition of countries and partners in advance of COP26 committed to this aim as well as increased grant-based finance and improved access to and quality of adaptation finance.
- Support an agreement at COP26 for a new, post-2025 global public finance goal specifically for adaptation – given that the US\$100bn goal has failed to address the ongoing neglect of adaptation.
- Ensure the UK scales up its gender equality efforts in climate finance spending, in a way that recognises the importance of women’s leadership in delivering adaptation and ensures human rights are protected in implementation.
- Call on all countries to commit to the principles for locally led adaptation action, and scale up adaptation that strengthens the decision-making power of, and direct implementation by, affected people and communities – particularly marginalised groups (women, children, people with disabilities, Indigenous Peoples, etc.), and that strengthens local structures, processes, and institutions according to their needs and priorities.
- Honour the UK’s legally binding commitment to 0.7% of GNI for aid and set out how the UK will ensure its international climate finance is additional to and does not compromise non-climate ODA.

ASK 4: SCALE UP HIGH QUALITY NATURE-BASED SOLUTIONS

As well as deep and immediate decarbonisation of the economy, the UK must support and drive the incorporation of ambitious and rigorous ecosystem protection, restoration, and sustainable management, into the enhanced NDCs, LTSs, and adaptation plans of all countries.

Nature is declining rapidly; if we are to limit global warming to 1.5°C we must urgently halt and reverse its loss. Protecting remaining primary and intact ecosystems, restoring degraded terrestrial and marine ecosystems, and mainstreaming sustainable land management practices, are the most important and urgent priorities for international climate change and biodiversity cooperation. Biodiversity loss, from destroyed or degraded ecosystems including forests, drylands, grasslands, coastal (e.g. mangroves), marine (e.g. seagrass) and wetland (e.g. wetlands and peatlands) ecosystems, contributes to climate change through the release of greenhouse gases and to poverty through the collapse of livelihoods. In contrast, a healthy, fully functioning natural environment can limit and even reduce greenhouse gas emissions, and provide the resources people need to survive and thrive.

We call on the UK government to:

- Support and drive the incorporation of ambitious and rigorous ecosystem protection, restoration, and sustainable management into the enhanced NDCs, LTSs, and national adaptation plans of all countries. Any ecosystem-related targets or commitments in NDCs, LTSs, and adaptation plans should prioritise biodiversity enhancement, and respect human rights. Accounting for carbon benefits should have concrete, evidence-based assessments, and be compatible with science and the goals of the Paris Agreement.
- Strengthen diplomatic efforts and support market shifts to achieve deforestation-free supply chains and deliver a package of actions and solutions at COP26, including via the UK Forest, Agriculture and Commodity Trade (FACT) dialogue. The UK should also lead by example with the implementation of due diligence regulations for forest-risk commodities in the Environment Bill, covering all UK businesses and financial institutions, in order to rule out all deforestation (not just illegal deforestation) and human rights abuses from supply chains.
- Maximise synergies across climate, nature, trade, and development in 2021 through the UNFCCC, CBD, SDGs Global Ocean Treaty, UN Food Systems Summit, WTO Ministerial Summit, and UNCCD. This should include convening high-level events in the run-up to COP26 to enhance synergies between the Rio Conventions, reflecting robustly in the COP26 decision text the role of ecosystems

in climate change mitigation and adaptation, and delivering joint work programmes on climate change and biodiversity in the UNFCCC and the CBD.

- Call on governments, multilateral development banks, funding mechanisms under the UNFCCC, and the private sector to nature-proof finance and increase finance for high-quality nature-based solutions, and work with multilateral and bilateral trade partners to ensure trade rules support biodiversity goals. Ensure the UK's pledged £3bn ICF spending on nature and biodiversity puts in place the conditions for large-scale, long-term restoration of landscapes, ecosystems, species, and habitats that support poverty reduction and sustainable development. These should be informed by and delivered through local communities and organisations.
- Establish clear standards and safeguards for nature-based solutions projects to provide the following guarantees. They are nature positive. They uphold the rights of Indigenous Peoples and local communities, are informed by them, and where appropriate are delivered by them. They address systemic barriers to delivery. And they are compatible with science and the goals of the Paris Agreement and the CBD.

ASK 5: SUPPORT A JUST ENERGY TRANSITION

The UK government must ensure robust implementation of the new policy to end public support for fossil fuels overseas, and scale up support for renewable and efficient energy systems to help deliver universal access to energy (SDG7). It should also use the COP presidency to champion implementation of this policy with other countries and institutions, and ensure consistency across domestic oil and gas policies and production.

In March 2021, the UK adopted a policy to end direct support for fossil fuels overseas, with tightly bound exemptions. The UK should engage other countries and finance institutions to build an alliance for phasing out support for fossil fuels and scaling up renewable energy and energy access. This is critical, since SDG7 remains significantly underfunded and currently unlikely to achieve universal access to affordable, reliable, sustainable, and modern energy by 2030.

We call on the UK government to:

- Ensure robust implementation of the policy on ending overseas support for fossil fuels, which in practical terms should mean no new fossil fuel investments (ODA and non-ODA), including both direct and indirect investments through UK Export Finance, the CDC, and the Private Infrastructure Development Group (PIDG).
- Introduce an immediate end to new licensing for oil and gas production and exploration, and a managed phase-out of existing oil and gas production, in line with efforts to limit temperature rise to 1.5°C. Redirect support from oil and gas to green energy, and ensure a just transition led by workers, trade unions, and affected communities.
- Lead and launch in advance of COP26 an alliance of like-minded countries and international finance institutions committed to ending fossil fuel finance overseas - including for oil and gas - and phasing out domestic fossil fuels.
- Substantially scale up all support, including concessional and grant finance, for renewable energy and energy efficiency and for energy access – particularly for decentralised renewable energy and clean cooking, as well as catalysing innovation in industry.
- Champion changes at the WTO to support the just energy transition; orient UK bilateral trade agreements to support the transition; exclude fossil fuel investments from the provisions of investment chapters; and withdraw from the Energy Charter Treaty.
- Ensure fossil fuel companies are not allowed to sponsor COP26.

ASK 6: UNLOCK THE GREEN RECOVERY TO GET ON TRACK TO NET-ZERO

To be a credible leader ahead of and during COP26, the UK government must get its own house in order. We call on the UK government, working with and alongside the devolved administrations, to lead by example and to undertake the following domestic actions, for climate, nature, and people:

Get on track to meet existing carbon budgets and get on a path to 1.5°C. We call on the government to:

- Lead by example and present a detailed and ambitious long-term strategy that sets out how to reach net-zero as quickly as possible with social and environmental integrity, including plans for green investment as well as a managed, rapid and just, phase-out of fossil fuels, and no use of international offsets.
- Regulate to ensure all UK financial institutions adopt and implement transition plans to align with the 1.5°C goal in the Paris Agreement, extending across all its global practices, and introduce a net-zero rule into government spending to ensure overall UK government recovery spending is aligned with Paris Agreement.
- Set a target for a zero-carbon power system by 2035, based on sustainable renewables deployed in harmony with nature. Complement the target for quadrupling offshore wind with a target to triple onshore wind and solar power by 2030. This also means no new fossil fuels, and downscaling the role of hydrogen, with a focus on green hydrogen where appropriate, and no support for blue hydrogen.
- Cut transport emissions through introducing a zero-emissions vehicle mandate on manufacturers to deliver the 2030 phase-out of new petrol and diesel cars and vans; significantly increasing investment in public transport, walking, and cycling to at least £10bn per year; redirecting funds from new road projects; halting new airport expansion; and introducing a frequent flier levy to contain demand for flying.
- Decarbonise UK homes with a 10-year infrastructure programme, backed by long-term capital funding and prioritising the fuel poor. This should include investing an additional £8.2bn in energy efficiency and £5.5bn in heat-pump deployment until 2025, and replace the Green Homes Grant with a new grant scheme that works for people and businesses and uses positive financial incentives.

Take concrete steps to protect and restore nature in the UK. We call on the government to:

- Deliver an ambitious Environment Bill with binding long-term and interim targets to restore and enhance UK nature. This should include an overarching State of Nature commitment to halt and begin to reverse the decline of UK nature by 2030 at the very latest, and a target to reduce the UK's global environmental footprint to ensure we do not shift our impact offshore, and take responsibility for the role we play in the destruction of nature overseas.
- Make agriculture deliver for nature and climate in the near term by improving regulation and increasing ambition in the England-focused Environmental Land Management (ELM) scheme, and introduce a comprehensive ban on burning vegetation on all peat soils and extracting peat for use in compost.
- Ensure that, by 2030, 30% of UK land is managed primarily for nature, and is protected in perpetuity for that purpose, and that 30% of UK seas are fully or highly protected. Deliver an ecologically coherent Nature Recovery Network in England and comparable ecological networks across the rest of the UK to create and restore key habitats outside the protected sites network.
- Put in place safeguards for nature in achieving net-zero that ensure habitats are protected and restored but avoid perverse and harmful impacts such as monoculture plantations or destruction of natural forests for bioenergy.

Deliver a just transition for workers in the UK, creating millions of green jobs. We call on the government to:

- Invest £100bn over the lifetime of this Parliament in green projects to create 1.8 million new, secure and good quality green jobs, stimulate the green transition and boost the UK's competitiveness. This should include creating 250,000 green apprenticeships and a pilot National Nature Service.

- Prioritise investment in skills, training and infrastructure across all regions of the UK to support a just transition for workers and communities in the UK from fossil fuels and other high-emission industries.
- Streamline training to enable certified workers to move across easily from existing polluting industries such as offshore oil and gas to offshore wind or decommissioning.
- Increase obligations on green industry, such as renewables, to grow supply chains and guarantee more UK jobs. The oil and gas decommissioning industry should also be required to deliver more UK jobs as a condition of receiving tax breaks.