

Climate Just:

Why are socially just responses to climate change important?

Scotland Version

Prepared by the University of Manchester with the Joseph
Rowntree Foundation and Environment Agency for the
Climate Just website

Introduction

- Climate change and extreme weather cause inequalities in health and wellbeing and, if unchecked, will tend to exacerbate them.
- This needs consideration when formulating responses. Policy responses to climate change can place additional burdens on people and communities who are already vulnerable.
- The extent of these burdens is not always obvious. People in communities who are worst affected may be the least likely to speak or to be heard in decisions.
- This presentation outlines why local authority and their partners in service provision need to take a socially just approach to building more resilient communities. Use it with other materials in the [Climate Just](#) website to make a case for equality in action in your local area.



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What is climate justice?



What basis is there for socially just responses to climate change?

1. Community resilience and policy delivery	2. Ethical arguments	3. Legal responsibility
<i>Responses which are socially just can improve community resilience and the effectiveness of policies and their delivery</i>	<i>Justice is required for responses to be ethically and socially acceptable</i>	<i>Many actions relate to core statutory duties or responsibilities for local authorities and their partners</i>

Adapted from Banks N et al (2014) [Climate Change and Social Justice: A Evidence Review](#), JRF, York

1. Community resilience and policy delivery

Responses which are socially just can improve community resilience and the effectiveness of policies and their delivery

What is community resilience?

- It is widely recognised that the UK must become better prepared for climate impacts e.g. from floods and heat-waves
- One important way to achieve this is by building more resilient communities



- ▶ Resilient communities are stronger communities
 - ▶ Better informed
 - ▶ Better engaged
 - ▶ More self-sufficient

Why does community resilience matter?



- Stronger communities can lead to a range of other benefits
- For example, social ties themselves have direct and indirect benefits for health & wellbeing

Umberson, Debra & Jennifer Karas Montez (2010) [“Social relationships and health: A flashpoint for public policy.” Journal of Health and Social Behavior 51: S54-S66](#)



1. Community resilience & policy delivery

2. Ethical arguments

3. Legal responsibility

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How can improving resilience support service delivery?

- Actions which account for vulnerability and disadvantage help to improve services that are already being delivered
 - improving not simply increasing services
 - prioritising & targeting service provision
 - turning decision-making into a proactive rather than reactive exercise
- Other benefits for service delivery include:
 - more effective working - cooperative working can identify other opportunities
 - engaging 'hard to reach' communities on local issues
 - stimulating, developing and directing local investment



Adapted from Australia's [Liveable and Just toolkit](#), 2013 (Resource no longer supported)

What can be done?

- Local authorities already provide the foundation for building more resilient communities
- The National Adaptation Programme suggests actions associated with
 - raising awareness about what adaptation is and why it is needed
 - increasing resilience
 - developing measures
 - addressing information requirements

The [National Adaptation Programme](#) suggests actions are needed to help deliver on its Objective 13: *To minimise the impacts of climate change on vulnerable groups in society by strengthening their resilience to better prepare for, respond to & recover from future climate risk.*

The 2017 [Adaptation Sub-Committee's assessment](#) calls for more progress, more ambition & strengthening of actions for the next NAP, including *“engaging vulnerable groups and communities exposed to specific risks such as higher temperatures, coastal change, and increases in flood risk”*

The resources in this portal provide further help and guidance on:

- [Community engagement and awareness raising](#)
- [Building resilience through adaptation planning](#)

Climate Ready Scotland: Scottish Climate Change Adaptation Programme



Overarching Aim

To increase the resilience of Scotland's people, environment, and economy to the impacts of a changing climate.

Climate Ready Natural Environment Theme

Outcome: A Scotland with a productive, healthy and diverse natural environment which is able to adapt to change.

Objective N1: Understand the effects of climate change and their impacts on the natural environment.

Objective N2: Support a healthy and diverse natural environment with capacity to adapt.

Objective N3: Sustain and enhance the benefits, goods and services that the natural environment provides.

Climate Ready Buildings and Infrastructure Networks Theme

Outcome: A Scotland with well-managed, resilient infrastructure and buildings providing access to the amenities and services we need.

Objective B1: Understand the effects of climate change and their impacts on buildings and infrastructure networks.

Objective B2: Provide the knowledge, skills and tools to manage climate change impacts on buildings and infrastructure.

Objective B3: Increase the resilience of buildings and infrastructure networks to sustain and enhance the benefits and services provided.

Climate Ready Society Theme

Outcome: A Scotland with strong, healthy, resilient communities which are well informed and prepared for a changing climate.

Objective S1: Understand the effects of climate change and their impacts on people, homes and communities.

Objective S2: Increase the awareness of the impacts of climate change to enable people to adapt to future extreme weather events.

Objective S3: Support our health services and emergency responders to enable them to respond effectively to the increased pressures associated with a changing climate.

[Climate Ready Scotland: Scottish Climate Change Adaptation Programme](#) (May, 2014)

1. Community resilience & policy delivery

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Additional Resources



- Though developed initially for authorities in England, many of the resources in the Climate Just portal are applicable across the UK.
- Selected additional materials have been added for Scotland to complement the new 2017 data resources on flood vulnerability & risk
- For additional Scotland specific materials, users are directed to the [Adaptation Scotland](https://www.adaptation.scot.nhs.uk/) site

New data resources for Scotland

Scottish Government
Riaghaltas na h-Alba
gov.scot

Home | About | Topics | News | Publications | Consultations

You are here: | Publications | 2015 | December | Mapping Flood Disadvantage in Scotland |

Mapping Flood Disadvantage in Scotland 2015: Main Report

Mapping Flood Disadvantage in Scotland 2015: Main Report

Wednesday, December 23, 2015

ISBN: 9781785448478

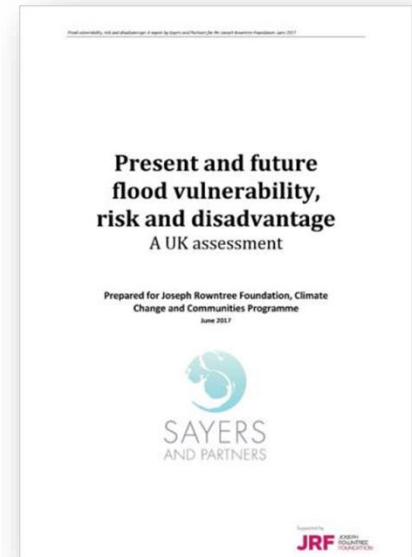
This research identifies and maps the neighbourhoods in Scotland that would be most disadvantaged by flooding.

Executive Summary

This research identifies the personal, social and environmental factors that make people vulnerable to flooding, and maps the neighbourhoods in Scotland that are most disadvantaged by flooding.

- The latest Climate Just data resources build on existing research commissioned by the Scottish Government (Kazmierczak et al., 2015)
- The new Climate Just data provide a consistent methodology across the UK for flood vulnerability and disadvantage (Sayers et al., 2017)

Sayers, PB, Horritt, M, Penning-Rowsell, E and Feith J (2017). [Present and future, flood vulnerability and disadvantage: A UK Assessment.](#)



Kazmierczak et al., (2015) Mapping Flood Disadvantage in Scotland 2015

Report <http://www.gov.scot/Publications/2015/12/9621>

Data <http://www.arcgis.com/home/item.html?id=2061e4a5ba134fe3ba3afb58de2c3079>

User Guide <http://www.gov.scot/Resource/0049/00491557.pdf>

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2. Ethical arguments for socially just responses to climate change

Justice is required for responses to be ethically and socially justifiable

What does ethical justification require?

- Ethically justifiable and socially just responses to climate change need to take account of who benefits from and who bears the burdens of the impacts of climate change and of policy and practice responses to climate change
- Currently, benefits and burdens are unevenly distributed within and across national borders and within and across generations

How does justice relate to climate change?

1. Unequal responsibilities: *who bears greater responsibility for greenhouse gas emissions?*
2. Unequal impacts of climate change: *who is more adversely affected by extreme weather?*
3. Unequal impacts of policy responses: *who benefits and who pays for policy responses?*
4. Procedural justice: *who has the power to affect policy responses to climate change?*

What does the evidence tell us about climate justice in the UK?

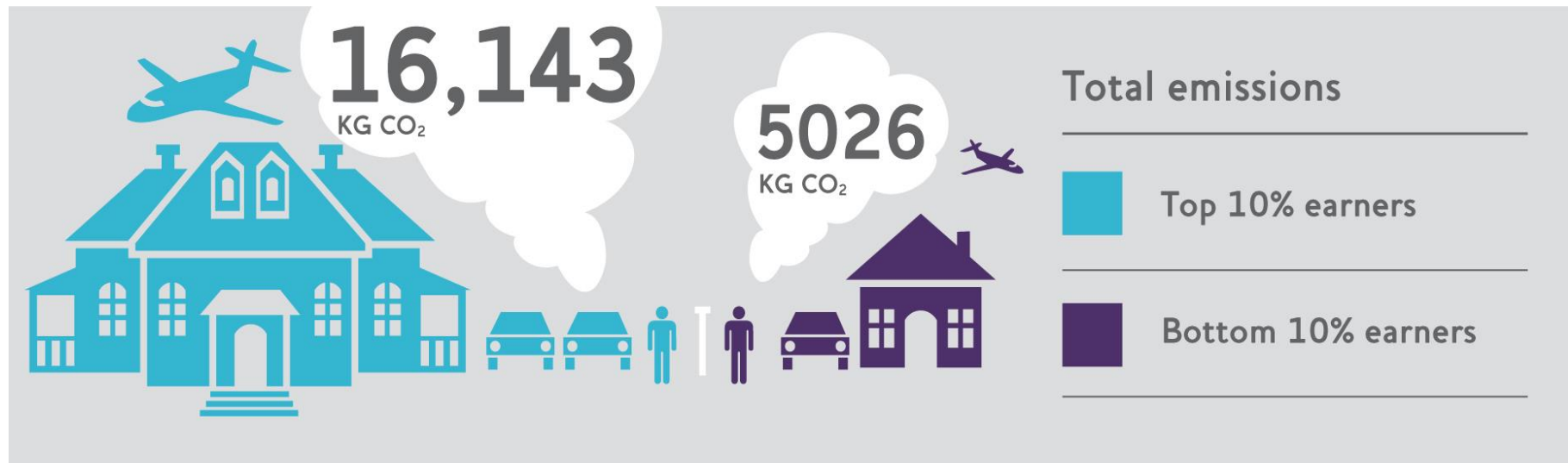
Low income households face injustice as they:

- contribute the least to emissions
- pay, as a proportion of income, more towards implementation of certain policy responses
- benefit less from those same policies
- are likely to be most negatively affected by climate impacts
- are less able to participate in decision-making around policy responses and in determining practice

Banks N et al (2014) [Climate Change and Social Justice: A Evidence Review](#), JRF, York

1. Responsibilities for emissions

Emissions of the richest 10% of the population are over 3 times higher than those of the lowest 10%.

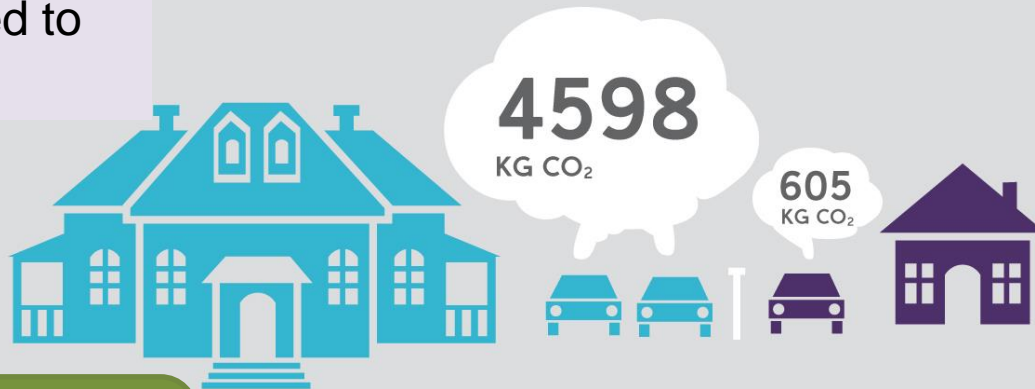


Preston, I et al 2013 [Distribution of Carbon Emissions in the UK: Implications for Domestic Energy Policy](#) JRF, York

Differences in household emissions are particularly pronounced for private transport, especially air travel, compared to housing



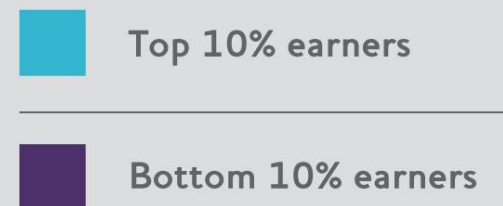
Mean annual household emissions



Mean private vehicle emissions



Mean aviation emissions



Find out more about [who emits most CO₂](#)

2. Adverse impacts of climate change

How disadvantaged different groups are from extreme weather depends on:

- Hazard Exposure: the likelihood and degree to which they are exposed to an extreme weather event such as a drought, flood or heatwave
- Social Vulnerability: the likelihood and degree to which the event will result in a loss in their wellbeing
- The Climate Just web tool contains more information on these themes
- See
 - Who is vulnerable?
 - Which places are disadvantaged?

Lindley S et al (2011) [Climate Change, Justice and Vulnerability](#) JRF, York

Sayers, P.B., Horritt, M., Penning Rowsell, E., and Fieth, J. (2017). [Present and future flood vulnerability, risk and disadvantage: A UK scale assessment](#). A report for the Joseph Rowntree Foundation published by Sayers and Partners LLP.

What makes people and neighbourhoods socially vulnerable to extreme weather events?

- People are more vulnerable if they are less able to respond to stresses placed on wellbeing
- To understand the distribution of vulnerability we need to know what factors create stresses that reduce people's wellbeing
- Personal social and environmental factors are all important

Find out more about the Climate Just approach to mapping social vulnerability and climate disadvantage and the national picture:

- Find out [who is vulnerable](#)
- Read our [overview](#) of which places are climate disadvantaged
- Use our [map tool](#) to view trends in your area
 - Look at our [user guide](#) to interpret the maps

Exposure to climate hazard
+ social vulnerability
= climate disadvantage

Lindley S et al (2011) [Climate Change, Justice and Vulnerability](#) JRF, York

What factors affect social vulnerability?

Social factors: Adaptive capacity (prepare/respond/recover)	Personal factors: Sensitivity	Environmental factors: Enhanced exposure
Low income	Age (very young & elderly)	Neighbourhood characteristics (green/blue space)
Tenure: ability to modify living environment	Health status: illness	Housing characteristics: (e.g basement/ high rise/ single storey buildings)
Mobility and access to services	Special care	Buildings
Social isolation	Homeless, tourists, transient groups	High housing density
Information and local knowledge		
Access to insurance	Lindley S et al (2011) Climate Change, Justice and Vulnerability JRF, York	

The Climate Just [map tool](#) maps neighbourhood vulnerability to flooding and heat across England

3. Impact of policy responses

Lower income households bear a greater burden of the costs of mitigation measures and receive fewer benefits

- Levies and charges on gas and electricity bills form a higher proportion of the expenditure of lower income households
- Schemes, such as the feed in tariff for home-based renewables, are only available to higher income households with funds or the means to borrow
- Current policies to reduce household carbon emissions are predicted to lower the bills of the wealthy more than those on lower incomes



Preston, I et al 2013 [Distribution of Carbon Emissions in the UK: Implications for Domestic Energy Policy](#) JRF, York

4. Procedural justice

Procedural justice concerns the justice of decision making procedures:

- Who has the power and voice in decisions?
- How do decision making procedures favour some groups over others?

Levels of participation in political action and civil society associations are closely correlated with income and occupation:

<i>No. of political actions</i>	<i>0 %</i>	<i>1-4 %</i>	<i>4+ %</i>
Income			
Under £10,000	19	56	25
£10,000 up to £19,999	15	54	31
£40,000 up to £49,999	9	41	50
£50,000 and above	3	43	54
Education			
15 years and under	19	57	24
19 years and over	7	43	50

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Adapted from: Pattie, C., Seyd, P. and Whiteley P. (2004) [Citizenship in Britain](#) Cambridge University Press, Cambridge p.86

Why does community engagement matter?

- Engaging vulnerable communities in decisions that affect them can help address both procedural justice and foster the development of more resilient communities

Find out more about building resilience in vulnerable communities through [raising awareness and engaging](#)

Find out more about the [benefits of working in partnership](#) across sectors and with communities

Why are approaches to decision making important?

- Decision making methods are not just technical tools. Their use can have implications for the distribution of benefits and burdens of policy.
- Cost benefit analysis (CBA) is widely used as a way of assessing different policies. In the context of climate change and justice it is deeply controversial.
- Standard CBA places lower monetary values on adverse impacts on lower income groups and future generations. Those worst affected by climate change and least responsible count least.

Find out more about [existing tools](#) to support decision-making

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Key messages

- Lower income and other disadvantaged groups contribute least to causing climate change but are most likely to be adversely impacted by its effects
- How *disadvantaged* a person or group will be to potential losses in wellbeing will be a function of two distinct factors, their likelihood and degree of exposure to extreme weather events and their vulnerability
- Current decision making procedures need to do more to target the most vulnerable



It is vital that other responses take account of the inherent inequalities in the ways people are affected by events like floods. If we do not, we simply store up more problems for the future.

3. Legal responsibility

Many actions are either

- *core statutory duties for local authorities and their partners, or*
- *part of the guiding principles informing public service delivery*

Introduction

- Legal responsibilities set a framework for local action on climate change and extreme weather events
- However, these are not the only considerations for those developing responses
- The activities of public bodies and, by extension, their partners in service delivery, are covered by wider principles
- Central pillars include:
 - Addressing sustainability and inequalities e.g. through the Flood and Water Management and the Health and Social Care Acts
 - Supporting people who are less able to help themselves, e.g. through the national capital allocation system for flood risk schemes

Find out how Climate Just can help you with [particular tasks](#) and [support you in your role](#)

The wider legal framework

The following legislation sets out some of the key relevant statutory requirements for action (details on following slides) – particularly for action linked to the direct effects of climate change:

- Flood Risk Management (Scotland) Act 2009
- Climate Change (Scotland) Act 2009
- Health and Social Care Integration Act 2016
- Scottish Planning Policy (SPP) 2014
- The Community Empowerment (Scotland) Act 2015
- Equality Act 2010
- The Civil Contingencies Act 2004 (Contingency Planning) (Scotland)
- Housing (Scotland) Act 2014

Flood Risk Management (Scotland)

Act 2009

- Represents “*a more sustainable and modern approach to flood risk management, suited to the needs of the 21st century and to the impact of climate change*” repealing earlier Flood Prevention and Land Drainage (Scotland) Act 1997 and predecessors .
- The Act facilitates more integrated and coordinated flood risk management between local and national actors and agencies, including through:
 - Providing frameworks for cooperation See the [‘Delivering Sustainable Flood Risk Management Guidance’](#)
 - Providing information about flood risk and the preparation of plans, including [guidance](#), e.g. for surface water management
 - Supporting wider contributions to flood risk management, including from the public
 - New flood risk management responsibilities for the Scottish Environmental Protection Agency (SEPA) Scottish Water and local authorities
 - More efficient process for flood protection schemes
 - A single authority with responsibility for the safe operation of reservoirs.

Source: derived from <http://www.gov.scot/Topics/Environment/Water/Flooding/FRMAct>

Climate Change (Scotland) Act 2009

- ***“The Act is a key commitment of the Scottish Government, and is the most far-reaching environmental legislation considered by the Parliament during the first ten years of devolution”.***
- It has 6 parts which cover:
 - Climate mitigation (control of greenhouse gas emissions and creation of a low carbon economy)
 - Climate adaptation (reducing the impacts of climate change)
 - Associated frameworks, targets, processes and powers.
- [Secondary legislation](#) has also been created, e.g. covering specific schemes and sectors.

Climate Change (Scotland) Act 2009

Part 1: statutory framework for greenhouse gas emissions reductions

- an interim 42% reduction target by 2020 & 80% reduction target by 2050.
- requirement for annual targets from 2010 to 2050 (secondary legislation) using advice from the UK Committee on Climate Change.

Part 2: provides provision for establishing a separate **Scottish Committee on Climate Change** if required

Part 3: requires regular reporting on Scotland's emissions progress towards reaching targets.

Part 4: **duties** which are placed on Scottish public bodies with the powers to modify duties as required.

Part 5: covers **adaptation, sectors and sector responses**, such as energy efficiency

Part 6: covers **public engagement and carbon assessment**.

Source: <http://www.gov.scot/Topics/Environment/climatechange/scotlands-action/climatechangeact>

UK Climate Change Risk Assessment 2017

- The UK Climate Change Risk Assessment 2017 Evidence Report stresses that more action and understanding is needed about climate change impacts
- Flooding risks to communities, business & infrastructure is the highest priority at the moment, followed by impacts from high temperatures

Flooding and coastal change risks to communities, businesses and infrastructure (Ch3, Ch4, Ch5, Ch6)	MORE ACTION NEEDED
Risks to health, well-being and productivity from high temperatures (Ch5, Ch6)	
Risk of shortages in the public water supply, and for agriculture, energy generation and industry (Ch3, Ch4, Ch5, Ch6)	
Risks to natural capital, including terrestrial, coastal, marine and freshwater ecosystems, soils and biodiversity (Ch3)	
Risks to domestic and international food production and trade (Ch3, Ch6, Ch7)	
New and emerging pests and diseases, and invasive non-native species, affecting people, plants and animals (Ch3, Ch5, Ch7)	RESEARCH PRIORITY
NOW -----> RISK MAGNITUDE -----> FUTURE 	

Source: [UK Climate Change Risk Assessment 2017](#)

UK Climate Change Risk Assessment 2017

- Issues for Scotland are in line with those of the rest of the UK.
- Additional specific issues for Scotland have also been highlighted (below, p.18)
- NOTE: the new climate change projections [UKCP18](#) are due for release in Nov, 2018

Risk to species and habitats from the changing climate	More action needed
Risks to soils and natural carbon stores	
Risks to people, communities and buildings from flooding	Research priority
Risks to coastal areas from sea-level rise combined with extreme weather	
Risks to marine species from ocean changes	
Risks to health and well-being	

Source: [UK Climate Change Risk Assessment 2017](#)

Health and Social Care Integration

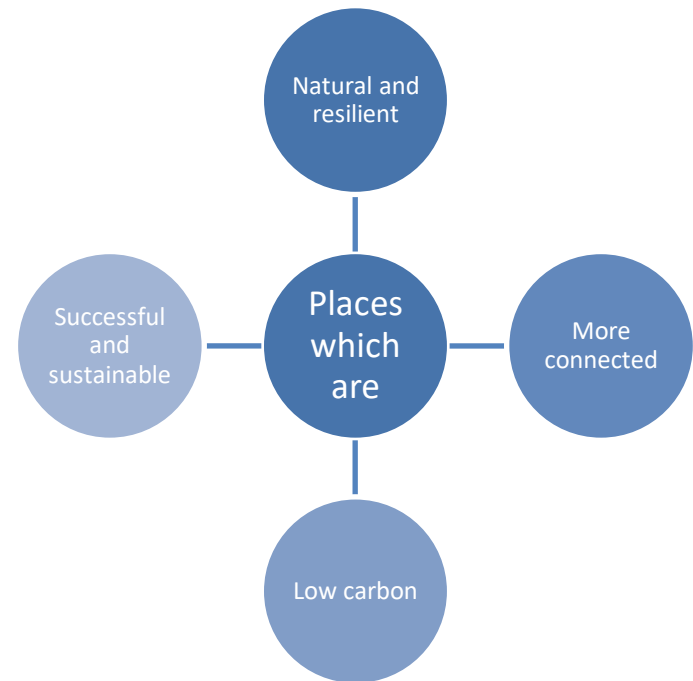
Act 2016

- New Integration Authorities now manage funding for local services that were previously the responsibility of separate NHS Boards and Local Authorities. Investment is over £550m for 2018-19.
- **The Act emphasises the role of improving services delivery for combating social vulnerability, including older generations & people with complex needs.**
- There is a focus on approaches which foster collaborative learning and knowledge production since *'sharing our knowledge and experiences we are finding out what works best...and what doesn't work well as well'*.
- Includes:
 - [Health and Social Care Communication Toolkit](#) -practical resources and information to help local areas communicate the purpose and outcomes of health and social care integration.
 - [A National Telehealth and Telecare Delivery Plan for Scotland](#) to 2015

Derived from <http://www.gov.scot/Topics/Health/Policy/Health-Social-Care-Integration>

Scottish Planning Policy (SPP) 2014

- The Scottish Planning Policy (SPP) promotes a precautionary approach to flood risk and emphasises the wellbeing benefits of good planning, including for “*strong, resilient and inclusive communities*”.
- It is based on the following ‘core values’:
 - focusing on a set of outcomes for places (right), maximising benefits and balancing competing interests
 - facilitating sustainable economic development, including from the perspective of community resilience;
 - being plan-led, where plans are current & relevant
 - making timely, transparent and fair decisions in for supporting business and giving public confidence;
 - being inclusive while also effective
 - being proportionate,
 - upholding the law



Source: derived from <https://beta.gov.scot/publications/scottish-planning-policy/pages/3/>

Scottish Planning Policy (SPP) 2014

- Scottish planning policy principles include the need to consider **Climate change mitigation and adaptation, including taking account of flood risk.**
- Flood risk frameworks and decision-making need to consider [SEPA's Land use vulnerability guidance](#)
- The SPP 2014 is linked to:
 - [The National Planning Framework 3 \(NPF3\) 2014](#), statutory framework for Scotland's long-term spatial development and its priorities
 - [Creating Places](#), policies and guidance on architecture and design.
 - [Designing Streets](#), policies and guidance on the design of new or existing streets and their construction, adoption and maintenance.
 - [Circulars](#), containing policy on the implementation of legislation or procedures

Source: Derived from <http://www.gov.scot/Resource/0045/00453827.pdf> and <http://www.gov.scot/Topics/Built-Environment/planning/Policy> More information is available at <https://beta.gov.scot/building-planning-and-design/>

Local Government in Scotland Act 2003

- Scotland's local authorities have equivalent powers to provide for well-being to those for England and Wales enshrined in the Local Government Act (2000).
- The Community Planning system aims to improve service delivery through bringing together local communities and public bodies
- This is a equivalent to neighbourhood and community planning elsewhere.
- This foundation has been added to through subsequent acts (see next slide)

The Community Empowerment (Scotland) Act 2015

- This Act recognises the value of improving the participation of local communities in decision making
- It includes:
 - New rights for community bodies to facilitate the inclusion of public views in decision-making
 - New duties on public authorities
 - A stronger statutory base for community planning.
 - Support for participation and empowerment through funding and processes, including standards for engagement



Source: Derived from <https://beta.gov.scot/policies/community-empowerment/> and <http://www.voicescotland.org.uk/Seven-NS/>

Equality Act 2010

- The fundamental tenets of the Equality Act require public authorities to have due regard to:
 - Prevent discrimination
 - Provide equal opportunities
 - Ensure good relations between groups with a protected characteristic and those without
 - Age
 - Disability
 - Pregnancy and maternity
 - Race
- The law allows for positive action in favour of people in groups with protected characteristics (e.g. disabled always allowed to be treated better than non disabled) and where there is other disadvantage e.g. poverty and social deprivation.
- *Specific duties (Scotland) Regulations 2012 places equivalent equality duties on named public authorities in Scotland*

Source: <https://www.gov.uk/equality-act-2010-guidance>; <https://www.legislation.gov.uk/sdsi/2012/9780111016718/contents>
More information <https://www.equalityhumanrights.com/en/public-sector-equality-duty-scotland/regulations-specific-duties-and-details-which-public>

Specific duties (Scotland) Regulations 2012

The specific duties include (Equality and Human Rights Commission, 2016, p11-12) :

- *“report on mainstreaming the equality duty*
- *publish equality outcomes and report progress*
- *assess and review policies and practices*
- *gather and use employee information*
- *use information on members or board members gathered by the Scottish Ministers*
- *publish gender pay gap information (where they have at least 20 employees)*
- *publish statements on equal pay (where they have at least 20 employees*
- *consider award criteria and conditions in relation to public procurement*
- *publish in a manner that is accessible”.*

Further information is in the Guide for public authorities in Scotland

https://www.equalityhumanrights.com/sites/default/files/1_essential_guide_-_ex_app2_0.pdf

The Civil Contingencies Act 2004 (Contingency Planning) (Scotland)



- Civil contingency planning uses the concept of resilience
- Preparing Scotland involves being able *“to detect, prevent, and, if necessary, to handle and recover from disruptive challenges”*
- Risk assessment is a key element helping to understand vulnerabilities and threats.
- Covers structures and processes

Use of the Hub and Spokes model (left, see p.6 of CCA Scotland 2004 & p.6. [Preparing Scotland: Scottish Guidance on Resilience](#)).

Source: Derived from <http://www.gov.scot/Publications/2007/06/12094636/3>

The Civil Contingencies Act 2004 (Contingency Planning) (Scotland)

- Category 1 Responders: Local Authorities, Police, Fire, Ambulance, Health Boards, Scottish Environment Protection Agency, Maritime and Coastguard Agency.
- Category 2 Responders: Electricity Operators, Gas Suppliers, Scottish Water, Communications Providers, Railway Operators, Airport Operators, Harbour Authorities, NHS, National Services Scotland, Health & Safety Executive.
- Plus other agencies with a wider role in resilience issues
- Regional Resilience Partnership (RRP) helps with multiagency co-ordination
 - Groups cover North, West and East of Scotland.



Source: Derived from <http://www.gov.scot/Publications/2007/06/12094636/3> and <http://www.gov.scot/Resource/0038/00389881.pdf>

Housing (Scotland) Act 2014

It is based around the idea that everyone in Scotland deserves the right to live in high-quality, sustainable homes that they can afford and that meet their needs.

- Ended the right to buy in Scotland
- Gives social landlords more flexibility in the allocation and management of their housing stock
- Introduces a first-tier tribunal to deal with disputes in the private rented sector.

For future Acts and Bills that are currently being drafted, track their development online

<http://www.parliament.scot/parliamentarybusiness/Bills/576.aspx>

- e.g. Forestry and Land Management (Scotland) Bill
- e.g. Social Security Bill

Conclusion

- Socially just responses to climate change are required if policy is to be ethically legitimate
- Socially just responses to climate change improve community resilience
- Many actions required to address justice in climate change responses relate to duties or responsibilities for local authorities and other bodies
- They also relate to wider principles for policy and practice which aim to achieve sustainability and reduce inequality
- There will be challenges in the future as the UK adjusts to wider changes driven by leaving the EU