

# Fair share or falling short?

Opposing loopholes and demanding justice in  
Ireland's approach to climate action

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An Taisce climate committee



"Ireland is determined to play its part"



"Climate change is not our priority"

Paris  
2015

**Carbon budgets** define national “fair-share” climate action ‘*consistent with*’ Ireland’s Paris Agreement commitments to equitably limiting warming to 1.5°C globally:

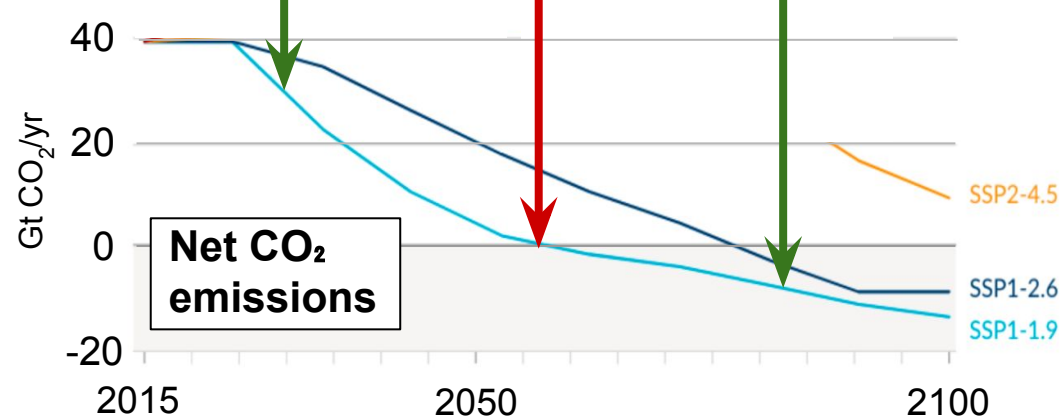
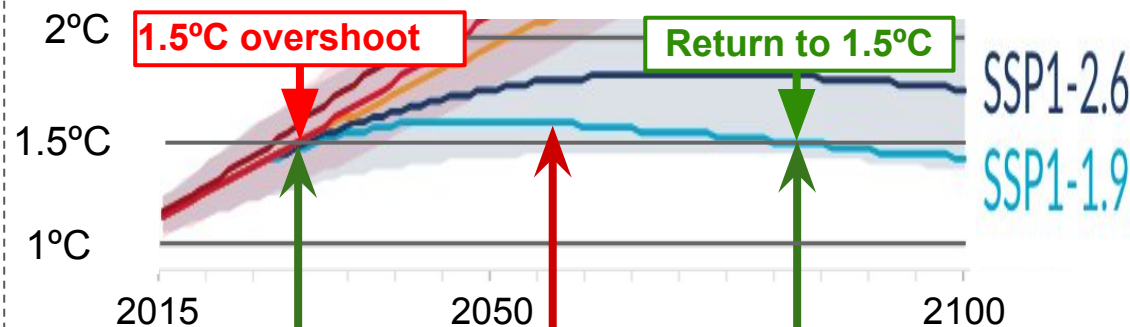
- Meeting carbon budgets without fail would be at least a minimal commitment to playing our part.
- But Ireland’s emissions trajectory is already far off track from meeting even the agreed *legally binding* budgets up to 2030.

Policy and carbon budgeting are falling far short of the priority urgency needed to limit energy & agriculture emissions ⇒ **Action Required!**

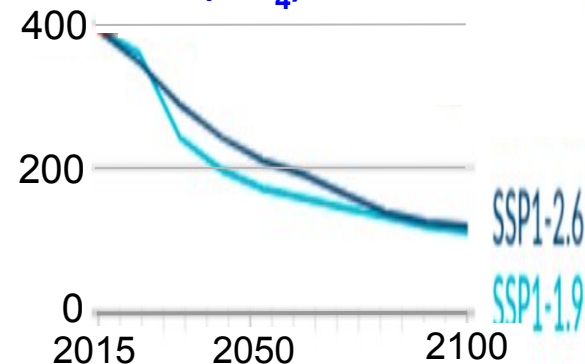
# Global temperature and emissions 2015–2100 (IPCC AR6)

Paris-consistent  $\approx$  **CO<sub>2</sub>** net zero by 2055–2070 and **CH<sub>4</sub>** cut by 40% by 2050

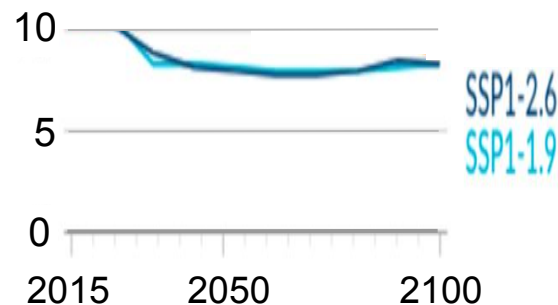
## Global temperature change



## Methane (CH<sub>4</sub>) emissions



## Nitrous oxide (N<sub>2</sub>O) emissions



**Paris Agreement Article 2:** efforts to limit to 1.5°C + equitable implementation via CBDR-RC

Ireland's '**Climate Act** commits to carbon budgeting "***consistent with***" Paris Art. 2



Rialtas na hÉireann  
Government of Ireland



**Article 2(2):** This Agreement will be implemented to reflect equity and the principle of common but differentiated responsibilities and respective capabilities, in the light of different national circumstances.

**Climate Action and Low Carbon Development (Amendment) Act 2021**

- **Oireachtas** decides on legally binding five-year *carbon budgets*.
- **Government** sets constituent *sectoral emission ceilings*.

CCAC **proposes** five-year national carbon budgets based on "feasible" scenarios and tests them against a fair-share "**Paris Test**" 1.5°C warming contribution for Ireland.  
– **This is world leading!** But clarity needed.

Parties' "bottom-up" commitments

## Carbon Budget Proposal Report 2024

*‘the Council considered **temperature neutrality** pathways rather than constraining Ireland to meeting **net zero emissions in GWP100.**’*

### CCAC Proposal:

**CB3 (2031-2035)** 160 MtCO<sub>2</sub>e (*current 151 MtCO<sub>2</sub>e*)

**CB4 (2036-2040)** 120 MtCO<sub>2</sub>e

The 2024 CCAC Proposal does not include any Paris Test of fair-share equity, ignoring ethical & scientific assessment of the CCAC’s 2021 Paris Test ([McMullin et al. 2024](#)) and omits consistent 2021 vs 2024 analysis.

After submissions & Joint Committee: July CCAC letter gives a Paris Test.

# CB 3 & 4: Equity and Scientific Concerns

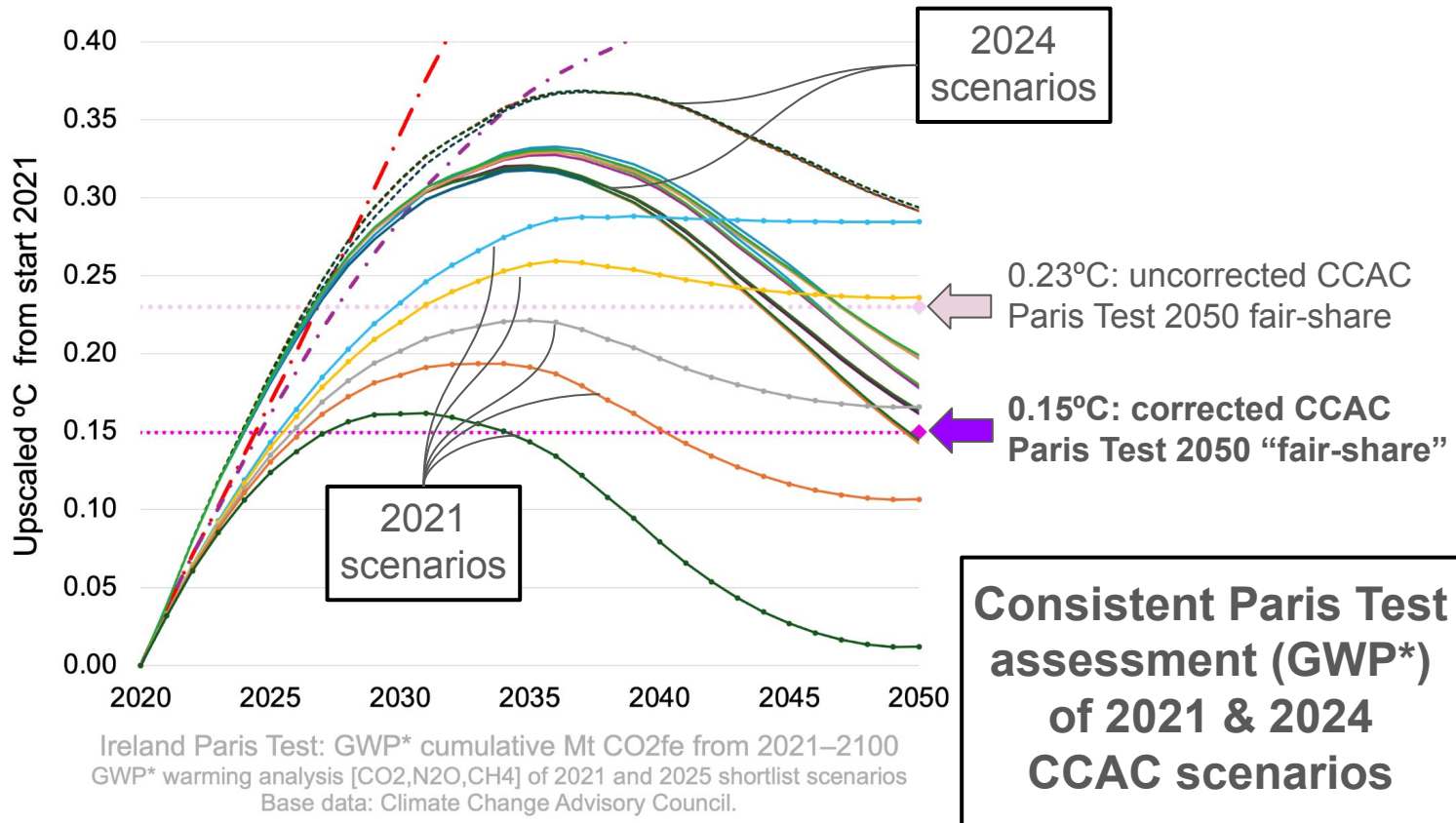
1. *Temperature Neutrality* (TN) is an inequitable climate action goal for Ireland, **can allow large, permanent 1.5°C fair-share overshoot**. (*Note: Ireland is already in overshoot.*)
2. CCAC use 2020 as Paris Test **reference year**. This is highly inequitable: more ethical to use earlier 2015, 1990 ...
3. CCAC CB assessment fails to account for **International Aviation and Shipping** – this is unscientific and inequitable.
4. Budget & Paris Test 2021 vs 2024: multiple technical issues.
5. Agriculture, and land-use scenario **assumptions lack credibility**. They depend on highly questionable outcomes.



# Paris Test reassessment: new 2024 scenarios peak overshoot at higher temperature and rely on questionable agri-methane and afforestation carbon removal assumptions.

Chart: Paul Price 2025-09-15

- Paris Test CCAC (uncorrected 0.23°C)
- Paris Test (corrected to 0.15°C upscaled)
- WEM [CO<sub>2</sub>,N<sub>2</sub>O,CH<sub>4</sub>]
- WAM [CO<sub>2</sub>,N<sub>2</sub>O,CH<sub>4</sub>]
- 1 300Mt-led L4 S2\_P2
- 2 300Mt L4 S2\_P2
- 3 300Mt-lowbio L4 S2\_P2
- 4 350Mt-led L4 S2\_P2
- 5 350Mt L4 S2\_P2
- 6 350Mt-lowbio L4 S2\_P2
- 7 300Mt-led L4 S1\_P2
- 8 300Mt L4 S1\_P2
- 9 300Mt-lowbio L4 S1\_P2
- 10 300Mt-led L1 S2\_P2
- 11 300Mt L1 S2\_P2
- 12 300Mt-lowbio L1 S2\_P2
- 13 350Mt-led L1 S2\_P2
- 14 350Mt L1 S2\_P2
- 15 350Mt-lowbio L1 S2\_P2
- 2021 E-69%A-19%
- 2021 E-65%A-25%
- 2021 E-61%A-33%
- 2021 E-57%A-40%
- 2021 E-51%A-51%



# CB 3 & 4: Recommendations

1. **Pause CB acceptance** to allow open CCAC engagement with peer review to clarify all equity & science questions.
2. **Do not delay** urgent Government implementation of policies to meet existing carbon budgets – emissions badly off-track.
3. Crucial that the next Climate Action Plan presents **credible policies** and defines overdue sectoral emissions ceilings.
4. Escalating fair-share 1.5°C urgency ⇒ acknowledge **limits** on total fossil fuel energy inputs and cattle/sheep production.
5. **Upscale** public/media/politics/diplomacy engagement to align climate action with scientific reality and global climate justice.



Questions?