

Climate Solidarity Alliance

SUMMARY FOR POLICY MAKERS¹

February 2025

This note summarises a series of *Oxford Climate Policy Blog* posts (listed below) advocating the formation of a *Climate Solidarity Alliance* (CSA) and the implementation of *Climate Solidarity Levies* (CSLs) as a means of generating innovative and additional funding, in particular for climate-related loss and damage.

The CSA is envisioned as a partnership of national and sub-national actors willing to show solidarity with the poorest and most vulnerable to help them deal with climate change. A bottom-up voluntary partnership approach is chosen to enable immediate action and to sidestep the complexities of international agreements. The key characteristics of the proposed CSA are the establishment of national Climate Solidarity Trust Funds with Loss and Damage (L&D) windows, the use of domestic Climate Solidarity Levies to replenish these trust funds, and the use of a specific Solidarity Bonus Mechanism to show solidarity with the poorest and most vulnerable, both bilaterally (North-South and South-South), as well as through multilateral channels, such as the Fund to Respond to Loss and Damage (FRLD). The CSA model could be used as solidarity tool – the way in which to provide solidarity – for the coalition of countries working together in the [Global Solidarity Levies Taskforce](#).

Climate Solidarity Trust Funds (CSTFs): National CSTFs are central to the CSA proposal, with national partners expected to establish these funds with a L&D window designed to finance responses to loss and damage from climate change both domestically and internationally. France’s Solidarity Fund for Development and Fiji’s Climate Relocation of Communities Trust Fund are examples of existing national funds that could be used for this purpose.

Climate Solidarity Levies (CSLs): CSLs are a cornerstone of the CSA. Inspired by the French solidarity tax on air tickets, these levies are nationally determined, designed to be easily collectable, collected at the national or sub-national level, and used for the CSA. They could, for example, be:

- Air ticket charges: A flat-rate charge on air tickets, differentiated by class or destination.
- Maritime cargo container charges: A levy on cargo containers processed at ports.
- For-hire vehicle charges: A levy per trip for for-hire vehicles entering or leaving major airports.
- Cruise ship passenger charges: A charge on cruise ship passengers dis-/embarking at ports.

Solidarity Bonus Mechanism: A solidarity bonus mechanism is proposed to encourage developing countries to contribute voluntarily to the FRLD. Developed country partners would provide pay back and bonus payments directly into the L&D window of developing country partners’ CSTFs for having contributed to the FRLD. This offers a direct solidarity benefit and incentivises participation.

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Relevant OCP/ecbi News Items²

[ecbi Director speaks at SciencesPo on Climate Solidarity Levies and Alliance](#)



ecbi

Climate Solidarity Levies and Alliance
Walking the talk

SciencesPo
CENTER FOR
INTERNATIONAL STUDIES

Paris 12 February 2025

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HOW TO OPEN A LOSS & DAMAGE WINDOW
INTO THE FRENCH SOLIDARITY FUND ?



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On 12 February, ecbi Director Benito Müller made a [presentation on Climate Solidarity Levies and Alliance](#) at the Center for International Studies at Sciences Po in Paris, France. He spoke about the Climate Solidarity Alliance (CSA) proposal, which seeks to create a coalition of national and sub-national actors willing to implement Climate Solidarity Levies (CLAs). Modelled on the French air ticket solidarity tax originally proposed by French President Chirac and Brazilian President Lula in 2005, the levies would seek to generate innovative funding for addressing climate-induced loss and damage, domestically and through the recently established multilateral [Fund for responding to Loss and Damage](#).

These levies are meant to be easily collectable and allocated both domestically and internationally, with a payback multiplier solidarity mechanism incentivising multilateral contributions from developing countries. Müller explained

that all CSA members would be expected to set up national Climate Solidarity Funds to channel Loss and Damage funding, mentioning, as an example, [Fiji's Climate Relocation of Communities Trust Fund](#), and raise funds by collecting such solidarity levies. He added that if a developing country CSA member, say Fiji, chooses to contribute voluntarily to the multilateral Fund, then developed country members would repay that sum directly into the Fiji Fund, with a solidarity bonus to reward Fiji's multilateral solidarity contribution. For more on the envisaged workings of the solidarity pay-back scheme, see [The Functions and Responsibilities of a Climate Solidarity Alliance & the Varieties of its Membership](#).

Given that the French air ticket solidarity tax has raised substantial revenue – EUR 370 million in 2023 alone (with no discernible impact on air traffic or tourism) – and is collected in the Solidarity Fund for Development managed by the French Development Agency, Müller said all the tools to become a founding member of the proposed Climate Solidarity Alliance are already in place. Thus, the only thing required would be to make loss and damage eligible for funding through the Solidarity Fund for Development, which already contributes to the Green Climate Fund of the Paris Agreement.

Müller also described the way forward – as proposed in [Founding the Climate Solidarity Alliance: Possible Next Steps](#) – as building on the original 2005 collaboration between France and Brazil. He cited French leadership in international climate finance, exemplified by its co-chairing of not only the [Global Solidarity Levies Taskforce](#), but also the Fund for responding to Loss and Damage. He underscored the aim of launching the CSA at COP30 in Belém, Brazil, which will also mark the 10th anniversary of the adoption of the Paris Agreement.

Alan Anic, Oxfam France, also spoke during the event, providing more details about [how to open a loss and damage window into the French Solidarity Fund](#). During his presentation, Anic reviewed the history and evolution of France's Solidarity Fund for Development (FSD) and how it functions, noting the Fund has provided a manner through which France can fulfil its international commitments and must, in the future, include loss and damage. He also discussed ways to increase the allocation of taxes for the Fund to increase its budget.

² In reverse chronological order.

How US Cities and States can lead on climate action under a second Trump Administration

by Michael Franczak, Research Fellow in the Division of Peace, Climate, and Sustainable Development at the [International Peace Institute](#)

The COP29 climate talks in Baku highlighted the need for innovative financing mechanisms, with the Global Solidarity Levies (CSLs) Task Force proposing levies on aviation, shipping, and wealth to address funding gaps. A recent note by Oxford Climate Policy and the International Peace Institute outlines how American cities like New York and Los Angeles could implement CSLs, targeting high-traffic hubs such as airports, ports, and cruise terminals. While these measures could generate nearly USD 458 million annually for climate finance, their success hinges on overcoming legal, political, and public opinion challenges and leveraging state and municipal climate leadership.

The Functions and Responsibilities of a Climate Solidarity Alliance & the Varieties of its Membership

Climate Solidarity Alliance membership presupposes the establishment of national Climate Solidarity Trust Funds (CSTFs) to respond to climate loss and damage domestically as well as internationally, say through the multilateral [Fund for Responding to Loss and Damage](#) (FRLD). These national Trust Funds, in turn, are meant to be sourced by domestic [Climate Solidarity Levies](#) (CSLs). At the same time, they can serve as National Funding Entities for loss and damage, which can receive contributions from multilateral climate funds, bilateral donor agencies, philanthropic organisations, and private sector entities, among others.

The Alliance would allow for national and sub-national members from both developing and developed countries to have different functions and responsibilities. This post proposes a way in which these functions and responsibilities could be set up.

Founding the Climate Solidarity Alliance: Possible Next Steps

The Climate Solidarity Alliance (CSA) proposal is to establish an alliance of (national and sub-national) actors that are able and willing to introduce a Climate Solidarity Levy (CSL) earmarked as an innovative source of funding for responding to loss and damage from adverse climate impacts, in particular through the new multilateral Fund for Responding to Loss & Damage Fund (FRLD).

The proposal envisages a number of possible CSLs, collected at the national or sub-national level. Their key characteristics would be: (i) easily collectable and (ii) earmarked for loss and damage. The paradigm example is an air ticket charge, akin to the French solidarity tax on airplane tickets of 2006. It is envisaged that the CSLs would be used both domestically and to contribute to the FRLD, according to a distribution formula (to be agreed between the CSA members), which could set limits on domestic use and introduce a FRLD solidarity pay-back multiplier for certain contributors.

Our approach to establishing a CSA is to complement other initiatives that are looking into potential innovative global sources (taxes/levies), such as the new Global Solidarity Levies Task Force for climate action and sustainable development, launched at COP28 and co-chaired by Barbados, France, and Kenya, by acting now and voluntarily, without the need of a multilateral agreement.

COP28: Call for a Climate Solidarity Alliance

This post calls for establishing a Climate Solidarity Alliance (CSA) with national and sub-national stakeholders as members who are able and willing to introduce a CSL in their respective jurisdictions. This is what we need! And when do we need it? NOW! With a possible launch of the CSA at the “finance COP” in 2024.

Call for an International Climate Solidarity Alliance

A call on Kenyan President Ruto and French President Macron, as proponents of CSLs to announce and launch an International Climate Solidarity Alliance of countries willing to adopt an International Climate Solidarity Levy, initially focussed on air-ticket levies.

Climate Solidarity Levies Manifesto

Benito Müller ([OCP](#)), Saleemul Huq ([ICCCAD](#)), Robert Filipp ([IFF](#))

Given the urgency to provide financial support to the poorest and most vulnerable countries to respond to loss and damage from climate change and given the current global economic and fiscal situation, it is difficult to see how the new Loss and Damage Response Fund could get adequately capitalised without diverting funds from other existing multilateral climate funds. This is why Climate Solidarity Levies (CSLs) should be used as a proven way to mobilize new, additional, and predictable innovative resources so as to avoid fund diversions from other climate funds. We call on governments to give CSLs for the Loss and Damage Response Fund due consideration.