



26.5.2021

# DRAFT MOTION FOR A RESOLUTION

further to Question for Oral Answer B9-000/2021

pursuant to Rule 136(5) of the Rules of Procedure

on 2021 UN Climate Change Conference in Glasgow, the UK (COP 26)  
(2021/2667(RSP))

**Pascal Canfin**

on behalf of the Committee on the Environment, Public Health and Food Safety

**Lídia Pereira**

on behalf of the PPE Group

**Javi López**

on behalf of the S&D Group

**Nils Torvalds**

on behalf of the Renew Group

**Pär Holmgren**

on behalf of the Verts/ALE Group

**Catherine Griset**

on behalf of the ID Group

**Anna Zalewska**

on behalf of the ECR Group

**Petros Kokkalis**

on behalf of the Left Group

**B9-0000/2021**

**European Parliament resolution on the 2021 UN Climate Change Conference in Glasgow, the UK (COP 26)**

**(2021/2667(RSP))**

*The European Parliament,*

- having regard to the United Nations Framework Convention on Climate Change (UNFCCC) and the Kyoto Protocol thereto,
- having regard to the Agreement adopted at the 21st Conference of the Parties to the UNFCCC (COP21) in Paris on 12 December 2015 (the Paris Agreement),
- having regard to the 25th Conference of the Parties to the UNFCCC (COP25), the 15th session of the Meeting of the Parties to the Kyoto Protocol (CMP15), and the second session of the Conference of the Parties serving as the Meeting of the Parties to the Paris Agreement (CMA2), held in Madrid, Spain, from 2-13 December 2019,
- having regard to the decision of the Bureau of the UNFCCC COP of 28 May 2020 with the UK and its Italian partners, to postpone the COP26 UN climate conference due to COVID-19 and to hold COP26 in Glasgow, the UK from 1-12 November 2021,
- having regard to the United Nations 2030 Agenda for Sustainable Development and to the Sustainable Development Goals (SDGs),
- having regard to the Climate Adaptation Summit held on 25-26 January 2021,
- having regard to its resolution of resolution of 28 November 2019 on the 2019 UN Climate Change Conference in Madrid, Spain (COP 25)<sup>1</sup>,
- having regard to its resolution of 28 November 2019 on the climate and environment emergency<sup>2</sup>,
- having regard to the Intergovernmental Panel on Climate Change's (IPCC) special report on global warming of 1,5 °C, its fifth assessment report (AR5) and its synthesis report thereon, its special report on climate change and land, and its special report on the ocean and cryosphere in a changing climate,
- having regard to its resolution of 17 December 2020 on the EU strategy on adaptation to climate change<sup>3</sup>,
- having regard to Regulation (EU) No. XX/XXX establishing the framework for achieving climate neutrality and amending Regulation (EU) 2018/1999 (European Climate Law),

---

<sup>1</sup> Texts adopted, P9\_TA(2019)0079.

<sup>2</sup> Texts adopted, P9\_TA(2019)0078.

<sup>3</sup> Texts adopted, P9\_TA(2020)0382.

- having regard to the Communication from the Commission of 11 December 2019, on “The European Green Deal” (COM(2019)0640),
  - having regard to its resolution of 15 January 2020 on the European Green Deal<sup>4</sup>,
  - having regard to the Communication from the Commission of 24 February 2021, entitled “Forging a climate-resilient Europe - the new EU Strategy on Adaptation to Climate Change (COM(2021) 0082),
  - having regard to its resolution of 16 September 2020 on the EU’s role in protecting and restoring the world’s forests (2019/2156(INI))<sup>5</sup>,
  - having regard to the European Council conclusions of xxx,
  - having regard to the Council conclusions of xxx,
  - having regard to the Global Commission on Adaptation’s flagship report 2019 on climate adaptation,
  - having regard to the UNFCCC Synthesis Report on Nationally Determined Contributions under the Paris Agreement of 26 February 2021,
  - having regard to the UN Environment Programme’s (UNEP) eleventh emissions gap report of 9 December 2020 (the emissions gap report 2020),
  - having regard to the UN Environment Programme’s (UNEP) report of 18 February 2021 entitled “Making Peace with Nature - A scientific blueprint to tackle the climate, biodiversity and pollution emergencies”,
  - having regard to the World Meteorological Organisation’s (WMO) report on the state of the global climate in 2020 of April 2021,
  - having regard to the question to the Council (O-0000xx – B9-xxxx/2021) and to the Commission (O-0000xx – B9-xxxx/2021) on the 2021 UN Climate Change Conference in Glasgow, UK (COP 26),
  - having regard to Rules 136(5) and 132(2) of its Rules of Procedure,
- A. whereas the Paris Agreement entered into force on 4 November 2016; whereas as of xx October 2021, 191 of the 197 Parties to the UNFCCC had filed their instruments of ratification, acceptance, approval or accession with the UN;
- B. whereas on 17 December 2020, the EU and its Member States submitted their updated intended nationally determined contribution (NDC) to the UNFCCC, which commits the EU to a binding target of an economy wide net domestic reduction of at least 55% in greenhouse gas emissions by 2030 compared to 1990 levels;
- C. whereas, according to the emissions gap report 2020, the commitments made so far by the signatories to the Paris Agreement will not be sufficient to achieve its common goal

---

<sup>4</sup> Texts adopted, P9\_TA(2020)0005

<sup>5</sup> Texts adopted, P9\_TA(2020)0212.

and will result in global warming of more than 3 °C above pre-industrial levels;

- D. whereas concentration of the major greenhouse gases continued to increase in 2020 despite the temporary reduction in emissions related to COVID-19 and concentration of carbon dioxide in our atmosphere was the highest for over 3 million years, according to the WMO; whereas 2020 was one of the three warmest years on record, and the last decade, 2011-2020, is the warmest on record;
- E. whereas the preamble to the Paris Agreement recognises the ‘importance of ensuring the integrity of all ecosystems, including oceans’, and Article 4(1)(d) of the UNFCCC stresses that the Parties thereto shall promote sustainable management, and the conservation and enhancement of sinks and reservoirs of all greenhouse gases, including biomass, forests and oceans as well as other terrestrial, coastal and marine ecosystems;
- F. whereas according to the World Health Organization, projected climate change will cause approximately 250 000 additional deaths a year by 2030;
- G. whereas, while the world deals with the ongoing impacts of the COVID-19 pandemic, the climate crisis has not gone away; whereas, the economic recovery should be used as a unique opportunity to accelerate the pace of transition towards climate neutrality by prioritising investments into decarbonisation, energy efficiency, renewable energy and sustainable technologies and to develop a socio-economic model that is compatible with the planetary boundaries;
1. Recalls that climate change is one of the most important challenges facing humanity and that all governments and non-state actors worldwide must do their utmost to fight it; underlines that international cooperation, solidarity and a coherent and unwavering commitment to increase ambition are necessary to fulfil our collective responsibility of limiting global warming and thus safeguarding the entire planet;
  2. Expresses concern at the findings of the UNEP’s 2020 emissions gap report, most notably that, despite a brief dip in carbon dioxide emissions caused by the COVID-19 pandemic, predicted emissions under the submitted unconditional NDCs, if fully implemented, leave the world on a path to a 3.2 °C temperature rise, far beyond the Paris Agreement goals of limiting global warming to well below 2°C and pursuing 1.5°C; stresses that the level of global NDC ambition would need to be roughly tripled for the 2°C pathway and increased at least fivefold for the 1.5°C pathway;
  3. Underlines, however, that according to the UNEP’s 2020 emissions gap report a green pandemic recovery could cut around 25% off the greenhouse emissions by 2030, putting them within the range of emissions that give a 66% chance of holding temperatures to below 2°C, yet still not enough to limit global warming to 1.5°C ; is of the opinion that governments should make all efforts to implement a green recovery while strengthening their pledges in line with the Paris Agreement goals and enhance their NDCs before the COP26;
  4. Welcomes the commitment by G7 to make ambitious and accelerated efforts to reduce emissions to keep a limit of 1.5°C temperature rise within reach<sup>6</sup> and recalls that this

---

<sup>6</sup> Joint Commitments of G7 Climate and Environment Ministers of 20-21 May 2021.

would bring about numerous co-benefits for the environment, the economy and public health; highlights the growing number of countries committing to net-zero emissions goals by mid-century, such as Japan, South Korea and China but underlines that these commitments must be urgently translated into strong short-term policies, action and financial resources, and reflected in NDCs;

5. Welcomes the fact that President Biden took action to return the United States to the Paris Agreement on his first day in office and stresses the importance of the EU-US partnership for the achievement of the strategic goals of the Paris Agreement and other ambitious strategies; recognises the positive impact that the Leaders' Climate Summit held on 22-23 April 2021 has had, highlighting the global momentum for climate action;
6. Stresses that the pandemic has demonstrated the importance of the 'One Health' principle in policy-making and that transformative changes are needed; recalls that the preamble to the Paris Agreement acknowledges the 'right to health' as a key right; underlines that Article 4(1)(f) of the UNFCCC states that all Parties thereto should employ 'appropriate methods, for example impact assessments, formulated and determined nationally, with a view to minimising adverse effects on the economy, on public health and on the quality of the environment, of projects or measures undertaken by them to mitigate or adapt to climate change'; considers that health should be included in national adaptation plans and national communications to the UNFCCC;

### *COP26 in Glasgow*

7. Regrets the lack of progress at the COP25 in Madrid, in 2019 and the lack of commitments and transparency of some Parties; regrets that the finalisation of the Rulebook was postponed to a subsequent COP, and that the outcome of the discussions on the loss and damage could have been more ambitious; despite the organizational difficulties, recognises the progress made in important aspects such as the promotion of the social dimension in the climate agenda and the enormous mobilization of non-state actors;
8. Calls on all Parties to the UNFCCC, in cooperation with regions and non-state actors, to contribute constructively to the process leading up to COP26, during which the NDCs need to be enhanced to ensure that they are compatible with the long-term temperature goal of the Paris Agreement; stresses that, as current pledges are not sufficient to reach the goals of the Agreement, global GHG emissions should peak as soon as possible and all Parties, especially the EU and all G20 nations, should step up their efforts and update their NDCs, and also commit themselves to reach climate neutrality by 2050;
9. Urges all Parties to conclude outstanding issues for the finalisation of the Rulebook of the Paris Agreement, in particular on transparency, common timeframes and cooperative mechanisms under Article 6, with a view to ensure strong environmental integrity and deliver the highest level of ambition;
10. Calls on the Commission and the Member States to advocate for strict and robust international rules relative to Article 6 of the Paris Agreement, building on the San Jose Principles; highlights in particular the need to avoid all forms of double counting,

ensure that no units issued under the Kyoto Protocol can count towards existing and future NDCs, and guarantee the protection of human rights; reiterates its support for introducing a share of proceeds under Article 6 mechanisms for the funding of the Adaptation Fund; reiterates its support for the introduction of a five-year timeframe;

11. Is concerned by the potential impact of travel and other restrictions related to Covid-19 on a fair and balanced attendance at COP26; calls on the UK COP26 Presidency to take all the necessary measures to ensure a broad and balanced attendance, in full respect of the sanitary measures;

### *An ambitious EU climate policy and the long-term vision*

12. Highlights the adoption of the European Climate Law; expects the European Green Deal and in particular the “Fit for 2030” legislative package to deliver the measures for achieving the EU’s 2030 target and put the EU and its Member States on a trajectory to climate neutrality by 2050 at the latest; deems it of the utmost importance for the EU to lead by example and send a clear message at COP26 that it stands ready to enhance its contribution to the Paris Agreement and calls for the same level of commitment from the other parties;
13. Stresses the need to mainstream climate ambition into all EU policies; urges the Commission to update the way it conducts impact assessments across all EU policy areas to ensure the full implementation of Article 5(4) of the Climate Law;
14. Emphasises that all climate policies should be pursued in line with the principle of a just transition and in close cooperation with civil society and social partners; considers, therefore, that stronger social partnerships and civil society engagement at both national and EU level are fundamental to achieving climate neutrality across all sectors of society in a fair, inclusive and socially sustainable manner; is of the opinion that nature-based solutions and ecosystem-based approaches and the restoration and conservation of ecosystems and biological diversity are vital enablers of climate change mitigation and adaptation;

### *Adaptation to climate change*

15. Reiterates that adaptation action is an inevitable necessity for all countries if they are to minimise the negative effects of climate change and achieve climate resilience and sustainable development; calls on the EU and the Member States to step up adaptation action, in order to fully honour the engagements under the Paris Agreement and ensure that EU adaptation policies match the EU global leadership in climate change mitigation; in this regard welcomes the new EU Adaptation Strategy and calls for its ambitious implementation, including of its international components;
16. Highlights the environmental, social and economic devastating impacts of desertification and the need to common approaches to properly adapt to and address this issue. Therefore underlines the importance of water availability regarding the climate change mitigation and adaptation, since in addition to allowing the growth of plants that capture and retain carbon, water in the soil enhances the life of microorganisms, increasing the content of organic matter in the soil and, inherently, a greater carbon retention capacity;

17. Notes that Article 8 of the Paris Agreement (on Loss and Damage) states that the Parties should take a cooperative approach in relation to loss and damage associated with the adverse effects of climate change; therefore highlights the importance of global supportive action in areas especially vulnerable to climate change impacts;

### *Nature-based solutions and ecosystems-based approaches for climate change*

18. Recalls that climate change is one of the main direct drivers of biodiversity loss and land degradation; underlines that the negative effects of climate change on nature and biodiversity, on ecosystems, and on oceans and food security are projected to become critical in the decades to come; reiterates that the strict conservation of high-carbon ecosystems such as peatlands, wetlands, rangelands, mangroves and intact forests is a response option with an immediate impact;
19. Recalls also the crucial role played by biodiversity in enabling humans to combat and adapt to global warming and increase their level of resilience; stresses that nature-based solutions take advantage of the potential of nature to reduce greenhouse gas emissions and to help us adapt to the impacts of climate change, that they are win-win solutions that involve protecting, restoring and sustainably managing ecosystems to address society's challenges and promote human well-being;
20. Acknowledges the importance of the Biodiversity Conference in Kunming, China, in October 2021; highlights that a stronger international framework is needed in order to protect global biodiversity, to arrest its current decline and to restore it as much as possible; believes that such a framework should be based on targets and firm commitments, comprising NDCs and other appropriate instruments, financial commitments and improved capacity-building assurances, as well as a five-yearly review mechanism, with an emphasis on an upward trajectory of ambition;

### *Sustainable climate finance*

21. Highlights that the EU and its Member States are the largest provider of public climate finance; welcomes the decision taken at COP24 to decide on a more ambitious target from 2025 onwards, beyond the current commitment to mobilise USD 100 billion per year as of 2020, but expresses concern that the actual pledges by developed countries are still falling a long way short of the collective goal of USD 100 billion per year and calls on this gap to be filled; expects emerging economies to make a contribution, from 2025 onwards, to the higher amount of international climate financing in the future;
22. Stresses the importance of operationalising the global goal on adaptation and of mobilising major new funds for adaptation in developing countries; calls for the EU and its Member States to commit to a significant increase in the adaptation finance they provide; recognises the need for progress on the issue of loss and damage, for which additional resources should be raised through innovative sources of public finance under the Warsaw International Mechanism;
23. Welcomes the fact that the Adaptation Fund will continue to serve the Paris Agreement; recognises the importance of this fund for those communities most vulnerable to climate change and notes that since 2010, the fund has committed more than US\$ 830 million for climate change adaptation and resilience projects and programmes, including more than 120 concrete, localized projects in the most vulnerable communities of developing

countries around the world;

24. Reiterates the need to urgently end fossil fuel subsidies in the EU and worldwide; notes that fossil fuels subsidies in the EU amount to some 50 billion euros and calls on all Member States to implement concrete policies, timelines and measures to phase out all direct and indirect fossil fuel subsidies and calls on all other Parties to take similar measures;
25. Stresses the role of the private sector, including corporations and the financial markets, in the pursuit of sustainability and climate goals; welcomes the initiative of the COP26 Private Finance Hub, focusing on building a system that mobilises private finance to support the re-engineering of our economies for net zero; considers it essential that the major international financial institutions swiftly adopt and develop green finance in order to bring about a successful decarbonisation of the global economy;

### ***Comprehensive effort by all sectors***

26. Highlights that the transport sector is the only sector in which emissions at EU level have risen since 1990 and this is not compatible with a long-term climate neutrality objective, which requires bigger and faster reductions in emissions from all sectors of society, including the aviation and maritime sectors; considers that in order to ensure the consistency of NDCs with the economy-wide commitments required by the Paris Agreement, the Parties should be encouraged to include emissions from international shipping and aviation in their NDCs and to agree on and implement measures at international, regional and national level to reduce emissions from these sectors, including non-CO<sub>2</sub> impacts from aviation; reiterates in this context the need to regulate these sectors under the EU ETS while at the same time working towards higher global ambition at the international level including in the IMO and the ICAO;
27. Recalls that 23 % of global GHG emissions and approximately 10% of EU GHG emissions originate from agriculture and acknowledges the significant potential for GHG emissions reduction in the agricultural sector;
28. Notes that approximately 60 % of the world's methane is emitted by sources such as agriculture, landfill sites, waste water facilities, and the production and pipeline transport of fossil fuels; recalls that methane is a potent GHG with a 100-year global warming potential and is 28 times more powerful than CO<sub>2</sub>; welcomes in this context the new EU Strategy to reduce methane emissions presented by the Commission in October 2020 and calls on all Parties to take action against methane emissions;
29. Advises the Commission to explore links and other forms of cooperation with existing carbon markets in third countries and regions and to encourage the setting up of additional carbon markets and other carbon pricing mechanisms, to accelerate cost-efficient emissions reductions worldwide and reduce at the same time the risk of carbon leakage contributing to global level playing field; calls on the Commission to establish safeguards to ensure that any links with the EU ETS will continue to deliver additional and permanent mitigation contributions and will not undermine the EU's domestic GHG emissions commitments;

### ***Role of the European Parliament***



30. Believes, since it must give its consent to international agreements and plays a central role in the domestic implementation of the Paris Agreement as co-legislator, that it should be an integral part of the EU delegation; expects, therefore, to be allowed to attend EU coordination meetings at COP26 in Glasgow and to be guaranteed access to all preparatory documents from the moment negotiations begin;

o

o o

31. Instructs its President to forward this resolution to the Council, the Commission, the governments and parliaments of the Member States, and the Secretariat of the UNFCCC, with the request that it be circulated to all non-EU Parties to that convention.