



2019/2712(RSP)

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DRAFT MOTION FOR A RESOLUTION

further to Questions for Oral Answer B9-0000/2019 and B9-0000/2019

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

on 2019 UN Climate Change Conference in Santiago, Chile (COP 25)
(2019/2712(RSP))

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**European Parliament resolution on 2019 UN Climate Change Conference in Santiago, Chile (COP 25)
(2019/2712(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 Parties (COP21) in Paris on 12 December 2015 (the Paris Agreement),
- having regard to the 24th Conference of the Parties (COP24) to the UNFCCC, the 14th session of the Meeting of the Parties to the Kyoto Protocol (CMP14), and the third part of the first session of the Conference of the Parties serving as the Meeting of the Parties to the Paris Agreement (CMA1.3), held in Katowice, Poland, from 2 December to 14 December 2018,
- having regard to the United Nations 2030 Agenda for Sustainable Development and to the Sustainable Development Goals (SDGs),
- having regard to the Climate Change Summit organised by the United Nations Secretary General on 23 September 2019,
- having regard to its resolution of 25 October 2018 on the 2018 UN Climate Change Conference in Katowice, Poland (COP24)¹,
- having regard to its resolution of 14 March 2019 on climate change - a European strategic long-term vision for a prosperous, modern, competitive and climate neutral economy in accordance with the Paris Agreement²,
- having regard to the Commission Communication of 28 November 2018 entitled ‘A Clean Planet for all - A European strategic long-term vision for a prosperous, modern competitive and climate neutral economy’ (COM(2018)773)³
- having regard to the European Council conclusions of 20 June 2019,
- having regard to the Council conclusions of xx October 2019,
- having regard to the submission on 6 March 2015 by Latvia and the European Commission to the UNFCCC of the Intended Nationally Determined Contributions

¹ Texts adopted, P8_TA(2018)0430.

² Texts adopted, P8_TA(2019)0217.

³ Communication from the Commission to the European Parliament, the European Council, the Council, the European Economic and Social Committee, the Committee of the Regions and the European Investment Bank A Clean Planet for all A European strategic long-term vision for a prosperous, modern, competitive and climate neutral economy adopted on 28 November 2018, COM(2018)773.

(INDCs) of the EU and its Member States,

- having regard to the Intergovernmental Panel on Climate Change (IPCC) special report entitled ‘Global Warming of 1.5°C’, its fifth assessment report (AR5) and its synthesis report,
 - having regard to the ninth Synthesis Report of the United Nations Environment Programme (UNEP) of November 2018, entitled ‘The Emissions Gap Report 2018’, as well as to its fourth Adaptation Gap Report for 2018,
 - having regard to the European Environment Agency Indicator Assessment entitled ‘Economic losses from climate-related extremes in Europe’ published on 2 April 2019,
 - having regard to the World Meteorological Organisation’s (WMO) “Statement on the state of the global climate in 2018” from March 2019 as well as the 14th WMO “Greenhouse Gas Bulletin” of 22 November 2018,
 - having regard to the summary for policymakers of the Global Assessment Report on Biodiversity and Ecosystem Services of the Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Service of 6 May 2019,
 - having regard to the Leaders’ Declaration adopted at the G7 Summit in Schloss Elmau, Germany, from 7 to 8 June 2015, entitled ‘Think ahead. Act together’, in which they expressed their support in “sharing with all parties to the UNFCCC the upper end of the latest IPCC recommendation of 40 to 70 % reductions by 2050 compared to 2010 recognising that this challenge can only be met by a global response”,
 - having regard to Rules 136(5) and 132(2) of its Rules of Procedure,
- A. whereas the Paris Agreement entered into force on 4th November 2016 with 185 of the 197 Parties to the Convention having deposited their instruments of ratification, acceptance, approval or accession to the UN (as of 5 September 2019);
- B. whereas on 6 March 2015, the EU and its Member States submitted its INDC to the UNFCCC, which commits to a binding target of at least a 40% domestic reduction in GHG emissions by 2030 compared to 1990 levels;
- C. whereas the past four years – 2015 to 2018 – were the top four warmest years in the global temperature record and whereas 2018 saw a record high in global carbon emissions;
1. Recalls that climate change is one of the most important challenges facing humanity and that all states and players worldwide need to do their utmost to fight it; underlines that timely international cooperation, solidarity as well as consistent and persistent commitment to joint action is the only solution to fulfil our collective responsibility of preserving the entire planet;
 2. Acknowledges that the serious risks of climate change are at the heart of citizens’ concerns; welcomes the fact that people across the world, in particular younger generations, are increasingly active in fighting for climate action; welcomes their calls

for greater collective ambition and swift action in order not to overshoot the 1.5°C limit; believes that national, regional and local governments, as well as the EU, should heed these calls;

3. Highlights that all citizens already face direct impacts of climate change; underlines that, according to the European Environment Agency, average annual losses caused by weather and climate-related extremes in the Union alone amounted to around EUR 12.8 billion between 2010 and 2016, and that, if no further action is taken, climate damages in the EU could amount to at least EUR 190 billion by 2080, equivalent to a net welfare loss of 1.8 % of its current GDP;

Scientific basis for climate action

4. Underlines that the IPCC 1.5° special report represents the most comprehensive and up-to-date scientific assessment of mitigation pathways in line with the Paris Agreement; emphasises that, according to this report, having a good chance of keeping the global temperature below 1.5°C by 2100 with no or limited overshoot implies reaching net-zero GHG emissions globally by 2067 at the latest, and reducing annual global GHG emissions by 2030 to a maximum of 27.4 Gt CO₂eq per year; stresses that, in the light of these findings and in line with the Paris Agreement, the Union, as a global leader, and other major global economies need to strive towards reaching net-zero GHG emissions as early as possible and by 2050 at the latest;
5. Expresses concern at the UN Environment 2018 Emissions Gap Report, which finds that current unconditional nationally determined contributions (NDCs) far surpass the Paris Agreement warming limit of well below 2°C, leading instead to an estimated 3.2°C⁴ warming by 2100 assuming that climate action continues consistently throughout the 21st century;
6. Underlines that, according to the WHO, climate change affects the social and environmental determinants of health - clean air, safe drinking water, sufficient food and secure shelter - and that between 2030 and 2050, 250 000 additional deaths per year, from malnutrition, malaria, diarrhoea and heat stress, are expected, with extreme high air temperatures contributing directly to deaths from cardiovascular and respiratory disease, particularly among elderly people;
7. Stresses that the IPBES 2019 Global Assessment Report on Biodiversity and Ecosystem Services recognises climate change as one of the main direct drivers of biodiversity loss during the past 50 years, and underlines that its negative effects on nature and biodiversity are projected to become increasingly important in the next decades;

An ambitious EU climate policy: the EU NDC and the long-term strategy

8. Calls on all Parties to contribute constructively to the process to be put in place towards 2020 when NDCs need to be updated so as to ensure their compatibility with the long-term temperature goal of the Paris Agreement; acknowledges that current pledges are not yet sufficient to reach the goals of the Agreement; stresses, therefore, that global GHG emissions should peak as soon as possible and that all Parties, especially the EU

⁴ UN Environment Programme, 'Emissions Gap Report 2018', p.21.

and all G20 nations, should step up their efforts and update their NDCs by 2020;

9. Stresses the importance of an ambitious EU climate policy in order to act as a credible and reliable partner globally and of maintaining the EU's global climate leadership;
10. Calls on the country holding the EU Presidency and the Commission to submit to the UNFCCC as soon as possible the Union's long-term strategy to reach domestic net-zero emissions in 2050; stresses that in order to reach domestic net-zero GHG emissions in 2050 in the most cost-efficient manner, and in order to avoid relying on carbon removal technologies that would entail significant risks for ecosystems, biodiversity and food security, the 2030 ambition level will need to be raised; believes it to be of the utmost importance for the Union to send a clear message during the UN Climate Summit in September 2019 that it stands ready to enhance its contribution to the Paris Agreement;
11. Supports an update of the Union's NDC; calls, therefore, on EU leaders to support an increase in the level of ambition of the Union's NDC; calls also on other global economies to update their NDCs to bring about global effects;
12. Believes that, as a means to further ensure increased stability for markets, it will also be beneficial for the EU to establish a further interim emission reduction target by 2040 that can provide additional stability and ensure that the long-term 2050 target is met;

COP25 in Santiago, Chile

13. Recognises the achievements of the COP24 in Katowice, which reinforced the momentum for climate action, and with the completion of the Paris Agreement Work Program (the Katowice Rulebook), delivered operational guidance for the Paris Agreement; notes however, that some unfinished business from Katowice must be completed at COP25, namely on Article 6 mechanisms; considers in addition that several implementation decisions will need to be taken at COP25, specifically in the areas of mitigation, adaptation, transparency and support;
14. Recognises the role of cooperative approaches in delivering higher ambition in mitigation and adaptation outcomes and in promoting sustainable development and environmental integrity; emphasises the need for those mechanisms to deliver an overall reduction in emissions, and to avoid an increase in emissions within or between NDC periods; expresses concern about the limited progress achieved during the UNFCCC 50th Intersessional meeting in Bonn on market and non-market mechanisms;
15. Calls on the Commission and the Member States to advocate for strict and robust international rules relating to Article 6 of the Paris Agreement to prevent loopholes in accounting or double counting of emission reductions; expresses concern at the potential use towards NDC targets of units issued under the Kyoto Protocol as this would seriously deteriorate the environmental integrity of the future mechanisms established under Article 6;
16. Considers that COP25 should define a new level of ambition, both in terms of ambition in implementing the Paris Agreement and in relation to the next round of NDCs, which should reflect enhanced commitments to climate action across all sectors;

17. Underlines the importance of the EU speaking with a single and unified voice at COP25 in order to ensure its political power and credibility; urges all Member States to support the EU mandate in the negotiations and in bilateral meetings with other actors;

Climate resilience through adaptation

18. Welcomes the publication of the report on the implementation of the EU Strategy on adaptation to climate change which shows that progress has been made against each of its eight individual actions; nevertheless calls on the Commission to revise the Strategy as the report has outlined that the EU remains vulnerable to climate impacts within and outside its borders; encourages investments by the insurance industry in adaptation, considers that protecting human health, halting biodiversity decline and promoting urban adaptation constitute priorities;
19. Reiterates that adaptation action is an inevitable necessity for all countries if they are to minimise negative effects of climate change and make full use of the opportunities for climate-resilient growth and sustainable development; stresses the need to develop systems and tools to keep track of progress and effectiveness of national adaptation plans and actions; calls on Member States to strengthen their national energy and climate plans;

Climate finance and other means of implementation

20. Welcomes the COP24 decision for the Adaptation Fund to continue to serve the Paris Agreement; recognises the significance of the Fund for the communities most vulnerable to climate change and therefore welcomes the new voluntary contribution of \$10 million made by Member States to the Fund for 2019;
21. Recognises that the EU and its Member States are the largest provider of public climate finance; welcomes the decision at COP24 to decide on a new more ambitious target from 2025 onwards, beyond the current commitment to mobilise \$100 billion per year as of 2020, but expresses concern that the actual pledges by developed countries still fall far short of their collective goal of \$100 billion per year;
22. Stresses that the EU's budget should be coherent with its international commitments on sustainable development and with its mid- and long-term climate and energy targets and should not be counterproductive to these targets or hampering their implementation; calls therefore on the Commission to put forward, where applicable, harmonised and binding rules on climate and biodiversity proofing of EU investments;
23. Stresses the importance of a just transition to a climate neutral economy and the need for an anticipatory approach to ensure a just transition for citizens and to support the most vulnerable regions and communities; stresses the importance of creating a just transition fund, to guarantee an inclusive transition for the people and the regions most affected by decarbonisation, such as the coal mining regions; believes that Europe's climate transition must be ecologically, economically and socially sustainable; calls on the Union and the Member States to put in place appropriate policies and financing in this regard, conditioned to clear, credible and enforceable short and longer term economy-wide decarbonisation commitments from the concerned Member States;

Role of non-state actors

24. Expresses its satisfaction with the growing global mobilisation of an ever-broader range of non-state actors committed to climate action with concrete and measurable deliverables; highlights the critical role of civil society, the private sector and sub-state governments in pressurising and driving public opinion and state action; calls on the EU, the Member States and all Parties to stimulate, facilitate and engage with non-state actors, who increasingly become frontrunners in the fight against climate change;

Openness, inclusiveness and transparency

25. Stresses that the effective participation of all parties is needed to pursue the objective of limiting the increase in the global average temperature to 1.5°C, which in turn requires that the issue of vested or conflicting interests be addressed; reiterates, in this context, its support for the introduction of a specific conflicts-of-interest policy within the UNFCCC; calls on the Commission and the Member States to take the lead in that process without compromising the aims and the objectives of the UNFCCC and the Paris Agreement;
26. Underlines that 80% of people displaced by climate change are women, who are in general more impacted by climate change than men yet bear a greater burden while not being as involved in key decision-making on climate action; stresses therefore that women's empowerment, as well as their full and equal participation and leadership in international forums, such as the UNFCCC, and national, regional and local climate action, are vital for the success and effectiveness of such action; calls on the EU and the Member States to mainstream the gender perspective into climate policies, and to promote the participation of indigenous women and women's rights defenders within the UNFCCC framework;

Comprehensive effort by all sectors

27. Encourages the Commission to explore linkages and other forms of cooperation with carbon markets of third states and regions as well as to stimulate the setup of further carbon markets and other carbon pricing mechanisms which will bring extra efficiencies, cost savings, and reduce the risk of carbon leakage by creating a global level playing field; calls on the Commission to establish safeguards to ensure that any linkage with the EU ETS will continue to deliver additional and permanent mitigation contributions and will not undermine the Union's domestic greenhouse gas emission commitments;
28. Regrets that the transport sector is the only sector in which emissions have grown since 1990; stresses that this is not compatible with long-term sustainable development, which instead requires reductions in emissions from all sectors of society at a great and faster rate; recalls that the transport sector will need to be fully decarbonised by 2050; notes that the Commission's analysis shows that the current global targets and measures envisaged by the International Maritime Organisation and the International Civil Aviation Organisation respectively, even if fully implemented, fall short of the necessary emissions reductions, and that significant further action consistent with the economy-wide objective of net-zero emissions is needed; considers that in order to ensure the consistency of NDCs with the economy-wide commitments required by the

Paris Agreement, Parties should be encouraged to include emissions from international shipping and aviation and to agree and implement measures at international, regional and national level to address emissions from these sectors;

29. Expresses concern about the level of ambition of ICAO's Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA) given the ongoing work on the standards and recommended practices meant to implement the scheme from 2019; stresses that further dilution of the CORSIA scheme is unacceptable; calls upon the Commission and the Member States to do their utmost in strengthening CORSIA's provisions and in supporting the adoption of a long-term goal to significantly reduce in-sector emissions of the aviation sector;
30. Recalls the legal obligation for the Commission to present a report to the European Parliament and to the Council, within 12 months of the adoption by the ICAO of the relevant instruments and before CORSIA becomes operational, in which it shall examine, inter alia, the ambition and overall environmental integrity of CORSIA, including its general ambition in relation to the goal of the Paris Agreement; underlines that, as co-legislators, the European Parliament and the Council are the sole institutions to decide on any future amendment to the ETS Directive; stresses that any amendment to the ETS Directive should only be undertaken if it is consistent with the Union's economy-wide greenhouse gas emission reduction commitment, which does not envisage the use of offset credits after 2020;
31. Recalls that shipping CO₂ emissions are projected to increase by 50% to 250% in the period to 2050; welcomes the agreement on the initial IMO Strategy on reduction of GHG emissions from ships as a first step for the sector to contribute to the realisation of the temperature goal in the Paris Agreement; regrets that the IMO has not, so far, made progress on the adoption of short and medium-term measures to reach the objectives of the strategy; stresses the importance and urgency of implementing short and medium-term measures before 2023; underlines that further measures and action are needed to address maritime emissions and calls, therefore, on the EU and the Member States to closely monitor the impact and implementation of the IMO agreement and urges the Commission to consider additional EU action, as part of its 2050 decarbonisation strategy, to reduce maritime emissions in line with the temperature target of the Paris Agreement and to drive investments into zero-emission ships and the necessary enabling infrastructures;
32. Notes that approximately 60 % of the world's methane is emitted by sources such as agriculture, landfills and wastewater, and the production and pipeline transport of fossil fuels; recalls that methane is a potent GHG with a 100-year global warming potential, 28 times more powerful than CO₂ ; reminds the Commission of its legal obligation to explore as soon as possible policy options for rapidly addressing methane emissions as part of a Union strategic plan for methane, and to present legislative proposals to Parliament and the Council to that effect;

Climate diplomacy

33. Strongly supports the continuation and further strengthening of the Union's political outreach and climate diplomacy, which is essential for raising the profile of climate action in partner countries and global public opinion;

34. Emphasises the deepening implications of climate change for international security and regional stability stemming from environmental degradation, loss of livelihood, climate-induced displacement of people and associated forms of unrest where climate change can often be regarded as a threat multiplier; urges the EU and the Member States therefore, to work with their partners around the world to better understand, integrate, anticipate and manage the destabilising effects of climate change;
35. Stresses the need to mainstream climate ambition into all EU policies, including trade policy; calls on the Commission to ensure that all new trade and investment agreements signed by the EU are fully compatible with the Paris Agreement and asks the Commission to carry out and publish a comprehensive assessment of the consistency of the existing and forthcoming agreements with the Paris Agreement;
36. Reiterates its regret of the announcement by US President Donald Trump of his intention to withdraw the United States from the Paris Agreement; strongly welcomes the continued mobilisation for climate action of major US states, cities, universities and other non-state actors under the ‘we are still in’ campaign;
37. Strongly deplores the lacklustre reaction by the Brazilian President Jair Bolsonaro to the unprecedented number and scale of forest fires in the Brazilian Amazon: urges the EU and its Member States to do their utmost to combat the environmental devastation of this key area in the global ecosystem;

Role of the European Parliament

38. 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 needs to be well integrated into the EU delegation; expects, therefore, to be allowed to attend EU coordination meetings at the COP25 in Santiago and be guaranteed access to all preparatory documents from the moment negotiations begin;

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39. Instructs its President to forward this resolution to the Council and 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.