



Brussels, 27 September 2019  
(OR. en)

12528/19

CLIMA 258  
ENV 805  
ONU 99  
DEVGEN 182  
ECOFIN 835  
ENER 444  
FORETS 38  
MAR 143  
AVIATION 187

#### NOTE

---

From: General Secretariat of the Council  
To: Council

---

No. prev. doc.: 12308/19

---

Subject: Draft Council conclusions on the Preparations for the United Nations Framework Convention on Climate Change (UNFCCC) meetings (Santiago de Chile, 2-13 December 2019)  
– Adoption

---

1. On 12 December 2015 the UN Climate Change Conference (COP21) adopted the Paris Agreement (PA). The PA entered into force on 4 November 2016. It sets out the goals of limiting the global average temperature increase to well below 2°C above pre-industrial levels, and pursuing efforts to limit it to 1.5°C, while aiming to increase Parties' ability to adapt to the adverse impacts of climate change and to make finance flows consistent with a pathway towards low greenhouse gas emissions and climate-resilient development.

2. The COP21 also initiated the Paris Agreement Work Programme (PAWP), a set of decisions required to operationalise the PA objectives. The PAWP was by and large concluded at the Climate Conference in Katowice (COP24) in December 2018 with the adoption of the Katowice Rulebook, which establishes processes and rules detailing how the PA will work in practice. At this occasion, it was decided that the discussion would continue with regard to the rules for voluntary cooperation under Article 6 of the PA, a provision which enables Parties to cooperate in implementing their nationally determined contributions (NDCs) towards emission reduction. Progress on Article 6 was made at the Bonn Climate Conference (June 2019) under the Subsidiary Body for Scientific and Technological Advice (SBSTA).
3. With a view to the Climate Conference in Santiago de Chile on 2-13 December 2019 (COP25), the Presidency has prepared draft Council conclusions<sup>1</sup>, which elaborate on the main elements of the EU position focusing on urgency and advancing of climate action as well as COP25 priorities.
4. Following the meeting of the Permanent Representatives Committee on 25 September 2019, the Presidency has prepared a revised draft of the above-mentioned conclusions, which is set out in the Annex to this note.
5. The outstanding issue concerns paragraph 11 and how to describe the EU's NDC-submission in 2020, whether this submission should be in line with the IPCC 1.5°C Report and represent a progression of ambition beyond the current one. A number of delegations are of the view that the EU should signal readiness to update and enhance its Nationally Determined Contribution, other delegations consider that the EU should not explicitly state whether its NDC-submission in 2020 will be a communication or an update.
6. The Council (Environment) on 4 October 2019 is invited to resolve the outstanding issue and adopt the Council conclusions.

---

<sup>1</sup> The Council (ECOFIN) is expected to adopt separate conclusions on climate finance on 8 November 2019.

**Preparations for the United Nations Framework Convention on Climate Change (UNFCCC)  
meetings (Santiago de Chile, Chile, 2-13 December 2019)**

*- Draft Council conclusions -*

THE COUNCIL OF THE EUROPEAN UNION

**URGENCY OF ENHANCED GLOBAL ACTION**

1. STRESSES that climate change is a direct and existential threat that spares no country. The world is already witnessing multiple devastating impacts of climate change, yet global climate action remains insufficient. EMPHASISES the unprecedented urgency to step up global efforts and HIGHLIGHTS the opportunities and advantages of the global transition to safe, climate neutral, climate resilient and sustainable economies and societies and that the implementation of the Agenda 2030 and the Paris Agreement are strongly interlinked.
2. WELCOMES the three reports released by the Intergovernmental Panel on Climate Change (IPCC) this year (Climate Change and Land: An IPCC special report on climate change, desertification, land degradation, sustainable land management, food security, and greenhouse gas fluxes in terrestrial ecosystems, Special Report on the Ocean and Cryosphere in a Changing Climate and 2019 Refinement to the 2006 IPCC Guidelines on National Greenhouse Gas Inventories); EXPRESSES its appreciation for the work conducted by the IPCC in compiling and analysing the best available science on climate change and its effects on the environment and society; ENCOURAGES the IPCC to continue its work commending its comprehensive, objective and transparent approach which makes the IPCC the most authoritative voice on the science of climate change.

3. IS DEEPLY CONCERNED by the IPCC scientific findings which prove the extreme urgency to strengthen the global response to climate change in the context of sustainable development and efforts to eradicate poverty; UNDERLINES that climate change, biodiversity loss, land and ocean degradation and desertification are strongly interconnected, and CALLS FOR closer cooperation and synergies among the Conventions. STRESSES that stepping up global action requires emission reductions in all sectors in order to limit global warming, reduce risks and negative consequences of climate change.
4. EXPRESSES ITS DEEP CONCERN about the increasing impact of climate change on the deterioration of global biodiversity, the world's water resources and ecosystems, including effects of wildfires; in this regard WELCOMES the Global Assessment Report on Biodiversity and Ecosystem Services released by the Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services; NOTES WITH CONSTERNATION that the Arctic is warming at more than twice the global average rate resulting already in serious global, regional and local consequences.
5. CONTINUES TO BE DEEPLY CONCERNED by UN reports confirming that, collectively, Nationally Determined Contributions submitted by Parties and current GHG emission trajectories fall far short of what is required to achieve the long-term goals of the Paris Agreement; RECOGNISES the strong calls by the civil society and citizens, especially the youth, for enhanced action, ambition and considerations for future generations; UNDERLINES that all Parties, especially the major emitters, must enhance ambition, and increase climate action whilst strengthening food security, sustainable development and poverty eradication, protection of biodiversity, integrity of all ecosystems, gender equality and women's empowerment, respect for human rights, respect for the rights of indigenous peoples and local communities; UNDERLINES the importance of gender responsive planning and implementation for effective and efficient climate action.

6. RECALLS the European Council Conclusions of 20 June 2019 on Climate Change and REITERATES the importance of stepping up the global climate action; RECALLS the Council conclusions of 18 February 2019 on Climate Diplomacy and REITERATES that climate change acts as a threat multiplier and increasingly as a threat to peace and security in its own right, with serious implications across the globe.

#### ADVANCING ACTION AND AMBITION

7. WELCOMES the outcomes of the UN Climate Action Summit 2019 on ambition, action and solidarity, which demonstrated the political will to step up collective ambition in line with the Paris Agreement, including by pursuing efforts to limit the temperature increase to 1.5° C above pre-industrial levels and the transformative action that needs to be taken by governments including in other relevant multilateral processes as well as by non-state actors.
8. ENCOURAGES all Parties that have not yet ratified the Doha amendment to do so as soon as possible in order to allow its urgent entry into force; UNDERLINES that the EU and its Member States' 2020 commitments under the second commitment period of the Kyoto Protocol are already being implemented as of 1 January 2013; HIGHLIGHTS that the EU continues to successfully decouple its economic growth from its emissions - from 1990 to 2017 the EU's economy grew by 58%, while total GHG emissions decreased by 22%; also HIGHLIGHTS that the EU and its Member States are therefore set to overachieve the goal of a 20% GHG reduction domestically by 2020 with existing policies under the EU 2020 climate and energy package.
9. HIGHLIGHTS that the EU committed itself in 2014 to reducing domestic GHG emissions by at least 40% by 2030, compared with 1990 levels, as its contribution to the Paris Agreement. It is the first major economy in the world to take the lead in the green transition and to show the way on implementation of the Paris Agreement by already having in place an ambitious, binding, legislative framework to deliver on its commitment.

10. UNDERLINES that the EU 2030 renewable energy target has been set at at least 32% and energy efficiency target at at least 32.5%, supported by a reliable governance system; HIGHLIGHTS that these targets lead to greater greenhouse gas emission reductions than previously foreseen; and RECALLS that the EU and its Member States will take stock of those additional efforts and of other relevant sector specific policies.
11. [HIGHLIGHTS that the EU will [update] [or communicate] [review] [and enhance] its nationally determined contribution (NDC) in 2020, as agreed in Paris, in a manner that represents a progression of ambition beyond the current one and that reflects the EU's highest possible ambition, taking into account the collective further efforts needed and actions undertaken by all Parties in line with the long term goals of the Paris Agreement [and IPCC 1.5 ° C report], and to increase clarity, transparency and understanding of its NDC.]
12. ENCOURAGES all countries that have not ratified the Paris Agreement to do so as soon as possible; CALLS ON all Parties to update their NDCs in line with the Paris Agreement and to increase clarity, transparency and understanding (ICTU) of their NDCs.
13. STRESSES that based on the European Commission's strategic long-term vision for a prosperous, modern, competitive and climate-neutral economy - 'A Clean Planet for all' and the proposal to make Europe climate neutral by 2050, the EU is currently discussing how to achieve climate neutrality; HIGHLIGHTS the importance of the broad, inclusive and extensive societal debate across the EU and its Member States, including in-depth consideration of issues such as just transition.

14. RECALLS the invitation by the European Council<sup>2</sup> to the Council and the Commission to advance work on the conditions, the incentives and the enabling framework to be put in place so as to ensure a transition to a climate-neutral EU in line with the Paris Agreement and noting that for a large majority of the EU Member States, climate neutrality must be achieved by 2050; also NOTING that several Member States have already set national targets contributing to this goal; LOOKS FORWARD to the European Council finalising its guidance on the EU's climate neutral vision before the end of 2019 with a view to the adoption and submission of the EU's long-term strategy to the UNFCCC in early 2020; CALLS also on other Parties to the Paris Agreement to submit their long-term strategies in line with the long-term goals of the Paris Agreement by 2020.
15. STRESSES that the EU is the world's leading contributor of development assistance with EUR 74.4 billion in 2018 and the world's biggest climate finance contributor, providing over 40% of the world's public climate finance, with the EU's and its Member States' contributions having more than doubled since 2013 and exceeding EUR 20 billion annually; EMPHASIZES the EU's and its Member States' continued commitment to scale up the mobilisation of international climate finance, as part of the collective developed countries' goal to jointly mobilise USD 100 billion per year by 2020 through to 2025 for mitigation and adaptation purposes in developing countries, from a wide variety of sources, instruments and channels in the context of meaningful mitigation actions and transparency on implementation; STRESSES the need for participation of a broader range of contributors; STRESSES the importance of a successful replenishment of the Green Climate Fund; LOOKS FORWARD to further progress by Multilateral Development Banks in aligning their activities with the Paris Agreement; REITERATES that private climate finance is key to drive the shift to a climate neutral and climate resilient global economy; REFERS to its intention to adopt conclusions on climate finance ahead of the COP25.

---

<sup>2</sup> <https://www.consilium.europa.eu/media/39922/20-21-euco-final-conclusions-en.pdf>

16. STRESSES the importance of all Parties making global finance flows consistent with a pathway towards low GHG emissions and climate-resilient development in line with the Paris Agreement, stresses in that context the need to promote sustainable finance; WELCOMES the contribution of the European Commission’s Communication “Action Plan: Financing Sustainable Growth” to this goal.
17. REAFFIRMS the EU’s commitment to continue to support developing countries, in particular Least Developed Countries and Small Island Developing States, in their efforts to implement the Paris Agreement; in this context ACKNOWLEDGES the specific needs and special circumstances of those countries that are particularly vulnerable to the adverse effects of climate change, and the need for timely and targeted support to avert, minimize and address those effects; HIGHLIGHTS initiatives, such as the NDC-Partnership as well as initiatives to strengthen resilience of communities, livelihoods and ecosystems through disaster risk finance and insurance solutions embedded in comprehensive risk management strategies.
18. HIGHLIGHTS the importance of promoting education, training, public awareness, public participation and public access to information in contributing to the implementation of the Paris Agreement and its long-term goals; WELCOMES and encourages fostering climate action through public participation and collaboration with local authorities, private sector and civil society.

## THE WAY TO SANTIAGO

19. CONGRATULATES the Polish Presidency of the 24th Conference of Parties to the United Nations Framework Convention on Climate Change (COP24) for its role in guiding the work of the COP; WELCOMES the "Katowice Rulebook" which represents a significant achievement enabling the operationalisation of the Paris Agreement and shows that multilateralism and international cooperation remain operational platforms for tackling global challenges.

20. WELCOMES the leadership of the incoming Chilean COP Presidency and LOOKS FORWARD to working closely with Chile to enhance global climate action and to make COP25 a success; SUPPORTS the COP25 priorities including attention to the ocean-climate nexus as outlined by the incoming COP Presidency. WELCOMES the active role of Costa Rica and looks forward to the Pre-COP.

21. IS COMMITTED to:

- working with all Parties to develop robust and comprehensive rules on voluntary cooperation under Article 6 of the Paris Agreement that foster global ambition, ensure environmental integrity and avoid double counting through corresponding adjustment on all international transfers, including with respect to the Article 6.4 mechanism and the Carbon Offsetting and Reduction Scheme for International Aviation (CORSA);
- formulating robust rules for Article 6.2 transfers;
- setting up an ambitious new Article 6.4 mechanism that enables participating Parties to enhance their mitigation efforts while accounting robustly for emissions reductions achieved and agreeing to closure of the Kyoto Protocol mechanisms.

22. LOOKS FORWARD to:

- successful completion of the second review of the Warsaw International Mechanism for Loss and Damage (WIM) on the basis of the Terms of Reference agreed in Bonn in June to further guide the work of the WIM, in particular in the implementation of Article 8 of the Paris Agreement;
- making progress on the arrangements under the Enhanced Transparency Framework, which is the backbone of a well-functioning Paris Agreement, based on its modalities, procedures and guidelines agreed in Katowice;

- advancing work on capacity building, including on its institutional arrangements;
- the successful review of the Lima Work Programme on Gender and its Gender Action Plan.

23. HIGHLIGHTS the importance of non-Party stakeholders and their contribution towards the long-term goals of the Paris Agreement, including through the Global Climate Action Agenda (GCAA), recognizes the efforts of the GCAA in contributing to the implementation of the Paris Agreement and its long-term goals; welcomes and ENCOURAGES the two Champions' intense engagement in fostering climate action. WELCOMES the opportunity to take stock of pre-2020 implementation and ambition to showcase progress and to identify further opportunities for global action.

#### OTHER PROCESSES

24. REMAINS COMMITTED to seek synergy and maximise the climate contribution from the other Rio Conventions (UNCBD and UNCCD), including the Post-2020 Global Framework for Biodiversity, the UN Forum on Forests, the Sendai Framework on Disaster Risk Reduction and the achievement of the UN Sustainable Development Goals. STRESSING that coordination also needs to take place at the national level.
25. RECALLS the need for international aviation to adequately contribute to mitigating climate change, CALLS notably on the International Civil Aviation Organisation (ICAO) and its Member States to swiftly implement CORSIA, while ensuring its environmental integrity, including by avoiding double-counting of emission reductions. ENCOURAGES all Parties that have not yet announced their participation, to join CORSIA's pilot phase. REITERATES its previous calls on the ICAO to agree on a long term goal consistent with the temperature goals of the Paris Agreement at the latest at its 41st Assembly.

26. CALLS on the International Maritime Organisation (IMO) to rapidly implement its Initial Strategy on Reduction of Greenhouse Gas Emissions from Ships, adopted in 2018, consistent with the temperature goals of the Paris Agreement.
  27. WELCOMES the entry into force of the Kigali Amendment to the Montreal Protocol on 1 January 2019, contributing to the achievement of the goals of the Paris Agreement, and CALLS upon all Parties to the Montreal Protocol to ratify this amendment as soon as possible.
-