



Council of the
European Union

Brussels, 6 October 2021
(OR. en)

12594/21

CLIMA 292
ENV 736
ONU 92
DEVGEN 172
ECOFIN 948
ENER 416
FORETS 53
MAR 189
AVIATION 253

OUTCOME OF PROCEEDINGS

From: General Secretariat of the Council

To: Delegations

No. prev. doc.: 12306/21

Subject: Preparations for the United Nations Framework on Climate Change (UNFCCC) meetings (Glasgow, 31 October - 12 November 2021)
– Council conclusions

Delegations will find in the [Annex](#) the Council conclusions on the abovementioned subject, as approved by the Council at its 3815th meeting held on 6 October 2021.

**Preparations for the United Nations Framework Convention on Climate Change
(UNFCCC) meetings
(Glasgow, 31 October – 12 November 2021)**

- Council conclusions -

THE COUNCIL OF THE EUROPEAN UNION

URGENCY OF CLIMATE ACTION

1. STRESSES that climate change is a direct and existential threat to humanity and biodiversity that spares no country; yet global climate action remains insufficient. EMPHASISES the extreme urgency to strengthen the global response to address the climate emergency with mitigation and adaptation action, which contribute to protecting people, livelihood, economy and ecosystems; UNDERLINES the need for a global transition to climate neutral, resilient, sustainable, circular and resource-efficient economies and societies. This transition needs to be just and ensure that no one is left behind.
2. EXPRESSES its strong appreciation for the work conducted by the Intergovernmental Panel on Climate Change (IPCC) and WELCOMES the Contribution of Working Group I on the Physical Science Basis of climate change (WG I) to the Sixth Assessment Report (AR6) of the IPCC; LOOKS FORWARD TO the contributions of WG II and III to the AR6 on Impacts, Adaptation and Vulnerability as well as on Mitigation of Climate Change; in this context IS DEEPLY CONCERNED by the evidence of many unprecedented and irreversible changes in the climate system in all regions of the world reported by the IPCC, which unequivocally confirms that human influence has warmed the atmosphere, ocean and land. REITERATES, the key finding of the AR6 WGI, that the extent of future climate change depends on future emissions, and global warming can only be limited to 1.5°C, if strong and sustained reductions in greenhouse gas emissions (GHG) within the coming decades are undertaken and global carbon dioxide emissions reach net zero around 2050. STRESSES the need for urgently stepping up global climate change mitigation ambition in the near term, well ahead of 2030, based on the best available science.

3. HIGHLIGHTS the economic and societal opportunities and advantages of climate mitigation and adaptation measures for all countries, especially in light of the green recovery as a response to the COVID-19 pandemic. By investing in innovation and green jobs, all societies can benefit from a just and equitable transition to a new green economic model.
REITERATES that making financial flows consistent with a pathway towards a low GHG emissions and climate resilient development is essential for a green transition. FURTHER REITERATES that the implementation of the Paris Agreement and the 2030 Agenda for Sustainable Development are strongly interlinked and intertwined.
4. CONTINUES TO BE DEEPLY CONCERNED by the fact that, collectively, Nationally Determined Contributions (NDCs) submitted by Parties and current GHG emission trajectories are still far from what is required to achieve the long-term goals of the Paris Agreement. In this regard, WELCOMES the NDC Synthesis Report prepared by the UNFCCC Secretariat, which can assist Parties in assessing the progress of climate action.
5. STRESSES that all Parties, especially the major emitters, must increase their short- and long-term ambition and enhance climate action, including through the use of carbon pricing, while recalling the recent G20 countries' recognition of the importance to accelerate action in this decade. In this context, RECOGNISES the importance of halting deforestation and strengthening water and food security, sustainable development, poverty eradication, conservation of biodiversity and integrity of all ecosystems.
6. RECALLS that the EU is committed to promoting an equity- and human rights-based approach and respect for the rights of indigenous peoples and local communities and RECOGNISES that climate change policies have gender-differentiated impacts and that gender equality and women's empowerment need to be promoted for effective climate action.
7. ACKNOWLEDGES the strong calls by civil society, especially from children and youth, for more ambitious climate action, taking into consideration intergenerational equity, and the need to put in place a socially beneficial ecological transition which takes into consideration the needs of the citizens; in this context RECOGNISES the importance of public participation and active engagement as well as access to information in planning and implementation of climate action.

8. RECALLS the **European Council** Conclusions of 24-25 May 2021¹ and REITERATES the importance of global momentum for stepping up global climate action. RECALLS the Council Conclusions of 25 January 2021 on Climate and Energy Diplomacy² and UNDERLINES that climate change represents a threat to international stability and security, which entails serious negative effects for the international community. REITERATES in this regard the importance of strong coordinated action of the EU and its Member States through active European climate and energy diplomacy.

ENHANCING ACTION, AMBITION AND SUPPORT

9. Ahead of COP26, REITERATES that international engagement through strong rule-based multilateralism is crucial for achieving successful results in addressing climate change. CALLS upon all Parties to come forward with ambitious national targets and policies and URGES in particular major economies that have not yet done so, to communicate or update enhanced and ambitious NDCs in time for COP26, and to present also long-term low GHG emissions development strategies (LT-LEDS) towards reaching net zero emissions by 2050. NOTES that much more global ambition is needed if we are to arrive in Glasgow with commitments that, in aggregate, keep the 1.5 °C objective within reach, in line with the Paris Agreement.
10. EMPHASISES that achieving all goals of the Paris Agreement is a shared commitment of all Parties and delivering on the rules and guidelines for the implementation of the Paris Agreement in a detailed, comprehensive, robust, and operational manner is a shared objective for COP26 for all Parties.

¹ <https://data.consilium.europa.eu/doc/document/ST-5-2021-INIT/en/pdf>

² <https://data.consilium.europa.eu/doc/document/ST-5263-2021-INIT/en/pdf>

11. RECALLS the European Green Deal as the EU's strategy for sustainable growth, and its climate neutrality commitment by 2050 communicated in its long-term strategy to the UNFCCC in 2020. Also HIGHLIGHTS that the EU submitted an ambitious update of its NDC in December 2020 with a binding target of a net domestic reduction of at least 55 % in GHG emissions by 2030 compared to 1990. This responds to the request to all Parties to communicate or update their NDCs by 2020 and the objective to increase the ambition to the highest possible level when adjusting NDCs as agreed in Paris. STRESSES that the European Climate Law (ECL) enshrines into the EU legislation both the objective to achieve climate neutrality by 2050 at the latest, aiming to achieve negative emissions thereafter, and an increased 2030 climate target.
12. HIGHLIGHTS that this commitment will be implemented on the basis of the "Fit for 55" package of legislative proposals adopted by the European Commission in July 2021, which responds to the need to update the existing EU climate and energy policy framework by revisiting the EU's climate, energy, land use, transport and taxation policies. RECALLS that the new 2030 target will be delivered collectively by the EU in the most cost-effective manner possible and all Member States will participate in this effort, taking into account principles of fairness and solidarity, leaving no one behind.
13. STRESSES that any rules on voluntary cooperation in the implementation of NDCs must foster global ambition, ensure environmental integrity, avoid double counting, promote sustainable development, and ensure respect for human rights by including relevant safeguards. REAFFIRMS the importance of working productively with all Parties to agree on robust rules in Glasgow.

14. UPHOLDS that global mitigation efforts need to be increased significantly, as this will reduce the risks created by climate change, its impacts and adaptation needs. RECOGNISES, however, the need to collectively scale up adaptation efforts in an urgent manner, in addition to the emission reductions, given the embedded climate impacts, and critical importance of adaptation in the global response to climate change together with its multiple co-benefits. HIGHLIGHTS that the EU is acting to adapt to the adverse effects of climate change through the EU Adaptation Strategy with its long-term vision of the EU to become a climate-resilient society by 2050. Moreover, the ECL provides the foundation for increased ambition to boost adaptive capacity, strengthen resilience and reduce vulnerability to climate change. UNDERLINES the significance of the EU Adaptation Communication for showcasing the latest developments of the EU adaptation action. NOTES that all EU Member States have adopted national adaptation strategies.
15. RECOGNISES the increasing importance for all Parties of building resilience and reducing vulnerability to climate change. ACKNOWLEDGES the specific needs and special circumstances of developing countries, particularly Least Developed Countries and Small Island Developing States that are especially vulnerable to the adverse effects of climate change, some of them even being threatened in their very existence. RECALLS the Council Conclusions of 10 June 2021 on adaptation³ and HIGHLIGHTS the introduction of the international dimension of adaptation in the EU Adaptation Strategy which will increase the EU support for international climate resilience and preparedness, including through the scaling up of international finance and stronger global engagement. REITERATES that the EU and its Member States support partner countries to enhance their adaptive capacities for assessing, managing and reducing climate risks, e. g. by enhancing monitoring and evaluation systems, including strengthening the work on accessible, interoperable and authentic environmental data, and data-driven digital solutions, as well as advancing insurance and other financial mechanisms for risk management. These activities will also help vulnerable communities to strengthen their resilience by managing and reducing the risk of losses and damages.

³ <https://data.consilium.europa.eu/doc/document/ST-9419-2021-INIT/en/pdf>

16. REITERATES that aligning finance flows with a pathway towards low GHG emissions and climate-resilient development is key to drive the shift to a climate neutral and resilient global economy and society. In this context, STRESSES the need for promotion of sustainable finance and investment. RECALLS that the EU and its Member States are the world's leading contributor of development assistance and the world's biggest climate finance contributor providing at least a third of the world's public climate finance, with their contribution to the latter having more than doubled since 2013.
17. RECONFIRMS the EU's and its Member States' continued commitment to scaling 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 and through to 2025 from a wide variety of sources, instruments and channels in the context of meaningful mitigation actions and transparency of implementation. INVITES other countries to scale up the mobilisation of international climate finance as well, and RECOGNISES the need to further improve the balance between mitigation and adaptation action, as well as to enhance the financial absorption capacity of developing countries.
18. ENCOURAGES Multilateral Development Banks (MDBs) and other international financial institutions to considerably step up their efforts to align their strategies, activities and investments with the goals of the Paris Agreement, in the context of making all finance flows consistent with a pathway towards low GHG emissions and climate-resilient development, while WELCOMING the strategies established by a number of key MDBs, including, as a frontrunner, the European Investment Bank, as well as the European Bank for Reconstruction and Development, and the World Bank Group. REITERATES that private climate finance is essential for transitioning to a climate neutral global economy. REFERS to the Council conclusions on climate finance ahead of COP26.⁴

⁴ <https://data.consilium.europa.eu/doc/document/ST-12203-2021-INIT/en/pdf>

19. STRESSES that the transparency and accountability delivered through the Enhanced Transparency Framework (ETF) on both action and support will be essential to build and maintain trust among Parties as we implement our commitments in a transparent, accurate, complete, comparable and consistent manner. EMPHASISES the significance of the rules to track progress made in implementing and achieving Parties' NDCs and HIGHLIGHTS the importance of the rules that apply to Article 6, to allow for higher ambition and help Parties to meet, individually and collectively, the objectives of the Paris Agreement.
20. REITERATES the importance of a comprehensive and purpose-driven Global Stocktake to provide meaningful input to the Paris Agreement's five-year ambition cycle and increase global ambition in light of the latest science. STRESSES the need to ensure the necessary inputs are available in good time for the first Global Stocktake taking place in 2023. HIGHLIGHTS that the outputs of the Global Stocktake should inform and continuously incentivise enhanced ambitious climate action, both collectively and individually. It should in particular encourage all Parties to move over time to economy-wide mitigation targets in their NDCs and LT-LEDS, as well as enhanced action on adaptation and means of implementation, in light of the long-term goals of the Paris Agreement.

DELIVERING IN GLASGOW

21. LOOKS FORWARD to the adoption of a comprehensive and balanced Glasgow outcome which will ensure an ambitious global response to climate change, thus keeping the 1.5 °C goal within reach, in line with the Paris agreement and in light of science, in particular the most recent IPCC report.

22. IS DETERMINED to:

- complete at COP26 the Katowice Rulebook on the basis of the progress made in the informal virtual discussions since COP25 in 2019;
- conclude on comprehensive Article 6 rules that will enable action, including voluntary carbon market action, consistent with the necessary increased global ambition and the achievement of climate neutrality, and that avoid double counting and lock-in to high emissions pathways, that promote progression and sustainable development, and that ensure environmental integrity and ambition, address risks such as non-permanence and leakage, and apply social safeguards to activities through:
 - a) comprehensive and robust rules on accounting for all international mitigation outcomes by applying corresponding adjustments, including with respect to the Article 6.4 mechanism and the Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA);
 - b) a forward-looking and ambitious Article 6.4 mechanism that will enable Parties to enhance their mitigation efforts by contributing to their own mitigation strategies, including through ambitious baseline methodologies; and decisions to transition from the Kyoto Protocol mechanisms through the prompt start of the Article 6.4 mechanism and the closure of the Kyoto Protocol mechanisms in a way that does not dilute the ambition of the Paris Agreement;
 - c) agreeing on the work programme for the framework for non-market approaches that will facilitate synergies and efficiencies in non-market cooperation under Article 6.8;
- conclude arrangements under the ETF, which is the backbone of a well-functioning Paris Agreement, based on the modalities, procedures and guidelines agreed in Katowice and the informal progress made since COP25 in Madrid, stressing the importance of capacity building support and technical assistance for ensuring that all developing country Parties fully participate in the ETF;

- express, with a view to reaching a consensus in Glasgow, its preference for a common time frame of five years for all Parties’ NDCs that will be implemented from 2031 onwards only in case all Parties would be required to do so and in a manner consistent with the European Climate Law.

23. LOOKS FORWARD to:

- conducting and completing at COP26 the reviews of the Least Developed Countries Expert Group and the progress, effectiveness and performance of the Adaptation Committee, respectively;
- engaging in discussions on approaches to reviewing the overall progress made in achieving the Global Goal on Adaptation, based on work undertaken by the Adaptation Committee;
- advancing work related to adaptation, including activities relevant to averting, minimising and addressing loss and damage associated with the adverse effects of climate change under the Warsaw International Mechanism for Loss and Damage, including timely and full operationalisation of the Santiago Network;
- finalising the Koronivia Joint Work on Agriculture (KJWA) roadmap and discussing a possible way forward;
- concluding on the successful review of the Doha Work Programme on Article 6 of the Convention, as well as structuring the future work to implement Action for Climate Empowerment;
- initiating deliberations on setting the new post-2025 collective quantified goal on climate finance in the context of meaningful mitigation actions and transparency of implementation and taking into account the needs and priorities of developing countries, in light of making finance flows consistent with a pathway towards a low GHG emissions and climate resilient development;

- engaging in a strategic discussion in Glasgow with all Parties to the Paris Agreement about addressing LT-LEDS in the post-2020 period.

24. HIGHLIGHTS the importance of non-Party stakeholder action and ENCOURAGES their further efforts towards the effective implementation of the Paris Agreement and the preparation of the Global Stocktake, including through the Global Climate Action Agenda.
25. CONGRATULATES and THANKS the Government of Spain for hosting COP25, the Chilean COP25 Presidency, as well as the United Kingdom COP26 incoming Presidency and its partner Italy for their tireless work and dedication in the period between COP25 and COP26, organising workshops and consultations of Heads of Delegations and ministers, including the Pre-COP and the Youth4Climate event, and working with Parties, non-Party stakeholders and NGOs. WELCOMES the work conducted in a virtual setting, at May-June Sessions of Subsidiary Bodies among others and ACKNOWLEDGES there are important lessons to be drawn on how the UNFCCC process can be improved in the future.

OTHER INTERNATIONAL ORGANISATIONS AND PROCESSES

26. UNDERLINES that climate change and biodiversity crisis, desertification as well as land, water and ocean degradation are strongly interconnected and reinforce each other, and STRESSES that they can only be successfully addressed in a coherent approach that comprises mutually beneficial strategies, including nature-based solutions with safeguards. CALLS FOR closer cooperation and synergies among the Rio Conventions and other Multilateral Environmental Agreements, as well as other relevant UN initiatives and international processes.
27. REMAINS STRONGLY COMMITTED to strengthening the synergies between UNFCCC and the UN Convention on Biological Diversity, including the alignment with the Post-2020 Global Framework for Biodiversity, and to further advancing measures for mutually reinforcing co-benefits for climate mitigation and adaptation and halting biodiversity loss.

28. REMAINS COMMITTED also to seek synergies and maximise the climate contribution to and from the United Nations Convention to Combat Desertification (UNCCD), the UN Forum on Forests, the Sendai Framework for Disaster Risk Reduction, the Addis Ababa Action Agenda and the achievements of the 2030 Agenda for Sustainable Development and the Sustainable Development Goals.
29. REMAINS COMMITTED to highlighting the fundamental role that sustainable ocean and water management and healthy water-related ecosystems play in overall climate resilience, and the importance to work in line with the UN Water Action Decade 2018-2028.
30. CALLS on all Member States under the International Civil Aviation Organisation (ICAO) and the International Maritime Organisation (IMO) to ensure that international aviation and maritime transport make a fair contribution towards achieving the goals of the Paris Agreement, in a way that does not prevent states from taking more ambitious action, ensures environmental integrity, avoids double counting, and does not lead to distortion of competition on routes or trades, whilst also CALLING on IMO and ICAO to continue reporting on their climate-related activities under the UNFCCC. ENCOURAGES in particular IMO to advance its work for the implementation of mid- and long-term measures, and ICAO to adopt an ambitious long-term goal for reducing emissions at the global level.
