



2023/2636(RSP)

22.5.2023

DRAFT MOTION FOR A RESOLUTION

further to Questions for Oral Answer B9-xxxxx/2023 and B9-xxxxx/2023

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

on the UN Climate Change Conference 2023 in Dubai, United Arab Emirates
(COP28)
(2023/2636(RSP))

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

B9-0000/2023

European Parliament resolution on the UN Climate Change Conference 2023 in Dubai, United Arab Emirates (COP28) (2023/2636(RSP))

The European Parliament,

- having regard to the UN 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 27th Conference of the Parties to the UNFCCC (COP27), the 17th session of the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol (CMP17) and the fourth session of the Conference of the Parties serving as the Meeting of the Parties to the Paris Agreement (CMA4), and to the Glasgow Climate Pact adopted at the 26th Conference of the Parties to the UNFCCC (COP26) in Glasgow on 13 November 2021,
- having regard to the agreement made at COP27 to create a specific fund for loss and damage and to decide at the 28th Conference of the Parties to the UNFCCC (COP28) how the fund would be operationalised, and to the Santiago Network for Loss and Damage,
- having regard to the UN 2030 Agenda for Sustainable Development and to the Sustainable Development Goals,
- having regard to the Intergovernmental Panel on Climate Change special report on global warming of 1.5 °C, its special report on climate change and land, its special report on the ocean and cryosphere in a changing climate and its sixth assessment report (AR6),
- having regard to the UNFCCC synthesis report of 26 October 2022 on nationally determined contributions under the Paris Agreement,
- having regard to the UN Environment Programme (UNEP) 2022 emissions gap report of 27 October 2022 entitled ‘The Closing Window – Climate crisis calls for rapid transformation of societies’, its 2022 adaptation gap report of 1 November 2022 entitled ‘Too Little, Too Slow – Climate adaptation failure puts world at risk’ and its 2021 production gap report of 20 October 2021,
- having regard to the UNEP report of 31 October 2022 entitled ‘An Eye on Methane: International Methane Emissions Observatory 2022 Report’,
- having regard to the Sendai Framework for Disaster Risk Reduction 2015-2030,
- having regard to the World Meteorological Organization State of the Global Climate

2022 report of 21 April 2023,

- having regard to the UN Office for Disaster Risk Reduction 2022 Global Assessment Report on Disaster Risk Reduction,
- having regard to the Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services global assessment report of 25 November 2019 on biodiversity and ecosystem services,
- having regard to the Kunming-Montreal Global Biodiversity Framework, which was agreed at the 15th meeting of the Conference of the Parties to the UN Convention on Biological Diversity (COP15),
- having regard to the agreement under the United Nations Convention on the Law of the Sea on the conservation and sustainable use of marine biological diversity of areas beyond national jurisdiction (High Seas Treaty),
- having regard to the agreed conclusions adopted at the 66th session of the UN Women Commission on the Status of Women on 25 March 2022, entitled ‘Achieving gender equality and the empowerment of all women and girls in the context of climate change, environmental and disaster risk reduction policies and programmes’,
- having regard to Regulation (EU) 2021/1119 of the European Parliament and of the Council of 30 June 2021 establishing the framework for achieving climate neutrality and amending Regulations (EC) No 401/2009 and (EU) 2018/1999 (‘European Climate Law’)¹,
- having regard to the recently adopted EU legislation translating the Union’s targets of reducing net emissions by at least 55 % by 2030 compared to 1990 levels and towards reaching the binding EU climate neutrality target by 2050 (‘Fit for 55’ package) into concrete policies across different sectors,
- having regard to its resolution of 28 November 2019 on the climate and environment emergency²,
- having regard to its resolution of xx June 2023 on the implementation and delivery of the Sustainable Development Goals,
- having regard to its resolution of 20 October 2022 on the 2022 UN Climate Change Conference in Sharm El-Sheikh, Egypt (COP27)³,
- having regard to its resolution of 24 November 2022 on the human rights situation in Egypt⁴,
- having regard to its resolution of 9 June 2021 on the EU Biodiversity Strategy for 2030:

¹ OJ L 243, 9.7.2021, p. 1.

² OJ C 232, 16.6.2021, p. 28.

³ OJ C 149, 28.4.2023, p. 28.

⁴ OJ C 167, 11.5.2023, p. 94.

Bringing nature back into our lives⁵,

- having regard to its resolution of 28 April 2021 on soil protection⁶,
- having regard to its resolution of 17 December 2020 on the EU strategy on adaptation to climate change⁷,
- having regard to its resolution of 16 December 2021 on the case of human rights defender Ahmed Mansoor in the United Arab Emirates⁸,
- having regard to its resolution of 15 September 2022 on the consequences of drought, fire, and other extreme weather phenomena: increasing the EU's efforts to fight climate change⁹,
- having regard to its resolution of 6 October 2022 on momentum for the ocean: strengthening ocean governance and biodiversity¹⁰,
- having regard to Decision (EU) 2022/591 of the European Parliament and of the Council of 6 April 2022 on a General Union Environment Action Programme to 2030¹¹,
- having regard to the Commission proposal of 22 June 2022 for a regulation of the European Parliament and of the Council on nature restoration (COM(2022)0304),
- having regard to the Commission communication of 24 February 2021 on forging a climate-resilient Europe – the new EU Strategy on Adaptation to Climate Change (COM(2021)0082),
- having regard to the European Court of Auditors special report 04/2023 of 15 February 2023 entitled 'The Global Climate Change Alliance(+) – Achievements fell short of ambitions',
- having regard to the Council conclusions of 4 October 2022 on climate finance in view of the UNFCCC 27th Conference of the Parties (COP27) in Sharm El Sheikh on 6-18 November 2022,
- having regard to the questions to the Commission and to the Council on the 2023 UN Climate Change Conference in Dubai, United Arab Emirates (COP28) (O-0000/2023 – B9-0000/2023 and O-0000/2023 – B9-0000/2023),
- having regard to Rules 136(5) and 132(2) of its Rules of Procedure,
- having regard to the motion for a resolution of the Committee on the Environment, Public Health and Food Safety,

⁵ OJ C 67, 8.2.2022, p. 25.

⁶ OJ C 506, 15.12.2021, p. 38.

⁷ OJ C 445, 29.10.2021, p. 156.

⁸ OJ C 117, 11.3.2022, p. 109.

⁹ OJ C 125, 5.4.2023, p. 135.

¹⁰ OJ C 132, 14.4.2023, p. 106.

¹¹ OJ L 114, 12.4.2022, p. 22.

- A. whereas the Paris Agreement entered into force on 4 November 2016;
- B. whereas there has been inadequate collective progress towards achieving the long-term goals of the Paris Agreement since it was adopted in 2015;
- C. whereas the global stocktake (GST) is a central element of the Paris Agreement; whereas the GST aims to ratchet up ambition and drive climate action, and makes it possible to take stock of the Paris Agreement's implementation;
- D. whereas the Council stated in its conclusions of 24 October 2022 that it stands ready, as soon as possible after the conclusions of the negotiations on the essential components of the 'Fit for 55' package, to update, as appropriate, the nationally determined contributions (NDCs) of the EU and its Member States;
- E. whereas the climate and biodiversity crises are interlinked, exacerbate each other and should be urgently tackled together;
- F. whereas there are scientifically proven interlinkages between health, environmental and climate crises; whereas extreme weather events, biodiversity loss, land degradation and water scarcity are displacing people and having a dramatic impact on their health;
- G. whereas the energy crisis has brought into focus the issue of energy security and the need for energy demand reduction and a diversified energy system; whereas the Russian military invasion of Ukraine has added urgency to the need to rapidly transform the global energy system;
- H. whereas the Glasgow Climate Pact recognises the important role of non-Party stakeholders in contributing to progress towards the goals of the Paris Agreement;

COP28 in Dubai and the first GST

1. Takes note of the Glasgow Climate Pact and the progress made during COP27; stresses, however, that limiting global warming to 1.5 °C requires rapid, deep and sustained mitigation actions and that global greenhouse gas emissions must be reduced by 43 % compared to 2019 levels in this critical decade before 2030;
2. Stresses the need to accelerate climate action, enhance ambition and promote a green and just transition;
3. Underlines that the first GST is a key process for enhancing the collective ambition of climate action and support;
4. Reiterates that GST work should be based on science and guided by the principle of equity and the principle of common but differentiated responsibilities and respective capabilities; recalls that GST work should review climate action while also taking into account human rights, gender and intergenerational justice;
5. Urges all Parties to the UNFCCC to increase their NDCs in order to close the emissions gaps, and to close the implementation gaps by stepping up policy implementation to achieve the stated commitments;

Adaptation

6. Urges all Parties to deliver a credible, robust and implementable global goal on adaptation framework at COP28 in order to enhance adaptive capacity, strengthen resilience and reduce vulnerability to climate change;

Loss and damage

7. Urges all Parties to deliver on making the loss and damage finance facility operational at COP28 in order to ensure new, additional and predictable public funding that clearly prioritises grants to avert, minimise and address loss and damage associated with the adverse impacts of climate change;

Participation of stakeholders and conflict of interests

8. Calls on the UNFCCC and the authorities of the United Arab Emirates to ensure equitable access to COP 28 and full and unrestricted participation in COP28 for all citizens and civil society organisations;
9. Calls for the UNFCCC decision-making process to be protected from interests that run counter to the goals of the Paris Agreement;

An ambitious EU climate policy

10. Stresses that the current geopolitical situation highlights the urgency of cutting dependence on fossil fuels and the need to boost the deployment of renewables;
11. Calls for Union-wide post-2030 intermediate climate targets to be set, in accordance with the European Climate Law, and for the corresponding legislative proposals to contribute to achieving the goals of the Paris Agreement;

International climate finance and sustainable finance

12. Highlights the fact that the EU and its Member States are the largest providers of public climate finance;
13. Is concerned about the growing gap between the needs of developing country Parties and the current scale, sufficiency and accessibility of climate finance;
14. Calls for developed country Parties, including the EU and its Member States, to ensure that the USD 100 billion climate finance goal can be met and disbursed on average between 2020 and 2025, and to further detail the way forward for the new post-2025 climate finance goal;
15. Considers it essential to advance the Bridgetown Agenda and to make the international financial system fit for the 21st century; calls for major international financial institutions to swiftly adopt and develop green finance;
16. Recalls that all parties must make financial flows compatible with the path towards the 1.5 °C target set out in the Paris Agreement;

17. Reiterates the need to urgently end fossil fuel subsidies and other environmentally harmful subsidies in the EU and worldwide;

The climate and biodiversity crisis

18. Emphasises the importance of protecting, conserving and restoring biodiversity, ecosystems, soils and oceans to achieve the objectives of the Paris Agreement;
19. Stresses the need to protect indigenous rights and environmental defenders;
20. Stresses the importance of effectively implementing the Kunming-Montreal Global Biodiversity Framework, which was adopted during the 15th meeting of the Conference of the Parties to the UN Convention on Biological Diversity;
21. Calls on the Parties to continue work on the Ocean and Climate Change Dialogue;

Efforts across all sectors

22. Calls for a quantified, science-based assessment of the progress made since the adoption of the Global Methane Pledge at COP26, the Pledge's participants having agreed to voluntarily contribute to a collective effort to reduce global methane emissions by at least 30 % percent from 2020 levels by 2030;
23. Highlights the inclusion of maritime and aviation emissions in the EU emissions trading system, which will foster greater ambition at international level, including in the International Maritime Organization and the International Civil Aviation Organization;

Climate change and gender

24. Points to the fact that people are impacted by climate change in different ways, depending on factors such as gender, age, disability, ethnicity and poverty;

Role of the European Parliament

25. Believes that it should be an integral part of the EU delegation at COP28, given that it must give its consent to international agreements and plays a central role in the domestic implementation of the Paris Agreement as one of the EU's co-legislators; expects, therefore, to be allowed to attend EU coordination meetings at COP28 in Dubai and to be guaranteed access to all preparatory documents;

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26. 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.