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PARLIAMENTARY MEETING ON THE OCCASION OF THE UNITED NATIONS CLIMATE CHANGE CONFERENCE (COP26)

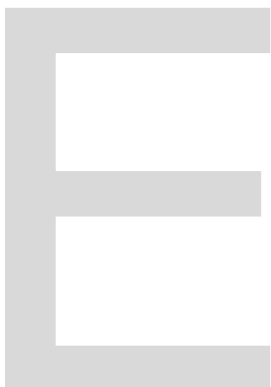
7 November 2021, Glasgow

Revised preliminary draft outcome document

To be presented for adoption at the Pre-COP26 Parliamentary Meeting in Rome, Italy, 8-9 October 2021

The Parliamentary Meeting on the occasion of the United Nations Climate Change Conference (COP26) will take place on 7 November 2021 in Glasgow, United Kingdom. The Meeting is expected to adopt an outcome document. The Meeting co-Rapporteurs, Ms. Alessia Rotta, appointed by the Italian Parliament, and Mr. Alex Sobel, appointed by the British Group of the IPU, have revised the preliminary draft of the outcome document, based on amendments submitted within the deadline. This revised draft outcome document will be presented for adoption at the Pre-COP26 Parliamentary Meeting in Rome, Italy, on 8-9 October 2021. Further comments and observations to the revised draft document adopted in Rome can be sent to the IPU Secretariat by 22 October at the latest. The final outcome document will be finalized and adopted at the closing session of the Parliamentary Meeting at COP26 in Glasgow.

1. We, parliamentarians from around the world, gathered in Glasgow at the Parliamentary Meeting on the occasion of the 26th Session of the Conference of the Parties (COP26) to the United Nations Framework Convention on Climate Change (UNFCCC), express deep concern that the need to act on the climate crisis is becoming ever more urgent, and seek to amplify international calls for concerted and coordinated climate action by all States. We strongly urge all Parties to make COP26 a turning point by adopting and implementing ambitious commitments for a green, inclusive and sustainable pandemic recovery which also ensures global temperature increase does not exceed 1.5°C.
2. Under the auspices of the Inter-Parliamentary Union (IPU) and following the agreements achieved at the Parliamentary Meeting in preparation of the United Nations Climate Change Conference (COP26) at the Italian Parliament, we have assembled at the parliamentary meeting on the occasion of COP26 in Glasgow under the UK Presidency on 7 November 2021. Our position is founded on the scientific findings of the Intergovernmental Panel on Climate Change, including its Sixth Assessment Report published on 9 August 2021, which shows that greenhouse gas emissions from previous human activity are responsible for approximately 1.1°C of warming. In addition, the report states with virtual certainty that irreversible change is already underway, and that the global temperature is expected to reach or exceed 1.5°C of warming by 2040.



3. This rise in temperature would trigger irreversible damage to our planet and endanger biodiversity. The threat of such dire consequences, including for human health and well-being, drives our common determination for action. To this end, we endorse the objective of the Paris Agreement under the UNFCCC to keep the global temperature rise well below 2°C above pre-industrial levels, and strongly support the requirement to secure net-zero greenhouse gas emissions by 2050. Net-zero can only be achieved through international collaboration, holding all nations to ambitious commitments based on the principles of equity, common but differentiated responsibilities and respective capabilities, in light of different national circumstances. This should include supporting innovation, and strengthening transparency and accountability, notably through parliamentary oversight and legislative scrutiny.

4. Parliaments, with their core legislative, oversight, budgetary and representation functions, are key to ensuring the implementation of the climate change objectives contained in the Paris Agreement, under the auspices of the UNFCCC, as well as climate change related components of the Sustainable Development Goals. Parliaments are essential for the translation of international climate change commitments into country-level action, and as climate change is a global issue which transcends borders, strong inter-parliamentary cooperation is crucial for finding global solutions that ensure all countries are able to meet these unavoidable challenges. Accounting for the diversity of our parliaments' mandates and functions, parliamentarians can also be guided by common working methods and norms, including those facilitated and promoted by the IPU. We call upon all parliamentarians to use these tools to ensure that their countries' national climate commitments and international obligations are transparently scrutinized, widely debated and, most importantly, upheld in full.

5. We encourage parliaments to share best practice for undertaking climate impact assessments of all legislation as a matter of routine procedure. Such requirements for greater environmental accountability should empower parliaments in their work to encourage increased public and private sector funding for research and development, and wider utilization of clean energy technologies. The economic and social benefits of investing in green technologies to support renewable energy, sustainable farming and electric vehicles are now clear and unquestionable and should be central to the economic planning and development goals of all nations.

6. We note that parliaments in some countries have declared the existence of a "climate change emergency", which has emboldened governments to be more ambitious in their environmental goals. Initiatives such as these and other inclusive public outreach mechanisms, like people-led "climate committees", which often work in cooperation with non-governmental organizations, grassroots movements and climate activists, help underscore the value of parliamentary voices. Parliamentary dialogue and diplomacy through the IPU and other relevant parliamentary organizations is key to raising awareness of the complexities of the challenge and the need for urgent action to address the serious impacts occurring right now in our communities.

7. As legislators, we must ensure our countries can take full advantage of the opportunities for a green post-COVID-19 recovery. While the pandemic exacerbated existing vulnerabilities and inequalities, particularly for women and girls, marginalized groups and indigenous communities, it also helped reaffirm the importance of an inclusive, equal and sustainable society. Post-pandemic recovery and rebuilding strategies provide an essential opportunity to advance green solutions to both national challenges and common international objectives that we cannot afford to miss. The agreed undertakings addressing climate challenges can guide us towards a sustainable recovery, now being better prepared and determined to "build back better" for the benefit of all. These goals can also be met by changing our habits, reducing waste, and encouraging a circular economy and short supply chains. All countries were required to submit enhanced Nationally Determined Contributions of increasing ambition, updated to reflect revised plans to address changed circumstances created by the pandemic and its impacts. If the last two years have taught us anything, it is that "prevention is better than cure", applying equally to our own health as it does to the health of our planet.

8. We must also recognize that biodiversity loss and climate change increase the risk of zoonotic transmission, the consequences of which can lead to serious disease outbreaks and pandemics. Climate change and global biodiversity loss, therefore, pose a significant risk to public health and

human well-being. By adopting circular economy models and using natural resources sustainably and responsibly, we can protect against future pandemics and better shield populations. To this degree, we recognize that the pressures placed on health services, particularly those of low-income countries, can be alleviated by green policy measures, complementing efforts to improve access and equity through a movement towards universal health coverage (UHC).

9. We recognize that environmental issues are cross-cutting, with implications for all social, economic and security policies, and climate justice and intergenerational equity must be central to achieving all our national goals and ambitions, with particular attention to the needs of the most vulnerable and marginalized groups in our societies. We note that the global pandemic has created an incentive for countries to adopt more inclusive and sustainable models of urbanization and consumption to drive economic recovery, enhance social cohesion and address climate change challenges. This can be achieved through more effective town and rural planning, harnessing the potential offered by digitalization to provide and receive services online, reducing the need to travel and, as a result, cutting emissions. Sustainable urban development measures are also vital to address climate impacts on slum-dwelling communities due to their specific vulnerabilities.

10. Climate change poses a serious risk to human security at many levels. Greater climate ambition can be key to securing stability, avoiding or mitigating conflict, preventing climate-induced migration, and resolving national and regional conflicts and crises. Preventing further climate change can also be a crucial factor in securing a new and more inclusive wave of multilateral participation, while driving support for the economic and social growth of developing countries. Special attention must be paid to Small Island Developing States (SIDS) and States susceptible to serious, if not existential, risk because of specific geographic or climatic vulnerabilities. Sea-level rise, extreme weather events, natural hazards, drought, rapid glacial melt, wildfire and flood all exacerbate development challenges and erase decades of social and economic progress. Due attention must be paid to water resource issues, as a vital part of any global effort to address the impacts of climate change. In the same regard, there must be greater priority accorded to the protection of oceans by integrating policy on climate change, mitigation and adaptation, maritime security, fisheries, and ocean biodiversity as part of a cohesive global approach, particularly to better serve the longer-term interests of SIDS and coastal communities.

11. We strongly support the goal of reaching net-zero. At the same time, we are aware of the challenges surrounding its achievement. We recognize the necessity for governments to have varied targets and individual climate plans based upon national and local circumstances. However, this provision for varying levels of ambition should not undermine efforts to achieve net-zero, and we would be concerned if carbon leakage occurred as a result. We recognize the important role of putting a price on carbon emissions to achieve reductions and encourage all countries to do so based on their respective national circumstances. Another risk to climate ambition is transnational emissions, which so far have not been accounted for in international negotiations, particularly those of the aviation and shipping industries. This is also relevant to the environmental impacts of global trade, which must be a core factor considered in future multilateral trade negotiations at the World Trade Organization (WTO), including that such agreements incentivize green trade and endorse renewable energy.

12. We call for the introduction of a mechanism to calculate transnational emissions which fairly and transparently apportions national responsibility accounting for these emissions in assessing global reductions. We also strongly support the creation of a transnational mechanism to monitor adherence to greenhouse gas emission reduction targets, welcoming the contribution which will be made by the first UNFCCC Global Stocktake, publishing its findings in 2023. The adoption of an equitable emissions trading system through the finalization of Article 6 of the Paris Agreement will provide an important mechanism to counteract climate dumping and provide for functioning global carbon markets to enable achievement of collective emissions reductions targets.

13. It is essential that we mobilize sufficient climate finance at COP26. We call for increased financing for developing countries, especially those that are particularly vulnerable to the adverse effects of climate change and have significant capacity constraints, such as least developed countries and SIDS, so that these countries can adapt and mitigate the effects of climate change, to which they are vulnerable. We call on developed countries to meet their existing climate commitments, in particular the goal of jointly mobilizing USD 100 billion each year in order to improve confidence in

funding commitments, taking into account the negotiations that will begin during COP26 on the new collective quantified funding goal from a floor of USD 100 billion a year. As an urgent necessity, we support a significant shift and enhancement in financial, technological and capacity-building assistance for developing countries towards adaptation rather than mitigation and attention to avoiding any obstacles to such countries accessing dedicated climate-related financing and support.

14. We urge countries to rethink the international financial architecture through innovative mechanisms. The multilateral climate finance architecture must be fair, transparent, equitable, and based on the principle of common but differentiated responsibilities. It must recognize and ensure the predictability and availability of sufficient financial resources to meet the needs and priorities identified by developing countries, both for mitigation and adaptation. New and additional climate finance resources are important. Some innovative instruments could include the mobilization of concessional and non-reimbursable resources channelled through multilateral and bilateral banks with agile and transparent processes, payments for ecosystem services and debt swaps for climate action. In addition, the reallocation of Special Drawing Rights could be considered.

15. Sustainable finance should create a level playing field for vulnerable countries making significant steps in utilizing the UNFCCC's Santiago Network for Loss and Damage, as part of the Warsaw International Mechanism, in order to advance activities to avert, minimize and address loss and damage as part of an inclusive, comprehensive and ambitious COP26 outcome. We recognize the additional burden that high levels of public debt place on developing countries, particularly SIDS. Likewise, it is necessary to establish frameworks and mechanisms to deal efficiently, equitably and predictably with situations of unsustainable debt. We call for greater fiscal space to be granted and for debt sustainability to be guaranteed so that these States can meet their climate policy commitments.

16. We emphasize the role that science and technology play in implementing policies that support adaptation and mitigation. More specifically, the development of Artificial Intelligence (AI) predictive models can increase our understanding of complex climate change phenomena and the future consequences they may have, all the while protecting the rights and freedoms of our citizens, including privacy rights. We welcome investment in, and use of, such scientific and technological resources to assist energy transition, adaptation and mitigation policies and projects, and support comprehensive efforts to ensure appropriate technology transfer to developing countries, including vulnerable States. While the opportunity to secure a net-zero pathway is narrowing, it is still possible to achieve with the immediate and large-scale deployment of green, safe, sustainable and efficient energy technologies, combined with an international commitment to accelerate research and innovation. As stated in the most recent report by the International Energy Agency (IEA), a fast and large-scale energy transition cannot be achieved without citizen engagement. The support and participation of citizens is essential to ensure the adoption and financing of green and sustainable alternatives, including taking full advantage of advances in renewable energy.

17. Climate change also poses a significant threat to global food security, which is a particular concern for the world's most vulnerable populations and indigenous peoples. Any loss in biodiversity, as well as changing weather patterns, reduces crop yields and results in food shortages. At the same time, agriculture is one of the main drivers of biodiversity loss and climate change, adversely affecting food security. The global response to climate change today, therefore, determines how we feed future generations tomorrow. Such food insecurity makes it impossible to eradicate poverty, improve nutrition and achieve the Sustainable Development Goals. We strongly support the Food and Agriculture Organization's strategy on adaptation and mitigation in agricultural sectors and call for a global commitment to its principles of assisting the transformation of farming methods in developing countries as a key to climate action. At the same time, we stress that designing sustainable, healthy, diverse and resilient food systems will determine our progress in reaching our climate and biodiversity goals. We therefore support the outcomes of the United Nations Food Systems Summit and highlight the need for further ambitious actions towards sustainable food systems globally.

18. United by our common goals and purpose as parliamentarians, we have gathered in Glasgow in parallel to COP26 to reiterate our abiding commitment to democracy and multilateralism in the long-standing spirit of the IPU. We utilize the IPU's standing as the world's oldest multilateral political organization, founded on the important principle that international cooperation and dialogue are the most effective means to address our common global challenges, as our platform to send a clear and

unequivocal message. Faced with the existential threat of climate change to many of the most vulnerable people in our countries and as nations emerge from the darkest days of the COVID-19 pandemic with renewed vision and resolve to “build back better”, we urge our respective national leadership and expert negotiators to seize the moment in Glasgow. An emergency confronts us and it is imperative we take the fullest advantage of the United Kingdom’s leadership and commitment as COP President, in partnership with Italy, to resolve all outstanding issues from the Paris Agreement and act to attain the highest level of ambition to protect the planet and safeguard the security and prosperity of our citizens, now and for future generations.