



2017/2272(INI)

1.3.2018

DRAFT REPORT

on Climate diplomacy
(2017/2272(INI))

Committee on Foreign Affairs
Committee on the Environment, Public Health and Food Safety

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(Joint committee procedure – Rule 55 of the Rules of Procedure)

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MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION

on Climate diplomacy (2017/2272(INI))

The European Parliament,

- having regard to the Treaty on the Functioning of the European Union (TFEU), in particular Articles 21, 191, 192, 220 and 221 thereof,
- having regard to the United Nations 2030 Agenda for Sustainable Development and to the Sustainable Development Goals (SDGs),
- having regard to the United Nations Framework Convention on Climate Change (UNFCCC) and the Kyoto Protocol thereto,
- having regard to the Paris Agreement, Decision 1/CP.21, the 21st Conference of the Parties (COP21) to the UNFCCC and the 11th Conference of the Parties serving as the Meeting of the Parties to the Kyoto Protocol (CMP11) held in Paris from 30 November to 11 December 2015,
- having regard to the 22nd Conference of the Parties (COP22) to the UNFCCC and the 1st Conference of the Parties serving as the Meeting of the Parties to the Paris Agreement (CMA1), held in Marrakech, Morocco, from 15 November to 18 November 2016,
- having regard to its resolution of 6 October 2016 on the implementation of the Paris Agreement and the 2016 UN Climate Change Conference in Marrakesh, Morocco (COP22)¹,
- having regard to its resolution of 4 October 2017 on the 2017 UN Climate Change Conference in Bonn, Germany (COP23)²,
- having regard to the Commission communication of 20 July 2016 entitled ‘Accelerating Europe’s transition to a low-carbon economy’ (COM(2016)0500),
- having regard to the Commission communication of 16 April 2013 on ‘An EU Strategy on adaptation to climate change’ (COM(2013)0216),
- having regard to the EU Climate Diplomacy Action Plan 2015 adopted by the Foreign Affairs Council,
- having regard to the Foreign Affairs Council conclusions of 6 March 2017 and 19 June 2017,
- having regard to the European Council conclusions of 22 June 2017,

¹ Texts adopted, P8_TA(2016)0383.

² Texts adopted, P8_TA(2017)0380.

- having regard to the Council conclusions of 26 February 2018 on Climate Diplomacy,
 - having regard to the European External Action Service (EEAS) communication of June 2016 on a Global Strategy for the European Union’s Foreign and Security Policy and the Commission and EEAS joint communication of 7 June 2017 on a Strategic Approach to Resilience in the EU’s External Action (JOIN(2017)0021),
 - having regard to the opinion of the European Committee of the Regions of 9 February 2017 entitled ‘Towards a new EU climate change adaptation strategy – taking an integrated approach’,
 - having regard to the opinion of the European Economic and Social Committee of 26 April 2016 entitled ‘The Road from Paris’¹,
 - having regard its resolution of 13 December 2017 on the Annual Report on the implementation of the Common Foreign and Security Policy²,
 - having regard to its resolution of 16 January 2018 on women, gender equality and climate justice³,
 - having regard to Pope Francis’ encyclical letter ‘Laudato Si’ on care for our common home’,
 - having regard to Rule 52 of its Rules of Procedure,
 - having regard to the joint deliberations of the Committee on Foreign Affairs and the Committee on the Environment, Public Health and Food Safety under Rule 55 of the Rules of Procedure,
 - having regard to the report of the Committee on Foreign Affairs and the Committee on the Environment, Public Health and Food Safety (A8-0000/2018),
- A. whereas the effects of climate change are having increasingly severe impacts on different aspects of human life as well as on the global order and geopolitical stability; whereas climate diplomacy can be understood as a form of targeted foreign policy to promote climate action through reaching out to other actors, cooperating on specific climate-related issues, building strategic partnerships and strengthening relations with state and non-state actors, thereby contributing to mitigating the effects of climate change;
- B. whereas the EU has been one of the leading forces on climate action and has shown its leadership in international climate negotiations; whereas the EU has used climate diplomacy to create strategic alliances with relevant stakeholders to fight jointly against climate change as a key component of sustainable development and preventive action in view of climate-related threats;
- C. whereas EU climate diplomacy was key to the conclusion of the Paris Agreement and,

¹ OJ C 487, 28.12.2016, p. 24.

² Texts adopted, P8_TA(2017)0493.

³ Texts adopted, P8_TA(2018)0005.

since then, the EU's approach to climate diplomacy has been broadened; whereas, as part of the EU's Global Strategy, climate policy has been integrated into foreign and security policy, and the link between energy and climate, security and climate change adaptation and migration has been strengthened;

- D. whereas, in order to achieve its objectives, the fight against climate change should become a strategic priority in diplomatic dialogues and initiatives; whereas Parliament has been actively contributing to the process and has been using both its legislative power and its political influence to further integrate climate change into development action and the aid portfolio, as well as into several other EU policies, such as agriculture, fisheries, energy, research and trade;
1. Recalls that the effects of climate change have a tangible impact on several aspects of human life, on peace and security and that these effects are increasingly being felt in the lives of EU citizens, as well as challenging the international community; underlines the increasing urgency of climate action and that addressing climate change requires a joint effort at international level, as it constitutes a collective responsibility towards the entire planet, for the current and future generations;

Implementation of the Paris Agreement and Agenda 2030

2. Reaffirms the EU's commitment to the Paris Agreement and to the UN Agenda 2030, including the SDGs, and stresses the need to implement the Paris Agreement and the SDGs both in the EU and globally to develop a more sustainable economy and society; reaffirms the need for an ambitious EU climate policy and its readiness to improve the existing EU National Determined Contribution (NDC) for 2030 as well the necessity of developing a long-term strategy for 2050 in a timely manner;
3. Notes that the US President's announcement of the country's withdrawal from the Paris Agreement gives the EU the opportunity and reinforces its obligation to assume a leading role in climate action and to step up its climate diplomacy efforts to form a strong alliance of countries and actors that will continue to support and contribute to the objectives of limiting global warming to well below 2°C while pursuing efforts to limit the temperature increase to 1.5°C;
4. Believes that mitigating climate change and moving towards a low-emission economy will contribute to enhanced peace and security both within and outside of the EU as climate change often exacerbates existing instabilities and conflicts, even leading to increased migration flows due to the scarcity of resources and lack of economic opportunities as well as a deterioration in living conditions;

Strengthening the EU capacity for Climate Diplomacy

5. Underlines the importance of the EU speaking with a single and unified voice in all international forums and calls on the High Representative of the Union for Foreign Affairs and Security Policy and the Commission to coordinate a joint EU effort to ensure its commitment to the implementation of the Paris Agreement; insists on the need to develop a comprehensive strategy for EU climate diplomacy and to integrate climate into all fields of EU external action, including trade, development cooperation, humanitarian aid and security and defence;

6. Calls for Parliament's greater involvement and an annual process, initiated by the Commission and the EEAS and carried out in cooperation with the Member States, to identify key priorities for EU climate diplomacy in the year in question and to come forward with concrete recommendations for addressing capacity gaps;
7. Expresses its will to initiate a process to contribute to this effort through regular reports on the EU's climate diplomacy activities and its achievements, as well as its shortcomings;
8. Commits itself to making better use of its international role and its membership of international parliamentary networks, to stepping up its climate activities within its work in its delegations as well as through delegation visits, especially of ENVI and AFET Committees, and during European and international interparliamentary meetings as well as in dialogue platforms with national parliaments and subnational actors/non-state actors and civil society;
9. Calls for an allocation of human and financial resources in the EEAS and the Commission, which better reflects the strong commitment to and increased engagement in climate diplomacy; urges the EEAS to include climate diplomacy on EU delegations' agendas when meeting their counterparts from third countries and international or regional organisations and to orchestrate and assign strategic importance to climate diplomacy efforts in every EU delegation with the representations of the Member States in third countries; calls, therefore, for the inclusion of a higher percentage of climate experts when creating mixed posts in the EU delegations;
10. Calls on the EEAS and the Commission to put forward a joint communication setting out its understanding of EU climate diplomacy as well as a strategic approach for the EU's climate diplomacy activities within 12 months following the adoption of this report, and taking into account Parliament's approach as laid down in this text;

The Fight against Climate Change as a Driver of International Cooperation

11. Underlines that the EU must be an active player in international organisations and forums (such as the UN, UNFCCC, the High-level Political Forum on Sustainable Development (HPFL), NATO, the International Civil Aviation Organisation (ICAO), the International Maritime Organisation (IMO) and the G7 and G20) and closely cooperate with regional organisations (such as the African Union (AU), the Economic Community of West African States (ECOWAS), the Association of Southeast Asian Nations (ASEAN) and MERCOSUR) to foster global partnerships and ensure the implementation of the Paris Agreement and the SDGs, while defending, strengthening, and further developing multilateral cooperation regimes; notes that climate can be an entry point for diplomatic relations with partners with whom other agenda items are highly contested, thereby offering an opportunity to enhance stability and peace;
12. Calls on the Commission to integrate the climate change dimension into international trade and investment agreements and to streamline financial instruments and programmes to ensure coherence and increase the effectiveness of EU climate action; recommends the development and systematic inclusion of a fundamental climate change clause in international agreements with partners who have signed the Paris Agreement, supporting thereby the European and international decarbonisation process;

13. Supports sustained and active EU engagement within the High Ambition Coalition (HAC) and with its member countries to give visibility to their determination to achieve meaningful implementation of the Paris Agreement, the conclusion of its rule book in 2018 and a successful Talanoa Dialogue at COP24 that is aimed at motivating further States to join in with these efforts and to establish a group of climate leaders in the next few years;
14. Highlights the responsibility incumbent on the EU and other developed countries to show greater solidarity towards the vulnerable states and developing countries most affected by the impact of climate change and to ensure continuous support to help them recover from damage related to climate change, to improve adaptation measures and resilience through financial support and by means of capacity building; calls on the Member States to support the efforts of developing countries to decrease dependence on fossil fuels and to become low-carbon societies, especially by cooperating within NDC partnerships;
15. Recommends that the EU deepen its strategic cooperation with emerging economies which have a major impact on global warming, but which are also decisive in terms of global climate action; calls on the EU to create dedicated panels to debate climate and sustainability policies during high-level ministerial meetings; calls on the EU to build up partnerships for carbon markets beyond Europe;
16. Urges the EEAS, the Commission and the Member States to engage in strategic dialogues on decarbonised energy cooperation and zero-carbon economic development models with fossil fuel exporting countries in the EU's wider neighbourhood in order to enhance peace as well as human security and well-being in Europe and globally;

The EU's Strategic Partners

17. Considers it important that the EU keep up its efforts to re-engage the US in multilateral cooperation and points out that the Brexit negotiations and the future relationship with the UK must reflect the need for continued cooperation on climate diplomacy;
18. Calls on the EU to further intensify its relations with local and regional authorities in third countries to enhance thematic cooperation between cities and regions both within and outside of the EU; notes the role EU delegations in third countries can play in this regard;
19. Calls on the EU and its Member States to strengthen their ties with civil society and to form alliances and build up synergies with the scientific community, non-governmental organisations, non-traditional actors and the private sector, to develop export strategies for climate technologies and to encourage technology transfer to and capacity-building in third countries;

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20. Instructs its President to forward this resolution to the Council, the Vice-President of the Commission / High Representative of the Union for Foreign Affairs and Security Policy, the Commission, the European External Action Service and, for information, the United Nations General Assembly and the Secretary-General of the United Nations.

EXPLANATORY STATEMENT

Climate Diplomacy as a Strategic Priority in EU Foreign Affairs

In 2015, reaching a universal climate agreement in Paris and adopting the Agenda 2030 - with the Sustainable Development Goals (SDGs) at its core - has been a great success for the global transformation towards a more sustainable and low-carbon society. Both achievements can be seen as successful examples of multilateralism. The Paris Agreement in particular has been made possible through a concerted diplomatic effort by the EU and the French Presidency. Now, the challenge ahead lies in translating it into action, in creating the rules and procedures for this process during the upcoming UN climate conferences and by keeping up international commitment for climate action.

This illustrates the importance of placing climate on the agenda of foreign affairs bodies and actors. Severe effects of climate change are tangible globally and therefore have to be a strategic priority in international diplomatic relations. With climate related developments impacting geopolitical stability, food and water supply - and hence the regional security of populations affected - as well as migration flows, the issue needs to be addressed on all levels and in all fields of foreign affairs diplomacy.

This is why the Committee on Foreign Affairs and the Committee on Environment, Public Health and Food Safety dedicate a joint report to this topic and put forward recommendations for future EU climate diplomacy activities. This report sets the cornerstone for future engagement of the Parliament's Committees, especially the Committee on Foreign Affairs and the Committees on Environment, Public Health and Food Safety in climate diplomacy, and establishing the European Parliament as one of the foreign affairs actors in the field.

In order to contribute to the process of tailoring an international role in climate diplomacy for the EU, this report, in line with the foreign affairs approach as laid down in the EU Global Strategy, systematically identifies the necessary structures as well strategic partners and thematic lanes for EU climate diplomacy, thereby supporting the development of a comprehensive future strategy for the EU.

The Need for EU Leadership: Developing an EU Climate Diplomacy Agenda

Facing an increased urgency for climate action and the need for robust global implementation of the Paris Agreement, the EU has to step up its climate diplomacy efforts. Championing climate action and reiterating political commitment stays a constant task. In this context, a strong leadership role of the EU in climate action is more important than ever. A clear agenda should outline how to enhance cooperation with old and new partners – be it within international fora, with national governments or non-state actors.

The external leadership role needs to be complemented with a strong internal climate policy. To evolve as a credible player, the EU has to implement the Paris Agreement in a consistent manner and with a clear review mechanism. While central EU climate laws have been adopted for the next decade, further action is still needed. The EU should be well prepared for the 2018 Talanoa Dialogue and the climate conference in Katowice, Poland (COP24), including concrete offers how to step up own climate efforts. The EU and especially its Member States need to be ready to improve the existing EU National Determined Contribution (NDC) for 2030 and to use the exercise of global stocktake every 5 years to review its own climate related legislation and

actions. The current proposal for sustainable finance, the debate on phasing out harmful fossil subsidies and the setup of the upcoming EU Multiannual Financial Framework should be additional occasions for integrating climate commitment on EU level.

The EU should demonstrate that obligations originating from the Paris Agreement are fulfilled without delay. Therefore, the Commission should consult with the European Parliament and Member States to draft a revised EU long-term mid-century low-emission strategy taking into account the results of the upcoming IPCC Special Report.

A Joint Effort: Improving the Structures for EU Climate Diplomacy

Facing a growing complexity and challenge of global climate action, EU climate diplomacy needs to be professionalised, strengthened, become more coherent and coordinated. Acknowledging the complex multi-layer governing system of the EU, all EU institutions together with the Member States should be involved in the process of developing and advancing EU climate diplomacy and EU climate action.

While the Commission and the European External Action Service (EEAS) have been key players in EU climate diplomacy in the past years, their coordinating role should be even stronger in the future. EU climate diplomacy can build on the experience of accelerating and coordinating diplomatic capacities ahead of the Paris climate summit and further develop it towards a more strategic approach.

This means that climate becomes not only a more important part of foreign affairs but that other EU policies with external dimensions, like trade and investment policies as well as development aid are in coherence with the objectives of the Paris Agreement and the SDGs. Apart from policy coherence, a more strategic approach to climate diplomacy should also relate to the coherence of actions. The High Representative should, together with the Commission, coordinate a joint EU effort to set up an EU climate diplomacy strategy by identifying priorities, key actors to be addressed and key events to be used for actions, be it conferences, high ministerial meetings or informal settings.

For a targeted climate diplomacy to be implemented, the Commission and the EEAS should be equipped with the necessary financial and human resources. Capacity gaps in the Commission's Directorate General for Climate action (DG CLIMA) and the EEAS should be assessed and closed accordingly. Both teams should continue their close cooperation to ensure that the EU can speak with one voice in international fora.

At the same time, in order to ensure that the EEAS can take on a more coordinating role *vis à vis* the representations of the Member States through its delegations in third countries, more climate-specific personnel respectively more mixed posts featuring climate in their portfolio should be dedicated to the EEAS delegations. These delegations should additionally dedicate an appropriate part of their budget to climate activities such as conferences, studies and awareness-raising campaigns. A regular and trustful coordination between responsible public servants in the Member States' ministries should support the efforts on EU level.

The European Parliament as a Diplomatic Climate Advocate

The European Parliament should play a more active role in EU climate diplomacy and should contribute with its political ideas as well as its capacities. The Parliament should regularly formulate recommendations on strategic priorities for EU climate diplomacy, to be taken into account by Council, EEAS and Commission when developing the EU strategy.

Furthermore, the Parliament itself is a foreign affairs actor with its official delegations for the relations with third countries and parliamentary assemblies. Missions undertaken by the committees and formats like inter-parliamentary meetings also offer a promising platform for exchanges.

These capacities should be used more effectively and in a structured way. During missions of relevant committees, questions related to the implementation of the Paris Agreement and the SDGs could be included as an integral part of their exchanges. For example, the current EU approach to fulfil its NDC could be outlined setting off an exchange on the third country NDC implementation. Also, the EU's financial commitment or efforts in projects in the respective countries could be addressed. In this way, the EU's outreach could be widened while following the EU strategy for climate diplomacy and thereby avoid inconsistencies in messaging. Through a reporting system, the insights gathered during parliamentary missions should be structured and integrated into a continuous dialogue with partner countries.

Strategic Climate Diplomacy Partners of the EU

The EU is a unique foreign policy actor due to its multi-level structure and institutions and is predestined to address different actors on different levels. Continuing and strengthening existing partnerships on the one hand, the EU should on the other hand aim for new partnerships and alliances across the globe. Whilst increasing ambitions where possible, the approach should be tailored according to the capacities of the partners.

As implementing the Paris Agreement and the SDGs does not only take a political effort but also extensively concerns other stakeholder, the EU's strategic partners have to include civil society organisations, the scientific community and the private sector as well. This is particularly evident on the local and the regional level where the practical implementation of climate action takes place.

Engaging in diplomatic relations on climate can serve as an entry point for conversations with partners with whom other agenda items are highly contested. Therefore, strategic partners of the EU should also include countries with which climate diplomacy can pave the way for deeper cooperation and trust building, thereby strengthening or even re-introducing multilateralism as the framework of international cooperation.

The EU should remain an active player and an agenda-setter in international organisations. Frameworks such as the G7 and the G20 should be increasingly used to formulate common climate commitments and to develop international guiding principles. The EU should revive and launch climate alliances like the High Ambition Coalition and initiate joint announcements for concrete climate pledges and actions. EU partnerships with ACP, AU, ECOWAS, ASEAN and MERCOSUR should be strengthened in this regard. Bilateral relations with emerging economies, developing countries and vulnerable states need to be another priority of a targeted EU climate diplomacy.

Strategic Priorities of the EU's Climate Diplomacy Agenda

The EU climate diplomacy should identify thematic priorities in which cooperation and diplomatic efforts are especially meaningful or promising and where the EU has gained expertise and expert knowledge.

Climate change has severe impacts on the living environment of nature and people, but is also increasingly threatening peace and stability as it often serves as a threat multiplier and

aggravates existing conflicts. EU climate diplomacy should focus its efforts on the climate-change-migration-nexus which is increasingly threatening security and stability in- and outside the EU. For the future of the EU climate diplomacy agenda, preventive measures as well as improved risk assessment need to be an integral part of the joint effort conducted between the EU institutions and the Member States. This will contribute to conflict prevention frameworks of the EU's and the Member States' Foreign Policy.

Beside the security dimension, partnerships on climate related themes like carbon pricing, climate finance, fossil fuel subsidy phase out and clean technologies could be possible priorities. The EU's understanding in setting up, adjusting and operating its carbon market is complemented by its experience through the Linking Agreement with the Swiss emission trading scheme and other international cooperation projects. These are very good conditions for the EU to be at the forefront of promoting third states efforts in carbon pricing mechanisms as well as further engage in international coordination of carbon markets with the aim of aligning them better in the medium-term and to create an international carbon market in the long-term.